



Norfolk County Council



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Police/NCC Joint Domestic Abuse Project

What is the profile of young people involved with domestic abuse across Norfolk and what are the indicators and interventions?

Phase 1: Strategic overview and context

Phase 2: Offenders – to follow

Phase 3: Victims – to follow

Report produced by the Joint Performance and Analysis Department (JPAD), Norfolk Constabulary and the Business Intelligence and Performance Service, Norfolk County Council.

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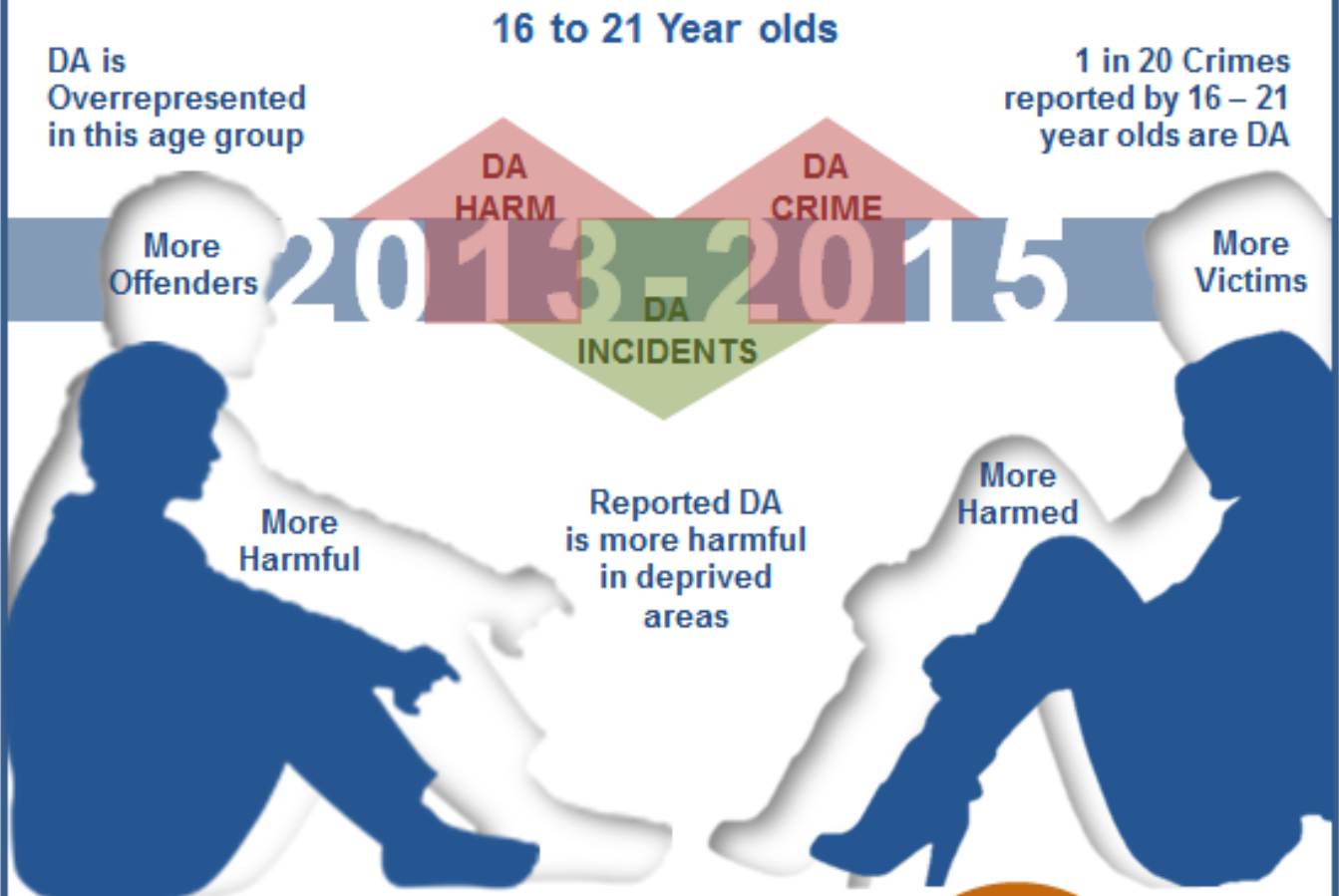
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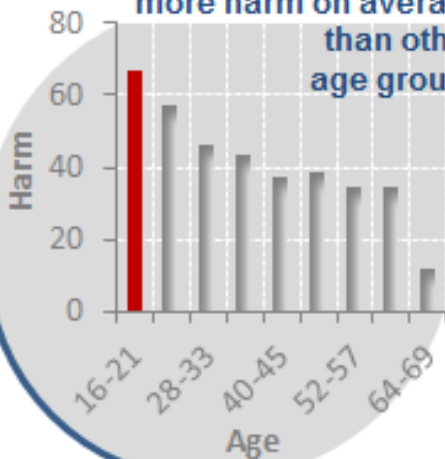
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Executive Summary

Between 2013-14 and 2014-15 the level of DA involving young people aged 16-21 increased and in many cases violence was present, particularly in areas of greater deprivation.



16 to 21 year olds experience more harm on average than other age groups



1. Introduction

1.1 Background

The project was commissioned by Simon Bailey (Chief Constable) and Michael Rosen (Executive Director, Children's Services at Norfolk County Council) as a result of discussion during the Public Sector Summit in October 2015. The aim of the work is to extend our understanding of domestic abuse as experienced by children and young people in Norfolk through a high level strategic overview (Phase 1) and detailed exploration of issues for offenders (Phase 2) and victims (Phase 3) by analysis and case studies. In addition, the project will explore best practice in joint working between Children's Services and Norfolk Police (including data sharing data, staff co-location, and IT inter-operability).

This report covers Phase 1 which provides a strategic overview and context and, as such, does not answer the research question ('What is the profile of young people involved with domestic abuse across Norfolk and what are the indicators and intervention?'). The report has not required the sharing of personal data and is mainly based on information from Police records. Offender and victim experiences will be discussed in subsequent phases which will draw upon Children's Services data derived from case readings, performance reports, and team records, as well as further information from Police data.

1.2 Context

Domestic abuse has a detrimental impact on individuals and families: recent health analysis into the needs of children and people involved in domestic abuse showed that domestic abuse often occurs in a family setting and while children may not necessarily be victims themselves, the impact of exposure to domestic abuse to their emotional wellbeing and health "can be significant [depending on developmental stage, gender and presence or lack of protective factors]...".¹ Domestic violence has been identified as a feature of Serious Case reviews into child deaths by several studies.² In addition, a link between domestic abuse and children at risk of sexual exploitation has been well evidenced in recent joint Police/Children's Services research in Croydon (Operation Raptor) and this link will be explored further in Phases 2 and 3 of this project.³

As well as the impact on individuals' health and wellbeing, domestic abuse has wider social and economic costs.⁴ It has been estimated that the national cost of domestic abuse in England is £5.5billion (£591m in the East of England) each year. The annual cost to the criminal justice system is estimated at £1.2billion and £268million to social services.⁵ The

¹ Stuart Keeble, Norfolk Public Health *Domestic Violence and Abuse Needs Assessment for Children and Young People in Norfolk* (2014) www.norfolkinsight.org.uk/resource/view?resourceId=1055 (Accessed 27.5.16) p.9

² Nicky Stanley *Research in Practice – Children Experiencing Domestic Violence: a Research Review* (2011) <https://www.rip.org.uk/resources/publications/research-reviews-and-summaries/children-experiencing-domestic-violence-a-research-review> (Accessed 3.6.16) p.23

³ Croydon Council, Metropolitan Police Service and National Crime Agency *Operation Raptor: Investigating and Responding to Child Sexual Exploitation in Croydon 2014-15* (August 2015) <http://croydonlcsb.org.uk/wp-content/uploads/2015/08/Op-RAPTOR-Multi-Agency-CSE-Intelligence-Investigation-and-Response-Rep-.pdf> (Accessed 10.6.16)

⁴ A summary of evidence can be found on the Refuge website <http://www.refuge.org.uk/what-we-do/research-and-publications/> (Accessed 26.5.16) and in a presentation by Ian Sturgess at JSNA Domestic Abuse Briefing (2013) <http://www.norfolkinsight.org.uk/jsna/groupsatrisk> (Accessed 27.5.16)

⁵ Trust for London <http://www.trustforlondon.org.uk/media/press-release/domestic-violence-costs-5-5bn-a-year-in-england/> (Accessed 26.5.16)

personal cost to victims was estimated in 2004 at between £240 and £750,000 depending on the severity of violence, from common assault to homicide.⁶

In Norfolk, domestic abuse is recognised as a serious issue and Norfolk County Council and Police manage a number of strategies to reduce harm.⁷ The county's Community Safety Partnership has four priorities, one of which is to tackle domestic abuse and violence.⁸ The Partnership is involved in high profile campaigns to raise awareness of domestic abuse and to promote reporting of incidents ('Norfolk Says No' and 'I Walked Away'). Current Norfolk Police and Crime plan objectives to reduce priority crime, anti-social behaviour and reoffending, include a domestic abuse reduction target.⁹ Norfolk's Health and Wellbeing Board's strategy has three priorities and addressing domestic abuse is part of the strand which aims to promote the social and emotional wellbeing of pre-school children.¹⁰ Recent publications (Norfolk Public Health *Violence and Abuse Needs Assessment for Children and Young People in Norfolk* and Norfolk Police *Profile of Domestic Abuse in Norfolk 2014-15*) provide extensive background about domestic abuse and young people in the county.¹¹

1.3 Terminology

Young people – child or young person up to her or his 18th birthday (care leavers beyond 18 and offenders to 21) – see **Figure 1** (below) for explanation of ages and legal responsibility. Unless otherwise stated in the text, 'victims' and 'offenders' are aged 16-21 as Police data does not record anyone under the age of 16 as a 'domestic related' victim or offender. Children's Services cares for children up to 18 unless certain conditions (such as being a care leaver or having special needs) are met but a broader view has been taken for this report.

⁶ Sylvia Wallaby *The Cost of Domestic Violence* (2004) p.92

http://www.devon.gov.uk/cost_of_dv_report_sept04.pdf (Accessed 27.5.16) Updated 2009 but not on a per person basis http://www.caadv.org.uk/new_cost_of_dv_2009.php (Accessed 27.5.16)

⁷ A joint scheme managed by Police and schools to support child victims of domestic abuse within the school setting (Operation Encompass) has been trialled elsewhere in the UK and is currently being considered for use in Norfolk. Source: correspondence between Jules Wvndth, and JPAD, 20.6.16

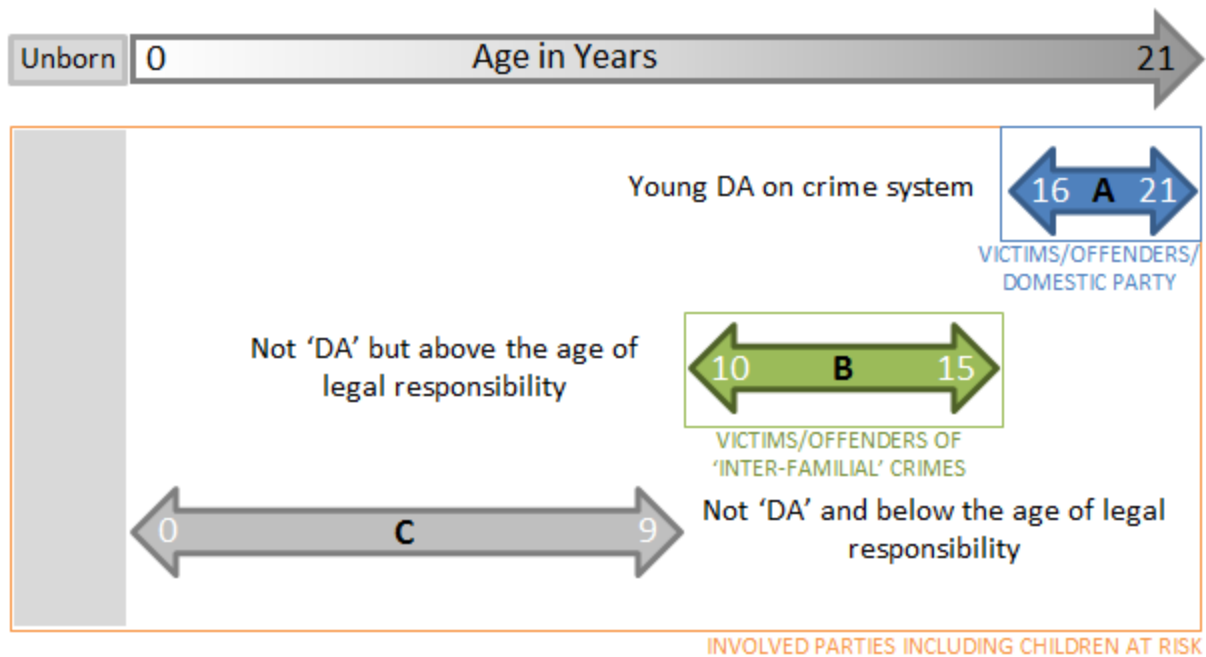
⁸ Community Safety Partnership <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/equality-diversity-and-community-cohesion/community-safety-partnership> (Accessed 27.5.16). DA services current for 2016-17 include: IDVA Service, Leeway DV and Abuse Services, GP awareness training, Support for Survivors of Sexual Abuse, Triage support for DA victims, Victims Panel, Support after serious sexual assault, Locality based DA co-ordinators, Supporting LAC vulnerable to sexual exploitation, DA support in West Norfolk, Support for adult survivors of CSA, Support for child survivors of abuse, Victims Referral Service, Delivering Restorative Justice. Source: information provided by Ian Sturgess, Domestic Abuse and Sexual Violence Co-ordinator, Office of the Police and Crime Commissioner for Norfolk to JPAD, 18.7.16

⁹ Office of the Police and Crime Commissioner for Norfolk *Police and Crime Plan for Norfolk 2014-16* (2015 refresh <http://archive2016.norfolk-pcc.gov.uk/documents/key-documents/police-and-crime-plan/current-plan/PCC%20Police%20and%20Crime%20Plan.pdf> (Accessed 26.5.16). Consultation regarding the new PCC Plan is currently underway <http://www.norfolk-pcc.gov.uk/what-we-do/police-crime-plan/> (Accessed 17.6.16)

¹⁰ Norfolk Health and Wellbeing Board Strategy <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/health/health-and-wellbeing-board/health-and-wellbeing-strategy/strategy/the-boards-three-priorities> (Accessed 27.5.16)

¹¹ Stuart Keeble, Norfolk Public Health *Domestic Violence and Abuse Needs Assessment for Children and Young People in Norfolk* and Community Safety, Norfolk Police *Profile of Domestic Abuse in Norfolk 2014-15* (restricted access).

Figure 1: Involved parties including ‘children at risk’ aged 0-21



Domestic Abuse - any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to: psychological, physical, sexual, financial or emotional. Domestic abuse does not have to take place in a domestic setting. (Home Office definition revised 2013, <https://www.gov.uk/guidance/domestic-violence-and-abuse>).

Indicators – the characteristics, circumstances or experiences of individuals, as understood through records of education, social care or crime records.

Interventions – services for victims or offenders: the efficacy of services will be assessed (these will include Early Help, Children In Need, Child Protection, Looked After Children, and Care leavers and Police services).

Offender/person of interest/suspect – an offender is someone who has been charged with a crime; a person of interest is someone who has not been formally arrested which, in the context of DA, could be because although suspected of involvement, the victim does not wish to name the person, or the person of interest may have been identified by a third party (not the victim); a suspect is someone who is believed to have committed a crime.

Incident - the term ‘incident’ is used to describe a report of a domestic incident, which occurs in either a public or private place where the circumstances do not amount to a notifiable crime. Considering domestic abuse incidents alongside domestic abuse crime helps to give a more complete picture of domestic abuse in the county.

Domestic party - a person who has perpetrated, or been subject to domestic abuse which has been notified to the Police but which cannot be recorded as a crime.

1.4 Data sources and methodology

The overall cohort of offenders and victims for Phase 1 was derived from records from Norfolk Constabulary Crime and Intelligence System (CIS). At the time this report was started, Norfolk Constabulary had just joined several other forces in adopting the new joint crime, case, custody and intelligence system, Athena. For ease of analysis and to ensure continuity of data it was decided to use CIS, the existing crime system, to provide the twelve full months prior to this event (1 October 2014 to 30 September 2015) and as a comparison, the previous twelve months (1 October 2013 to 30 September 2014). These two periods smooth out seasonal discrepancies (for example, around the Christmas period) which occur when examining shorter time periods. Information was also drawn from Children's Services and Ofsted and national data sources (such as population estimates and deprivation data). Caveats about sources, where necessary, are provided at relevant points throughout the text.

A crime has only one victim but may have multiple offenders so where numbers of crimes are referred to in the text, the figure given is a count of the times a crime occurred and recorded by Norfolk Police with domestic incidents being treated the same way and similarly, when the number of victims or offenders of crime are referred to in the text, the figure given – unless otherwise stated - is a count of individuals. However, this count does not tell us whether the person had one, ten, or a hundred experiences of domestic abuse, so both types of count are used and discussed throughout the report.

The focus on 16-21 year olds, with limited reference to 10-15 year olds as a comparison group, is because the Phase 1 strategic overview draws primarily on police data in which the legal age of responsibility begins at age 16 and it is possible to talk about 'offenders' and 'victims'. In subsequent phases where we look in more detail at offenders (phase 2) and victims (phase 3), the experiences and circumstances of offenders and victims before they were 16 will be considered.

1.5 Historic Crime

Throughout this report, where we have referred to domestic abuse crime numbers, we mean domestic abuse crimes committed in the two reporting periods 2013-14 (1 October 2013 to 31 September 2014) and 2014-15 (1 October 2014 to 31 September 2015). However, if we include domestic abuse crimes which occurred before 1 October 2013, but which were reported after this date, the results includes 146 historic crimes reaching back as far as 1959. Of the 146, 26 were committed against 16-21 year olds (that is to say, there were 26 victims although there may have been a higher number of offenders) as far back as 1992 which places them currently in the 30 to 40 year age group.

1.6 Related reports

- Terms of reference – Final version approved May 2016, includes rationale, milestones, team details, scope and proposed outputs.
- Phase 2 report – analysis and case studies of offenders
- Phase 3 report – analysis and case studies of victims
- Shared learning report – brief report about 'lessons learned' from sharing data, resources and co-locating and pointers for subsequent partnership working

2. Extent of DA

2.1 Number of crimes

In 2013-14 in Norfolk there were 3,386 non-domestic abuse and domestic abuse crimes in which the victim was aged 16-21: in 2014-15 this rose to 3,926 (see **Table 1**). In each year, around a fifth of all crimes in Norfolk (20.1% in 2013-14 and 21.4% in 2014-15) in which the victim was aged 16-21 was a domestic abuse crime (see **Figure 2**).

Subsequent comparisons between districts will use rates per 1,000 population to allow comparisons to be made between districts with different sized populations.

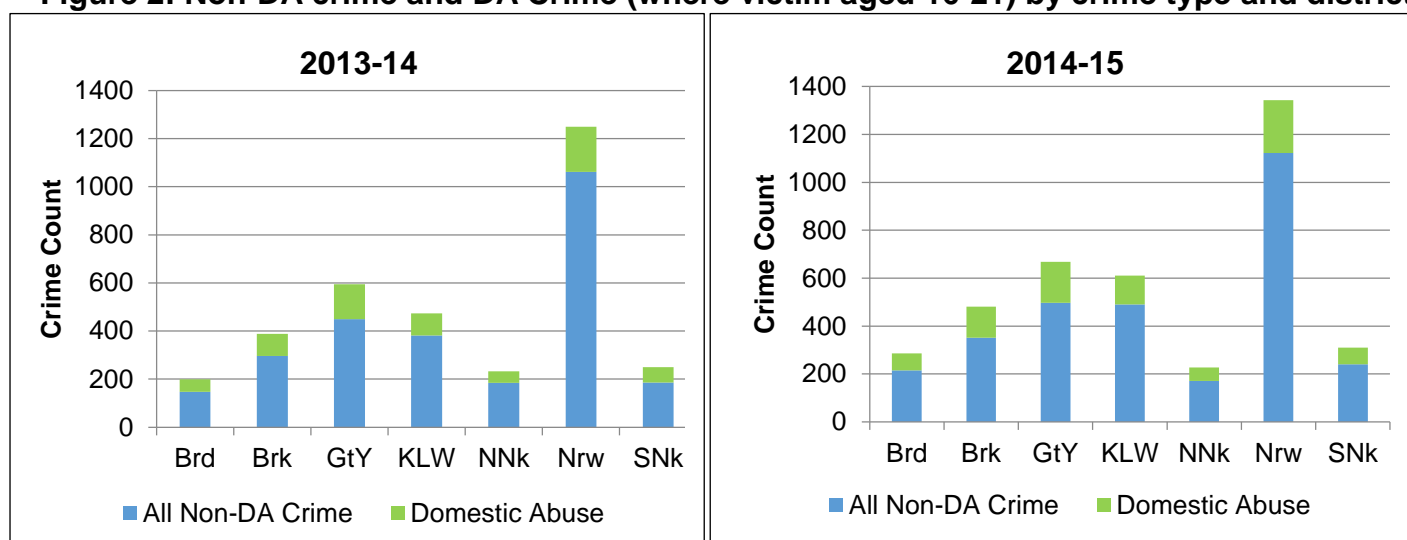
Domestic crime as a proportion of all crime was lowest in Norwich (15% in 2013-14 and 16.4% in 2014-15). The districts in which domestic crime as a proportion of all crime was highest were Broadland (26.1% in 2013-14) and Breckland (27.0% in 2014-15).

In all districts except Broadland and South Norfolk, domestic abuse crime as a proportion of all crime rose between 2013-14 and 2014-15.

Table 1: Non-DA Crime and DA Crime (where victim aged 16-21) by district and year

16-21	2013-14				2014-15				2013-14 2014-15 change
District	All Non-DA Crime	DA Crime	Total Crime	% of DA Crimes	All Non-DA Crime	DA Crime	Total Crime	% of DA Crimes	
Brd	147	52	199	26.1	215	71	286	24.8	↓
Brk	296	92	388	23.7	351	130	481	27.0	↑
GtY	449	145	594	24.4	497	171	668	25.6	↑
KLW	381	92	473	19.5	490	121	611	19.8	↑
NNk	184	49	233	21.0	171	56	227	24.7	↑
Nrw	1062	187	1249	15.0	1123	220	1343	16.4	↑
SNk	186	64	250	25.6	240	70	310	22.6	↓
Norfolk	2705	681	3386	20.1	3087	839	3926	21.4	↑

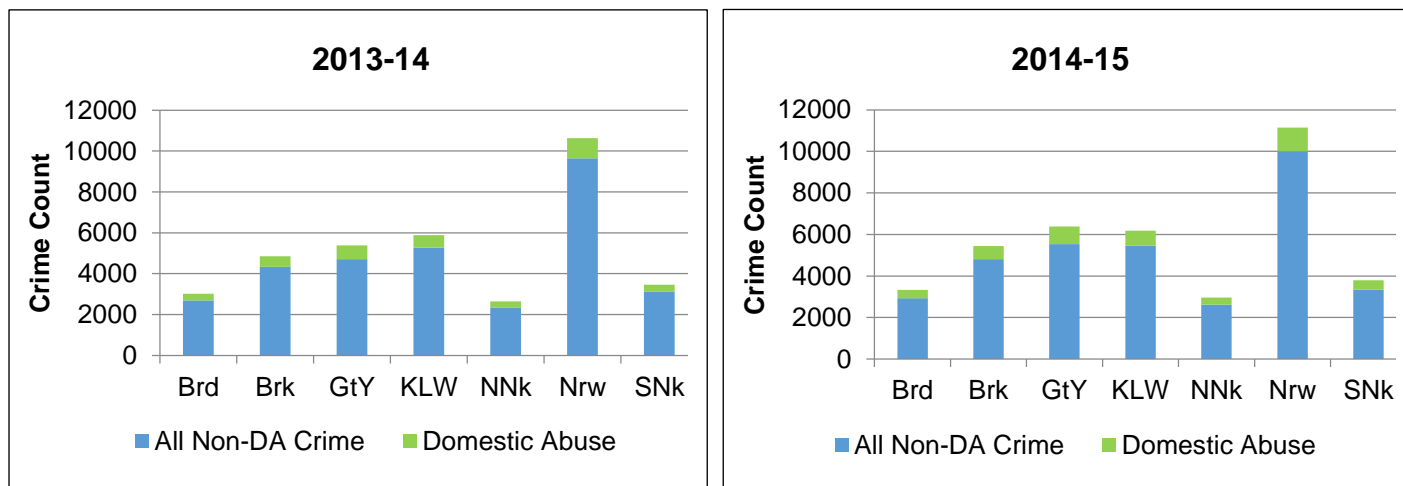
Figure 2: Non-DA crime and DA Crime (where victim aged 16-21) by crime type and district



By contrast, domestic crime accounted for just over a tenth of all crimes (10.5% in 2013-14 and 11.5% in 2014-15) for people aged 22+ (see **Table 2**). For this age group, as with the 16-21 year old age group, domestic crime as a proportion of all crime was lowest in Norwich (9.4% in 2013-14 and 10.2% in 2014-15) (see **Figure 3**). For those aged 22+, domestic crime as a proportion of all crime was highest in Great Yarmouth (12.6% in 2013-14 and 13.1% in 2014-15).

Table 2: Non-DA Crime and DA Crime (where victim aged 22+) by district and year									
22+	2013-14				2014-15				2013-14 2014-15 change
District	All Non-DA Crime	DA Crime	Total Crime	% of DA crimes	All Non-DA Crime	DA Crime	Total Crime	% of DA crimes	
Brd	2697	324	3021	10.7	2938	397	3335	11.9	↑
Brk	4329	529	4858	10.9	4819	629	5448	11.5	↑
GtY	4711	678	5389	12.6	5540	838	6378	13.1	↑
KLW	5272	617	5889	10.5	5453	732	6185	11.8	↑
NNk	2344	304	2648	11.5	2628	331	2959	11.2	↓
Nrw	9643	992	10635	9.4	10009	1140	11149	10.2	↑
SNk	3114	343	3457	9.9	3345	457	3802	12.0	↑
Norfolk	32110	3787	35897	10.5	34732	4524	39256	11.5	↑

Figure 3: Non-DA crime and DA crime (where victim aged 22+) by crime type and district



It is not clear if the rise in number of domestic abuse crimes (for both age groups) between 2013-14 and 2014-15 indicates an absolute growth of domestic abuse, or an increase in reporting, change in Police practice, and subsequent successful prosecutions. An increase in reporting could be seen as a positive result of Police strategies to support victims to report abuse because, historically, at national and local levels, such crime was under-reported.¹² Nationally, a report by Her Majesty's Inspectorate of Constabularies (HMIC) in December 2015 which reviewed Police

¹² House of Commons Library Standard Note SN/SG/950 Domestic Violence Statistics (24.12.13) <http://researchbriefings.files.parliament.uk/documents/SN00950/SN00950.pdf> (Accessed 5.7.16)

progress in tackling domestic abuse following the publication of the 2014 HMIC report 'Everyone's business: improving the police response to domestic abuse' found improvements in how forces dealt with DA which affected trends in DA reporting. The improvements included:

- an increase in the number of DA reports being recorded as crimes
- efforts to make DA a priority (through better identification and assessment of the risks faced by victims, better supervision of officers' initial response at the scene and improvements in the standard of subsequent investigations)
- an improvement in police attitudes towards victims of DA and frontline officers' understanding of the importance of dealing with victims in a supportive and sympathetic way
- use by response officers of body-worn video cameras at domestic abuse incidents and use of film evidence in any later prosecution
- protection of public safety teams which includes teams focussing on DA, and better partnership working including Police leadership of MARAC (local multi-agency risk assessment conference) to safeguard victims and their children.¹³

2.2 Number of incidents

In 2013-14 there were 1,596 incidents of domestic abuse in which there was a domestic party (not a victim or perpetrator because the abuse was recorded as an incident not a crime) aged 16-21 and in the following year this dropped to 1,546 (see **Table 3**). There was a decrease in the number of incidents between 2013-14 and 2014-15 for four of the seven districts and an overall drop for Norfolk of 3%. Broadland had a 46% increase in the number of domestic abuse incidents (from 85 in 2013-14 to 124 in 2014-15).

A comparison of the rate of domestic abuse incidents per 1,000 16-21 year olds in each district shows that Great Yarmouth has a much higher rate than any other district (46.3 domestic abuse incidents per 1,000 16-21 population in 2013-14 and 42.4 domestic abuse incidents per 1,000 16-21 population in 2014-15). In both years, Broadland had the lowest rate of domestic abuse incidents per 16-21 population (10.9 in 2013-14 and 15.9 in 2014-15).

Table 3: Number of domestic abuse incidents by district and year

District	2013-14		2014-15		% change
	Number	Rate per 1,000 16-21 in district	Number	Rate per 1,000 16-21 in district	
Brd	85	10.9	124	15.9	46%
Brk	220	25.3	226	26.0	3%
GtY	323	46.3	296	42.4	-8%
KLW	244	25.9	247	26.2	1%
NNk	126	21.6	112	19.2	-11%
Nrw	442	30.0	404	27.4	-9%
SNk	156	19.5	137	17.1	-12%
Norfolk	1596	179.6	1546	174.4	-3%

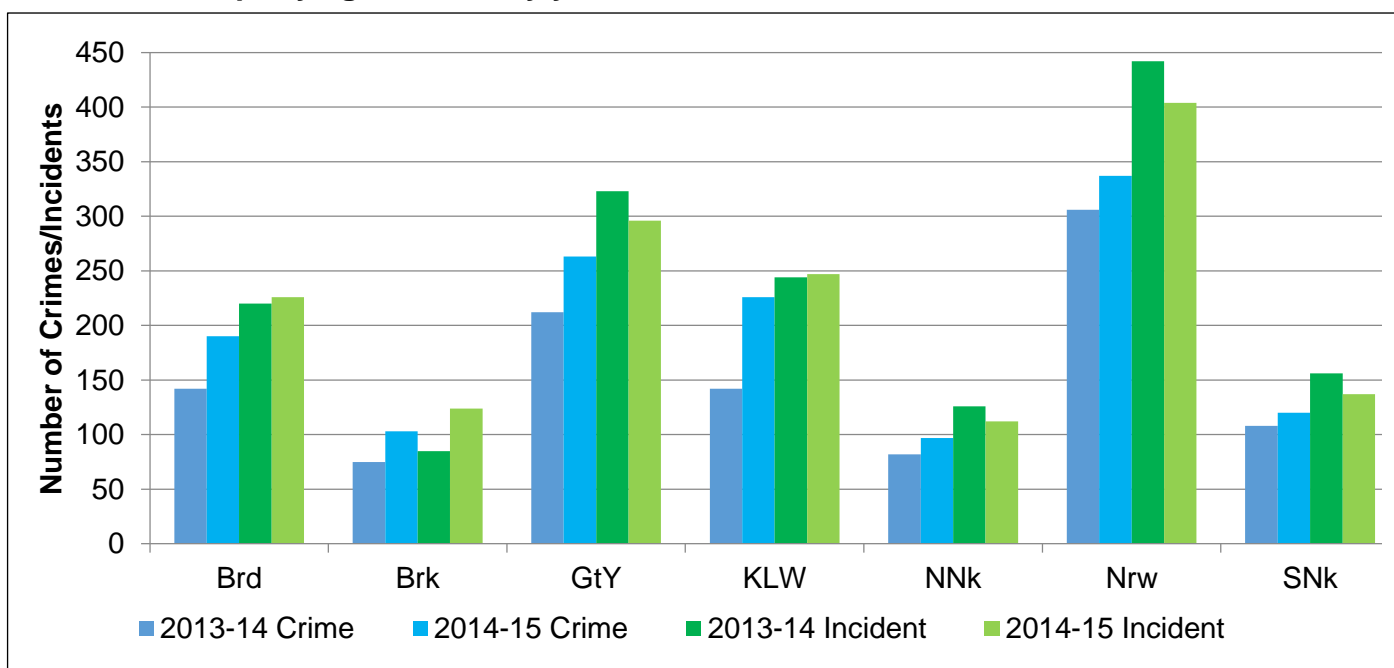
¹³ HMIC *Increasingly everyone's business: A progress report on the police response to domestic abuse* (December 2015) <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/increasingly-everyones-business-domestic-abuse-progress-report.pdf> (Accessed 24.10.16)

The general decrease in the number of domestic abuse incidents (with the notable exception of Broadland) needs to be set against the increase in domestic abuse crime across all districts for 16-21 year olds (see **Figure 4**). Figure 4 shows crimes in which the victim was 16-21 and incidents with at least one domestic party aged 16-21. Of the 17-20 year olds involved in domestic abuse incidents during 2013-14 and 2014-15, 726 or just over a quarter (25.3%) of domestic parties experienced more than one incident.¹⁴

Reasons for an increase in domestic crime and a decrease in domestic incidents are not clear. Factors at work during the two years include:

- March 2016 – the age of domestic abuse victims and offenders was lowered to include 16 and 17 year olds. The new definition listed factors involved and all these changes may have taken a while to become embedded.
- From 8 March 2014 the Domestic Disclosure Scheme was implemented allowing an individual to ask for a police check to see whether a new or existing partner has a violent past.
- From 8 March Domestic Violence Protection Orders allowed the removal of a violent partner allowing the victim much needed respite to consider their options.
- Possible impact of the crime data integrity (CDI) report which led to tighter crime recording standards and was linked to an increase in violent crime over the past few years.

Figure 4: Number of crimes (where victim aged 16-21) and incidents with at least one domestic party aged 16-21, by year and district



2.3 Children ‘at risk’

In addition to the 16-21 year olds involved in domestic crime or abuse there are many more children aged 0-17 designated ‘at risk’ – these are children who may have been involved in, or exposed to, a domestic abuse incident or crime. One way of assessing

¹⁴ The sentence refers to 17-20 year olds because offenders aged 16 years and 21 years were excluded from this analysis. They were excluded because they were potentially in or out of scope due to either turning 22 or being 15 at the start of the period and therefore not presenting a true reflection of repeat counts.

the scale of children at risk of domestic abuse is to count the number of children listed on risk assessments associated with domestic crime. These can be directly linked to a crime or incident or otherwise be a standalone submission.

Between October 2014 and September 2015 there were 12,747 children at risk of harm in Norfolk at least once due to their domestic circumstances. This figure represents 7.6% of all 0 to 17 years olds in the county.

An additional way of gauging the extent to which domestic abuse affects children and young people is to examine domestic risk assessments connected to domestic abuse incidents. Risk assessments are carried out to assess potential risk to the individuals involved and are categorised as high, medium or standard risk. In 2014-15, 11,465 risk assessments were undertaken and of these, 1,547 related to 16-21 year olds. Of the 1,547 risk assessments, 1,231 were assessed as standard risk, 306 were medium, and 10 were high (see **Table 4**). Almost half of the high risk assessments (four out of ten) were in Breckland and almost half of the medium risk assessments were in Norwich and Great Yarmouth combined.

Table 4: Domestic Risk Assessments relating to Domestic Incidents by age and district 2014-15

District	High		Medium		Standard		Total	
	All Ages	16-21	All Ages	16-21	All Ages	16-21	All Ages	16-21
Brd	9	0	237	29	781	94	1,027	123
Brk	29	4	394	43	1,122	178	1,545	225
GtY	29	2	603	63	1,421	232	2,053	297
KLW	10	1	312	36	1,500	207	1,822	244
NNk	6	0	204	15	740	101	950	116
Nrw	23	3	754	92	2,165	310	2,942	405
SNk	7	0	253	28	866	109	1,126	137
Total	113	10	2,757	306	8,595	1231	11,465	1547

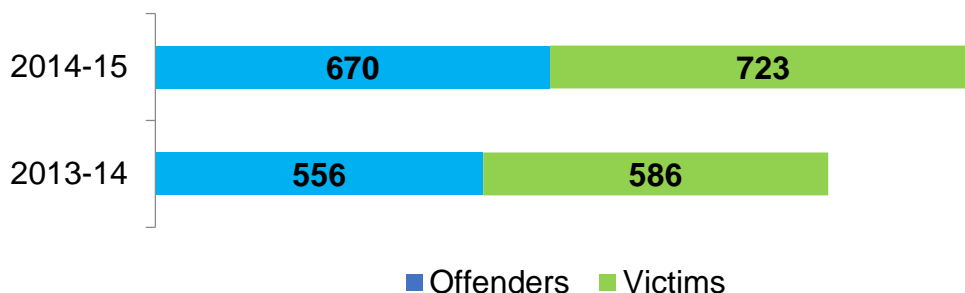
2.4 Number and rate of DA offenders and victims

The number of offenders aged 16-21 rose from 556 in 2013-14 to 670 in 2014-15 and the number of victims in the same period rose from 586 to 723 (see **Figure 5**).¹⁵ The rate of domestic abuse offenders aged 16-21 was 9.1 per 1,000 of the whole population of 16-21s in Norfolk (not just offenders aged 16-21 in the county) in 2013-14 and 11.0 in 2014-15. The rate of domestic abuse victims aged 16-21 was 9.6 per 1,000 of the whole population of 16-21s in Norfolk in 2013-14 and 11.9 per 1,000 in 2014-15.¹⁶

¹⁵ The figures shown in Figure 5 are unique to themselves, i.e. in any year, an offender only appeared once as an offender but could have also cropped up as a victim; likewise, a nominal/unique individual could have been an offender or victim in either year, appearing in any or all of the 'quadrants.' There were 2,187 unique nominals in the two year period as either victim, offender or both.

¹⁶ 2015 population figures used for both periods.

Figure 5: Number of DA offenders and victims 2013-14 and 2014-15



2.5 Over-representation of 16-21 DA offenders and victims in Norfolk

In 2014-15, domestic abuse offenders aged 16 to 21 represented 14.9% of the overall population of domestic abuse offenders of all ages in Norfolk. Young people aged 16-21 in Norfolk represented 8% of the total population of the county. This suggests that domestic abuse offenders aged 16-21 are over-represented among domestic abuse offenders.¹⁷

In 2014-15 domestic abuse victims aged 16 to 21 represented 16% of the overall population of domestic victims of all ages in Norfolk. Young people aged 16-21 in Norfolk represented 8% of the total population of the county. This suggests that domestic abuse victims aged 16-21 are over-represented among domestic abuse victims

¹⁷ Stats for calendar year 2015, ONS, figures supplied by Norfolk Police

Key Messages – Extent of DA

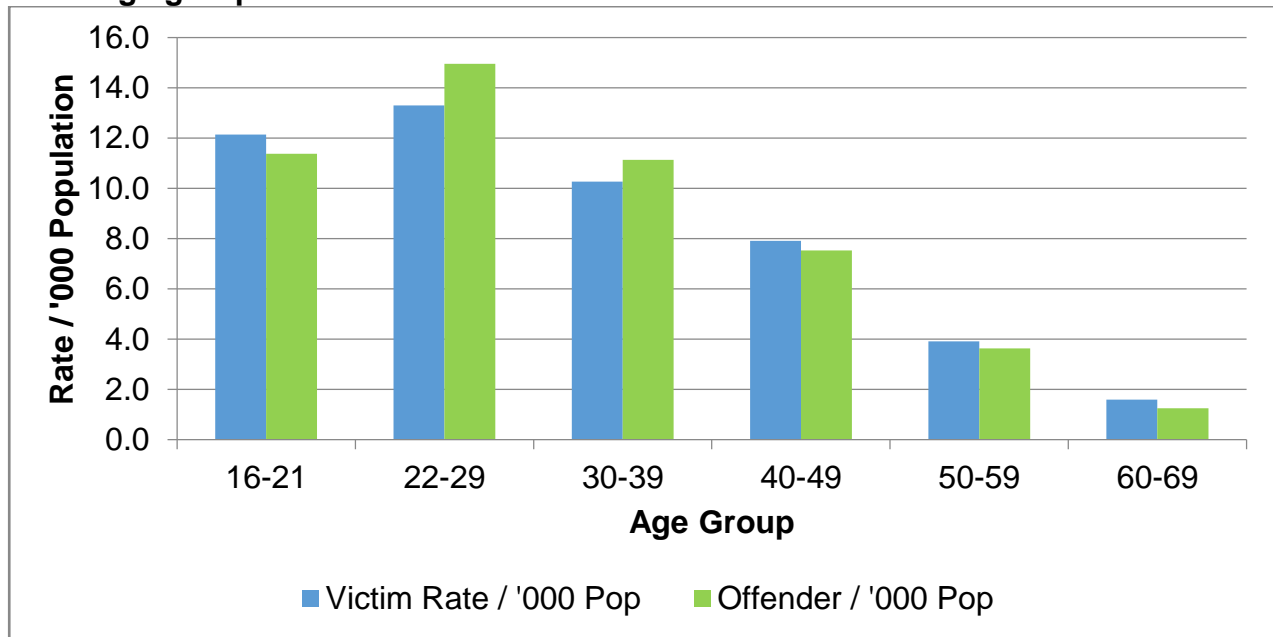
- In 2013-14 and 2014-15, around 1 in 20 crime victims aged 16-21 suffered a domestic abuse crime.
- In 2013-14 there were 556 domestic abuse offenders and 586 victims in Norfolk and in the following year, there were 670 offenders and 723 victims. The rate of offenders and victims in each year is around 10 per 1,000 of all 16-21 year olds.
- Domestic abuse crime increased in recent years: in all districts except Broadland and South Norfolk, domestic abuse crime by 16-21 year olds as a proportion of all crime rose between 2013-14 and 2014-15.
- It is not clear if the rise in number of domestic abuse crimes between 2013-14 and 2014-15 indicates an absolute growth of domestic abuse or an increase in reporting and subsequent successful prosecutions.
- In contrast to the rising number of domestic abuse crimes, the number of domestic abuse incidents decreased between 2013-14 and 2014-15. The increase in crimes and decrease in incidents could be attributed to changes to legal definitions, new laws protecting victims, changes in Police recording, or other reasons (increased awareness, impact of interventions, social acceptance) yet to be identified.
- Some children will not be victims or offenders of domestic abuse but may be at risk nevertheless: between October 2014 and September 2015 there were 12,747 children at risk of harm in Norfolk at least once due to their domestic circumstances. This figure represents 7.6% of all 0 to 17 years olds in the county.
- There are more domestic abuse offenders aged 16-21 in the wider domestic abuse offender population than might be expected based on general population size: the same is true of domestic abuse victims. The reasons why 16-21s are over-represented in the broader offender and victim groups is not yet known and will be examined in Phases 2 and 3.

3. DA Offenders and Victims aged 16-21

3.1 Age

Figure 6 below shows the rate of domestic abuse offenders and victims by age grouping per 1,000 population of the same age group in Norfolk. The graph shows that the peak age band for offenders and victims is 22-29. In terms of preventative strategies and communication about domestic abuse, catching the 16-21 age group early is important and indeed the Home Office has recognised teenagers as being particularly vulnerable to domestic abuse.¹⁸

Figure 6: Offenders and victims (2014-15) by age grouping per 1,000 population of same age group in Norfolk



Peer to peer crime among 16-21 year old DA offenders

More than four out of ten domestic abuse offenders aged 16-21 committed domestic abuse crimes against victims within the same age group in 2013-14 and 2014-15. In 2013-14, of the 556 domestic abuse offenders aged 16-21, 242 had a victim in the same age group (43.5%). In 2014-15, of the 670 domestic abuse offenders aged 16-21, 306 had victims of the same age group (45.7%).

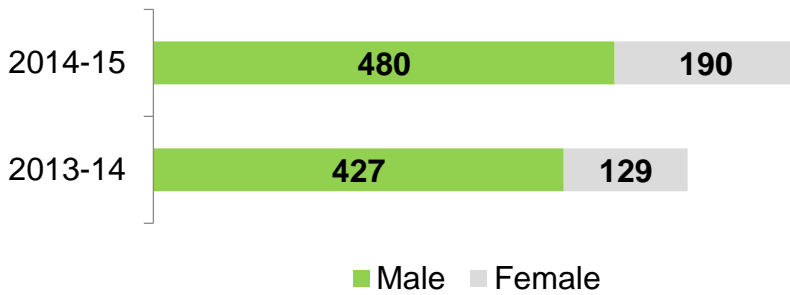
3.2 Gender

DA Offenders

In 2013-14 and 2014-15 there were more male domestic abuse offenders (427 in 2013-14 and 480 in 2014-15) than female domestic abuse offenders (129 in 2013-14 and 190 in 2014-15), see **Figure 7**.

¹⁸ Home Office *Information for Local Areas on the change to the Definition of Domestic Violence and Abuse* (March 2014) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/142701/guide-on-definition-of-dv.pdf (Accessed 27.5.16)

Figure 7: Offenders by gender, 2013-14 and 2014-15



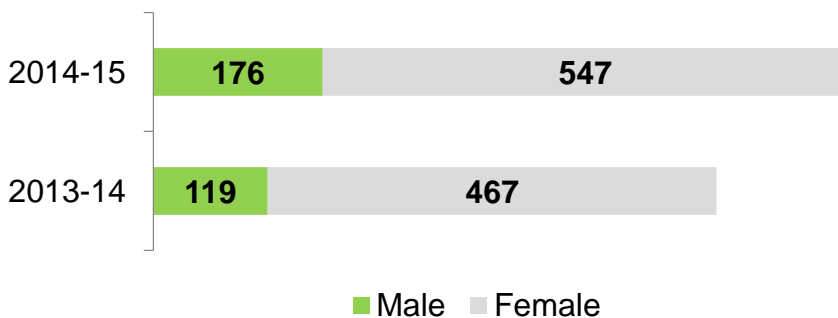
The rate of male domestic abuse offenders aged 16-21 per 1,000 males aged 16-21 in Norfolk (not just young male offenders aged 16-21 in the county) was 14.2 in 2013-14 and 15.7 in 2014-15. The rate of female domestic abuse offenders aged 16-21 per 1,000 females aged 16-21 in Norfolk (not just young female offenders aged 16-21 in the county) was 4.4 in 2013-14 and 6.4 in 2014-15.

Male domestic abuse offenders aged 16-21 were 15% of the whole male offending population aged 16-21 in 2013-14 and 17% in 2014-15. Female domestic abuse offenders aged 16-21 were 17% (in 2013-14) and 23% (in 2014-15) of the whole female offending population aged 16-21.

DA Victims

In 2013-14 and 2014-15 there were more female domestic abuse victims (467 in 2013-14 and 547 in 2014-15) than male domestic abuse victims (119 in 2013-14 and 176 in 2014-15), see **Figure 8**.

Figure 8: Victims by gender, 2013-14 and 2014-15



The rate of female domestic abuse victims aged 16-21 per 1,000 females aged 16-21 in Norfolk (not just female victims aged 16-21 in the county) was 15.7 in 2013-14 and 18.5 in 2014-15. The rate of male domestic abuse victims aged 16-21 per 1,000 males aged 16-21 in Norfolk was 3.9 in 2013-14 and 6.0 in 2014-15.

Male domestic abuse victims aged 16-21 were 8% of the whole male victim population aged 16-21 in 2013-14 and 10% in 2014-15. Female domestic abuse victims aged 16-21 were 31% (in 2013-14) and 32% (in 2014-15) of the whole female victim population aged 16-21. National research has shown that the violence experienced by women is different in

nature, severity and consequence from violence experienced by men and that, in general, domestic abuse disproportionately affects women.¹⁹

3.3 Nationality

In 2014-15 the number of Foreign Nationals arrested for a domestic abuse offence in Norfolk was 319: of these, 22 (6.9%) were aged 16-21. In terms of national identity in the county, the 2011 Census shows that 95% of people in Norfolk are associated with a UK, British or English identity. 22,900 (3.5% of passports held) were for EU countries (excluding UK and Ireland). As an indication of which countries are most commonly represented in the population, of the 7,800 school children whose first language is not English, around half speak Polish, Portuguese or Lithuanian as their first language.²⁰ The number of Foreign Nationals arrested for domestic abuse offences is therefore relatively small and when this group is broken down further into the 16-21 age group the numbers become very small and should be treated with caution. **Table 5a** shows that Lithuanians were arrested for domestic abuse offences approximately twice as often as other detainees. This was also the case for detainees aged 16-21 (**Table 5b**).

Detainee Nationality	2013-14	2014-15
Lithuania	95	105
Poland	53	50
Portugal	29	43
Latvia	18	20
Romania	1	10
Irish Repub.	2	7
Congo	7	6
Nigeria	4	5
Turkey	2	4
India	2	3
Zimbabwe	3	3
Bulgaria	4	3

Detainee Nationality	2013-14	2014-15
Lithuania	4	6
Congo	1	3
Portugal	1	3
Poland	1	2
Ukraine	2	2
France	0	1
Canada	0	1
Gambia	0	1
Zimbabwe	0	1
Jamaica	0	1
Latvia	0	1
Grenada	1	0

3.4 Location DA Offenders

The number of domestic abuse offenders in Norfolk aged 16-21 rose from 556 in 2013-14 to 670 in 2014-15 (see **Figure 5**). However, when the number of domestic abuse offenders is split by district the number across all districts is different to the number of offenders cited in Figure 5 because in cases when an offender has offended in multiple districts, each of those districts is counted once.

Great Yarmouth was the district with the highest rate of offenders aged 16-21 in 2014-15 (20.0 per 1,000 16-21 year olds) and in 2013-14 (15.4 per 1,000 16-21 year olds) and

¹⁹ Refuge website <http://www.refuge.org.uk/about-domestic-violence/domestic-violence-and-gender/> (Accessed 26.5.16)

²⁰ Norfolk's Story www.norfolkinsight.org.uk/resource/view?resourceId=528 pp.12-13 (Accessed 25.8.16)

Broadland was the district with the lowest rate of offenders aged 16-21 in each year (6.9 per 1,000 16-21s in 2014-15 and 6.1 in 2013-14). Although the rate rose between 2013-14 and 2014-15 for all districts, the rate almost doubled in King's Lynn and West from 6.8 in 2013-14 to 12.8 in 2014-15 (see **Table 6**). Domestic abuse offenders aged 16-21 represented 0.9% of the whole Norfolk 16-21 population of 60,903, in 2013-14 and 1.6% in 2014-15.²¹

Table 6: Distribution of 16 to 21 year old DA offenders by district

Districts	2013-14		2014-15	
	Number of offenders	Rate per 1,000 16-21s in district	Number of offenders	Rate per 1,000 16-21s in district
Brd	48	6.1	54	6.9
Brk	83	9.6	90	10.4
GtY	107	15.4	139	20.0
KLW	62	6.8	117	12.8
NNk	42	7.3	56	9.7
Nrw	157	10.8	171	11.8
SNk	66	8.2	76	9.5
Norfolk	565	9.3	703	11.5

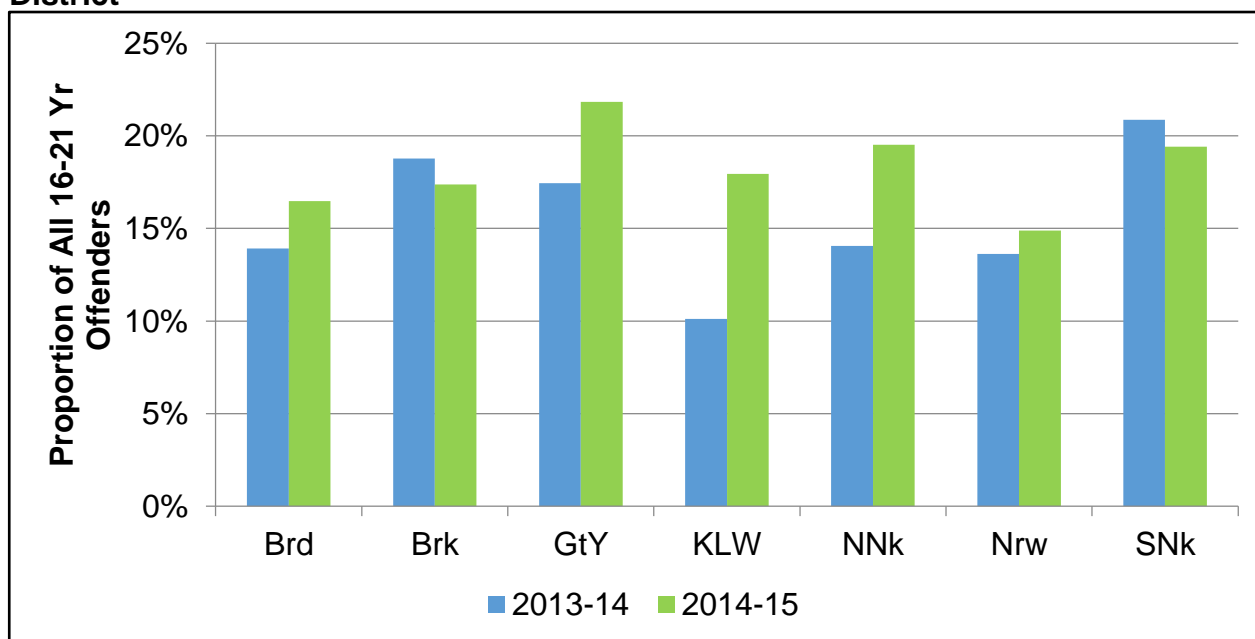
DA offenders aged 16-21 as proportion of all offenders aged 16-21

In 2013-14 the proportion of offenders aged 16-21 who were domestic abuse offenders ranged from 10% in King's Lynn and West to 21% in South Norfolk. The following year, the proportion ranged from 15% in Norwich to 22% in Great Yarmouth. In all but two districts (Breckland and South Norfolk) domestic abuse offenders aged 16-21 as a proportion of all offenders aged 16-21 increased from 2013-14 to 2014-15 (see **Figure 9**).²² With comparing change between two years only, rather than longer trends, and when dealing with relatively small numbers not tested for statistical significance, caution should be taken about drawing conclusions from the data: possible reasons for the increase noted in this section will be considered in Phases 2 (for offenders) and 3 (for victims). This caveat also applies to the following paragraph and Figure 10.

²¹ 16-21 population of 60,903, ONS Population Estimates (2014-15), Norfolk Insight, Age by Single Year <http://www.norfolkinsight.org.uk/dataviews/tabular?viewId=82&geoid=15&subsetId=> (Accessed 12.8.16)

²² All Crime and DA figures for Figures 9 and 10 refer to number of offenders and victims unique within each district and year, i.e. an offender who has offended across three districts in both years, would contribute a count of six.

Figure 9: DA offenders aged 16-21 as proportion of all offenders aged 16-21 by District



DA Victims

The number of domestic abuse victims aged 16-21 rose from 586 in 2013-14 to 723 in 2014-15 (see **Figure 5**). However, when the number of domestic abuse victims is split by district the number across all districts is different to the number of offenders cited in Figure 5 because in cases when a person has been a victim in multiple districts, each of those districts is counted once. Great Yarmouth was the district with the highest rate of victims aged 16-21 in 2014-15 (21.7 per 1,000 16-21 year olds) and in 2013-14 (16.5 per 1,000 16-21 year olds). Broadland was the district with the lowest rate of victims aged 16-21 in 2013-14 (6.3 per 1,000 16-21s) and South Norfolk was the district with the lowest rate in 2014-15 (7.7 per 1,000 16-21s) – see **Table 7**. Domestic abuse victims aged 16-21 represented approximately 1.0% of the whole Norfolk 16-21 population of 60,903 in 2013-14 and 1.2% in 2014-15.²³

Table 7: Distribution of 16 to 21 year old DA victims by district

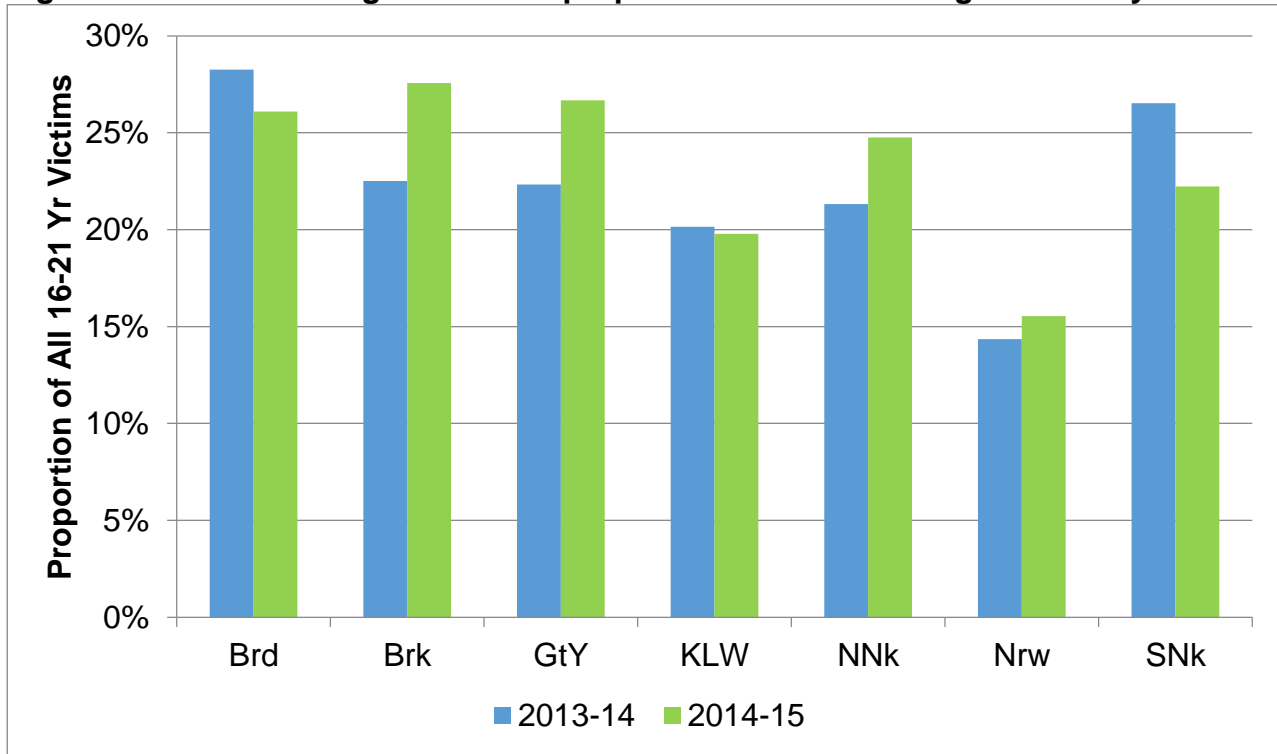
Districts	2013-14		2014-15	
	Number of victims	Rate per 1,000 16-21s in district	Number of victims	Rate per 1,000 16-21s in district
Brd	49	6.3	64	8.2
Brk	79	9.1	112	12.9
GtY	115	16.5	151	21.7
K LW	84	9.2	109	11.9
NNk	45	7.8	51	8.8
Nr w	161	11.1	189	13.0
SNk	61	7.6	62	7.7
Norfolk	594	9.8	738	12.1

²³ 16-21 population of 60,903, ONS Population Estimates (2014-15), Norfolk Insight, Age by Single Year <http://www.norfolkinsight.org.uk/dataviews/tabular?viewId=82&geold=15&subsetId=> (Accessed 12.8.16)

DA victims aged 16-21 as proportion of all victims aged 16-21

In 2013-14 the proportion of victims aged 16-21 who were DA victims ranged from 14% in Norwich to 28% in Broadland. The following year, the proportion ranged from 16% in Norwich to 28% in Breckland. In all but two districts (Broadland and South Norfolk, no change in King's Lynn and West) DA victims aged 16-21 as a proportion of all victims aged 16-21 increased from 2013-14 to 2014-15 (see **Figure 10**).²⁴

Figure 10: DA victims aged 16-21 as proportion of all victims aged 16-21 by District



²⁴ All Crime and DA figures for Figures 9 and 10 refer to number of offenders and victims unique within each district and year, i.e. an offender who has offended across three districts in both years, would contribute a count of six.

Key Messages – DA Offenders and Victims aged 16-21

- Between 1 and 2 in a hundred 16-21 year olds in Norfolk will be affected by domestic abuse as an offender or victim: Domestic abuse offenders aged 16-21 represented 0,9% of the whole Norfolk 16-21 population in 2013-14 and 1.6% in 2014-15. Domestic abuse victims aged 16-21 represented approximately 1.0% of the whole Norfolk 16-21 population in 2013-14 and 1.2% in 2014-15.
- In terms of preventative strategies and communication about domestic abuse, catching the 16-21 age group early is key. There are more offenders and victims in the 22-29 age band than in any other five-year age band.
- Males and female experiences of domestic abuse are different: in 2013-14 and 2014-15 there were more male domestic abuse offenders than female domestic abuse offenders and more female domestic abuse victims than male domestic abuse victims. National research has shown that the violence experienced by women is different in nature, severity and consequence from violence experienced by men and that, in general, domestic abuse disproportionately affects women.
- In 2014-15 the number of Foreign Nationals arrested for a domestic abuse offence in Norfolk was 319: of these, 22 were aged 16-21. As the numbers are small, caution is needed and more work would need to be undertaken with groups of Foreign Nationals to understand if there are issues around domestic abuse which are relevant to specific communities.
- The rate of offenders aged 16-21 varies between districts: in 2014-15 the district with the highest rate was Great Yarmouth and the lowest, Broadland. The rate of offenders almost doubled in King's Lynn and West between 2013-14 and 2014-15. Although Phases 2 and 3 will unpick the reasons behind such variation, it should be noted that any broad-ranging statements about domestic abuse in Norfolk mask district and sub-district differences.

4. Offenders and victims aged 10-15

4.1 Number of 10-15 year old offenders and victims

Children in the 10-15 year age group cannot be classified as 'victims' or 'perpetrators/offenders' of domestic abuse crime (refer to Group B in **Figure 1**) because of the way in which the Home Office classifies crimes. This report uses the term 'familial crime' to refer to such offences involving under-16s. In 2013-14 there were 535 10-15 year olds involved in familial crime (329 victims and 206 offenders) and in 2014-15 the figure increased to 638 (368 victims and 270 offenders). This represents a small proportion of the total 52,878 10-15 year olds in Norfolk (1.0% in 2013-14 and 1.2% in 2014-15).²⁵ Across both years, around 8% of victims were also offenders and 12% of offenders were also recorded as victims.

4.2 Offenders

Location

Across the county the number of 10-15 year old offenders of familial crime increased between 2013-14 and 2014-15 in every district except Broadland and South Norfolk, where the number dropped by one (see **Table 8**). In contrast, the number of offenders aged 16-21 increased in every district in the same period. **Table 8** below shows that the highest rate of offenders per 1,000 of all 10-15s in the county was in Norwich in both 2013-14 (6.9 per 1,000) and in 2014-15 (8.3 per 1,000). Great Yarmouth had the next highest rate in 2013-14 (5.3 per 1,000) and in 2014-15 (7.7 per 1,000).

Table 8: Distribution of 10 to 15 year old offenders by district

Districts	2013-14		2014-15	
	Number of offenders	Rate per 1,000 10-15s in district	Number of offenders	Rate per 1,000 10-15s in district
Brd	23	2.9	22	2.8
Brk	29	3.5	45	5.5
GtY	33	5.3	48	7.7
KLW	24	2.7	44	4.9
NNk	20	3.6	25	4.6
Nrw	49	6.9	59	8.3
SNk	28	3.2	27	3.1
Norfolk	206	3.9	270	5.1

Types of crime

Familial crime offenders aged 10-15 were most likely to have committed violence against person, followed by criminal damage, theft, and sexual offences (see **Table 9**).

²⁵ 10-15 population of 52,878, ONS Population Estimates (2014-15), Norfolk Insight, Age by Single Year <http://www.norfolkinsight.org.uk/dataviews/tabular?viewId=82&geold=15&subsetId=> (Accessed 18.8.16)

Table 9: Crimes by 10 to 15 year old offenders

Crime Banding	2013-14	2014-15	% Change
Violence Against Person	161	214	33%
Criminal Damage	56	77	38%
Theft Other	31	45	45%
Sexual Offences	29	33	14%
Theft of MV Inc. TWOC*	1	5	400%
Crime Other	2	1	-50%
Burglary Non-Dwelling	1	1	0%
Theft from Motor Vehicle	0	2	-
Burglary Dwelling	1	0	-100%
Total	282	378	34%

*Theft of Motor Vehicle including Taken Without Consent

Relationship of offender to victim

In 2013-14 and 2014-15 the majority of familial crimes were perpetrated by mothers against their daughters. The top ten relationship ‘types’ (perpetrator’s relationship to victim aged 10-15) are shown in **Table 10** (below) represent 90% of crimes during the two years. The fourth most common relationship ‘type’ on the list is ex-boyfriend (offender) and girlfriend (victim). A survey carried out by Norfolk Police in 2012 into pupils’ attitudes to healthy relationships and domestic abuse revealed worrying beliefs about domestic abuse and a clear gender distinction in which boys were more accepting of behaviours which meet the Home Office definition of domestic abuse.²⁶ A more recent survey (Norfolk’s Health Related Behaviour Survey of Children and Young People, 2016) included questions about behaviour within relationships. Of the 2,769 secondary school pupils who responded (around 6% of all secondary years pupils in Norfolk), just over a third (34%) had experienced at least one of the negative behaviours listed (such as their partner being jealous or checking their phone) when in a previous or current relationship.²⁷

²⁶ Stuart Keeble, Norfolk Public Health *Domestic Violence and Abuse Needs Assessment for Children and Young People in Norfolk* (2014) www.norfolkinsight.org.uk/resource/view?resourceId=1055 (Accessed 27.5.16) p.93

²⁷ Norfolk Public Health *Norfolk’s Health Related Behaviour Survey of Children and Young People* (2016) <http://www.norfolkinsight.org.uk/resource/view?resourceId=1282> (Accessed 5.7.16) p.29.

Table 10: Relationship of victims aged 10-15 to their offenders					
Relationship		2013-14		2014-15	
Victim	Offender	Number of crimes	Number of offender/victim pairs	Number of crimes	Number of offender/victim pairs
Daughter	Mother	50	49	61	61
Son	Father	49	47	45	44
Daughter	Father	43	42	36	35
Girlfriend	Ex Boy	37	37	44	43
Girlfriend	Boy	33	32	36	35
Son	Mother	27	27	28	27
Daughter	Step Father	25	25	31	30
Sister	Brother	19	18	27	25
Brother	Brother	18	18	27	26
Son	Step Father	15	15	23	23

4.3 Victims

Location

Across the county the number of 10-15 year old victims of familial crime increased between 2013-14 and 2014-15 in every district except Broadland and Breckland (see **Table 11**). In comparison, the number of victims aged 16-21 increased in every district in the same period with no exceptions (see **Table 7**). **Table 11** below shows that the highest rate of victims per 1,000 of 10-15s in any district was in Norwich for each year (9.6 and 12.0 per 1,000), Breckland had the next highest rate in 2013-14 (8.4 per 1,000) and Great Yarmouth the next highest in 2014-15 (10.6 per 1,000).

Table 11: Distribution of 10 to 15 year old victims by district				
Districts	2013-14		2014-15	
	Number of victims	Rate per 1,000 10-15s in district	Number of victims	Rate per 1,000 10-15s in district
Brd	29	3.6	26	3.3
Brk	69	8.4	58	7.1
GtY	48	7.7	66	10.6
KLW	51	5.7	58	6.4
NNk	26	4.7	37	6.7
Nrw	68	9.6	85	12.0
SNk	38	4.3	38	4.3
Norfolk	329	6.2	368	7.0

Types of crime

Victims aged 10-15 of familial crimes were most likely to have suffered Violence Against Person, followed by Sexual Offences (see **Table 12**).

Table 12: Familial crimes against 10 to 15 year old victims

Crime	2013-14	2014-15	% Change
Violence Against Person	260	296	13.8%
Sexual Offences	80	90	12.5%
Criminal Damage	1	4	300.0%
Theft Other	1	3	200.0%
Crime Other	2	1	-50.0%
Total	344	394	14.5%

Relationship of victim to offender

In 2013-14 and 2014-15 the majority of victims of familial crimes were mothers (see **Table 13**).

Table 13: Relationship of offenders aged 10-15 to their victims

Relationship		2013-14		2014-15	
Offender	Victim	Number of crimes	Number of offender/victim pairs	Number of crimes	Number of offender/victim pairs
Son	Mother	89	70	127	109
Daughter	Mother	47	43	80	65
Sister	Brother	21	20	20	18
Girlfriend	Ex Boy	21	20	17	17
Son	Father	19	16	29	25
Son	Step Father	14	10	7	6
Brother	Brother	13	13	15	14
Girlfriend	Boy	12	12	7	7
Daughter	Father	9	6	14	13
Sister	Step Brother	5	5	3	3

4.4 Comparison of DA crimes by 10-15, 16-21 and 22+ offenders

How do the crimes committed by 10-15 pre-DA (familial) offenders compare with those committed by domestic abuse offenders aged 16-21 and 22+? 'Violence Against Person' was the crime committed by the majority of domestic abuse offenders in each age group (see **Table 14**): just over half (51%) of 10-15s, 80% of 16-21s and a similar proportion (79%) of those aged 22+ committed this crime. Almost a quarter of 10-15 pre-DA offenders (23%) committed the crime of Criminal Damage and this was also the second most frequently committed crime by those aged 22+ but not by 16-21 domestic abuse offenders for whom Theft (Other) was the second most frequently committed crime. While violence is the predominant crime type for both DA and non-DA offenders in this age group, 80% of the DA offenders committed violent offences with just 37% of the non-DA

offenders doing the same.²⁸ Table 14 shows a 'heat-map' of crime by number of offenders with red representing a higher number of offenders and green representing a lower number of offenders proportionate to the overall count.

Table 14: Number and % of offenders by crime count and age, 2014-15						
Crime Banding	10-15 Pre-DA Offenders		16-21 DA Offenders		22+ DA Offenders	
	Offender Count	% of 10-15 Offenders	Offender Count	% of 16-21 Offenders	Offender Count	% of 22+ Offenders
Violence Against Person	153	51%	477	80%	3189	79%
Criminal Damage	70	23%	25	4%	426	11%
Theft Other	38	13%	50	8%	152	4%
Sexual Offences	31	10%	27	5%	94	2%
Theft of MV Inc. TWOC	4	1%	9	2%	40	1%
Theft from Motor Vehicle	2	1%	1	0%	2	0%
Burglary Non-Dwelling	1	0%	0	0%	6	0%
Crime Other	1	0%	0	0%	91	2%
Burglary Dwelling	0	0%	6	1%	35	1%
Robbery	0	0%	2	0%	5	0%

²⁸ Information supplied by Luke Pavey, JPAD, Norfolk Constabulary, to Ellie Phillips, BIPS, NCC, 28.6.16

Key Messages – DA Offenders and Victims aged 10-15

- In 2013-14 there were 535 10-15 year olds involved in familial (pre-domestic abuse) crime (329 victims and 206 offenders) and in 2014-15 the figure increased to 638 (368 victims and 270 offenders). This represents a small proportion of the total 52,878 10-15 year olds in Norfolk (1.0% in 2013-14 and 1.2% in 2014-15).
- Across the county the number of 10-15 year old offenders of familial crime increased between 2013-14 and 2014-15 in every district except Broadland and South Norfolk. Exploring reasons for the increase are not within the scope of this report, but any relationship between 10-15 familial offenders and 16-21 domestic abuse offenders will be discussed in the Phase 2 report about offenders.
- Familial crime offenders aged 10-15 were most likely to have committed violence against person, followed by criminal damage, theft, and sexual offences. The majority of familial crimes were perpetrated by mothers against their daughters. The reasons for violence between family members are complex and will be investigated further in subsequent reports through case study readings.
- Across the county the number of 10-15 year old victims of familial crime increased between 2013-14 and 2014-15 in every district except Broadland and Breckland. Victims aged 10-15 of familial crimes were most likely to have suffered Violence Against Person, followed by Sexual Offences and victims were most likely to be mothers.
- 'Violence Against Person' was the crime committed by the majority of domestic abuse offenders in the 10-15, 16-21 and 22+ age groups. Just over half (51%) of 10-15s, 80% of 16-21s and a similar proportion (79%) of those aged 22+ committed this crime. While violence in domestic abuse situations appears a common factor in all age groups, the presence of other forms of abuse, such as emotional or financial abuse (which may appear less obvious than physical abuse) is also significant.

5. Crime Harm Index (CHI)

5.1 CHI overview

The Crime Harm Index was devised by academics at Cambridge University to score the harm caused by a crime by applying a value to each type of crime based on the minimum prison sentence for a first time offender in days. For example, murder is assigned the highest CHI value of 5475, manslaughter a value of 1095, blackmail a value of 126, stalking a value of 14, and public fear, alarm or distress a value of 3.5 (which is the lowest CHI score). In Norfolk, the sum of domestic abuse CHI caused by 16-21 year olds rose from 41,954 in 2013-14 to 53,122 in 2014-15: an increase of 27% between the two periods (see **Table 15**). Apart from Breckland which had a decrease of 81% in domestic abuse CHI between 2013-14 and 2014-15, all other districts had an increased CHI score. The biggest increases in CHI between the two periods were in Great Yarmouth (325%) and King's Lynn and West (210%).

Table 15: 16-21 CHI by district

District	2013-14		2014-15		% Increase	
	CHI of All Crime excluding DA	DA CHI	CHI of All Crime excluding DA	DA CHI	CHI of All Crime excluding DA	DA CHI
Brd	42,282	2,588	45,791	2,725	8%	5%
Brk	42,497	16,924	40,944	3,267	-4%	-81%
GtY	87,643	1,841	78,705	7,821	-10%	325%
KLW	48,710	2,826	57,929	8,754	19%	210%
NNk	14,553	2,452	18,380	3,409	26%	39%
Nrw	161,563	12,231	128,340	22,496	-21%	84%
SNk	33,625	3,093	36,261	4,651	8%	50%
Norfolk	430,873	41,954	406,350	53,122	-6%	27%

5.2 CHI - type of offence

In 2013-14 and 2014-15 the crimes of 'Assault with Injury' and 'Assault without Injury' were the most frequently committed domestic crime offences but 'Rape of a female aged 16 and over' had the greatest impact on total CHI, despite the small number of crimes of this nature. In 2013-14 this crime accounted for 17 out of a total of 681 domestic abuse crimes (2%) and in 2014-15 the figure rose to 22 out of 839 (3%) – see **Table 1**. When considering the amount of harm suffered by victims of a crime, rape is particularly harmful because of the personal nature of the assault and subsequent traumatic impact on the individual.

5.3 CHI – gender differences

Male offenders *cause* more severe crimes while female victims *experience* more severe crimes. The total CHI for male domestic abuse offenders aged 16-21 in 2014-15 was 45,753 compared to 3,710 for female domestic abuse offenders aged 16-21 (see Table 16). The total CHI for male domestic abuse victims aged 16-21 in 2014-15 was 2,527 compared to 54,410 for female domestic abuse victims aged 16-21 (see Table 17). Examining average CHI per offender or victim should negate the influence of

disproportionate populations that may be heavily skewing totals such as the high proportion of domestic abuse offenders who are male. However, average CHI appears to reflect the same picture: average CHI score for male domestic abuse offenders aged 16-21 in 2014-15 was 95 compared to 19 for female domestic abuse offenders aged 16-21. Average CHI score for male domestic victims aged 16-21 in 2014-15 was 14 compared to 116 for female domestic abuse victims aged 16-21.

Table 16: 16-21 DA Offender Gender – Crime and CHI by Crime Type, 2014-15

Crime Type	Female		Male	
	Number of crimes	Sum of CHI	Number of crimes	Sum of CHI
Burglary Dwelling	1	28	6	168
Crime Other	4	28	22	2,407
Criminal Damage	28	1,284	122	875
Robbery	0	0	2	730
Sexual Offences	1	28	28	36,022
Theft from Motor Vehicle	0	0	1	7
Theft of MV Inc. TWOC	1	7	8	119
Theft Other	12	95	42	315
Violence Against Person	179	2,240	398	5,110
Total	226	3,710	629	45,753

Table 17: 16-21 DA Victim Gender – Crime and CHI by Crime Type, 2014-15

Crime Type	Female		Male	
	Number of crimes	Sum of CHI	Number of crimes	Sum of CHI
Burglary Dwelling	2	56	0	0
Crime Other	15	4,008	5	147
Criminal Damage	54	1,466	12	84
Robbery	1	365	0	0
Sexual Offences	30	41,792	4	112
Theft of MV Inc. TWOC	2	14	1	7
Theft Other	25	196	5	42
Violence Against Person	519	6,514	166	2,135
Total	648	54,410	193	2,527

5.4 CHI - harm and deprivation

The following section attempts to explore any potential correlation between levels of deprivation and harm from crime between October 2014 and September 2015. The crimes are domestic crimes with one or more parties involved aged 16 to 21 years. Harm is measured using the Crime Harm Index (CHI) and scores are aggregated to yield a 12 month total. Deprivation is presented in deciles according to the English Index of Multiple Deprivation (IMD) applied to lower super output areas (LSOA) across the county.²⁹

²⁹ The Index of Multiple Deprivation 2015 is the official measure of relative deprivation for small areas (or neighbourhoods) in England. It ranks every LSOA in England from 1 (most deprived area) to 32,844 least deprived area). It is common to describe how relatively deprived a small area is by saying whether it falls

Each district is represented by two graphs. The first is a plot of the sum of the CHI score against the deciles of IMD along with a trend line to help identify any general trend between the two factors.³⁰ The second graph shows a count of LSOA by decile of multiple deprivation for the district. This is in order to contextualise any trend in the first graph. Overall, the average CHI per LSOA is higher in more deprived LSOAs meaning there is more 'harm' in areas of greater deprivation.

Links between particular characteristics (including low income) and increased risk of becoming a victim of domestic abuse have been reported in the Crime Survey for England and Wales (March 2016).³¹ Research also confirms the link: for example, a study of the mental health of children who witness domestic abuse showed that "children living in 'hard-pressed' areas were over six times as likely to experience domestic violence as those in affluent areas". However, while the link between deprivation and increased risk of domestic abuse is well-evidenced, it is important to note that national evidence does not show a *direct correlation* between poverty and domestic abuse.³²

Domestic abuse occurs across all social groups and it may be possible that such crime is under-reported in better-off areas. A study of domestic abuse in Suffolk outlined a variety of barriers to reporting which include fear of the perpetrator, the intimate nature of the relationship between abuser and victim, perceptions of the police, cultural barriers, lack of information about services, and concern about stigma, particularly when sexual abuse was involved.³³

among the most deprived 10 per cent, 20 per cent or 30 per cent of small areas in England (although there is no definitive cut-off at which an area is described as 'deprived'). To help with this, deprivation 'deciles' are published alongside ranks. Deciles are calculated by ranking the 32,844 small areas in England from most deprived to least deprived and dividing them into 10 equal groups. These range from the most deprived 10 per cent of small areas nationally to the least deprived 10 per cent of small areas nationally. The IMD measure seven dimensions: income deprivation; employment deprivation; health deprivation and disability; education, skills and training deprivation; barriers to housing and services; crime; and living environment deprivation.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/464430/English_Index_of_Multiple_Deprivation_2015_-_Guidance.pdf (Accessed 26.8.16). LSOA stands for 'Lower Super Output Area'. Output areas were designed by the Office of National Statistics to create standard geographies for analysis at a small area level and are used in place of electoral wards. Wards can have widely varying population numbers (from 100 – 30,000 residents) which can make it difficult to compare them. LSOA have a more standardised population." Definition from Stuart Keeble, Norfolk Public Health *Domestic Violence and Abuse Needs Assessment for Children and Young People in Norfolk* p.76

³⁰ Due to the large range of the sum of crime harm, from 0 to over 6,000, a logarithmic scale has been used in order to display all the values clearly on the same district graph. In most instances this has caused the trendline to dip at the right-hand side, often before the final values displayed against the less deprived LSOAs. In addition, a logarithmic axis cannot display '0' scores. However, this does not render the trend line useless as the general slope is still present and therefore remains a good indicator overall.

³¹ Office of National Statistics *British Crime Survey for England and Wales* (2014)

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2015/chapter4intimatepersonalviolenceandpartnerabuse#heavily-victimised-groups-of-partner-abuse> (Accessed 20.6.16)

³² Jonathan Guy, Early Intervention Foundation *Early Intervention in Domestic Violence and Abuse* (2014) <http://www.eif.org.uk/wp-content/uploads/2014/03/Early-Intervention-in-Domestic-Violence-and-Abuse-Full-Report.pdf> (Accessed 21.6.16) p.42

³³ Emma Bond, Suffolk PCC and Suffolk University Campus *Understanding Domestic Abuse in Suffolk* (2015) <https://www.ucs.ac.uk/About/News/UnderstandingDomesticAbuseInSuffolk.pdf> (Accessed 21.6.16) p.97

Section 5.5 – CHI and deprivation by District

In the following section, information about the number of young people not in education, employment or training (NEET), the proportion of under-16s in low income families, and selected services relating to children and young people is provided for each district.³⁴ These services include schools which are part of Norfolk Constabulary's Safer Schools Partnership (SSP) because, in addition to the priority areas of Attendance, Behaviour and Safeguarding, all SSPs deliver Norfolk Constabulary's key messages including healthy relationships which is crucial to promoting resilience in young people.³⁵ Preventative programmes delivered in school settings have had some success in raising awareness of domestic abuse and changing attitudes.³⁶ Detailed information concerning children and young people in each district can be found in the 0-19 District Profile on Norfolk Insight.³⁷ There are of course, many additional universal and targeted services for children and young people, in addition to specific domestic abuse support services, which are not detailed here: interventions provided by Children's Services teams such as Early Help will be examined in Phases 2 and 3. The information and services listed for each district are not inclusive, are contextual and included to give a sense of key elements of each district as relevant to young people.

Broadland

At November 2015 there were 119 16-18 year olds not in education, employment or training (NEET) in Broadland: this was 2.8% of all 16-18 year olds in the district. By contrast, the highest proportion was in Norwich (6.4%) and the lowest in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district was 9.2% of all under 16s: this was the lowest of all districts, much lower than the highest figure (26.3%) in Norwich and lower than the Norfolk average of 16.8%.

- Broadland has seven Children's Centres.
- There are no Tier 1 SSP schools in Broadland but there are seven Tier 2 SSP schools.
- LAC may be accommodated in six children's homes in the district.

Broadland district is dominated by less deprived LSOAs, with 90% being in the top half of deciles (see **Figure 12 - 1** is the most deprived and 10 is the least deprived). **Figure 11** shows a trend of decreasing harm with lessening deprivation across those higher deciles. This may be partly skewed or at least emphasised by two crimes each with a CHI score of 1,825 in the sixth decile.

³⁴ Norfolk Insight NEET November (2015)

<http://www.norfolkinsight.org.uk/dataviews/tabular?viewId=275&geoid=5&subsetId=>

³⁴ Norfolk Insight U16 in Low Income Families (2013)

<http://www.norfolkinsight.org.uk/dataviews/tabular?viewId=151&geoid=5&subsetId=> (Accessed 10.6.16)
'Low income family' is defined as children living in families in receipt of out of work benefit or in receipt of tax credits where income is less than 60% of the UK median income) - this equated in 2009-12 to £11,484 a year for a lone parent with one child under 14, or £18,564 a year for a couple with two children, one under 14 and one over 14. Child Poverty Action Group <http://www.cpag.org.uk/content/uk-poverty-line> (Accessed 10.6.16)

³⁵ A Tier 1 SSP school has a full time police officer integrated into the school management team under a formal SSP protocol and information sharing agreement: a Tier 2 school has less identified need and although governed by the same formal protocol, ISA and objectives, it is staffed by Safer Neighbour Team Police Community Support Officers who is committed to the SSP for one day each week.

³⁶ Nicky Stanley *Research in Practice – Children Experiencing Domestic Violence: a Research Review* p.113

³⁷ Norfolk Insight JSNA 0-19 District Profiles 2015

<http://www.norfolkinsight.org.uk/jsna/youngpeople#summary> (Accessed 10.6.16)

Figure 11: Broadland - sum of Crime Harm and decile of multiple deprivation

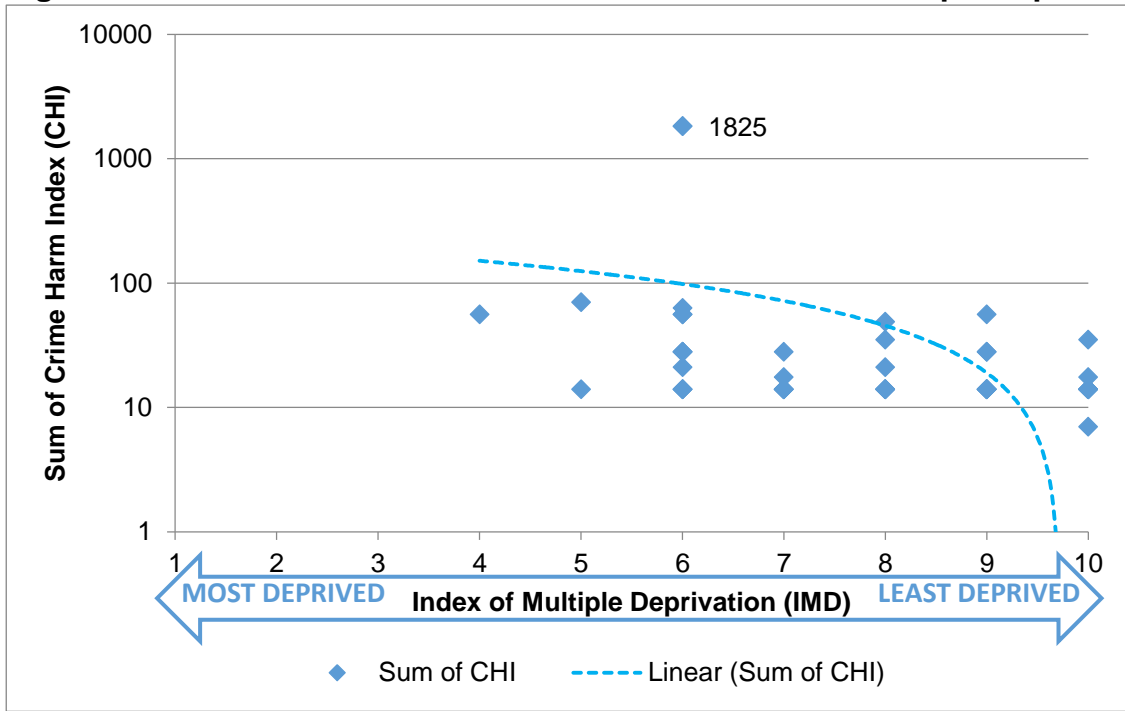
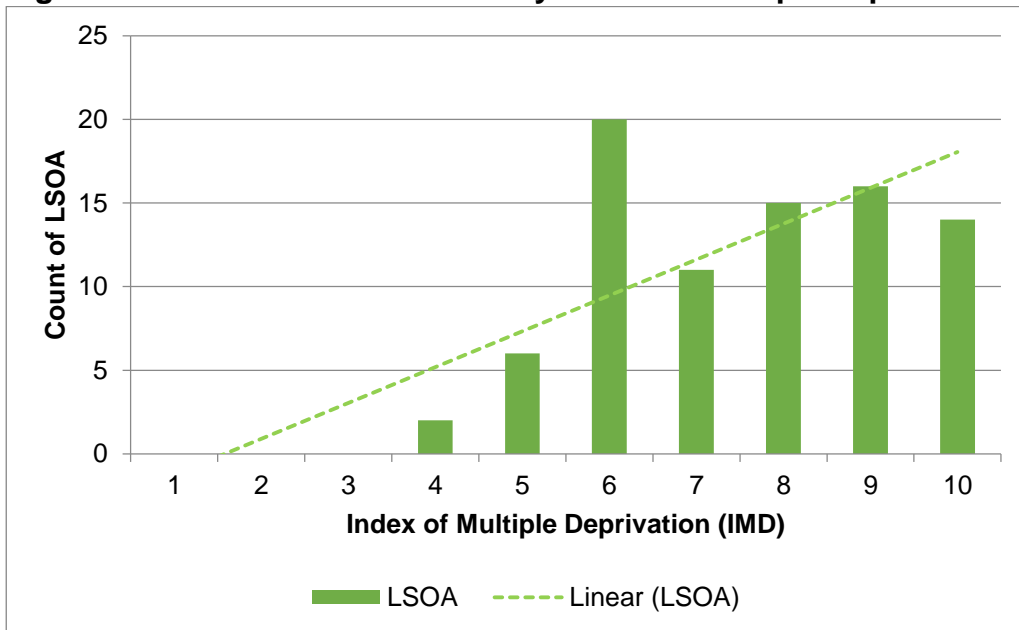


Figure 12: Broadland - 84 LSOAs by decile of multiple deprivation



Breckland

At November 2015 there were 155 16-18 year olds not in education, employment or training (NEET) in Breckland: this was 3.7% of all 16-18 year olds in the district. By contrast, the highest percentage of NEET was in Norwich (6.4%) and the lowest in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district was 15.2% of all under 16s. The highest was in Norwich (26.3%) and the lowest in Broadland (9.2%): the Norfolk average was 16.8%.

- Breckland has nine Children’s Centres.

- There is one Tier 1 SSP school in Breckland (in Thetford) and there are seven Tier 2 SSP schools.
- LAC may be accommodated in six children’s homes in the district

Breckland also shows a positive relationship between crime harm and deprivation, that is to say, areas of less deprivation appear to suffer less harm. This may be enhanced by a high CHI value in the second decile and no CHI scores above the eighth decile (see **Figure 13**). The distribution of deciles within Breckland is fairly even apart from the fact that there are no LSOAs within the tenth, least deprived, decile within this district (see **Figure 14** - 1 is the most deprived and 10 is the least deprived).

Figure 13: Breckland - sum of Crime Harm and decile of multiple deprivation

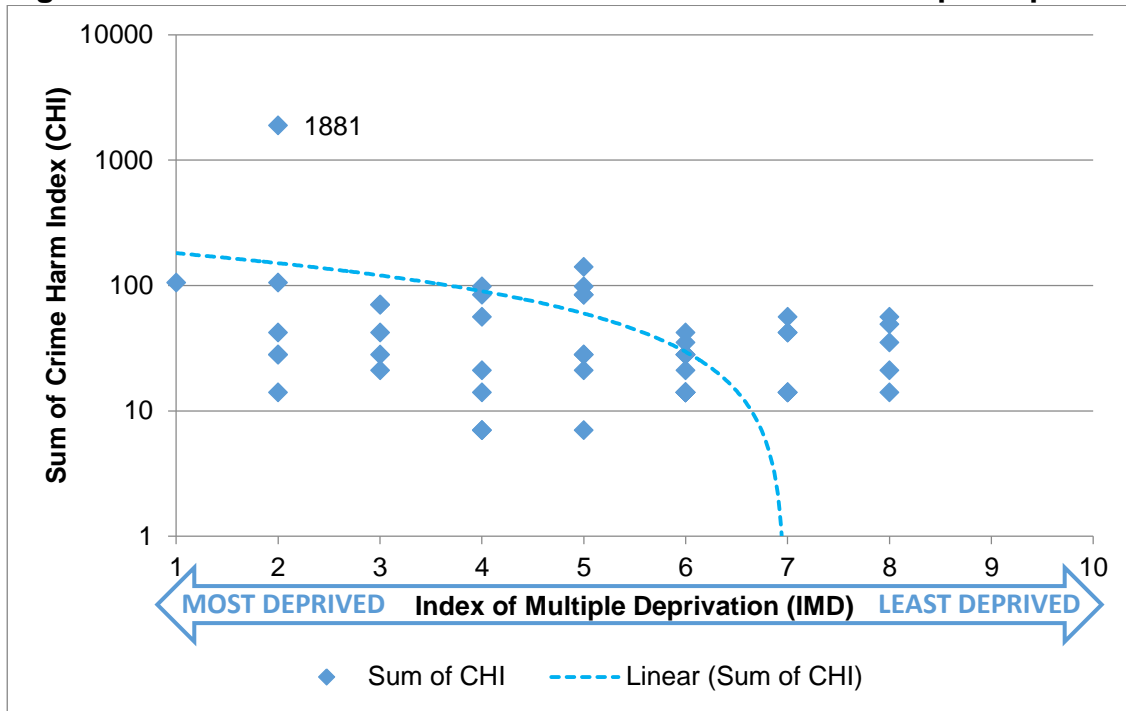
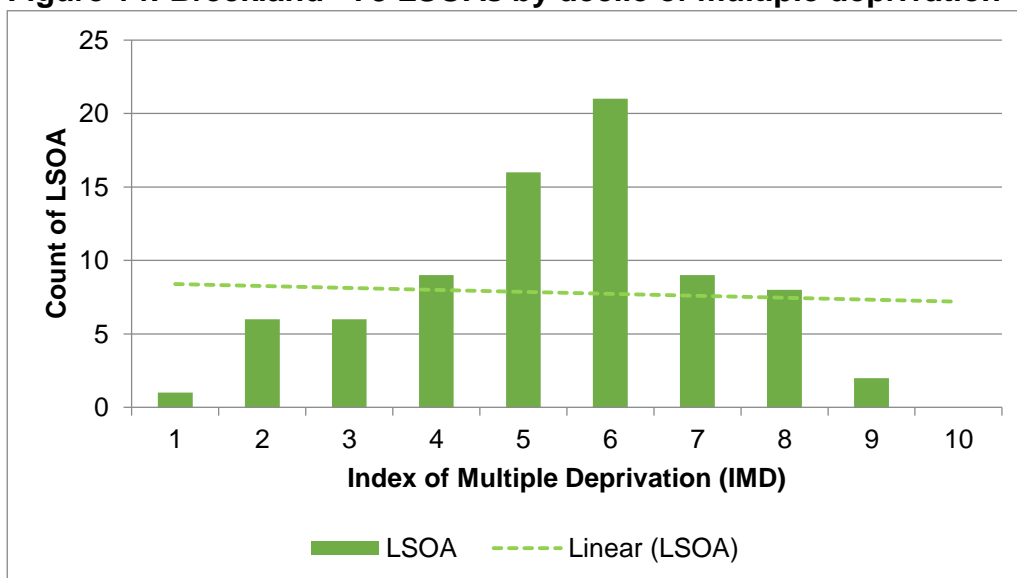


Figure 14: Breckland - 78 LSOAs by decile of multiple deprivation



Great Yarmouth

At November 2015 there were 135 16-18 year olds not in education, employment or training (NEET) in Great Yarmouth: this was 3.8% of all 16-18 year olds in the district. By contrast, the highest percentage of NEET was in Norwich (6.4%) and the lowest in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district was 24.4% of all under 16s. The highest was in Norwich (26.3%) and the lowest in Broadland (9.2%): the Norfolk average was 16.8%.

- Great Yarmouth has seven Children’s Centres.
- There are two Tier 1 SSP school in Great Yarmouth and there are four Tier 2 SSP schools.
- LAC may be accommodated in three children’s homes in the district.

Like Breckland, Great Yarmouth has no LSOAs in the upper most decile but, perhaps more importantly, 26% of its LSOAs are within the first decile of IMD which also had 92% of its crime harm for the period (see **Figures 15 and 16** - 1 is the most deprived and 10 is the least deprived).

Figure 15: Great Yarmouth - sum of Crime Harm and decile of multiple deprivation

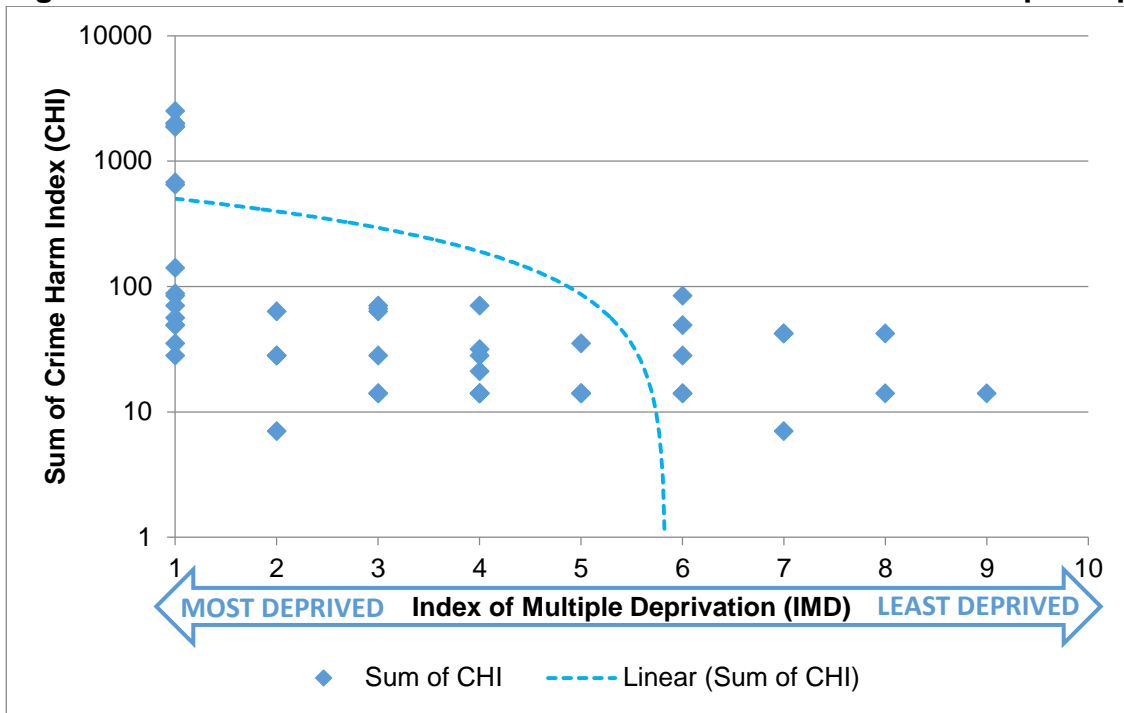
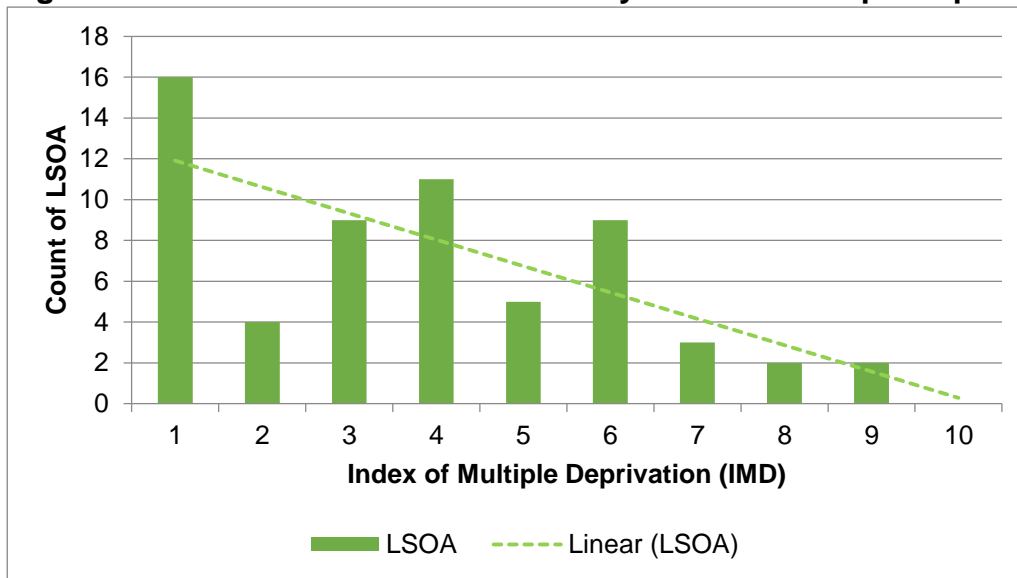


Figure 16: Great Yarmouth - 61 LSOAs by decile of multiple deprivation



King’s Lynn & West

At November 2015 there were 170 16-18 year olds not in education, employment or training (NEET) in King’s Lynn and West: this was 3.7% of all 16-18 year olds in the district. By contrast, the highest % of NEET was in Norwich (6.4%) and the lowest in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district was 16.9% of all under 16s. The highest was in Norwich (26.3%) and the lowest in Broadland (9.2%): the Norfolk average was 16.8%.

- King’s Lynn and West has eight Children’s Centres.
- There are two Tier 1 SSP schools in King’s Lynn and West and six Tier 2 SSP schools.
- LAC may be accommodated in six children’s homes in the district.

King’s Lynn’s crime harm to deprivation follows the ‘usual’ trend if a little more evenly with middle IMD LSOAs providing the two highest CHI scores within the district. Correspondingly, these two deciles are the most numerous within the district (see **Figures 17 and 18** - 1 is the most deprived and 10 is the least deprived).

Figure 17: King's Lynn & West - sum of Crime Harm and decile of multiple deprivation

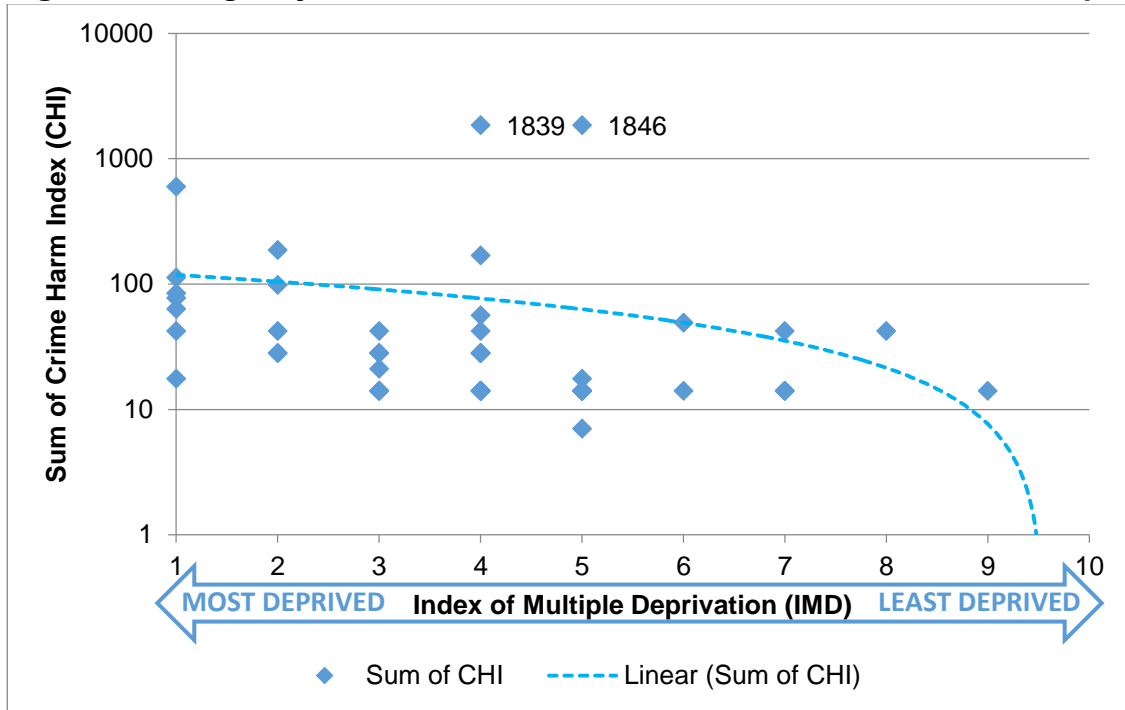
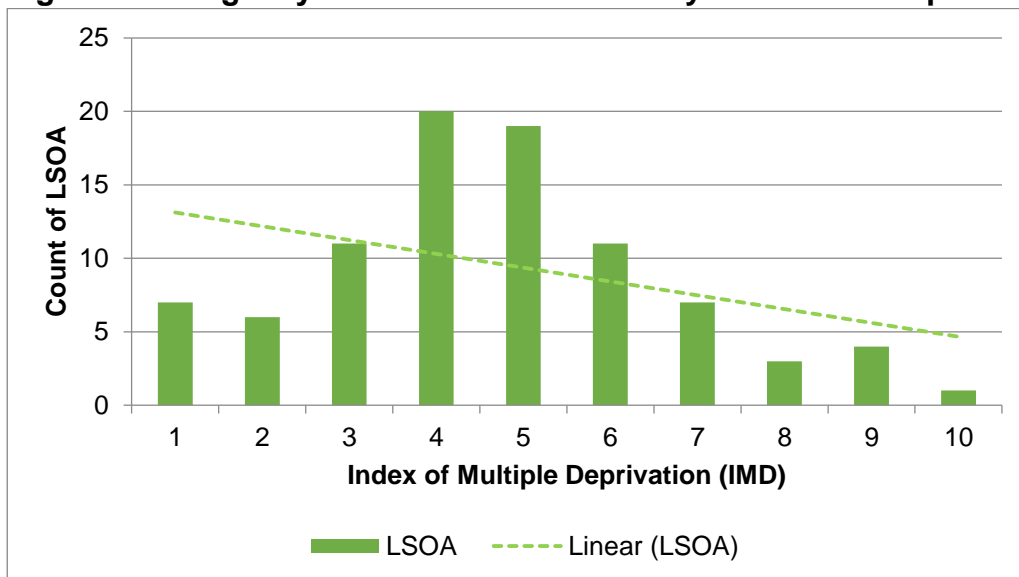


Figure 18: King's Lynn & West – 89 LSOAs by decile of multiple deprivation



North Norfolk

At November 2015 there were 109 16-18 year olds not in education, employment or training (NEET) in North Norfolk: this was 3.9% of all 16-18 year olds in the district. By contrast, the highest % of NEET was in Norwich (6.4%) and the lowest in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district was 14.4% of all under 16s. The highest was in Norwich (26.3%) and the lowest in Broadland (9.2%): the Norfolk average was 16.8%.

- North Norfolk has nine Children's Centres.
- There are no Tier 1 SSP schools in North Norfolk but there are seven Tier 2 SSP schools.
- LAC can be accommodated in seven children's homes in the district

North Norfolk has reasonably 'balanced' crime harm across the eight deciles of deprivation associated with its LSOAs. Not even the highest scoring crime in decile six is enough to influence the usual positive trend. The lack of the extreme deciles may have some bearing on this (see **Figures 19 and 20** - 1 is the most deprived and 10 is the least deprived).

Figure 19: North Norfolk- sum of Crime Harm and decile of multiple deprivation

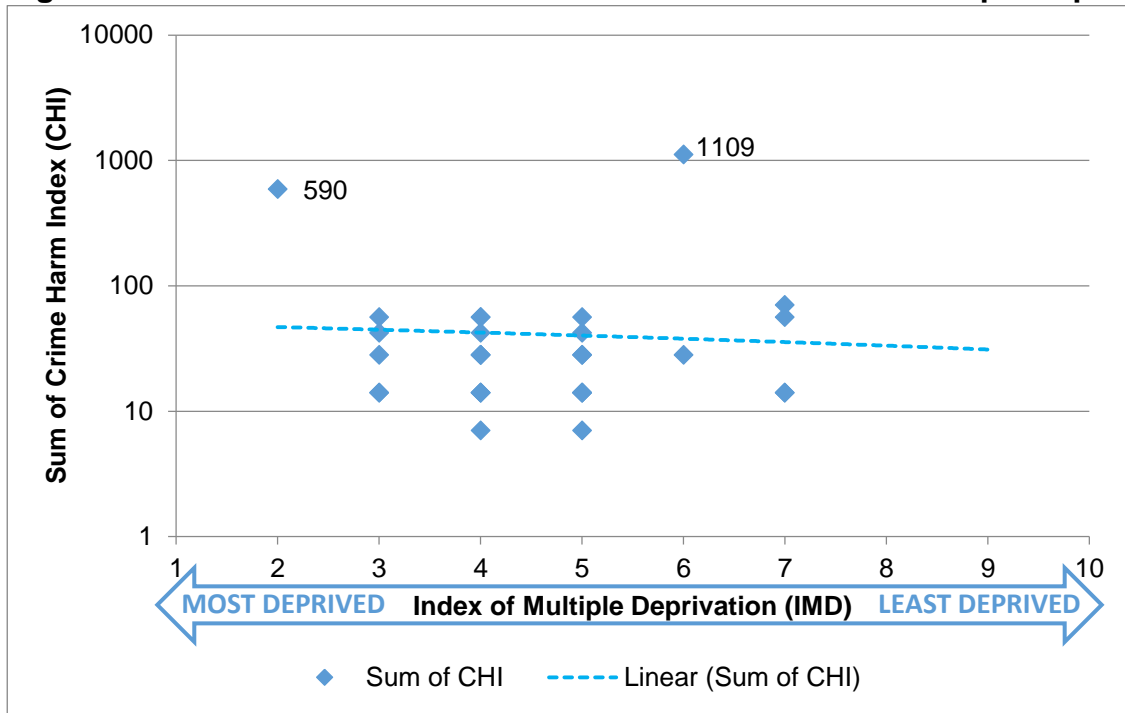
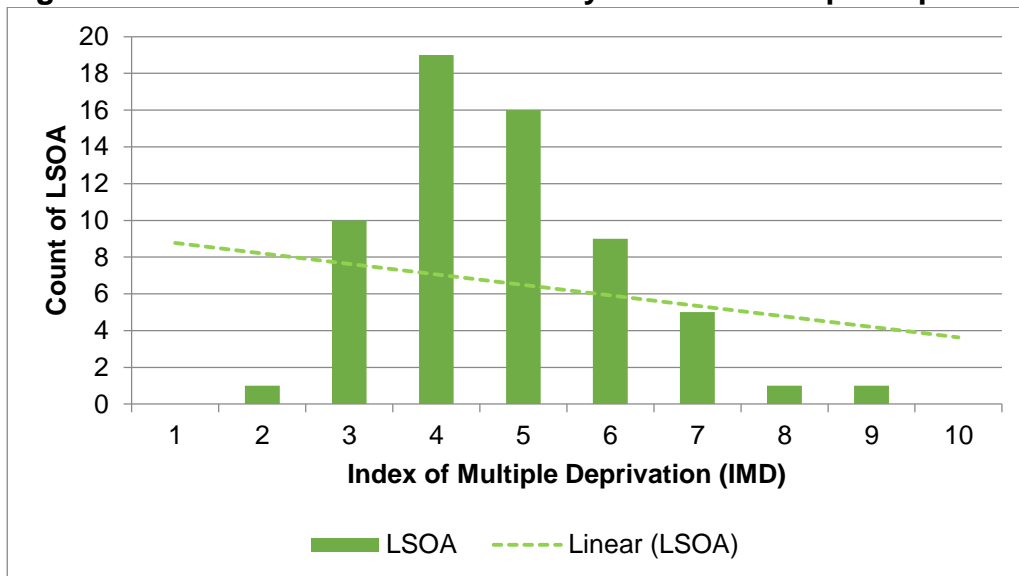


Figure 20: North Norfolk - 89 LSOAs by decile of multiple deprivation



Norwich

At November 2015 there were 231 16-18 year olds not in education, employment or training (NEET) in Norwich: this was 6.4% of all 16-18 year olds in the district and was higher than any other district. By contrast, lowest percentage of NEET was in South Norfolk (2.2%). The proportion of children under 16 in low income families in the district

was 26.3% of all under 16s and was the highest of all the districts: the lowest was in Broadland (9.2%) and the Norfolk average was 16.8%.

- Norwich has seven Children’s Centres.
- There are four Tier 1 SSP schools in Norwich and there are seven Tier 2 SSP schools.
- LAC may be accommodated in six children’s homes in the district

Norwich district shows a positive relationship between crime harm and deprivation but in this case, this should be viewed in light of Norwich having more LSOAs with a low deprivation score (most deprived) than LSOAs with a higher score (least deprived) (see **Figure 21**); nearly 41% of Norwich LSOAs are considered to be in these two, most deprived deciles (see **Figure 22** - 1 is the most deprived and 10 is the least deprived).

Figure 21: Norwich - sum of Crime Harm and decile of multiple deprivation

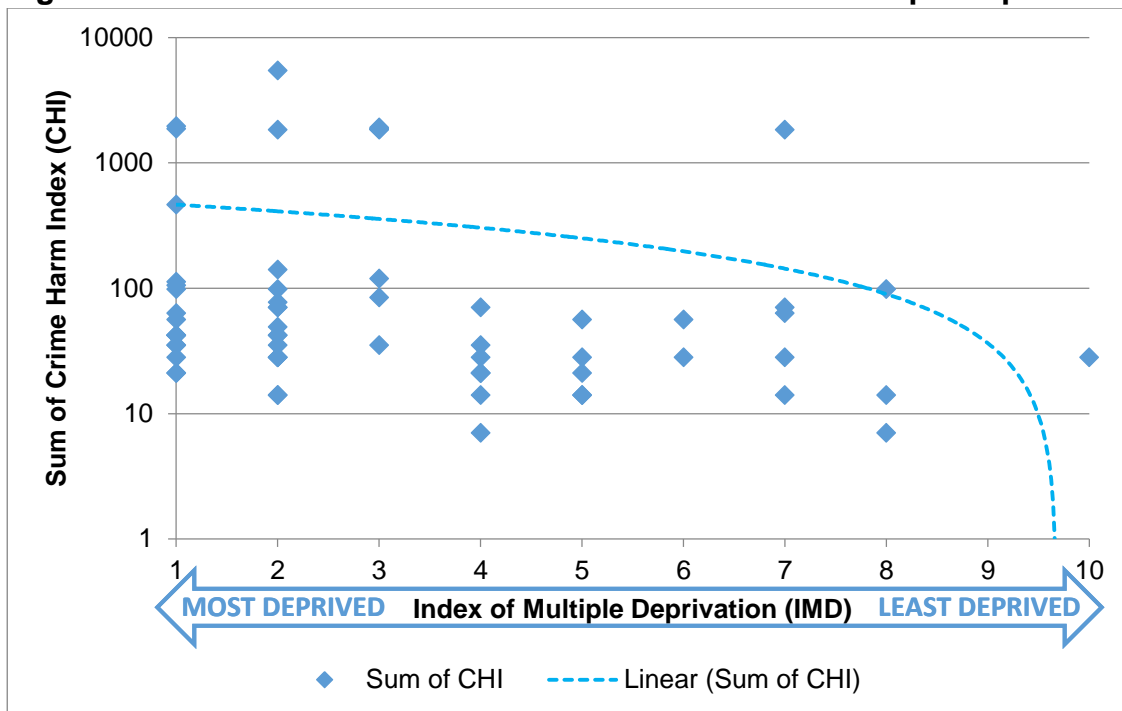
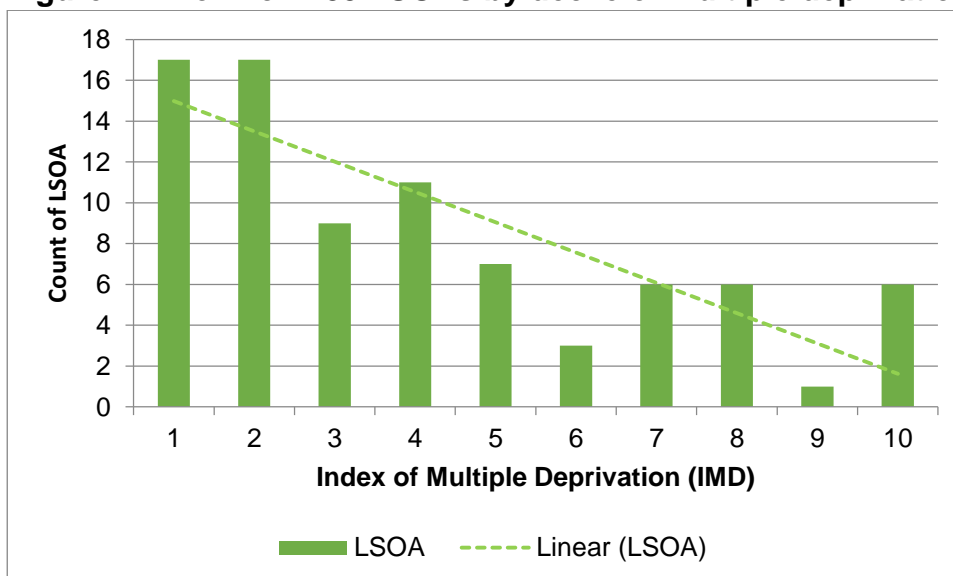


Figure 22: Norwich - 83 LSOAs by decile of multiple deprivation



South Norfolk

At November 2015 there were 90 16-18 year olds not in education, employment or training (NEET) in South Norfolk: this was 2.2% of all 16-18 year olds in the district and was the lowest figure of all the districts. By contrast, the highest percentage of NEET was in Norwich (6.4%). The proportion of children under 16 in low income families in the district was 10.7% of all under 16s. The highest was in Norwich (26.3%) and the lowest in Broadland (9.2%): the Norfolk average was 16.8%.

- South Norfolk has six Children’s Centres.
- There are no Tier 1 SSP schools in South Norfolk but there are nine Tier 2 SSP schools.
- LAC may be accommodated in five children’s homes in the district.

South Norfolk district is comprised of LSOAs of the top eight deciles but deciles 3, 4 and 5 still contain more than twice the crime harm than deciles 8, 9 and 10 (see **Figures 23 and 24** - 1 is the most deprived and 10 is the least deprived).

Figure 23: South Norfolk - sum of Crime Harm and decile of multiple deprivation

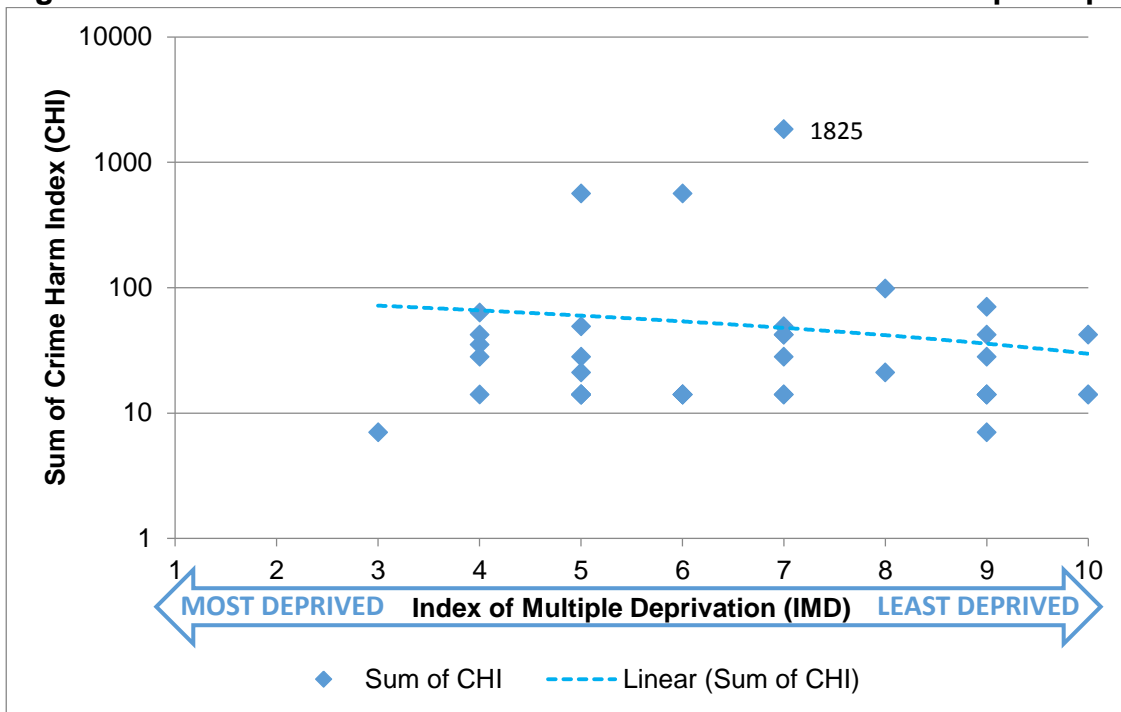
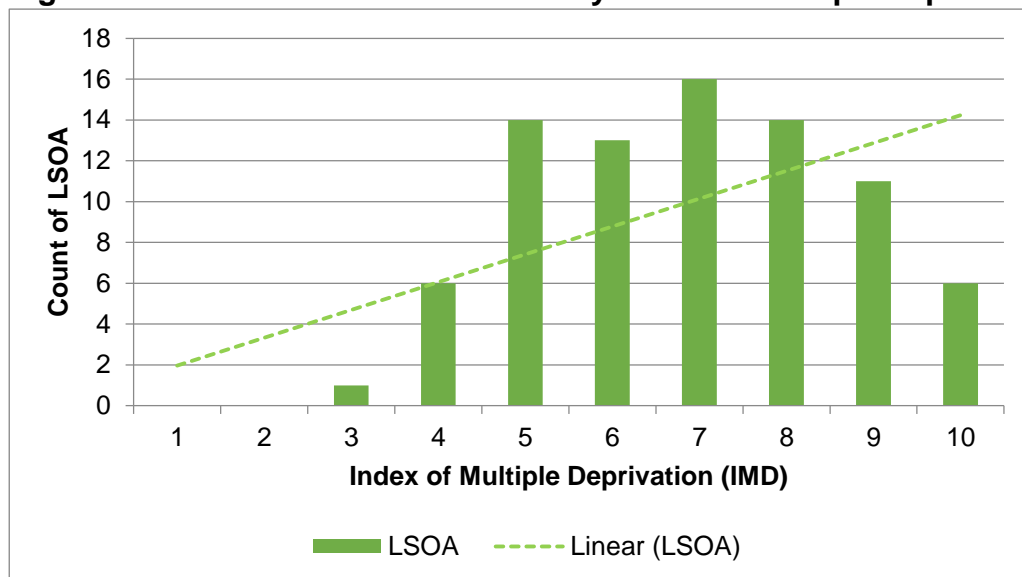


Figure 24: South Norfolk - 81 LSOAs by decile of multiple deprivation



Key Messages – CHI

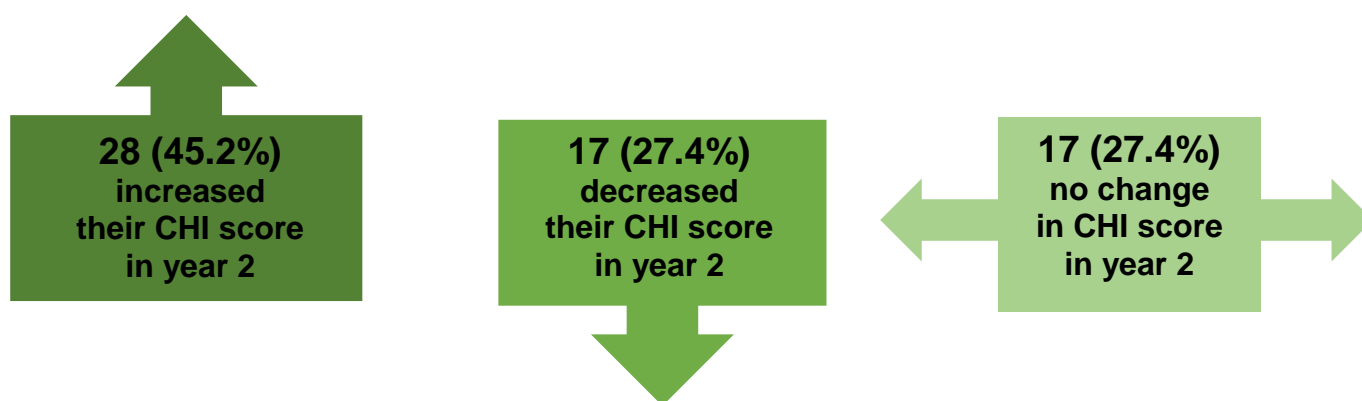
- The amount of ‘harm’ (as measured by the Crime Harm Index score) caused by domestic abuse in Norfolk increased by 27% between 2013-14 and 2014-15. All districts saw an increase in CHI between the two years apart from Breckland.
- The crimes of ‘Assault with Injury’ and ‘Assault without Injury’ were the most frequently committed domestic crime offences in 2014-15 but ‘Rape of a female aged 16 and over’ had the greatest impact on total CHI, despite the small number of crimes of this nature. The long and short-term effects of harm as experienced by the victim will vary widely depending on a number of factors which makes it problematic to generalise about the harm caused by domestic abuse.
- In general, male offenders *caused* more severe crimes while female victims *experienced* more severe crimes. This is also true when the average CHI per victim or offender is considered: the average CHI score in 2014-15 for male domestic abuse offenders aged 16-21 was 95 compared to 19 for female domestic abuse offenders and the comparative scores for victims were 14 for males and 116 for females. Gender differences may be important when considering intervention strategies.
- Overall, the average CHI per LSOA is higher in more deprived LSOAs meaning there is more ‘harm’ in areas of greater deprivation. The link between deprivation and increased risk of domestic abuse is well-evidenced in national research. However, it is important to note that the evidence does not show a *direct correlation* between poverty and domestic abuse. This may be relevant when considering where resources are targeted.

6. Repeat Domestic Abuse

6.1 Repeat Offenders

In the years 2013-14 and 2014-15, 788 offenders aged 17-20 offended at least once.³⁸ Of these, 166 offended more than once with just 62 offending across both years (see **Figure 25** below). Just under half (45.2%) increased the severity of offending from the first year to the second, under a third (27.4%) decreased their level of offending in the second year, with the same amount displaying no change. Offenders will be examined in detail in Phase 2 so no further analysis is provided here.

Figure 25: Repeat offenders



6.2 Repeat Victims

The majority of victims in both age groups (10-15 and 16-21) were a victim on only one occasion (95.1% for 10-15 year olds and 86.9% for 16-21 year olds) in 2014-15 (see **Table 18**). However in the same year around one in ten 16-21 year old victims were a victim twice (10.5%). Very few victims in both age groups were a victim more than twice. Victims will be examined in detail in Phase 3 so no further analysis is provided here.

Table 18: Crime count per victim during 2014-15

No of Crimes	10-15 year old victims		16-21 year old victims	
	Number of Victims	% of Total	Number of victims	% of Total
1	352	95.1%	628	86.9%
2	16	4.3%	76	10.5%
3	2	0.5%	15	2.1%
4	0	0.0%	4	0.6%

³⁸ Offenders aged 16 years and 21 years were excluded from this analysis due to them potentially being in and out of scope due to either turning 22 or being 15 at the start of the period and therefore not presenting a true reflection of repeat counts.

7. Conclusion and Next Steps

Conclusion

The prevalence of domestic abuse affecting young people aged 16-21 in Norfolk has been evidenced in this Phase 1 report through data derived from Police records. The report has provided numbers of victims and offenders and has described the types of crimes most likely to be committed; the districts in which domestic abuse is more prevalent, or less common; the differences between how men and women experience domestic abuse; and the effects of domestic abuse on individuals and in communities. It has also shown through analysis of deprivation and CHI scores there is more 'harm' (as measured in CHI) in areas of greater deprivation. Overall, we can say that in Norfolk, the level of domestic abuse (based on two years of information) for young people aged 16-21 has increased, and that in many cases, violence is often present. Finally, it is likely that domestic abuse remains an under-reported crime, meaning the true level of domestic abuse may be greater than is currently known.

Next Steps

Phase 1 provided the strategic overview of domestic abuse in Norfolk. Phases 2 and 3 will deepen our understanding of the experiences of young domestic abuse offenders and victims. Subsequent reports (Phase 2 report about offenders and Phase 3 report about victims) will:

- explore any relationship between LAC and domestic abuse
- highlight any trends or emerging themes through sharing data about those involved in DA
- assess take up of services provided by Police and Children's Services including movement between specialist and targeted services

The information on which this Phase 1 report is based was derived in the main from Police records. Phase 2 and 3 reports will draw more heavily on joining Children's Services and Police data, as described below.

Phase 2 will focus on **offenders** and will necessitate the sharing of personal data for which a Tier 2 ISA will be in place. Information about offenders will be collated and analysed to create a profile (the 'indicators') of the overall offender cohort. A smaller sub-section of this group will be examined in greater detail using case file analysis. An appropriate sample size will be identified using a recognised method of calculating a sample of a population. Using Police and Social Care records, this part of the analysis will focus on interventions and may compare distinct groups. We will examine the extent to which offenders move between various services (eg. from CIN to LAC, stepping up or down from Early Help and social care, or from youth crime to adult criminal activity) to see what the journeys of offenders 'look like', what triggers interventions, and if any consistent pattern or theme, including successful interventions, emerges.

In **Phase 3** we will focus on **victims**. Broadly speaking, the work will replicate the two part approach taken in Phase 2. The Terms of Reference for Phases 2 and 3 explains in detail the approach and methodology.

Additional considerations

In addition there may be further work which would add to our knowledge about domestic abuse and young people at county-wide strategic level which is currently outside the scope of this project.

- Mapping of domestic abuse services available to children and young people was not within project scope. A complete map of domestic abuse services, and providers' views of local need, was last completed in 2014 by Public Health. Given that current commissioned services will now be very different to the services which were available in 2014, it may be useful to consider whether repeating the exercise is desirable and feasible.³⁹
- A Public Health survey undertaken in 2015 in schools asked pupils about their views on a number of topics. Since then, local and national initiatives ('Time to Stop', 'Norfolk Says No' and the current 'Disrespect Nobody' campaign) have highlighted what abuse is, particularly within the context of teenage relationships, and which behaviours are unacceptable. A joint survey is currently being considered by the Local Safeguarding Children Board (LSCB) for roll out to schools in Autumn 2017 which includes questions about crime and anti-social behaviour. It may be useful to consider whether questions about attitudes to domestic abuse could be included, or whether it is possible to establish a baseline about pupils' views of domestic abuse and healthy relationships which can be monitored for change in subsequent surveys.⁴⁰

³⁹ Stuart Keeble, Norfolk Public Health *Domestic Violence and Abuse Needs Assessment for Children and Young People in Norfolk* (2014) p.140

⁴⁰ Information about survey provided by Julie Wvendth, Detective Superintendent, Safeguarding and Harm Reduction Department, Norfolk Constabulary, to JPAD, Norfolk Constabulary, by email, 26.9.16