



Investing to save: Domestic abuse and the CSR

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200 word summary – submitted via CSR portal

<https://www.gov.uk/government/publications/autumn-budget-and-spending-review-2021-representations/guidance-for-submitting-your-budget-or-spending-review-representation>

Please use the Domestic Abuse Act, CSR and Victim's Bill as a real opportunity to tackle domestic abuse and provide an effective, systemic response.

Let's build back better post-COVID by tackling the human and financial impacts in a targeted and cost-effective way. We know what works and we have the evidence to support it: a holistic approach that looks at the whole family and all their needs, beyond the criminal justice system and starting sooner.

We estimate £2.2bn is required to appropriately support adult and child victims, as well as interventions for the perpetrators who cause the harm. That's a big figure, only deliverable over time, but further investment in quality assured interventions will deliver human and bankable savings right now, as well as cost avoidance later down the line. If we can reduce poor behaviour or the impact of abuse by a tiny percentage through early intervention, this delivers a significant spend to save case as the costs are so huge.

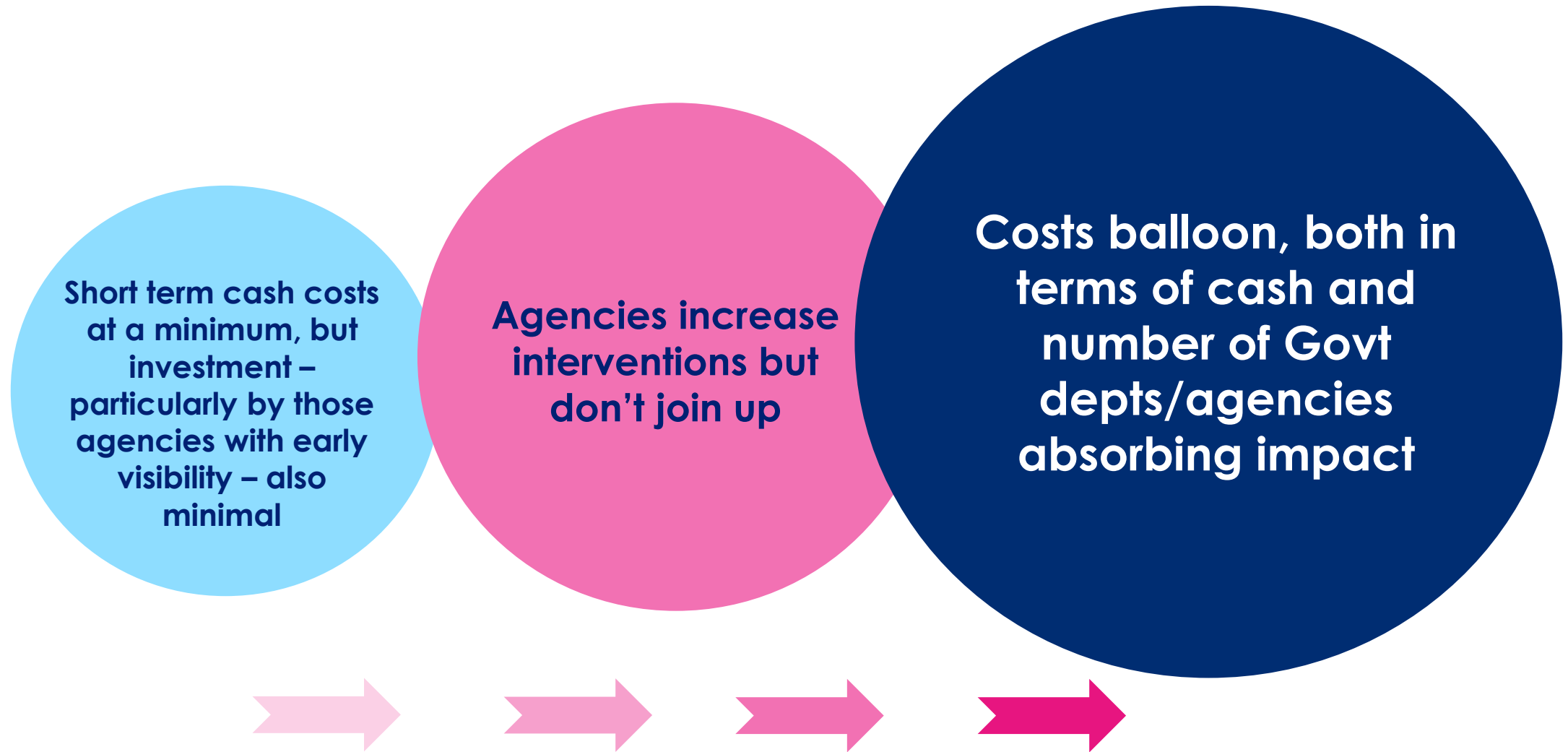
We also know this needs to be a pan-Government conversation. The departments who could be funding early intervention aren't the departments (e.g. Health/Education) where the actual costs are incurred. Let's end domestic abuse for everyone and for good.

CSR submission summary: The need for a comprehensive, sustainable 'invest to save' programme to end domestic abuse for everyone for good



- The Domestic Abuse Act, Comprehensive Spending Review and Victim's Bill together present a real opportunity to **increase resources over the next three years for an effective systemic response for the whole family.**
- Let's focus this CSR on **building back better post-COVID by tackling the human and financial impact of DA in a targeted and cost-effective way.** We know what works and we have the evidence to support it: **a holistic approach that looks at the whole family and all their needs, beyond the criminal justice system and starting sooner.**
- We estimated in 2020 that £2.2bn is required to appropriately support adult and child victims, as well as interventions for the perpetrators who cause the harm. See link for a resubmission of our full costings figures here: [A Safe Fund 2020](#)
- However, **further investment in quality assured interventions will deliver human and bankable savings right now, as well as cost avoidance later down the line.**
- If we can reduce poor behaviour or the impact of abuse by a tiny percentage through **early intervention, this delivers a significant spend to save case** as the costs are so huge.
- We also know this needs to be a **pan-Government conversation.** The **departments who could be funding early intervention aren't the departments (e.g. Health/Education) where the actual costs are incurred.**

Summary: The domestic abuse response now



The longer we wait, the more intense and costly intervention has to be to work

Domestic abuse cost £66bn in 2016/17 alone (Govt figs)

Cost bucket	Cost category	Cost, £M	% of total costs	Current Department Service Costs
Anticipation	Protective measures	2	0.00%	MHCLG, Home Office
Anticipation	Preventative measures	3.9	0.01%	Home Office
Consequence	Physical and emotional harm	47,287	71.44%	QALYs
Consequence	Lost output	14,098	21.30%	QALYs
Consequence	Health services	2,333	3.52%	DHSC
Consequence	Victim services - housing	550	0.83%	MHCLG
Consequence	Victim services - social services	174	0.26%	Of which 33.5 gov costs: HO, DWP
Response	Police costs	1,257	1.90%	Home Office
Response	Criminal and legal costs	336	0.51%	MoJ
Response	Civil legal	140	0.21%	MoJ
Response	Other	11	0.02%	Various e.g.(Marac)
Total		66,192	100.00%	

Total direct government costs, per HO figs **4,666**

Note: These Govt statistics show service costs in the year ending March 2017, and do not cover the severe and ongoing additional impact of Covid19.

Key Statistics

- The police recorded **758,941** domestic abuse-related crimes in England & Wales in the year ending March 2020.
- The Crime Survey for England & Wales states that **1.6 million women** and **757,000 men** experienced domestic abuse in the year ending March 2020.
- **85%** of victims of domestic abuse seek help **five times** on average before they get effective support.
- **4 out of 5 victims** never contact the police
- **116,000 cases** (94% women) at highest risk of serious harm or murder seen at Marac in 2020/21, **31% increase in 5 years.**
- Around **40% of children** in households supported by an Idva were **not known to children's services.**

The response now: Covid has exacerbated urgency, severity, complexity

SafeLives' Practitioner Survey 2020/21 found that:

- Over a third of respondents (37%) thought recruiting and retaining staff was difficult when funding was not consistent and based on short term contracts.
- Community-based services are consistently reporting caseloads that we consider to be unsafe, and 23% of these services operate without any local authority funding at all.

90%

of specialist services reported increased demand since the Covid-19 Pandemic¹

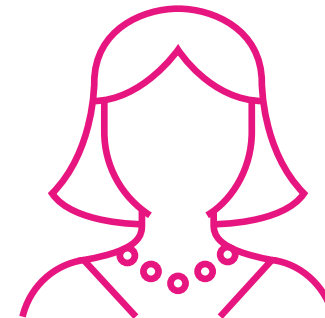


■ Increased demand
■ No increase



65%

increase in calls and contacts to the National Domestic Abuse Helpline, compared with the first three months of 2020²

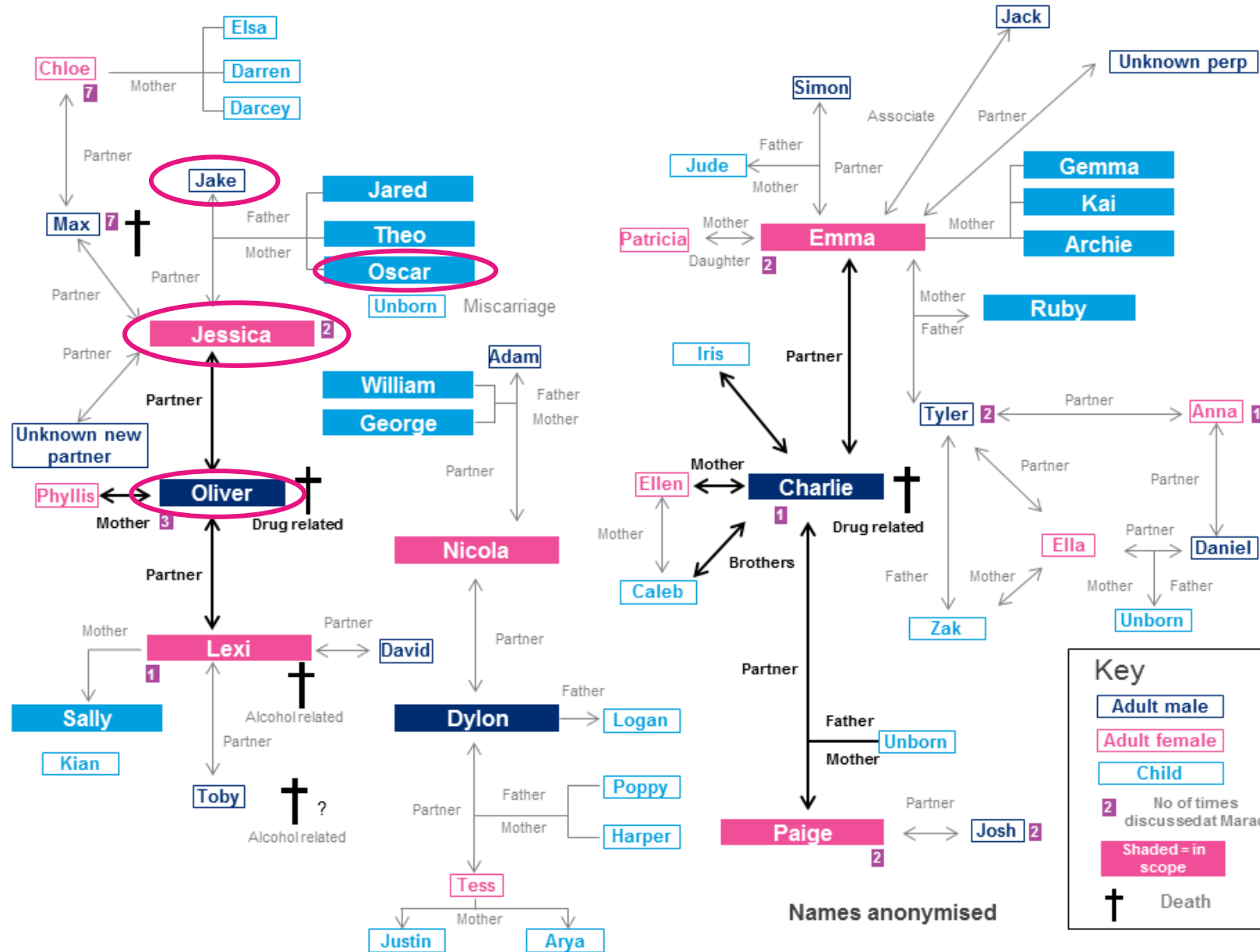


61%

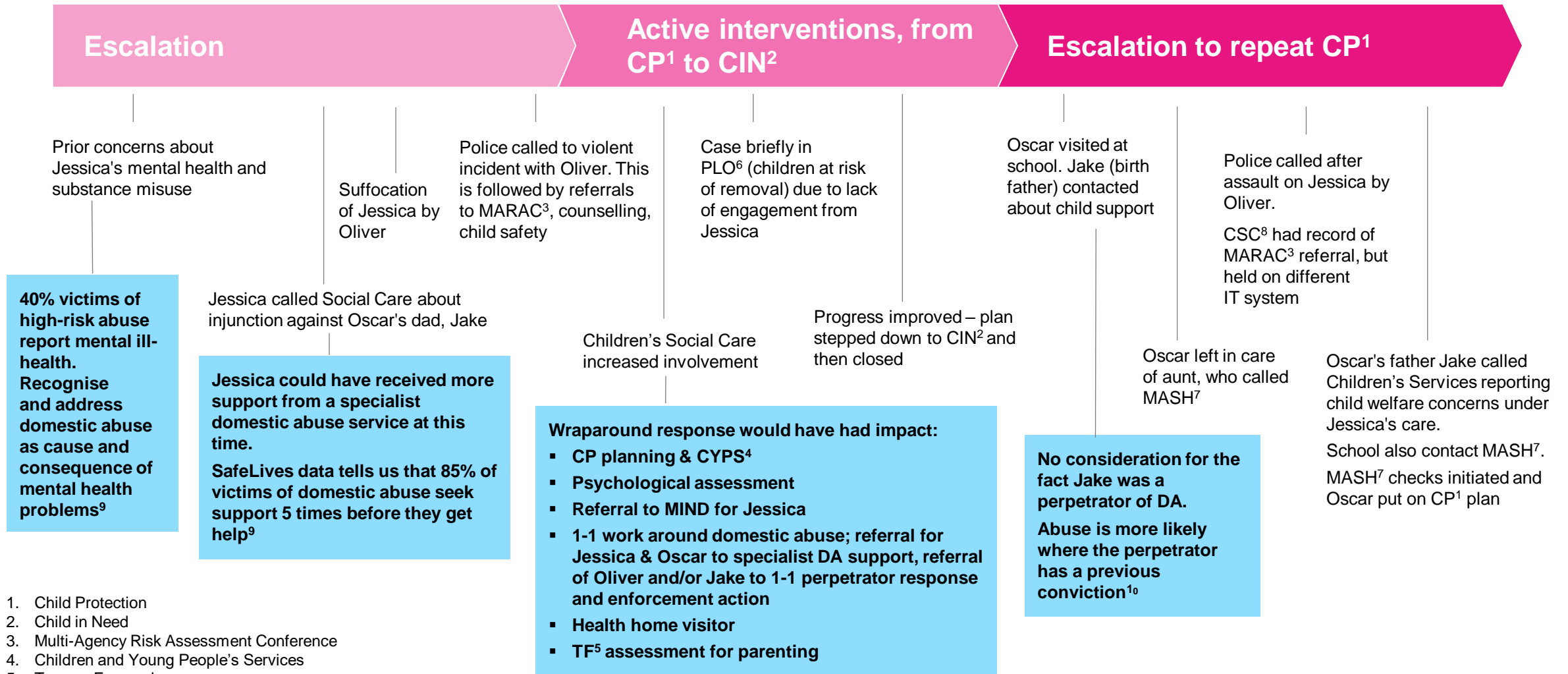
of survivors surveyed after restrictions eased had **not** asked for any help during lockdown restrictions

1. SafeLives Annual Practitioner Survey 2020/21
2. Office for National Statistics

Case audit: A whole family picture



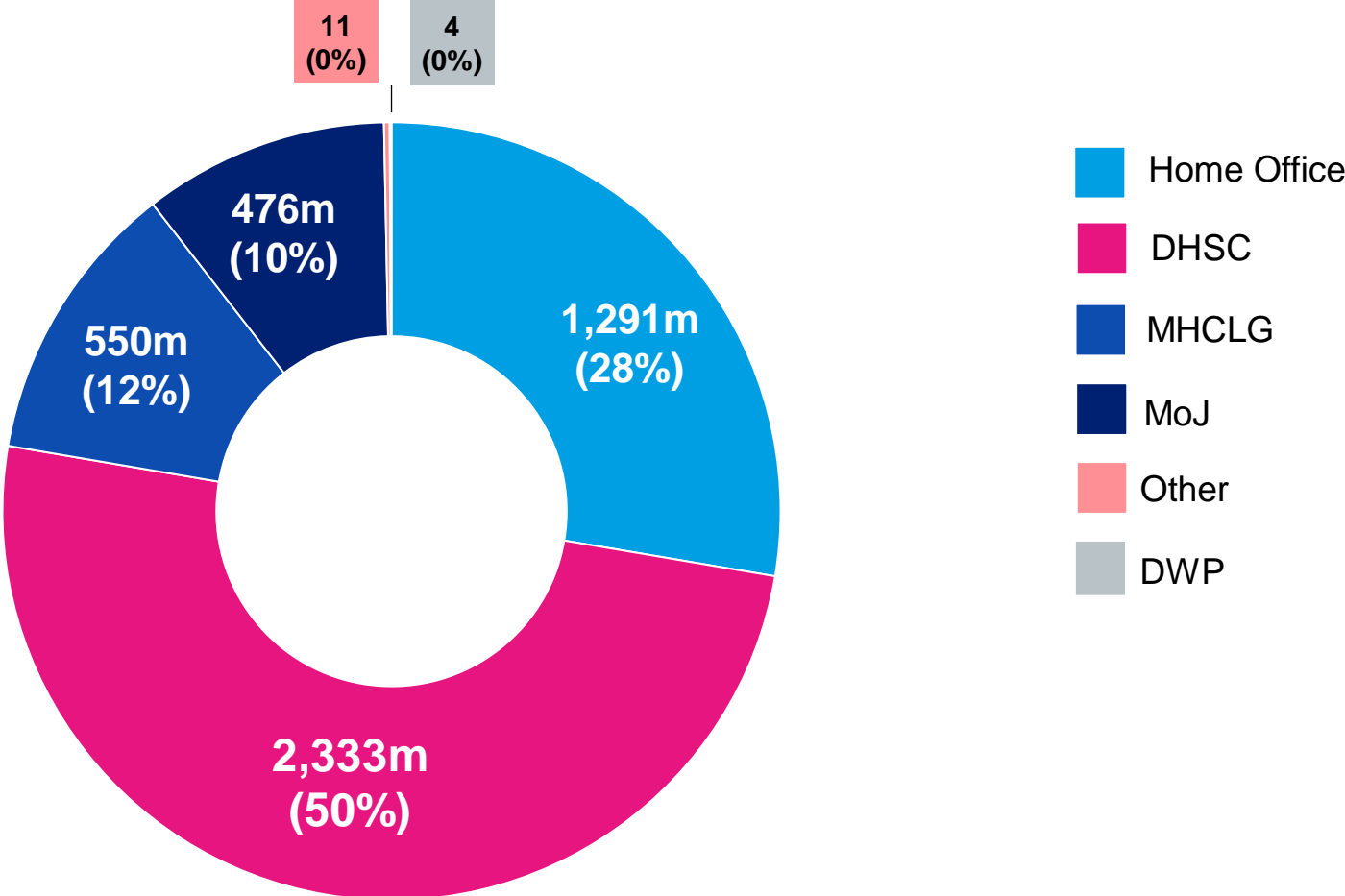
The response now: Case audit – Interventions and Referrals



1. Child Protection
2. Child in Need
3. Multi-Agency Risk Assessment Conference
4. Children and Young People's Services
5. Trauma Focused
6. Public Law Outline – Child(ren) at risk of removal
7. Multi-Agency Safeguarding Hub
8. Children's Social Care
9. SafeLives: Getting it right first time (2015)
10. Walby, S. and Allen, J. (2004), Domestic violence, sexual assault and stalking: Findings from the British Crime Survey
11. NB Timeline for Oscar 2005-2013

The response now: Dept of Health has earliest visibility and bears highest direct costs, but is not involved in proactive, preventative work

Home Office figs for domestic abuse costings – direct costs (£m) to government departments



The cost now: Annual system (cash) cost - Oscar and child victim-survivors at high risk: ~£500m (c130,000 children estimated to be at highest risk of serious harm or murder)



System Costs

Estimated annual cost	Healthcare £21m	Police £0.7m	Youth Crime £248m	Social Services £226m	Education £12m
	Mental health services, assuming regular CBT as single treatment – conservative view	Cost of police time to complete referrals to Child Protection, as a result of domestic abuse-related incidents	Proportion of the cost to CJS of all young offenders, based on those that are exposed to DA	Safeguarding and family support services annually for those children in care as a result of DA in their household	Cost of Alternative Provision for children who are excluded with exposure to domestic abuse
Calculations	<ul style="list-style-type: none"> # of children exposed to DA who suffer psychological problems x % of those children who receive MH support Cost of CBT (1 / week for 3 months) x # of children 	<ul style="list-style-type: none"> # of police referrals due to DA-related incidents x average time taken to complete referrals This time is multiplied by hourly 'on costs' on police ranked Sergeant or below 	<ul style="list-style-type: none"> Total cost of young offenders to the CJS x proportion of young offenders who are exposed to DA in the home (and their own violence can be put down to this exposure) 	<ul style="list-style-type: none"> Total cost of looked after children and safeguarding of children in England x Wales scaling factor x proportion of CIN referrals with DA as a factor x proportion of cases that can be taken as domestic abuse alone 	<ul style="list-style-type: none"> Cost of Alternative Provision x # of children exposed to DA x % children who get permanently excluded from school x increased likelihood of school exclusion for children in care

The cost now: Annual economic, human & emotional (QALYs) cost of domestic abuse linked to the same children ~£690m



Economic output losses



Human & Emotional costs

Following the methodology outlined in Zhang et al (2012), a Canadian Government research into *Estimation of the Economic Impact of Spousal Violence in Canada*, we consider three medical conditions that children may develop as a result of domestic abuse: **hyperactivity, physical aggression and mental health issues**

Hyperactivity

Physical aggression

Mental health issues

Estimated annual cost

£46m

Impact on future earnings potential, based on proportion of children who develop condition primarily because of DA exposure

£269m

Impact of high-school drop out on future earnings potential, based on proportion of children with condition due to DA who drop-out

£373m

Impact of mental health on future quality of life (QALYs), based on proportion of children who develop severe condition due to DA exposure

Calculations

3.1%

% of children who develop condition primarily due to exposure to domestic abuse

22.2%

% of children who develop condition primarily due to exposure to domestic abuse

27%

% of children who develop condition primarily due to exposure to domestic abuse

Unit costs only apply to new child victims (“the flow”) – i.e., you only drop out of school once

£35k

Unit cost: Lifetime impact on future earnings resulting from hyperactivity

£28k

Unit cost: School drop out rate resulting from physical aggression (15%) x Lifetime economic cost of high school drop-out (£186k)

£32k

Unit cost: Average duration of DA and MH consequences (4 years) x QALY impact of MH (0.13) x HMT Green Book’s QALY value (£60k)

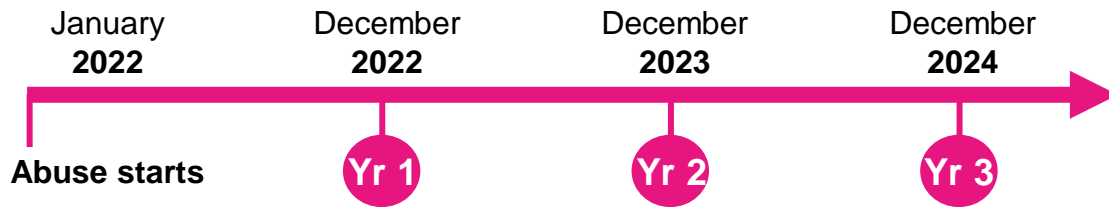
Sources: Please see ‘Additional materials’ at end of presentation

The costs accrued over time: costs accruing for children at high risk show cashable benefits of early intervention

Illustrative timeline model: the benefits of early intervention for costs

SafeLives research estimates that the median average length of abuse before Marac referral is **3 years**.

← Representing the average 3-year period before support received →



				Rationale
Mental health support	£4.2m	£9.6m	£21.2m	
Police referral			£0.7m	Police typically involved at point of Marac referral
Youth crime costs	£49.6m	£111.6m	£247.9m	
Children social care	£45.3m	£101.9m	£226.4m	
Education disruption	£2.3m	£5.3m	£11.7m	
Total cashable saving	£101m	£228m	£508m	

Key Takeaways

£508m potential cashable saving

This timeline visualises the accrual of costs over the average 3-year period before a child receives support – **the earlier the intervention occurs, the greater the potential benefits.**

Most costs increase as children continue to experience domestic abuse and become known to the system through education and health.

However, in many cases such as mental health, it could be argued that costs may accrue exponentially for some children.

If this is the case, the timeline view would show even larger benefits of early intervention.

Notes on the calculations

- All costs are purely illustrative and based on highly uncertain assumptions due to limited data availability
- NB Child victims at highest risk only

What's the solution? Interventions which work:

1. Beacon sites 1.0

'Beacon sites' have piloted an **inclusive service which wraps around the whole family**, including a range of **interventions to fill the gaps** and support **children and young people** who have witnessed, or been exposed, to domestic abuse within their families. After two years, exit form data as children and young people complete intervention demonstrate the following:

~90%

Improved safety following Beacon site support

80%

Reduction in CYP witnessing abuse

42%

Reduction in CYP experiencing direct abuse

43%

Reduction in CYP using harmful behaviour

Social return on investment quantified by independent evaluation as **£5.29 to each £1 of investment**. Further investment in a wider roll out will **deliver on the commitment to support the whole family, including children**.

'My children are losing their fear and anxiety and as a family we are closer'. Survivor

'Holding fathers to account for their behaviour is really scary at first but once they see it, they have really tried to change their behaviour with their children.' Practitioner

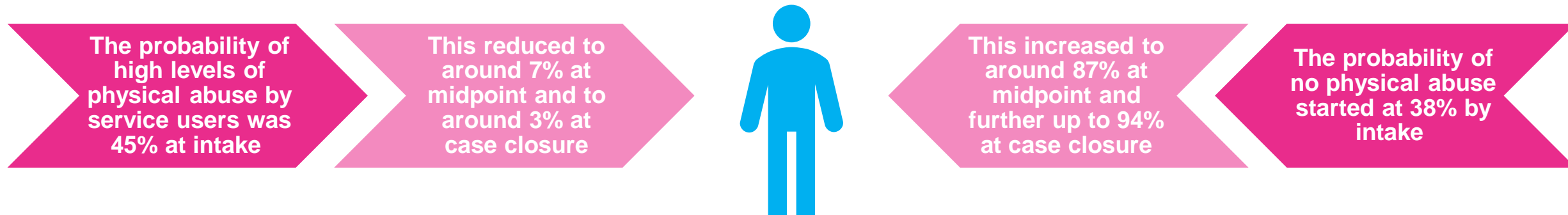
'The specific work for the young people has seen an increase in the engagement of their parents.' Practitioner

What is the solution? Interventions which work:

2. Drive

- **400,000 perpetrators** causing high (including murder) and medium levels of harm **across England and Wales**
- **Fewer than 1% gets a specialist intervention** that might prevent future abusive behaviour
- **Drive**, run by SafeLives, Respect and Social Finance, **works with high-risk and serial perpetrators of domestic abuse** to prevent their abusive behaviour and protect victims.

University of Bristol evaluation of the programme found that service users showed a major decrease in abusive behaviour:



Financial analysis shows reductions in return to Marac, resulting in **cost avoidance ranging from £783k to £1.57m pa for a standard service model working with 125 perpetrators at a delivery cost of c£300k pa.**

There is more to do and **further investment will create larger impact and savings.**

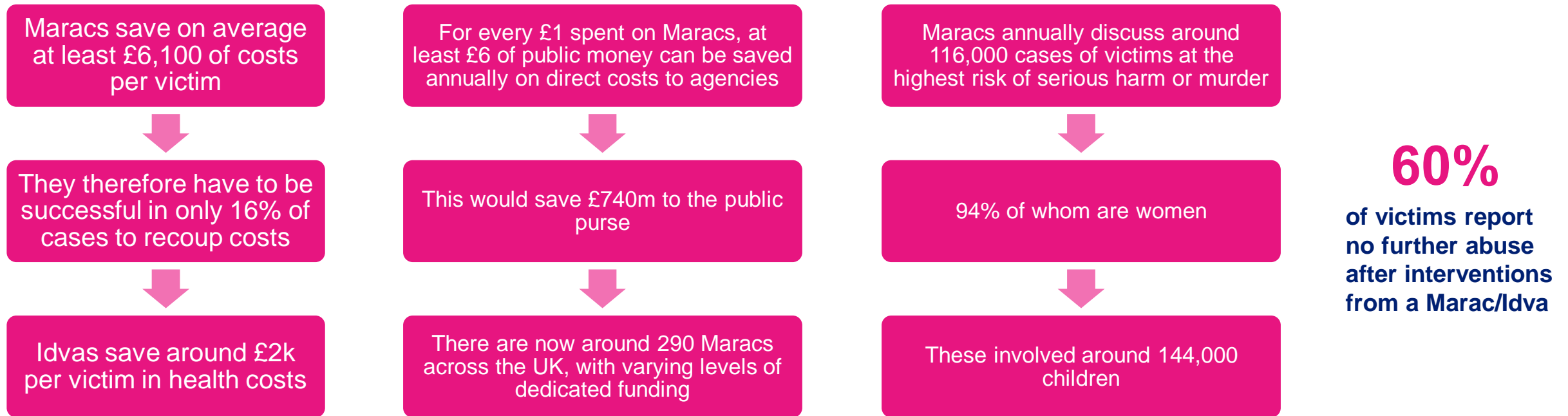
'For the first time, someone's holding him to account, it's not just me.' Survivor

What is the solution? Interventions which work:

3. Marac/Idva

When cases of abuse do reach a high-risk threshold, the 'Marac' process, always supported by an Idva, is proven to be effective in helping increase safety for adults and children.

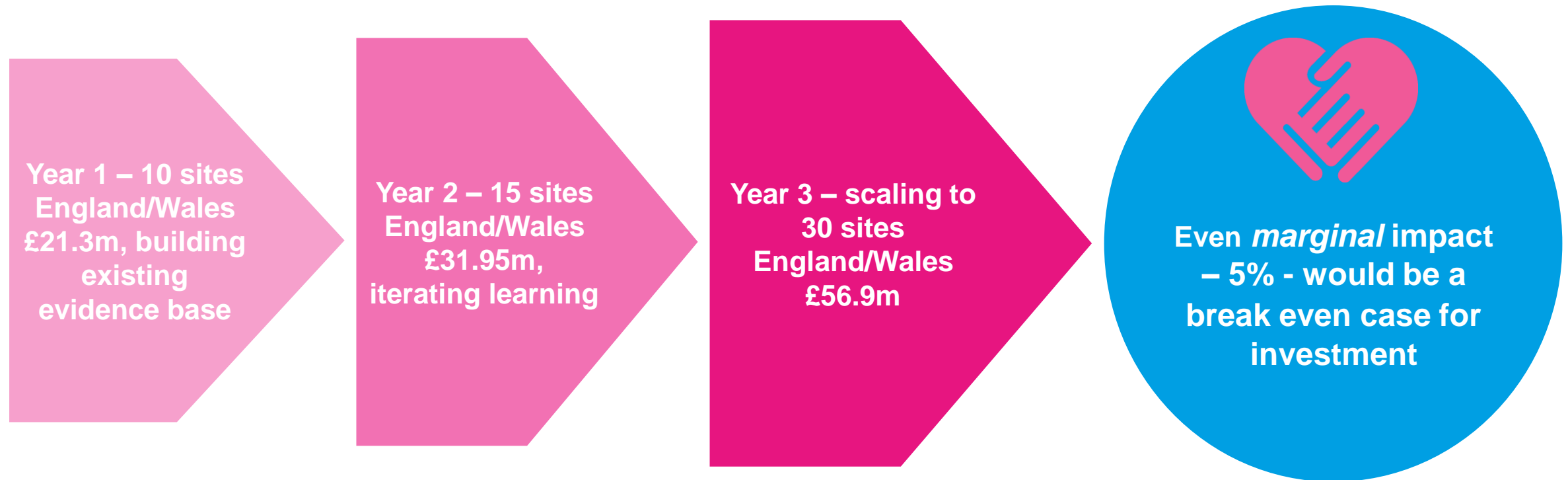
An effective system which looks at the whole family will link this to other forms of intervention illustrated in the two previous slides, to ensure neither perpetrator nor victims cycle back into further abusive situations after Idva/Marac has increased safety.



‘My initial contact with the Idva was earth shattering. She asked very specific questions in exactly the right areas and I couldn’t believe how much she understood my situation.’ Survivor of domestic abuse.

Our proposition: Building back better

Beacon sites 2.0 – headline investment in evidence-based responses for the whole family - including children - addressing the gaps, challenging perpetrators, involving survivors and building on strong foundations of effective Idva service and Marac for victims at highest risk. Let's end domestic abuse.



- Stepped approach to de-risk investment
- Focus on under-served communities and locations
- Cross Govt committee to take Gateway reports
- Matched funding from local areas

Additional material

For further info, pls contact liz.thompson@safelives.org.uk
or anthony.castagnetti@safelives.org.uk

What is the nature and scale of the problem: Costs to system of adult victims-survivors by government department 1/2

<u>Home Office</u>				<u>Departmental service costs</u>
Cost bucket	Cost category	Cost, £M	% of total costs	Department
Anticipation	Protective measures	2	0.00%	MHCLG, Home Office
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Total		66,192	100%	
Direct gov't costs as per HO figs		4,666		

Gemma's story - the lifelong cost of domestic abuse

Gemma lived with her parents Andy and Sian, brother John, and half-brother Simon. Andy developed a heroin addiction when Gemma was 6. Simon was also a bully to his half siblings – he beat John up daily and started to sexually abuse Gemma.

Andy was often in and out of prison. When he was at home he would behave increasingly erratically – he would steal the TV to sell for drugs. He and Sian had massive rows. He would threaten to throw her out of the house and often dragged her out by her hair and threw things at her.

One time Gemma arrived home to find that the house had been trashed. Her mum had been barricaded in her bedroom with Andy for two days and had only been rescued when she managed to shout out the window when he fell asleep. The police had to break the door down as it had been nailed shut with planks of wood on the inside. Gemma still does not know what went on in that room over those two days. At 13, John went to live with Andy over the summer holidays. During that time Andy didn't really look after John very well, he introduced him to drugs, and John experienced sexual abuse from others during this time.

John was never the same after this. He stopped going to school and starting stealing money to pay for drugs. Gemma's own sexual abuse continued. She started to cut her wrists to help her cope – she was 12. At 17, she took an overdose of paracetamol. She has since been diagnosed with a personality disorder and is receiving treatment through mental health services.

Simon ended up living with Andy and John and became addicted to heroin as well. He died age 35 of self-neglect and drug related causes.

John never recovered from his childhood trauma. When Simon died, John spiralled out of control – he stole a car when high on drugs and ended up having a high-speed crash which left two people with life changing injuries. John spent 2.5 years in prison. One of the victims of the crash later killed himself as he couldn't cope with his injuries. John has never recovered from the guilt of this. He has severe mental health issues / is a heroin addict/ has been homeless/ has never held a job and has only recently managed to report what happened to him as a child.

Gemma worked at SafeLives for ten years and is now a deputy service manager of a frontline domestic abuse service. She is a phenomenal survivor and professional.

Annual system (cash) cost - Oscar & high risk child victim-survivors: ~£500m (c130,000 children estimated to be at highest risk) – Sources included



System Costs

	Healthcare	Police	Youth crime	Social Services	Education
Estimated annual cost	£21m Mental health services, assuming regular CBT as single treatment – conservative view	£0.7m Cost of police time to complete referrals to Child Protection, as a result of domestic abuse-related incidents	£248m Proportion of the cost to CJS of all young offenders, based on those that are exposed to DA	£226m Safeguarding and family support services annually for those children in care as a result of DA in their household	£12m Cost of Alternative Provision for children who are excluded with exposure to domestic abuse
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Sources	<ul style="list-style-type: none"> SafeLives (2015) CYP Insights data Meltzer et al. (2009) using ONS data, cited in Home Office Report 	<ul style="list-style-type: none"> ONS, <i>Domestic abuse and the CJS (2020)</i> Written question to parliament, citing CIPFA, ACPO, ONS and MPS as data sources (2014) 	<ul style="list-style-type: none"> Home Office, <i>The economic and social costs of crime (2018)</i> Thames Valley Partnership SafeLives (2017) 	<ul style="list-style-type: none"> Local Authority Revenue Expenditure and Financing (2020-21) Stats Wales, <i>Population estimates by local authority and age (2021)</i> GOV.UK, <i>Characteristics of children in need (2020)</i> 	<ul style="list-style-type: none"> DfE, <i>Alternative provision market analysis (2018)</i> GOV.UK, <i>Permanent & fixed-period exclusions in England (2018/19)</i>

Annual economic, human & emotional (QALYS) cost of domestic abuse linked to the same children ~£690m - Sources included



Economic output losses



Human & Emotional costs

Following the methodology outlined in Zhang et al (2012), a Canadian Government research into *Estimation of the Economic Impact of Spousal Violence in Canada*, we consider three medical conditions that children may develop as a result of domestic abuse: **hyperactivity, physical aggression and mental health issues**

	Hyperactivity	Physical aggression	Mental health issues
Estimated annual cost	£46m Impact on future earnings potential, based on proportion of children who develop condition primarily because of DA exposure	£269m Impact of high-school drop out on future earnings potential, based on proportion of children with condition due to DA who drop-out	£373m Impact of mental health on future quality of life (QALYs), based on proportion of children who develop severe condition due to DA exposure
Calculations	3.1% % of children who develop condition primarily due to exposure to domestic abuse	22.2% % of children who develop condition primarily due to exposure to domestic abuse	27.0% % of children who develop condition primarily due to exposure to domestic abuse
Unit costs only apply to new child victims ("the flow") – i.e., you only drop out of school once	£35k Unit cost: Lifetime impact on future earnings resulting from hyperactivity	£28k Unit cost: School drop out rate resulting from physical aggression (15%) x Lifetime economic cost of high school drop-out (£186k)	£32k Unit cost: Average duration of DA and MH consequences (4 years) x QALY impact of MH (0.13) x HMT Green Book's QALY value (£60k)
Sources	<ul style="list-style-type: none"> Dauvergne and Johnson (2001) in Zhang et al (2012), <i>An Estimation of the Economic Impact of Spousal Violence in Canada</i> Khong (2014), Centre for Mental Health, <i>The Economics of ADHD: A Cost of Illness Study</i> 	<ul style="list-style-type: none"> Dauvergne and Johnson (2001) in Zhang et al (2012), <i>An Estimation of the Economic Impact of Spousal Violence in Canada</i> Hankivsky (2008), <i>Cost Estimates of Dropping Out of High School in Canada</i> 	<ul style="list-style-type: none"> SafeLives (2015) Home Office Report (2019) HMT <i>Green Book</i> (2020)

Children outside mainstream education: Pupil Referral Units

- Estimates of the proportion of Pupil Referral Unit pupils disclosing DA in the home is **'at least 60%'**.
- One specialist worker describes the young people as "*constantly living with their amygdala blaring*" "*hypervigilant*" and *sparking quickly* – though some can show deep levels of withdrawal and disengagement, too.
- The pupils will often make disclosures to a specialist DA worker that they don't make to teachers, safeguarding leads or pastoral staff.
- In group conversation they're often showing **hypermasculine**, aggressive behaviours, with boys talking in a proprietorial way about girls they're involved with – "*if I end up in prison I'll just get her pregnant so she's got to stay with me til I'm back.*"
- However, the specialist worker often finds the same young people when they're in a 1-1 with her, are often quieter, embarrassed and **ashamed** about their behaviour or statements they've made in a group situation.
- The girls in the PRU, who are a much lower proportion of the students, are often in relationships with older (sometimes much older) men, and the staff regularly have concerns about **exploitation**. The worker describes their initial confident / dismissive behaviours as **'a coat of armour'**.



What is the solution? A comprehensive, sustainable invest to save programme



- The Domestic Abuse Act, Comprehensive Spending Review and Victim's Bill together present a real opportunity to **increase resources over the next three years for an effective response.**
- A **systemic approach to the whole family is proven to work.**
- Let's focus this CSR on **building back better post-COVID by tackling the human and financial impact of DA in a targeted and cost-effective way.** We know what works and we have the evidence to support it: **a holistic approach that looks at the whole family and all their needs, beyond the CJS and starting sooner.**
- SafeLives' estimate suggests that just under **£2.2bn** is required to appropriately support victims of domestic abuse – adults and children, as well as interventions for the perpetrators who cause the harm.
- The **departments who could be funding early intervention aren't the departments where the actual costs are incurred** (e.g., greatest costs are felt in Health and Education), so this has got to be a pan-Government conversation.