

London Borough of Hackney Intergenerational Domestic Abuse Protocol

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1 Introduction

- 1.1 The focus of domestic abuse work internationally and over many years has rightly been on 'intimate partner violence'; abuse perpetrated within the context of a current or former sexual or romantic relationship.
- 1.2 'Intimate partner' domestic abuse has been and continues to be associated with the majority of serious injuries and homicides caused by domestic abuse. It is also perpetrated predominantly by men against women.
- 1.3 Domestic abuse perpetrated by adult male family members towards female adult family members, while less associated with death and serious injury, remains a serious issue in need of redress.
- 1.4 Intergenerational abuse disproportionately affects older women. The *SafeLives* report [Safe Later Lives: Older People and Domestic Abuse](#) states:

"44% of respondents who were 60+ were experiencing abuse from an adult male family member, compared to 6% of younger victims."
- 1.5 The *Age UK* report [No Age Limit: The Hidden Face of Domestic Abuse](#) states:

"In 2019 one in five (22%) victims of domestic homicides were over the age of 60...Older people are almost equally as likely to be killed by a partner/spouse (46%) as they are by their (adult) children or grandchildren (44%)"
- 1.6 Factors identified locally by the Hackney professional system include the following:
 - a. Intergenerational abuse in Financial Year 2021/22 accounts for a fifth of high-risk domestic abuse referred to Hackney's [Multi Agency Risk Assessment Conference](#) (MARAC)
 - b. Like intimate partner abuse, intergenerational abuse is predominantly perpetrated by men against women
 - c. Victims of intergenerational domestic abuse often have vulnerabilities relating to their age, disability, finances, housing circumstances and mental health
 - d. Perpetrators may also be a carer to their victims, and denial of care and/or impeding access to external services might be a form of abuse
 - e. Perpetrators of intergenerational domestic abuse often have vulnerabilities relating to substance use, housing / employment / finances and mental health
 - f. Perpetrators may be dependent on their victims financially and for accommodation thus increasing their incentive to control and silence them
 - g. Intergenerational domestic abuse often occurs in families where intimate partner domestic abuse has occurred previously, e.g. a woman is abused twice - first by her partner and then, years later, by the son who was himself abused as a child through witnessing the abuse of his mother and/or of physical and other forms of abuse by her partner / his father
 - h. Perpetrators of intergenerational abuse can often use their long-standing relationships with their victims e.g. parent / child to undermine the protective efforts of the victim and the professional system. The guilt and shame felt by victims e.g. regarding the origins of their child's behaviour and reluctance to 'break up' the family can increase vulnerability

2 Scope

- 2.1 This Protocol applies to all Hackney agencies - statutory, Council and VCS - who are members of the City and Hackney Safeguarding Adults Board, City and Hackney Safeguarding Children Partnership and Hackney's MARAC Steering Group

3 Aim

- 3.1 This protocol is designed to provide a framework within which intergenerational domestic abuse can be identified and responded to effectively.
- 3.2 Victims of intergenerational domestic abuse will be effectively safeguarded, perpetrators will be held accountable for their behaviour and harm will be reduced.

4 Definitions

- 4.1 The [Domestic Abuse Act 2021](#) defines domestic abuse:

Behaviour of a person towards another person is “domestic abuse” if

- (a) People concerned are each aged 16 or over and are personally connected to each other, and
- (b) the behaviour is abusive.

Behaviour is “abusive” if it consists of any of the following -

- (a) physical or sexual abuse;
- (b) violent or threatening behaviour;
- (c) controlling or coercive behaviour;
- (d) economic abuse;
- (e) psychological, emotional or other abuse;

and it does not matter whether the behaviour consists of a single incident or a course of conduct.

- 4.2 Abusive behaviour from one adult (or person aged 16+) family member to another is domestic abuse
- 4.3 This Protocol deals with intergenerational domestic abuse where “people concerned are each aged 16 or over” and are “personally connected to each other” as a consequence of being family members rather than intimate (ex)partners.

5 Safeguarding Children

- 5.1 The [Domestic Abuse Act 2021](#) classifies any child who “sees or hears, or experiences the effects of, the abuse” as a victim of domestic abuse. Children living in a home in which domestic abuse is being perpetrated should be seen through a child safeguarding lens. The [Hackney Child Wellbeing Framework](#) can be consulted and any referrals should be made to Hackney's [Multi Agency Safeguarding Hub](#).

- 5.2 While domestic abuse is defined as abuse perpetrated by and towards “people [who] are each aged 16 or over” it should be borne in mind that 16 and 17 year olds are children. If a 16 or 17 year old is harming or being harmed by others - parent, other family member, partner or peer - then the [Hackney Child Wellbeing Framework](#) can be consulted and any referrals should be made to Hackney’s [Multi Agency Safeguarding Hub](#).
- 5.3 Children and Family Services have a lead role in determining the response to anyone under 18 perpetrating or being victimised through domestic abuse.

6 Safeguarding Adults

- 6.1 [Safeguarding duties](#) apply to:
- a. anyone who is aged 18 or over
 - b. has needs for care and support (whether or not the local authority is meeting any of those needs)
 - c. is experiencing, or at risk of, abuse or neglect
 - d. as a result of those care and support needs is unable to protect themselves from either the risk of, or the experience of abuse or neglect
- 6.2 If the domestic abuse is thought to relate to an adult with care and support needs, consideration should be given to referring to adultprotection@hackney.gov.uk
- 6.3 Local guidance / resources can be found at <https://hackney.gov.uk/chsab-resources> and the [London Multi-Agency Adult Safeguarding Policy and Procedures](#)
- 6.4 The [Hackney Domestic Abuse and Adult Safeguarding Pathway](#) sets out in summary form responses to domestic abuse where victims have additional needs.

7 Identifying Intergenerational Domestic Abuse

- 7.1 Agencies across the Hackney professional system should ensure that their screening / triage / assessment processes capture the following information on any client:
- a. Partner (name, date of birth, address)
 - b. Children (names, dates of birth, address(es))
 - c. Household members (names, dates of birth)
 - d. Anyone else for whom the client has caring duties or from whom they receive care
 - e. Housing status of the client and those they live with
 - e. Vulnerabilities / risks the client faces or poses to others (substance use, mental health, offending behaviour, physical or learning disability, economic/legal instability)
 - f. Professional involvement supporting the victim or working with the perpetrator
- 7.2 Agencies across the Hackney professional system should ensure their screening / triage / assessment processes capture details of the professional network around any client, establish what information can be shared routinely and make clear to the client when information will need to be shared with or without consent if there are concerns about the safety of the client or their family members.

- 7.3 The [Domestic Abuse Draft Statutory Guidance Framework 2021](#) sets out in detail information designed to help professionals identify domestic abuse perpetrated by or against their client:
- | | |
|---------------|--|
| pages 23 - 34 | recognising domestic abuse |
| pages 34 - 54 | intersectionality and other considerations |
| pages 54 - 58 | perpetrator tactics |
- 7.4 Conflict within families - e.g. arguments and disagreements - can occur without it being domestic abuse. To help determine whether abuse is likely to be occurring agencies should consider the type, intensity and frequency of the behaviour and whether there is an imbalance of power.
- 7.5 If professionals are unsure as to whether the behaviour they have become aware of constitutes domestic abuse they can -
- consult with the [Domestic Abuse Intervention Service](#) via dais@hackney.gov.uk or calling the duty number 020 8356 4458
 - consult with [Adult Safeguarding](#) if the potential victim or perpetrator has or is believed to have care and support needs via adultprotection@hackney.gov.uk or calling the duty number 020 8356 5782

8 Responding to Intergenerational Domestic Abuse

- 8.1 Professionals working within the Hackney professional system may at times face the dilemma of acting against their client's wishes to either protect them from a family member or protect a family member from them.
- 8.2 The [Domestic Abuse Draft Statutory Guidance Framework 2021](#) states (para 203):
- “Given the complex nature of domestic abuse, a multi-agency response is critical to identify victims and their families at an early stage and before reaching crisis point.”
- 8.3 The [Domestic Abuse Draft Statutory Guidance Framework 2021](#) sets out *Safe and Effective Information Sharing* (para 404):
- “Decision-making about what to share, and when, should be governed by a clear, collective understanding about the risks to safety for an individual and family, and how those risks and the other needs within that family can be addressed. **Information sharing should happen with the express intent of reducing risk to one or more family members. The process should be consent led, but there will be circumstances in which the risk to an individual has to be acted on.** You can share confidential information without consent if it is required [by law](#), or directed by a court, or if the benefits to a child or young person that will arise from sharing the information outweigh both the public and the individual's interest in keeping the information confidential.”
- 8.4 Referrals should be made ideally with the victim's consent or, if needed, without consent, to the [Domestic Abuse Intervention Service](#) or [Adult Safeguarding](#) if the potential victim has or is believed to have care and support needs. Professionals can consult the [Making Safeguarding Personal Toolkit](#) for further advice and resources around engaging with victims with care and support needs.

8.5 Professionals can use the [Hackney Intergenerational Domestic Abuse Risk Assessment DASH Risk Checklist](#) to help identify and assess the level of risk

9 Intergenerational Domestic Abuse Casework

9.1 Where the Domestic Abuse Intervention Service is involved, the [DAIS Protocol](#) will be followed regarding the assessment of risk and casework.

9.2 All cases of Intergenerational Domestic Abuse will be referred by DAIS to the **Intergenerational Domestic Abuse Perpetrator Panel** (please see [Intergenerational Domestic Abuse Perpetrator Panel Terms of Reference](#))

9.3 Where the person causing harm is aged 16 or 17 Hackney's MASH and Children and Families Service will take an active role, allocating the young person a lead worker.

9.4 Women over 55 who are victims of domestic abuse can be referred by DAIS or MARAC to the Nia Project Older Women IDVA Service

9.5 Intergenerational domestic abuse identified by the Homerton Hospital acute services is referred through a designated pathway to Victim Support.

9.6 Intergenerational domestic abuse identified by a GP is referred to the IRIS pathway unless the abuse is high risk in which case a MARAC referral is made.

9.7 The agency which has identified the domestic abuse should - alongside DAIS or the IDVA service - agree initially and review during case work which other agencies need to be involved to reduce the risk of harm caused by the perpetrator of abuse and support the victim

9.8 The presumption should be that the professional system around the family working to reduce harm should include -

- any professional working to address the victim's vulnerabilities or risks (substance use, mental health, offending behaviour, physical or learning disability, economic/legal instability)
- the victim's GP where the victim has a physical or mental health condition and/or substance misuse issue requiring support
- any professional working to address the perpetrator's vulnerabilities or risks (substance use, mental health, offending behaviour, physical or learning disability, economic/legal instability)
- the perpetrator's GP where the victim has a physical or mental health condition and/or substance misuse issue requiring support
- asb.housing@hackney.gov.uk where either the victim or perpetrator is a Hackney Housing tenant and/or the safeguarding lead of the Registered Social Landlord working with either the victim or the perpetrator

9.9 An e-group should be established to share information within the professional group

9.10 Criminal offences should be referred to police via [3rd party reporting](#) if the victim does not feel able to do so

- 9.11 [High risk domestic abuse](#) should be referred to Hackney's [MARAC](#). For adults with care and support needs at high risk the [Adult Safeguarding High Risk Panel](#) should also be considered
- 9.12 The professional system around the family should agree how action should be taken to reduce the risk posed by the perpetrator in the immediate and longer term including sanctions by police, probation service and housing. See [Hackney Intergenerational Domestic Abuse Assessments + Interventions](#)
- 9.13 Perpetrator interventions can also be provided by the Domestic Abuse Intervention Service alongside involved agencies once any criminal justice pathways have been completed.
- 9.14 The approach to intergenerational domestic abuse should be for the professional system to -
- identify the perpetrator's pattern of behaviour (what are they choosing to do, how often, at what severity)
 - identify and respond to the impact of the perpetrator's behaviour on the victim and other family members, both in the short but also longer term
 - apply sanctions robustly to prevent the perpetrator causing further harm
 - hold the perpetrator to account by meeting with them and explaining the consequences of their actions for their victimised family member and for themselves
 - agree with the perpetrator a plan regarding what actions they will take to reduce the risks they pose and the harm they are causing, including any support the perpetrator needs
- 9.15 The professional system around the family should agree a plan for how, in addition to the perpetrator changing their behaviour, the victim and any children or vulnerable adults will be supported to be safe. The [Intergenerational Domestic Abuse Perpetrator Panel](#) will assist with and help coordinate professional responses
- 9.16 Plans made with the perpetrator about how they will change their behaviour and with the victim about how they will be supported should be shared with the professional system around the family
- 9.17 When the Domestic Abuse Intervention Service is ending its involvement with the victim, perpetrator or both, an updated plan by the professional system around the family will agree -
- what further tasks will be undertaken with whom and by whom
 - who will have the 'lead professional' role with the victim and/or with the perpetrator (there may be different professionals taking the lead)
 - how risk will be monitored
 - how future concerns will be responded to

10 Protocol responsibility

- 10.1 Responsibility for updating this protocol sits with Cathal Ryan, Service Manager, Domestic Abuse Intervention Service, Children + Families Service, London Borough of Hackney
Cathal.Ryan@hackney.gov.uk
- 10.2 The Protocol will be reviewed annually by the City and Hackney Safeguarding Adults Board and Hackney's MARAC Steering Group