

Lancashire County Council

Scrutiny Committee

Friday, 13th June, 2014 at 10.30 am in Cabinet Room 'B' - County Hall, Preston

Agenda

Part 1 (Open to Press and Public)

No.	Item	
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1.	Apologies	
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2.	Scrutiny Committee: Chair and Deputy Chair, Membership, and Terms of Reference	(Pages 1 - 6)
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3.	Disclosure of Pecuniary and Non-Interests Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.	
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4.	Minutes of the Meetings held on the 9 May and 20 May 2014	(Pages 7 - 16)
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5.	Partnership Response to Domestic Abuse	(Pages 17 - 62)
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6.	Work Plan and Task Group Update	(Pages 63 - 68)
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7.	Urgent Business An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.	
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8.	Date of Next Meeting The next meeting of the Scrutiny Committee will be held on Friday 11 July at 10:30am at the County Hall, Preston.	
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I M Fisher
County Secretary and Solicitor

County Hall
Preston

Agenda Item 2

Scrutiny Committee

Meeting to be held on 13 June 2014

Electoral Division affected: All

Scrutiny Committee: Chair and Deputy Chair, Membership, and Terms of Reference

(Appendix 'A' refers)

Contact for further information:

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Executive Summary and Recommendation

The Committee is asked: to note:

- i. the appointment of County Councillor B Winlow and County Councillor A Barnes as Chair and Deputy Chair of the Committee for the remainder of the municipal year;
- ii. The membership of the Committee following the County Council's annual meeting; and
- iii. The Terms of Reference of the Committee.

Background and Advice

The County Council at its annual meeting on 15 May 2014 agreed that the Committee shall comprise 13 County Councillors (on the basis of 6 Labour members, 1 Liberal Democrat member, 5 Conservative members, and 1 independent member). Nominations of County Councillors to serve on the Committee have been submitted to the County Secretary and Solicitor by the respective political groups.

The County Councillors appointed to serve on the committee for the following year are:

Alyson Barnes
Richard Newman-Thompson
David O'Toole
Clare Pritchard
Vivien Taylor
David Watts

Carl Crompton
Liz Oades
Miles Parkinson
John Shedwick
Christian Wakeford
George Wilkins

Bill Winlow

The Full Council also appointed County Councillor B Winlow and County Councillor A Barnes as Chair and Deputy Chair of the Committee for the remainder of the 2014/15 municipal year.

A copy of the Committee's Terms of Reference is attached at Appendix 'A'.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

There are no risk management implications arising from this item.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Directorate/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

Scrutiny Committee

1. To review decisions made, or other action taken, in connection with the discharge of any functions which are undertaken by the Cabinet collectively, the Leader, Deputy Leader or the relevant Cabinet Members or Cabinet committees.
2. To make reports or recommendations to the Full Council, the Cabinet, the Leader, Deputy Leader or the relevant Cabinet Members or Cabinet committees with respect to the discharge of any functions which are undertaken by the Cabinet collectively, the Leader, Deputy Leader or the relevant Cabinet Members or Cabinet committees.
3. To review decisions made, or other action taken, in connection with the discharge of any functions which are not the responsibility of the Cabinet, except for decisions of the Regulatory Committee, the Development Control Committee, the Audit and Governance Committee, the Conduct Committee, the Pension Fund Committee, the Corporate Complaints Committee and the Student Support Appeals Committee or any other committees of the Full Council as the Full Council may from time to time specify.
4. To make reports or recommendations to the Full Council or the Cabinet with respect to the discharge of any functions which are not the responsibility of the Cabinet.
5. In reviewing decisions (other than decisions designated as urgent under Standing Order 34(3)) made in connection with the discharge of any functions undertaken by the Cabinet collectively, the Leader, Deputy Leader or the relevant Cabinet Members or Cabinet committees, but which have not been implemented, the Committee may recommend that the decision be reconsidered by the person who made it or to refer the decision to the Full Council for it to decide whether it wishes it to be reconsidered by the decision taker. These rules do not apply to executive decisions which take the form of recommendations for final decision by the Full Council
6. To request a report by the executive to Full Council where a decision which was not treated as being a key decision has been made and the Scrutiny Committee is of the opinion that the decision should have been treated as a key decision
7. To hold general policy reviews and to assist in the development of future policies and strategies (whether requested by the Full Council or the Cabinet, individual Cabinet members, Cabinet committees, or decided by the Committee itself) and, after consulting with any appropriate interested parties, to make recommendations to the Cabinet, individual Cabinet members, Cabinet committees or to the Full Council as appropriate.
8. To undertake reviews (whether requested by the Full Council, the Cabinet, the relevant Cabinet Members, Cabinet committees or

decided by the Committee itself) and make recommendations to the Full Council, the Cabinet or the relevant Cabinet Members or Cabinet committees, as appropriate, on relevant services or activities carried out by external organisations which affect Lancashire or its inhabitants.

9. To consider any matter brought to it following a request by a County Councillor or a Co-optee of the Committee who wishes the issue to be considered.
10. The regular liaison and joint discussion of future policy issues with the Executive.
11. To consider requests from the other Overview and Scrutiny Committees on the establishment of task groups, and to establish Sub-Committees, task groups, and other working groups and panels as necessary, as well as joint committees to exercise the statutory function of joint health scrutiny committees under the NHS Act 2006
12. To determine which Overview and Scrutiny Committee considers a particular matter where this is not clear.
13. The co-ordination of Overview and Scrutiny training for County Councillors and Co-optees.
14. The facilitation of liaison with external bodies and neighbouring authorities as appropriate.
15. To invite to any meeting of the Committee and permit to participate in discussion and debate, but not to vote, any person not a County Councillor whom the Committee considers would assist it in carrying out its functions.
16. To require any Councillor, an Executive Director or a senior officer nominated by him/her, or the Director of the Lancashire County Commercial Group to attend any meeting of the Committee to answer questions and discuss issues.
17. To establish arrangements for the scrutiny of member development, and receive reports from the Member Development Working Group
18. To review and scrutinise the operation of the Crime and Disorder Reduction Partnership in Lancashire in accordance with the Police and Justice Act 2006 and make reports and recommendations to the responsible bodies as appropriate
19. In connection with 18. above, to require an officer or employee of any of the responsible bodies to attend before the Committee to answer questions
20. To co-opt additional members in accordance with the Police and Justice Act 2006 if required, and to determine whether those co-opted members should be voting or non-voting

21. To review and scrutinise the exercise by risk management authorities of flood risk management functions or coastal erosion risk management functions which may affect the local authority's area

Agenda Item 4

Lancashire County Council

Scrutiny Committee

Minutes of the Meeting held on Friday, 9th May, 2014 at 10.30 am in Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston

Present:

County Councillor Bill Winlow (Chair)

County Councillors

A Barnes	J Shedwick
S Holgate	C Wakeford
Y Motala	D Westley
Mrs L Oades	G Wilkins
D O'Toole	

County Councillors Steven Holgate and Yousuf Motala replaced County Councillors Richard Newman-Thompson and Clare Pritchard respectively.

1. Apologies

There were no apologies.

2. Disclosure of Pecuniary and Non-Interests

None were disclosed.

3. Minutes of the Meeting held on 4 April 2014

Resolved: That the minutes of the meeting held on 4 April 2014 be confirmed and signed by the Chair.

4. Road Safety (Part 2)

The Chair welcomed Mike Kirby, Director of Transport and Environment, and Paul Binks, Road and Transport Safety Manager, to the meeting.

A report was presented on the details of road safety statistics for Lancashire. The report provided the details of the numbers of people who had been killed or seriously injured on our roads and also broke that information down by age group and by type of road user involved. The report also provided details of the progress made relating to the 20mph programme and assessment of the

emerging evidence base, including validation of the research methodology through the University of Central Lancashire (UCLan).

The Committee was informed that in October 2013 the Cabinet Member for Highways and Transport announced that an additional £1 million of funding for road safety would be provided, but that this would be spent following a thorough review of the evidence base including independent academic validation of our statistical approach. This was in order to ensure that the funding was allocated to projects that would have the best prospect of further reducing casualty statistics.

The report also set out how the Road Safety Team was addressing the challenging casualty reduction targets to be achieved by 2020. The Committee was informed that the aim was to achieve a casualty reduction target for people killed or seriously injured (KSI) in the County of at least 45%.

In developing the Road Safety Strategy, the team set a stretch target to reduce KSI casualties involving children (0-15) and young people (16-25), aiming for at least a 65% reduction. The team was working with schools and young people on this, and the 20 mph scheme had also aided this. The team was ensuring that it gained as much data as possible from accidents, in order to learn from what happened and also to ensure that it targeted its resources and activity in the most effective manner.

The number of KSI casualties suffered by the 16 – 25 year old age group in Lancashire were substantially reduced from the 2005 – 09 baseline average. Engagement with this age group was continuing in areas and with road user groups which exhibited the highest rates of such casualties.

Compared to the 2005 – 09 baseline yearly average KSI casualties suffered by people aged 65 years and over followed a downward trend up to 2012. However, in 2013 casualties involving older people increased significantly.

Pedestrian KSI casualties continued on a downward trend and were substantially below the 2005 – 09 baseline yearly average. Within this road user group Children and Young People KSI casualties showed strong downward trends, potentially highlighting the on-going benefits of targeted education activity, whilst other age groups remained broadly steady.

The Committee were informed that in 2013 there was a noticeable growth in KSIs that involved pedal cyclists, with the number increasing from 68 to 100 in the calendar year. It was apparent that casualties suffered by the 26 – 64 year old age group showed a substantial increase. This was reflected to a lesser extent by the 16 – 25 year old group, whilst casualties in the 0 -15 and over 65 age groups had remained fairly constant. It could be expected that greater numbers of people cycling more miles per year would have an impact on accident statistics but as active travel continued to be advocated as a means of helping to reduce congestion, improve air quality and improve individuals' long term health benefits, then targeting activity to ensure that cycling becomes a safer option had to be an on-going priority.

The Road Safety Team was targeting a lot of activity in relation to powered two wheelers and was working closely with the police on this. KSI Casualties in the powered two wheeler group exhibited a broadly downwards trend and during 2013 were 16% below the 2005-09 baseline yearly average. In 2013, 34% of powered two wheeler KSI casualties were suffered by 16-25 year olds and 24% by 46-55 year olds.

After announcing a £1 million investment to improve road safety across Lancashire, the Cabinet Member for Highways and Transport asked for research to establish a robust evidence base on the most effective way to further cut deaths and serious injuries. He also requested that the research methodology should be scrutinised by a local university to establish that robust interventions were developed based upon the evidence. Dr Richard Weston, Senior Research Fellow at UCLan, had been engaged to validate the approaches and support additional research. The work involved:

- Assessing the impact of the 20mph Residential Programme on casualty rates; and
- Developing a methodology to support decision making relating to new target road safety interventions.

In order to accurately determine the impact of 20mph speed limits three years prior to implementation would be compared with the three years post implementation. Their effectiveness and any arising issues would then be assessed on an on-going basis. The impact of 20mph speed limits on accident rates was being monitored by reports obtained from the Police and GIS Mapping Software. Overall there had been a substantial reduction in the number of accidents, a slight reduction in vehicle speed and almost a third of residents felt the revised speed limit had made their neighbourhood a safer place to travel. The Road Safety Team would continue engagement activities, work with police to identify opportunities for targeted enforcement and also identify opportunities for strategic engineering measures and enhanced signing that can be used to reinforce the integrity of the overall schemes.

The development of a robust methodology to determine where to target road safety interventions was important in order that the investment was targeted to areas with the greatest need and where it would have the greatest effect. This would guide the use of existing resources and the additional £1m of capital funding made available in October 2013.

Councillors were invited to ask questions and raise any comments in relation to the report, a summary of which is provided below:

- Members enquired if anyone who was taken to hospital was classified as seriously injured. They were informed that it depended on how the police officer at the scene of the accident considered and recorded it.

- The Committee noted that at the beginning of the implementation of the Road Safety Strategy there was a greater impact in the reduction of people killed or seriously injured on the roads compared to now. It was felt that this partly reflected the way the baseline figure was calculated as an average of a number of years in which performance had already been improving, as well as the fact that those actions and interventions which had the greatest impact had been delivered at the earliest opportunity.
- Members felt it was vital to be constantly working with young people and getting the message on road safety across through schools, youth centres and colleges.
- Some concerns were expressed about what was felt to be a sometimes piecemeal approach to cycling provision. It was felt that better use could be made of the planning system to develop safe provision cycle paths there would be less accidents. Cycling was an issue that the Road Safety Team were taking seriously and it was confirmed that cycling issues were included in the Highways and Transport Master Plans for the County. The team were also working on a high level cycling strategy to work out what needed to be delivered in terms of cycling interventions.
- Members were informed that there had been an increase in the number of KSIs in older road users over the last few years. The Road Safety Team was now targeting increased activity in the 65+ age group and keep older drivers driving safer for longer. There was also going to be an assessment for older drivers and their families and support and guidance was provided for them to help the difficult decision to give up driving and to ensure that stopping driving does not mean stopping being mobile.
- It was noted that more older road users were using public transport and after analysis, the proportion of accidents on public transport involved older people mainly on buses and the Road Safety team was consulting with public transport operators to try and reinforce better practice.
- A number of concerns were raised in relation to how the County Council ensured it was making the best use of local knowledge and Councillor knowledge alongside the statistical information. It was felt that, especially in relation to rural roads, local knowledge was not sufficiently taken into account. It was felt that this could be a particular problem when it came to planning applications heard by districts, and it was important that the responses of the County council in these matters was properly formulated, including taking account of the local councillor's knowledge and understanding. It was agreed that consideration of this should form part of the work of the Planning Task Group.
- The subject of mobility scooters was raised by committee members as there had been a number of accidents with them being driven on roads due to cars being parked on pavements and the footpaths being too

narrow. The Committee wondered whether mobility scooters featured in the Road Safety Teams strategy. The Team informed the Committee that mobility scooters did not specifically feature in the statistics, but that the Team were looking to develop a Safer Travel Guide for users which would give advice and guidance on the law. Members felt there should be regulations from the Government on mobility scooters. There was a publication available which was a Highway Code summary for mobility scooters, and members asked for this to be made available to the committee for information.

- The Committee were informed that there was a Road Safety Partnership which involved both unitary councils, the County Council, the police who engaged heavily in the Partnership, the Fire service, the Court Service, and the Highways Agency. There was a lot of multi-agency work going on. Regarding the Road Safety Partnership, Members were informed that a link to the agendas and minutes of the Road Safety Partnership meetings would be made available to them.
- Regarding cycling, Members complimented the Guild Wheel. Over 100,000 cyclists had used the Guild Wheel. It was noted that analysis was underway of the use of the Wheel and accident data. It was recognised that the Guild Wheel was a good example of how strategic interventions can work, providing both a good leisure route as well as linking communities to employment opportunities.
- The Committee noted that accidents involving powered two-wheelers occurred in two main clusters. There was a cluster that related to peak hour travel in good weather, and a second at weekends connected with leisure activity especially when the weather was good. As part of the analysis the Road Safety Team looked at all the factors and it was noted that accidents with the more mature motorcyclists tended to happen in the afternoon. It was felt that this was often related to fatigue after starting their rides in the morning and coming back in the afternoon, and positive engagement work was underway to talk to motorcyclists about the risks.
- The Committee was informed that there were a number of different methods designed to engage with younger drivers. The Fire and Rescue Service supported the team in the 'Wasted Lives' campaign in schools and colleges. There was a video called 'Vicky's Story' which was for Fire and Rescue, Police and schools to deliver. There was also the 'Beats Campaign' where the team invited schools and colleges to do a fifteen minute drama presentation on road safety. The Team were constantly looking at ways of delivering road safety to young people. Parents helped a great deal in the engagement with young people. The police also target and focus on the worst young drivers in the community.
- Members were informed that legislation had always been in place to enforce the 20mph areas and the police had also undertaken targeted

enforcement. It was confirmed that warnings had been issued and the police were watching the worst drivers. There was also a programme called Community Road Watch where the police through a community officer will work with communities and do speed measuring.

Resolved: That the Committee,

1. Note the current performance relating to road safety in Lancashire and the progress made in reducing road accident casualties.
2. Note the position regarding future activity and independent validation process that has been followed.

5. Work Plan and Task Group Update

A report was presented summarising the work to be undertaken by the Committee in the coming months, including an update on task group work.

Resolved: That the report be noted

6. Urgent Business

There were no items of Urgent Business.

7. Date of Next Meeting

It was noted that the next meeting of the Committee would be on Friday 13 June, at 10.30 at the County Hall, Preston.

I M Fisher
County Secretary and Solicitor

County Hall
Preston

Lancashire County Council

Scrutiny Committee

Minutes of the Meeting held on Tuesday, 20th May, 2014 at 2.00 pm in Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston

Present:

County Councillor Alyson Barnes (Chair)

County Councillors

C Crompton	D T Smith
R Newman-Thompson	V Taylor
D O'Toole	C Wakeford
M Parkinson	D Watts
N Penney	G Wilkins

1. Apologies

County Councillor E Oades, County Councillor B Winlow.

2. Disclosure of Pecuniary and Non-Interests

There were no interests declared.

3. Proposal to Make Permanent an Experimental One-Way Traffic Regulation Order Rawstone Road, Penwortham Consideration of Objection

The Committee considered the request made by five members of the County Council that the decision made by the Cabinet Member for Highways and Transport on 12 May 2014 on the proposal to make permanent an experimental one way Traffic Regulation Order on Rawstone Road, Penwortham, be "Called In".

The Committee welcomed County Councillor Michael Green, County Councillor Barrie Yates, Penwortham Town Councillor Joan Burrows, Mr Peter Snook and Mr Sandy Milne (both local residents), who outlined why they felt that the decision should be reconsidered. Concern was expressed about the level of engagement with the local community, and attention was drawn to the fact that, of 135 responses made to the County Council, 114 were objections to the proposal. Staff at the local health practice had also objected. It was felt that the diversion caused by the One Way signs caused significant delays to local people on their

daily car journeys, and that there were no concerns about safety, with no accidents reported on the stretch of road being made one way.

The Committee then invited County Councillor John Fillis, Cabinet Member for Highways and Transport, to speak. He explained that His decision had followed on from a trial period and consultation and that he had considered the objections on a point by point basis. He had considered that, on balance, the benefits to residents on Rawstorne Road and the surrounding streets outweighed any negative impact in the area. He confirmed, however, that he would give full consideration to the views of the committee, should the matter be called in.

The Committee heard from Phil Barrett, Director of Lancashire Highway Services, and Paul Dunne, Public realm Manager. It was made clear that the scheme would not have been prioritised in the council's mainstream plans. However, the council did set aside a small contingency fund for local issues, and it was this fund that was used, following an initial approach from Penwortham Town Council.

The process of making an experimental Traffic Regulation Order was explained, including the opportunities this gave to local residents to provide comments and suggestions about a scheme. This had taken place over an 18 month period. Attention was drawn to the report circulated which provided responses to both objections and comments in support received.

In discussing the matter, the committee noted that the position of the Town Council was neutral on the proposal. The strength of feeling, as demonstrated by the large number of local residents at the meeting, was emphasised. It was also noted that, whilst there had been a large number of objections, analysis indicated that these came from 32 out of the 124 properties written to. It was made clear that the local County Councillor for the decision had played no part in the decision.

Following the debate, it was moved and seconded that the Cabinet Member should not be asked to reconsider his decision made on 12 May 2014 on the proposal to make permanent an experimental one way Traffic Regulation Order on Rawstorne Road, Penwortham.

On being put to the vote, the motion was carried, and it was therefore

Resolved: that the Cabinet Member should not be asked to reconsider his decision made on 12 May 2014 on the proposal to make permanent an experimental one way Traffic Regulation Order on Rawstorne Road, Penwortham

4. Urgent Business

There was no urgent business.

5. Date of Next Meeting

It was noted that the next meeting of the Scrutiny Committee would be at 10.30 on Friday 13 June at County Hall, Preston.

I M Fisher
County Secretary and Solicitor

County Hall
Preston

Agenda Item 5

Overview and Scrutiny Committee

Meeting to be held on Friday 13th June 2014

Electoral Division affected: All

Partnership Response to Domestic Abuse

Appendices 'A to C' refer

Contact for further information:

Helene Cooper, Directorate for Children and Young People, 07717346593.

Sophie Valinakis, Directorate for Children and Young People, 07766803678.

Executive Summary

We have a strong history of partnership working in Lancashire and are committed to continuing to make it a safe place to live, work and visit. Key partners include: Lancashire County Council, district and unitary authorities, Lancashire Constabulary, Clinical Commissioning Groups, Lancashire Fire and Rescue, Lancashire Probation Services, wider criminal justice partners and the Police and Crime Commissioner.

Lancashire Community Safety Strategy Group (LCSSG) brings together representatives of these organisations to set the strategic direction for coordinating partnership activity under a range of statutory duties, to reduce crime and re-offending, tackle anti-social behaviour and substance misuse.

Reducing the harm caused by domestic abuse is a key priority for LCSSG and is aligned across a range of strategic partnerships including the Lancashire Children and Young People's Trust and Lancashire Safeguarding Children Board.

On an annual basis, the Strategy Group is invited to provide an update to the Scrutiny Committee on key areas of delivery. As such, this report provides an overview of the partnership response to tackling domestic abuse highlighting areas of delivery and development as set out in the Domestic Abuse Service Model (Appendix A), draft Lancashire (12) Domestic Abuse Commissioning Strategy (B) and DA Performance Report (Appendix C).

The joint response to domestic abuse has been informed by evidence, based on needs, and builds upon the support already available. This is set out in the Domestic Abuse Joint Strategic Needs Assessment (JSNA) which details the prevalence of domestic abuse in the county, service mapping, evidence-based good practice and service user consultation to be found at [Lancashire Profile](#).

Recommendation

The Scrutiny Committee is recommended to support the partnership approach to reducing the harm caused by domestic abuse as set out in the draft Lancashire (12) Domestic Abuse Commissioning Strategy.

Background and Advice

Domestic Abuse is a priority for the Lancashire Community Safety Strategy Group, the Lancashire Health and Wellbeing Board, Lancashire Children and Young People's Trust and Lancashire Safeguarding Children Board. This has been identified by the strategic assessment of crime and disorder, and the JSNA which have been produced in order to create a better understanding of the impact on children and young people, victims and perpetrators in the Lancashire-14 area.

As such, there is a clear drive in Lancashire to ensure there is a robust approach to the provision of specialist domestic abuse services and so to reduce the harm caused. The commission focuses on the Lancashire 12 districts for specialist services but also takes into account the pan-Lancashire multi-agency approach to developing resources and creating new and effective pathways into support and care.

Actions being taken are in response to the findings of the Ofsted inspection in 2012 recommending provision be put in place to support CYP living in households with DA present, and that partners explore provision of support for perpetrators not subject to criminal justice sanctions.

There were 17.6 per thousand population (number = 20,750) calls to the police about domestic abuse in the Lancashire-12 area, between April 2013 and March 2014. This is lower than the equivalent rates in Blackpool (38/1000) and Blackburn (19/1000). The number of calls is on a slight downward trend (-1.4%). Our long term aim is for a reduction in calls, although, as there is substantial under reporting of domestic abuse, a rise in the short-term is desirable. Domestic abuse recorded crimes are also down (-5.3%) compared with the 3-year average; this is in contrast to violence against the person, which has increased by 9% but is in line with the aim to reduce domestic abuse crime. 47% of calls came from households where at least one child resides. Appendix C 'Domestic Abuse Performance Report' sets out the performance in more detail.

Responding to domestic abuse is not the responsibility of any single agency and so there must be wide spread recognition of how the repercussions reach beyond the individual and throughout the community including social welfare, the criminal justice system, refuges, health care, education, employment, childcare, and housing. Developments in the last decade have shown that taking a more pro-active, preventative approach not only saves lives but also saves public money.

There is a vast amount of evidence for the impact of intervention in domestic abuse cases, and statutory services have fully acknowledged their role in prevention and reducing harm. This commissioning approach will provide a core offer of specialist services and sets out the aspiration to provide support and interventions for children and young people (CYP), victims and perpetrators living with domestic abuse, through a coordinated approach to commissioned services, partnership activity and developing pathways.

Ultimately, this programme of work aims to reduce the harm caused by domestic abuse and improve outcomes for CYP, victims and perpetrators.

At a time when public sector is facing extreme challenges in terms of resources, domestic abuse services have relied on grant funding for many years, which has resulted in instability and inequity of access to services. This report sets out the developments taking place in Lancashire as partners recognise the importance of providing core services to Lancashire's citizens.

1. Draft Lancashire (12) Domestic Abuse Commissioning Strategy

In developing this new response to domestic abuse we have followed the commissioning cycle which incorporates the principles of understand, plan, do, review. The resulting draft Lancashire (12) Domestic Abuse Strategy (see Appendix 'B') highlights the approach being taken by partners in order to secure effective provision for vulnerable victims, children and young people, and to change the behaviour of perpetrators, with a focus on securing the services for those in crisis, and investing in earlier intervention and support. Each stage of this partnership response to domestic abuse has involved close collaboration with key stakeholders (Voluntary, Community Faith Sector providers, statutory services, partner organisations and service users) to create and design a new service, building on the expertise and knowledge of the professionals in the field and service users dealing with the issue.

This collective partnership approach is underpinned by secure funding for three years, will reduce reliance on short-term grant funding and enable the development of an effective and equitable commissioned service to support some extremely vulnerable members of our community.

The joint commission funding will form the 'core offer' of specialist services that underpins the wider partnership response. The Strategy was created in line with the development of additional domestic abuse provision such as Early Support, Criminal Justice responses and refuge provision. It also identifies areas and the remaining gaps that cannot be addressed by any other means.

2. The New Domestic Abuse Service Model

This new model (see Appendix A) will reduce the harm caused by domestic abuse in Lancashire by taking an integrated, holistic approach to preventing further abuse. The model was created through a co-design process with current VCFS specialist providers, statutory services, partner organisations and service users. There is a robust commissioning plan for each of the three strands which are divided into victims, CYP and perpetrators of domestic abuse. Each strand fits together to create support at all levels of the continuum of need or risk. This ranges from protecting victims including CYP who may witness behaviour, to challenging the behaviour of perpetrators, and enhancing partnership working and practice to deliver positive outcomes.

The service is intended to demonstrate both an improvement in outcomes and a shift in the focus of resource which is currently concentrated at providing support for high

risk victims. By balancing resource, the new service will deliver an earlier response for medium risk victims of domestic abuse.

The joint funding does not intend to replace any of the current funding commitments of partners, rather it will complement existing provision such as Sanctuary Schemes and other specialist provision currently funded locally. The core offer will also complement refuge provision funded through Supporting People.

This new holistic approach is being co-ordinated and delivered through the work streams outlined below. Each work stream will be evaluated using robust outcome based evaluation tools relevant to that particular work stream, for example the support for medium and high risk victims is being evaluated by CAADA (Co-ordinated Action Against Domestic Abuse) 'Insights' programme. This outcomes measurement service is designed specifically for the domestic abuse services and will benchmark Lancashire practice against national data. The 'Insights' programme evidences the outcomes that domestic abuse services have on victim safety, enabling services and commissioners to make a stronger case for future funding.

Public Health Lancashire are exploring options for an independent evaluation to be conducted which will enable effective measurement of the impact made by the new service and identify areas for development. This will build a local evidence base of effective practice with which to build a business case for future partnership investment.

3. Support for Medium and High Risk Victims

The aim of the service is to improve the safety and wellbeing of victims and CYP who have been exposed to domestic abuse to ensure that they are enabled to lead healthy and safe lives now and in the future. It is expected that interventions offered will include:

- independent advocacy
- one-to-one support and outreach
- accredited group work including recovery and parenting programmes
- therapeutic support
- peer support groups
- drop in sessions
- helpline (24 hours, 7 days per week)

In addition, the service will also include co-ordination of support on wider issues such as housing, substance misuse, health, welfare benefits and debt management.

Service outcomes:

- Reduced risk of harm from domestic abuse.
- Increased confidence in safety and wellbeing.
- Achieve and sustain healthy relationships.
- Individuals and families are empowered to access support and feel safe.

- Effective and timely access to appropriate domestic abuse services to meet service users needs.

Supporting People services assist people to live as independently as possible. The range of services include supported and sheltered housing, refuges for women experiencing domestic violence, alarm services for elderly people, home improvement agencies for older people and 'floating support' where workers visit people in their own homes.

Whilst refuge provision and floating support services are funded from the Supporting People budget, the commissioning decisions will be taken by the Domestic Violence Commissioning Reference Group. The Supporting People Partnership, which comprises representatives from the strategic housing function of District Councils, LCC Adult and Community Services, LCC Children and Young People's Services and Community Safety, will be consulted prior to any decisions being taken.

- 813 people at risk of domestic violence were supported in 2012/13 in all types of Supporting People funded services and 1050 in 2013/14.
- 77 refuge spaces are commissioned from 6 providers in 9 refuges.
- 366 households were supported in refuges during 2012/13 and 347 during 13/14.

Floating support services are delivered through three generic floating support contracts. Under two of the contracts, services are sub contracted to specialist providers, whilst the third contract is delivered by an organisation which has a specialist domestic organisation as part of its group structure.

- 354 households were supported in 2012/13 and 406 in 2013/14.

4. Early Support - Children and Young People

Early Support services have been commissioned to provide support for CYP and their primary carers, in parallel where possible, and will comprise of a mixture of one-to-one and group work. The aim is to reduce harm, develop resilience, and to change attitudes towards violence and unacceptable behaviours in order to break the cycle of abusive relationships which may include therapeutic, one-to-one and group work interventions. Examples of interventions being delivered include 'Helping Hands', 'Freedom Programme', 'CYP Recovery Toolkit' and 'You and Me, Mum'.

Service Outcomes:

- Parents are equipped to develop protective factors which enable them to manage risks appropriately and their families to thrive.
- Children and young people affected by domestic abuse are equipped with protective factors to enable them to thrive now and in the future

Early Support contracts have been awarded to providers within the Greater Together consortium and service delivery commenced on 1st January 2014 with funding currently committed to 31st March 2015. The successful providers within the consortia are:

- SafeNet (Burnley and Lancaster)
- Preston Domestic Violence Services (Chorley and Preston)
- Fylde Coast Women's Aid (Fylde and Wyre)
- HARV (Hyndburn and Ribble Valley)
- Star Centre (Rossendale)
- Progress Care (South Ribble)
- Liberty Centre (West Lancashire)

These services are newly in place and already show encouraging signs of delivery. Quarter 1 data tells us that there were 85 requests for service and a total of 145 CYP across Lancashire that accessed support. Robust data collection tools have been shared with the providers to ensure that commissioners receive the information necessary to measure the impact of the services both the short-term, immediate impact and the long term sustainability of the support packages. Additionally an outcomes framework has been developed across all the early support services outlining the outcomes that are to be achieved and the measures that will demonstrate progress towards achieving the outcomes.

This new early support service offer demonstrates consistent additional support across the whole of Lancashire. Regular monitoring of numbers and outcomes of referrals will ensure that any issues around capacity and efficiency are successfully managed as and when they emerge.

5. Challenging the Behaviour of Perpetrators

In line with many areas nationally, delivering services to challenge and change the behaviour of domestic abuse perpetrators, other than by statutory interventions, is a new area of development in Lancashire.

Whilst there are nationally accredited programmes provided for those subject to criminal justice orders on conviction, there is little available which perpetrators can access voluntarily or be referred to where their behaviour is identified and acknowledged as problematic, before it becomes a criminal matter. Lancashire criminal justice partners have worked collectively with experts from domestic abuse perpetrator services such as 'Respect' to develop and co-design a new service that addresses the harm and detrimental impact their behaviour has on their families. This builds on evidenced based packages of support such as Probation Trusts 'Building Better Relationships' and the 'Specific Activity Requirement'. As this is an emerging area of development for Lancashire, it is imperative that we commission services that are safe and effective for service users.

Expected Service Outcomes:

- Perpetrators of domestic abuse receive effective interventions and support which enables them to recognise the impact of their behaviour and to change, in order to have healthy relationships in the future.
- Parents are enabled to be positive role models and parent effectively.

- Perpetrators acknowledge and are prepared to address the impact their behaviour has on their children.

Lancashire is also working alongside the Integrated Offender Management (IOM) service called the 'Revolution' approach to perpetrators. 'Revolution' is an umbrella under which partner agencies work together to make best use of their resources to reduce re-offending. The approach is built on the success of the Prolific and other Priority Offender, Multi-Agency Assessment Public Protection Arrangements, Youth Offending models and the Drug Intervention Programme. The IOM partnership identifies and works with serious domestic abuse offenders to prevent them from reoffending in the future. There is a reliance on the Probation Service and IOM teams to keep police divisions informed when perpetrators are released from prison.

6. Workforce Development and Coordination

Workforce development focuses on achieving continuous and sustainable improvement through both engaging with the workforce and in the development of a range of interventions. It includes everybody in Lancashire who works or volunteers in the field of domestic abuse, regardless of which sector or organisation they belong to. Collectively, we need to ensure the workforce have the correct skills and knowledge required to provide the highest quality services, to review and enhance their response to domestic abuse and to make changes that result in working together better across sectors to continually improve.

Central to this is the Multi agency Risk Assessment Conference (MARAC) which is a multi-agency response to reduce the risk and harm to high risk domestic abuse victims. In order to improve and deliver a more effective response, the commission will provide additional resource to enhance the MARAC process which ensures each appropriate agency shares information, is appropriately trained, and provides support to high risk victims and their families where possible.

Aligned to existing multi-agency training within the Lancashire Safeguarding Children's Board (LSCB), there will be developmental and specialist training delivered through existing and new training opportunities e.g. Research in Practice workforce development training and the development of an e-learning package specifically focused on domestic abuse.

Specialist service providers are contracted to deliver awareness raising sessions with all partner agencies, especially health services on a rolling basis. Between September 2013 to March 2014, contract monitoring returns show that just under 500 professionals have received domestic abuse awareness, identification and referral training.

Every time a service user makes contact with an agency, especially in health and social care settings, there is an opportunity to ask, assess and advice (Every Contact Counts Principles) to identify where domestic abuse may be the root cause of presenting symptoms and issues. This is known as 'routine enquiry' and has been identified as good practice and is acknowledged as a key tactic for earlier

identification of domestic abuse and allows for appropriate referrals to support. This was a key point made by the Lancashire service users interviewed for the JSNA research. In addition, the recently published NICE Guidance (2014) has reinforced the understanding established by Lancashire's Domestic Abuse JSNA. This NICE guidance provides a clear strategic framework on which to engage and work with the health economy, including the routine enquiry/case management and pathways and gives us an opportunity to work with the Health economy going forward.

Partnership Outcomes:

- Better able to identify victims and perpetrators of domestic abuse
- Greater emphasis on tracking cases, problem solving and development of positive outcomes for cases heard at MARAC
- Effective training and development for front-line agencies working with those living with domestic abuse

7. Awareness, Identification and Referral

In order to reduce the risk faced by victims, risk factors must be understood by all agencies for the safety of the victim. Therefore improved training of professionals and frontline staff is needed to ensure guidance, legislative powers and risk management processes are understood and properly applied. Service users need to have access to the right support (based on their level of need) at the right time.

The partnership response will develop a shared understanding of available pathways and thresholds for accessing support and facilitate referral to the range of services and interventions most appropriate to service users.

MASH – Multi Agency Safeguarding Hub

A Multi Agency Safeguarding Hub (MASH) brings together staff from social care, police, health, schools and other partner agencies to work from the same location, sharing information and ensuring a timely and joined-up response to protect CYP and vulnerable adults. The major driver for the creation of the MASH approach was the lessons learned through a domestic homicide review that there was a need for a single point for information exchange between agencies. From January to December 2013, taking into consideration all the referrals to MASH of children in need of support (Levels 4a/b/c on the Continuum of Need), around 16% were in need primarily due to domestic violence.

Targeted communications with key messages to challenge attitudes, thinking and behaviours which contribute to abuse are constantly being developed to engage with all victims of domestic abuse. These will promote access to support services and encourage the reporting of abuse.

All targeted communications will also incorporate support for the White Ribbon Campaign, which aims to empower men to speak out against abuse towards women. The White Ribbon Campaign helps to address gender norms and attitudes towards violence before they become deeply ingrained. Raising awareness and understanding of the unacceptability of domestic violence can also act as a way of

enabling greater support for survivors as they are more likely to disclose to family, friends or neighbours. Increasing the general public's knowledge and understanding therefore will enhance the ability of these people to guide those experiencing domestic abuse to safe and appropriate support.

Without encouraging men to challenge beliefs and attitudes and enlisting men and boys as partners against gender-based violence, we are only addressing half the solution. The aims of the White Ribbon Campaign are to:

- Promote respectful relationships and non-violence in all aspects of life
- By mobilising men the anti-violence against women & girls (VAWG) message increases in effectiveness and reach into Lancashire's communities.
- Addressing and altering social norms that lead to violent behaviour against women and increasing awareness on the issue

Lancashire County Council, together with Lancashire Constabulary and the Police and Crime Commissioner, have pledged to achieve White Ribbon Campaign status as organisations within 2014.

Partnership Outcomes:

- A greater proportion of our community believes domestic abuse is unacceptable and is empowered to challenge abusive behaviour
- Frontline practitioners across all agencies are equipped with the knowledge and skills to identify and respond appropriately to domestic abuse which enables families to receive timely support and reduces harm.
- Better support available for victims and their families with statutory, voluntary and community sectors working together to share information and agree practical action

8. Prevention

The Lancashire Schools Forum has funded the development of a Personal, Social and Health Education (PSHE) Healthy Relationships resource for schools which will provide both learning packages and in-house support across Key Stages One to Four. This support will address not only domestic abuse but a range of issues and risk taking behaviours which in turn will enable children and young people to develop both healthy relationships and personal resilience.

Partnership Outcomes:

- Children and young people are equipped with the knowledge and skills to enable them to negotiate healthy relationships.
- Schools feel confident and adequately supported in their role in supporting their pupils to negotiate healthy relationships.

9. Criminal Justice Response

Recognition of the importance of justice being obtained is a key priority for victims and their families. Criminal Justice partners are working together to address areas for improvement across the system including:

- appropriate sanction and rehabilitation of perpetrators to prevent re-offending and enable them to have healthy relationships
- increased confidence of victims that the response provided by the criminal justice system will ensure they remain safe
- review of the protocol governing Specialist Domestic Violence Courts and maximising the role of Independent Domestic Violence Advisers
- identifying earlier opportunities for the identification of perpetrators through the Multi-agency Safeguarding Hub

In November 2013 Her Majesty's Inspectorate of Constabularies (HMIC) completed a full inspection of Lancashire police in respect of the service delivery to victims of domestic abuse (see full HMIC Inspection report [here](#)). The inspection highlighted Lancashire as the best performing Constabulary in the Country when dealing with this area of business. Several partnership working recommendations were highlighted as areas for improvement, which will be factored into the wider partnership aspects of on-going work. In addition, central government are recognising other areas of support to be addressed by introducing new tools and powers nationally. Two recent changes have been the introduction of Domestic Violence Protection Notices/Orders (DVPN/O's) and the Domestic Violence Disclosure Scheme (DVDS).

Under the Domestic Violence Protection Notices/Orders scheme, the police and magistrates can protect a victim when they are at their most vulnerable (in the immediate aftermath of a domestic violence incident), by preventing the perpetrator from contacting the victim or returning to their home for up to 28 days. This helps victims who may have had to flee their home, and gives them the space and time to access support they need and consider their options.

The Domestic Violence Disclosure Scheme, often called 'Claire's Law', enables the disclosure of people's history of domestic violence, and can be triggered in two ways:

- Right-to-Ask: the law allows people to apply to police forces in England and Wales for information on a partner's history of domestic violence
- Right-to-Know: police can proactively disclose information in prescribed circumstances

A panel of representatives from the police, probation services and other agencies check every request meets the criteria of the scheme. Trained police officers and advisers then provide support to victims. Since the introduction in March 2014, there have been a total of 38 requests of which 32 have been disclosed on.

10. Domestic Homicide Reviews

Home Office statistics have shown that in domestic homicide cases, only 30% of victims had been identified as victims of domestic abuse. Therefore, in order to improve identification and protection of victims, all organisations now have a statutory requirement to undertake a multi-agency Domestic Homicide Review (DHR) following all domestic homicides. The purpose being to establish what lessons can be learnt, and to apply the learning to improve service responses, policies and procedures, especially where there has been no identified service involvement. The responsibility for conducting a DHR is with the local community safety partnership (CSP). Although the task of completing a DHR is considerable, there has been no dedicated resource given to the CSPs for this additional responsibility. In Lancashire since the legislation was introduced, there have been:

- 10 qualifying reviews
- 8 female victims and 2 male victims
- 7 of 10 victims were aged over 50
- 5 occurred within intimate personal relationships
- 5 were familial homicides (2 of which were patricide)

Work is ongoing to identify what lessons there are across Lancashire to identify common links and themes, and comparing it to the national DHR work and lessons learned. Mental health needs, substance misuse and former violent behaviours are the 3 common factors emerging from the Lancashire cases.

Consultations

Consultation has taken place with statutory partners, current providers and service users as to;

- the development and quality of appropriate specialist domestic abuse service provision and partner interventions for medium and high risk victims, children and young people.
- how continuous workforce development and coordination will enhance partnership responses and collaboration.
- how to ensure a cost effective multi-agency approach to domestic abuse service delivery via voluntary, community and faith sector and specialist providers (e.g. Children Centres, Housing), and mainstream agencies working in partnership.
- how perpetrators can best be supported to recognise and address the impact of their behaviours.

Implications

The draft Lancashire (12) Domestic Abuse Commissioning Strategy (see Appendix B) sets out the commitment of partners and the range of activities to address domestic abuse. Where partners identify additional available resource, they are

asked to support the aims of the strategy in developing additional services, as moving forward it would be apposite to bring together funding and commissions under one set of arrangements.

Risk management

Legal and Procurement

Where commissioning of specialist services takes place, the services which form the subject of this report will be tendered in accordance with the usual County Council processes.

Finance

Taking into account the level of need and resource required to ensure a core offer of services in each area, funding is allocated for 2014-5 and 2015-6 as per the table below:

Work Stream	Area of Work	%	£ Amount per annum
Prevention	healthy relationships as part of a life skills programme in schools	n/a	n/a
Early Support	for children, young people and victims	17	255,416
Medium & High Risk	support for victims including therapeutic services	68	1,021,665
Perpetrators	voluntary community programmes	10	150,245
Workforce Development	understanding signs, impact and pathways	5	75,122
In Kind and Added Value	routine enquiry, pathways and referral	n/a	n/a
Total			1,502,448

The resources identified above represent the use of previously agreed and allocated reserves and confirmed contributions from partners.

Equality and Diversity

An Equality Impact Assessment has been completed on the commissioning of the core offer of specialist domestic abuse services. The core service offer will be provided to users with all protected characteristics it is additional to any current service provision and so particular groups will not be disadvantaged.

Crime and Disorder

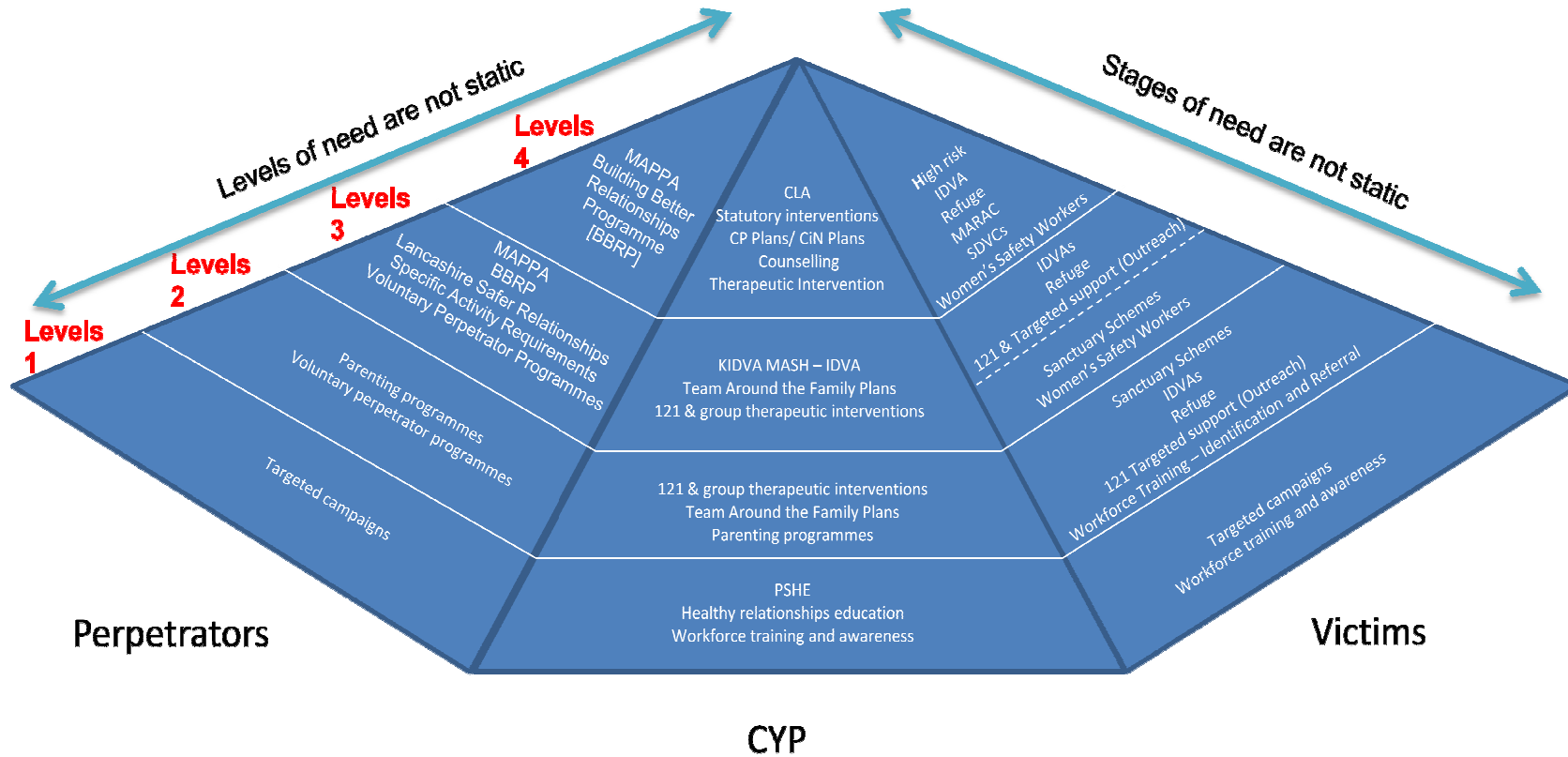
This strategy supports the priorities of the Lancashire Community Safety Strategy Group as set out in the strategic assessment of crime and disorder 2013.

Local Government (Access to Information) Act 1985

List of Background Papers

<u>Paper</u>	<u>Date</u>	<u>Contact/Directorate/Tel</u>
Report to the Cabinet Member of Adult and Community Services, Strategy for the Joint Commission of Domestic Abuse Services in Lancashire Reason for inclusion in Part II, if appropriate	November 2013	Mel Ormesher, CYP, 01772 580386

Domestic abuse Levels 1-4



Draft

Safer Lancashire

Domestic Abuse Commissioning Strategy
2013-2015

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1. Executive Summary

Domestic Abuse services have relied on grant funding for many years resulting in instability and inequity with access to services dependent on where a victim or perpetrator lives in Lancashire.

Ensuring a consistent provision of domestic abuse services across Lancashire has been a shared strategic vision across statutory partners in Lancashire since November 2012. In response to that vision a substantial amount of work has taken place to ensure that the joint commissioning of services is based on need, informed by evidence and builds upon the support already available.

While strategically partners have been supportive of the agenda, realisation of the required funding commitment from some partners has been difficult to achieve for the duration of the three year commission. This has delayed the commencement of commissioning activity and made the development of a three year funding plan complex.

Although there is a vast amount of evidence for the impact of intervention in domestic abuse cases, statutory services have been slow to acknowledge their role in prevention and reducing harm. However this is changing and this commissioning framework sets out the joint approach that will provide a core offer of services and setting out the aspiration to provide support and interventions for children and young people witnessing domestic abuse, victims and perpetrators through a coordinated approach to commissioned services, partnership activity and developing pathways.

This new response to domestic abuse will follow a robust commissioning process incorporating the principles of understand, plan, do, review. The strategy highlights the approach being taken by partners in order to secure effective provision for vulnerable victims, children and young people, and to change the behaviour of perpetrators, with a focus on securing the services for those in crisis, and investing in earlier intervention and support. This approach has been corroborated through consultation with stakeholders and service users and co-production with current providers of specialist services.

This collective approach underpinned by secure funding enables the development of an effective, and equitable commissioned service to support the most vulnerable members of our community. It will provide a response to the spiralling number of referrals and calls for help from statutory protective services by providing the appropriate support at the earliest opportunity. Ultimately, this commissioning strategy aims to reduce the harm caused by domestic abuse and improve outcomes for children and young people, victims and perpetrators.

It is recognised that other partners have restricted use of budgets and therefore their contribution will be to support and advise the development and implementation of the strategy.

Contributing partners include:

<u>Project Partner</u>	<u>Lancashire District Councils</u>		<u>Other Partners</u>
Lancashire County Council (LCC) Police and Crime Commissioner Lancashire Constabulary Clinical Commissioning Groups National Health Service England	Burnley Chorley Fylde Hyndburn Lancaster Pendle	Preston Ribble Valley Rossendale South Ribble West Lancs Wyre	Lancashire Probation Trust (National Probation Service & Community Rehabilitation Service from 1 June 2014) Crown Prosecution Service Her Majesty's Court and Tribunal Services.

2. Introduction

Domestic Abuse services have relied on grant funding for many years resulting in instability and inequity with access to services dependent on where a victim or perpetrator lives in Lancashire. The majority of such grants have been substantially reduced or withdrawn, meaning that many services will not exist without mainstream support. Providers have been in competition with each other to secure funding, services have been built often in response to the criteria set by grant rather than need leaving gaps and inconsistency in provision. Further, the system of grant allocation does not allow for rigorous performance and contract monitoring ensuring outcomes are achieved.

Domestic Abuse is a priority for the Lancashire Community Safety Strategy Group, the Health and Wellbeing Board, Lancashire Children and Young People's Trust and Lancashire Safeguarding Children Board. This has been identified by the strategic assessment of crime and disorder, and the Joint Strategic Needs Assessment (JSNA) which have been produced to develop a better understanding of the impact on children and young people, victims and perpetrators. This commissioning strategy covers partners and organisations working in the two tier authority area; this is referred to as Lancashire 12.

This problem is not the responsibility of any single agency and so there must be wide spread recognition of how wide the repercussions reach beyond the individual and throughout the community including social welfare, the criminal justice system, refuges, health care, education, employment, childcare, and housing. Developments in the last decade have shown that taking a more pro-active, preventative approach not only saves lives but also saves public money.

Although there is a vast amount of evidence for the impact of intervention in domestic abuse cases, statutory services have been slow to acknowledge their role in prevention and reducing harm. However this is changing, the strategy sets out the approach they will take through funding a core offer of services and delivering the aspiration to provide support and interventions for children and young people witnessing domestic abuse, victims and perpetrators. This strategy explains the planned coordinated approach to commission services, join up partnership activity and develop pathways for domestic abuse provision.

This new response to domestic abuse will follow a robust commissioning process incorporating the principles of understand, plan, do, review. The strategy highlights key facts about domestic abuse in Lancashire as evidenced in the JSNA, the approach being taken by partners in order to secure effective provision for vulnerable victims, children and young people, and to change the behaviour of perpetrators, with a focus on securing the services for those in crisis, and investing in earlier intervention and support. This approach has been corroborated through consultation with stakeholders and service users and co-production with current providers of specialist services.

This collective approach underpinned by secure funding will enable the development of an effective, and equitable commissioned service to support the most vulnerable members of our community. It will provide a response to the spiralling number of referrals and calls for help from statutory protective services by providing the appropriate support at the earliest opportunity. Ultimately, this strategy aims to reduce the harm caused by domestic abuse and improve outcomes for children and young people, victims and perpetrators.

2.1 What is Domestic Abuse?

For the purpose of this Strategy, the following definitions will apply:

“Any incident or pattern of incidents of controlling, coercive or 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. This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial, and/or emotional.”







- **Controlling behaviour** is: subordination, isolation from support, exploitation, deprivation of the means needed for independence, resistance and escape and regulating their everyday behaviour.
- **Coercive behaviour** is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.”¹
- An abusive relationship may include different dynamics where one or both partners are violent and controlling, one or both is violent but with the controlling elements, one partner has been subject to abuse for some time, but then reacts violently in response or a combination of behaviour where it is difficult to identify which is victim or perpetrator. ^[1]

3. Understanding the Current Situation





Guidance and Research

There are a number of national drivers which govern and influence a local response from partners in Lancashire to domestic abuse:








3.1 National Guidance

<u>Guidance Title</u>	<u>Link to Guidance</u>	<u>Links to the Commissioning Strategy</u>
'Domestic Violence and Abuse - How Services Can Respond Effectively' by the National Institute for Health and Care Excellence (2014)	 NICE Guidance 2014.pdf	Explains how health services, social care and the organisations they work with, can respond effectively to domestic abuse.
Adoption and Children Act (2002)	 Adoption and Childrens Act 2002.p	Extends the definition of 'harm' to include 'impairment suffered from seeing or hearing the ill treatment of another' (section 120).
Family Law Act (1996)	 Family Law Act 1996.pdf	Allows the court to exclude from the home someone who is suspected of abusing a child within the home including a domestic violence perpetrator.
Housing Act 1996 and the Homelessness Act 2002	 Homelessness Act 2002.pdf	Provides a statutory scheme of help to victims who become or are likely to become homeless as a result of fleeing domestic abuse.
Crime and Disorder Act 1998	 Crime and Disorder Act 1998.pdf	Places a duty on local authorities, police, probation, clinical commissioning groups and the fire service to work together to tackle crime and antisocial behaviour. They must demonstrate that they have done all that they reasonably can to prevent crime and disorder.
Police Reform and Social Responsibility Act 2011	 Police Reform and Social Responsibility	Provides for the appointment of Police and Crime Commissioners responsible for setting the strategic direction for policing and crime within the police force area.

(1) Home Office 2012

<p>Domestic Violence, Crime and Victims Act 2004</p>	 Domestic Violence, Crime and Victims Act	<p>Made several provisions relating to victims witnesses and perpetrators of domestic violence including under section 9 established domestic homicide reviews on a statutory basis, creating an expectation for local areas to undertake a multi-agency review following a domestic violence homicide. This has been further extended in 2012 to include causing death or serious harm to a vulnerable child or adult.</p>
<p>Call to end Violence against Women and Girls 2010</p>	 CallToEndViolenceAgainstWomenAndGirls	<p>Sets out the coalition government's vision for ending violence against women and girls. The 2011 plan sets out 4 key areas of action, which are prevention, provision, partnerships and perpetrators.</p>
<p>The Forced Marriage (Civil Protection) Act 2007</p>	 The Forced Marriage (Civil Protection) Act	<p>Offers protection to adults and children being forced into marriage and to offer protection for those who have already been forced into marriage.</p>
<p>Specialist Domestic Violence Court (SDVC) Programme Guidance' (2006)</p>	 sdvc_resource_manual_2006.pdf	<p>Outlined the requirement for areas selected to achieve SDVC status. Achieving this status is reliant on areas having IDVA and MARAC provision and can lead to the swift and safe prosecution of perpetrators and protection of victims.</p>

Other legal frameworks which necessitate a coordinated response from partners to meet the needs of women and children who are victims of violence are:

<p>Children's Act 1989</p>	 Children's Act 1989.pdf
<p>Children's Act 2004</p>	 Children's Act 2004.pdf
<p>The Human Rights Act, which enshrines the European Convention on Human Rights</p>	 Human Rights Act 1998.pdf
<p>Equality Act 2010</p>	 Equality Act 2010.pdf
<p>United Nations Convention on the Elimination of all Forms of Discrimination Against Women</p>	 Convention_on_the_Elimination_of_all_for
<p>United Nations Convention on the Rights of the Child</p>	 United Nations Convention on the Ri
<p>European Union Strategy for Equality between Women and Men</p>	 strategy_equality_women_men_en.pdf

United Nations Security Council Resolution 1325.



United Nations
Security Council Reso

3.2 Local Guidance

There is a strong strategic drive across a number of partnerships and programmes in Lancashire to tackle domestic abuse. Lancashire Community Safety Strategy Group, Lancashire's Health and Wellbeing Board, Lancashire Safeguarding Children Board and the Children and Young Peoples Trust have all identified preventing Domestic Abuse as a priority. Domestic Abuse is also a key issue for the Police and Crime Commissioner as set out in the police and crime plan. Lancashire Improving Futures programme incorporates the development of the MASH (multi-agency safeguarding hub), Working Together with Families and the emerging Early Support delivery structure.

The **Safeguarding and Children Looked After Services** Inspection by **Ofsted (2012)** made two requirements, these being to:

- Review the existing domestic violence service provision to determine future needs and requirements including ensuring there are sufficient early intervention programmes for perpetrators of domestic violence before they enter the criminal justice system.
- Ensure that there are sufficient counselling support for children who experience domestic violence before they reach the threshold for access to child protection services.

Add detail regarding - Her Majesty's Inspectorate of the Constabulary Inspection recommendations 2014.

3.3. What Works to Tackle Domestic Abuse?

Victims need access to a range of advocacy, support and other interventions that relate to their specific and current situation (Hester and Westmarland, 2005).

An evaluation in Hammersmith and Fulham in 2009 found that:

- A routine enquiry into domestic abuse can be an effective tool for early intervention and carried out by trained healthcare professionals that are supported by multi-agency referral systems (Zenner, 2009).
- Advocacy and support for domestic abuse victims should be holistic and preferably based in a one-stop-shop to help victims to navigate the justice systems and support agencies (Ibid).

CAADA Safety in Numbers (Howarth et al. 2009) evaluation report highlights the reality of living with high-risk domestic abuse and the impact of IDVA services on victim safety. Howarth *et al* (2009) findings advance the understanding of 'what works' in improving the safety of victims of domestic abuse and their children:

- IDVAs that worked with victims had a direct bearing on the chance of achieving improved safety and well-being;
- Victims who received intensive support and multiple types of intervention were approximately twice as likely to experience a cessation in abuse compared to those victims receiving less intensive intervention, or only a single type of intervention;
- The range of choices offered to victims to address their safety was also critical. Offering action relating to safety planning, housing, health, the family courts, the criminal courts, support with children, substance misuse services and benefits is crucial.
- DA services must be structurally part of a multi agency response and need to be commissioned as an independent service, working closely in partnership with voluntary and statutory sector agencies both within and outside the MARAC.

CAADA A Greater Place of Safety (2012)

CAADA suggest that to have an impact on domestic abuse work should be developed around the following 3 evidenced based recommendations:

- Mainstream funding for existing high risk services (Funding four IDVAs and one MARAC for every 100,000 adult females);
- Locating additional IDVAs in accident and emergency and maternity units; and
- Funding specialist support for children and young people.

Multi Agency Risk Assessment Conferences (MARACs)

MARACs were introduced in England and Wales as a non-statutory meeting where information about high risk domestic abuse victims is shared between agencies and a risk-focused coordinated safety plan is produced to support the victim.

MARACs are attended by local authorities, health services, housing authorities, criminal justice agencies, specialist domestic violence services (refuges and outreach services) and many other statutory and voluntary sector agencies to improve service provision.

In Lancashire 10 MARACs operate, managing over 1,800 cases between April and December 2012. Across England, Wales and Northern Ireland over 260 MARACs operate, managing over 55,000 cases a year.

Robinsons (2004) evaluation in Cardiff found MARACs:

- increased information sharing and trust between agencies;
- provided a setting where children's needs could be raised and discussed; and
- prevented revictimisation (6 in 19 women experienced no further threats of violence in the six months following the MARAC).

Specialist Domestic Violence Courts (SDVCs)

SDVCs were introduced in England and Wales by the *Domestic Violence Crime and Victims Act 2004* to enhance victim safety and provide a more coordinated response to domestic abuse by bringing together both civil and criminal cases; and establishing fast-track routes into perpetrator programmes (Eley, 2005).

Pan-Lancashire 8 SDVCs operate, presiding over 1,454 cases in 2011. Across England and Wales 143 SDVCs operate.

An evaluation of the first five SDVCs in England and Wales found that multiagency partnership approaches were a crucial element in their success; by enhancing the effectiveness of court and support services for victims; making support for victims and information sharing easier; improving victim participation and satisfaction; and increasing public confidence in the criminal justice system (Cook *et al*, 2004).

Victim withdrawal is a key factor in court proceedings but evidence indicates it to be lower in cases where victims are supported through the criminal justice system (Robinson 2004), specialist domestic violence courts are in operation and prosecutors and judges or magistrates have domestic violence training (Cook *et al*, 2004).

Children and Young People Focus

Research shows that living with domestic violence between parents is as psychologically harmful to children as when they are victims of physical abuse themselves (Kitzman *et al*, 2003).

The pronounced negative effects of domestic abuse on children and young people can cumulate in anxiety, depression, poor health, failure in education, aggression and repeated patterns of abusive behaviour as they develop and on into adult life with repeated cycles of abuse in families over generations.

The guidance for multi-agency Children's Safeguarding Boards states that, the most effective intervention for ensuring safe and positive outcomes for children living with domestic violence is usually to plan a package of support that incorporates risk assessment, trained domestic violence support, advocacy and safety planning for the non-abusive parent who is experiencing domestic violence in conjunction with protection and support for the child (Local Safeguarding Procedures).

The NSPCC commissioned Children and Families Experiencing Domestic Violence: Police and Children's Social Services' Responses Report (Stanley et al, 2010) recommended that:

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- inter-agency approaches to filtering notifications that involve staff sharing access to police and children's social services information should be further developed and evaluated;
- actuarial risk assessment tools developed for police use with victims should not be assumed to be appropriate for assessing risks to children;
- not all incidents of domestic violence need to be referred to children's social services but social workers should contribute to interagency processes for identifying which families should be referred;
- multi-agency structures need to be more widely developed with the aim of engaging a range of other agencies in delivering early intervention services;
- children's social services should review the practice of sending letters to families following a notified incident of domestic violence in the absence of any further intervention and consider whether such letters act to promote families' engagement with social care;
- supervised contact services that can be accessed by families on a voluntary basis should be developed as an early intervention in children's experience of domestic violence with central government funding made available for third sector agencies to develop these services; and
- services offering therapeutic support to children and young people harmed by domestic violence should be identified as a priority area for development by central government, local authorities and children's trusts.

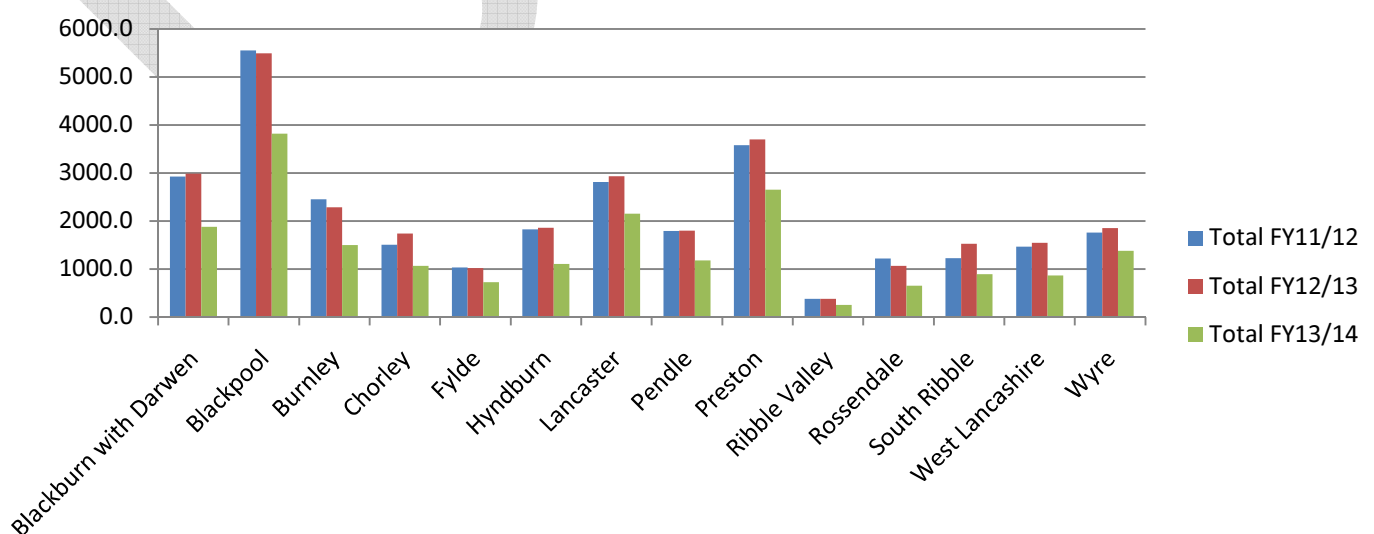
4. Needs Assessment Highlights

- Including Blackpool and Blackburn with Darwen, Lancashire Constabulary received 30,187 calls relating to domestic abuse between April 2012 and March 2013, an increase on the same period the previous year when there were 29,547 calls.
- Referrals to IDVA support has significantly increased year on year:

1	April 2011 to March 2012	3,399 referrals to IDVAs.
2	April 2012 to March 2013	5,123 referrals to IDVAs, 17% were repeat clients.
3	April 2013 to December 2013	6,043 referrals to IDVAs, 7.6% were repeat clients

Below is a breakdown of recorded police incidents for domestic violence across the pan-Lancashire area during 2012-13. Burnley, Lancaster and Preston are above the Lancashire average for reports of domestic violence to the police. However, according to the Child and Maternal Health Observatory, Lancashire's rate of domestic abuse of is 19.1 per 1000 population which places it in the top quartile of local authorities

Recorded Police Incidents for Domestic Violence Pan-Lancashire



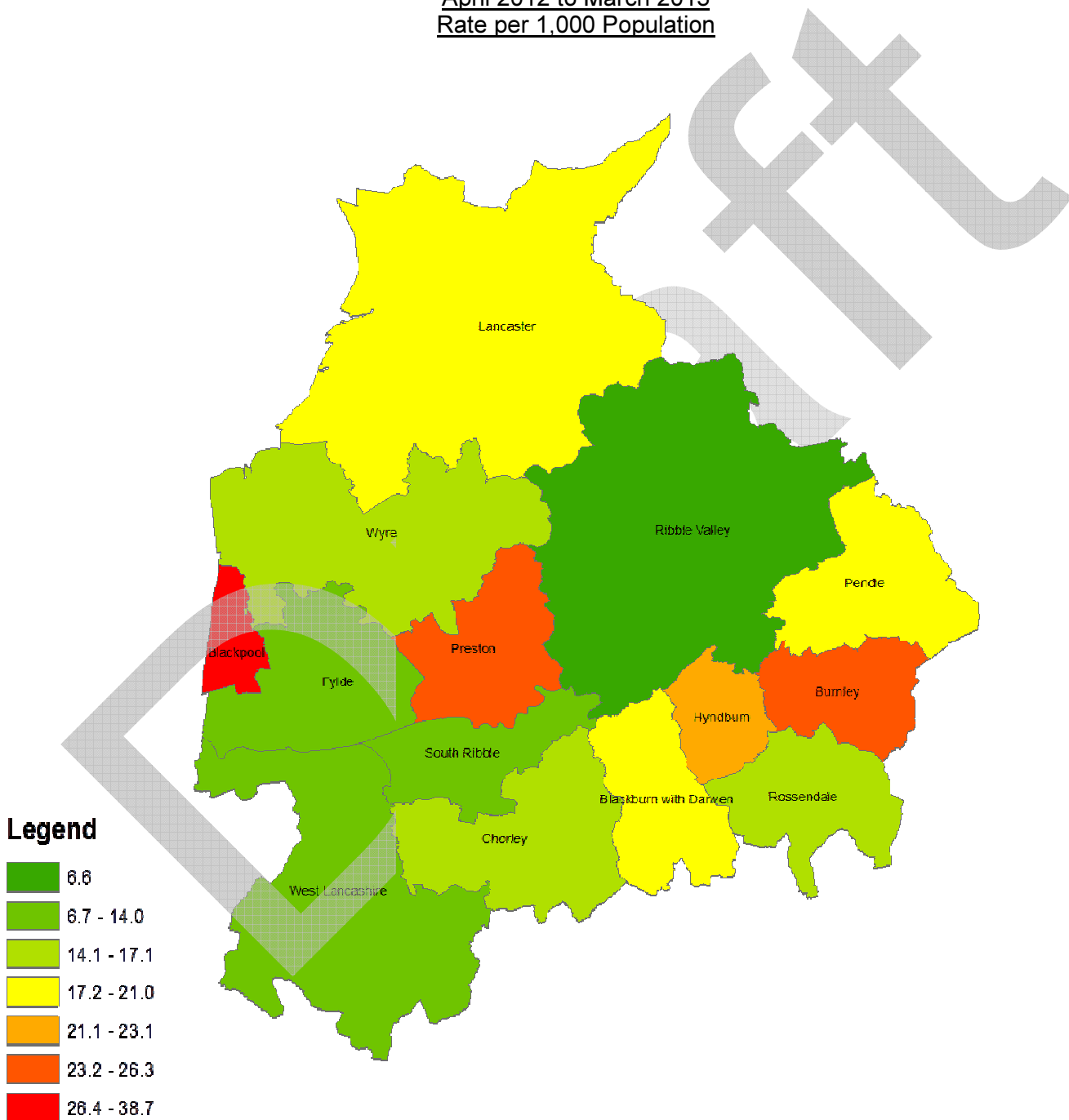
Domestic abuse accounts for approximately eight per cent of the total burden of disease in women aged between 18 and 44 years, and is a larger contributor to ill health than high blood pressure, smoking and weight.

(‘Measuring the impact of intimate partner violence on the health of women in Victoria, Australia’, *Bulletin of the World Health Organisation*, 84, 2006, pp739–44).

The full Lancashire JSNA report sets out the prevalence of domestic abuse in the county, service mapping, evidence based good practice and service user consultation and can be found in the [Lancashire Profile](#).

4.1 Prevalence of Domestic Abuse

Calls to the Police About Domestic Abuse
April 2012 to March 2013
Rate per 1,000 Population



4.2 Risk Factors Associated with Domestic Abuse

Although it is evidenced that domestic abuse can occur across all demographic groups there are a number of factors which can increase the risk.

For victims, higher incidence can be associated with:

- **Previous experience of domestic abuse** (44% of victims of domestic violence are involved in more than one incident)
- **Gender** (women are more likely than men to experience interpersonal violence, especially sexual violence, and to experience severe and/or repeated incidents of violence and abuse)
- **Age** (The female age group at highest risk for domestic violence victimisation is 16 to 24)
- **Living in poverty** (Poverty is the most consistent socio-demographic factor associated with domestic abuse: both personal poverty and the poverty of one's neighbourhood.)
- **Separation** (Research has shown that women are at greatest risk of homicide at the point of separation or after leaving a violent partner.)
- **Pregnancy** (Research shows that 30% of domestic violence starts or escalates during pregnancy.)
- **Having children** (British crime surveys have found that the presence of children in the household almost doubles the risk for women)
- **Illness/ Disability** (People with a long-term illness or disability are more likely to be a victim of domestic abuse and stalking than people without.)
- **History of abuse** (domestic violence between parents increased the likelihood of violence in their children's later relationships by 189 per cent)
- **Alcohol and Substance misuse** (People who had used any drug in the last year had higher odds of being a victim of domestic abuse and sexual assault compared with those who had not.)

For Perpetrators:

- **Attitudes, Thinking and Behaviour**
- **Unemployment** (Male unemployment also provides an increased risk factor for domestic violence).
- **Mental disorder** (Emotional insecurity, and features of antisocial and borderline personality disorders all put an individual at risk of becoming abusive)
- **Alcohol and Substance misuse** (Partner assaults are four to eight times higher among people seeking treatment for alcohol and/or substance-dependence.)
- **History of Abuse** (two of the most major predictors of both perpetrating and receiving domestic abuse as an adult are exposure to domestic abuse and physical abuse in childhood.)

Events such as sporting occasions or Christmas have also been evidenced as factors which can lead to an increased prevalence of domestic abuse incidents.

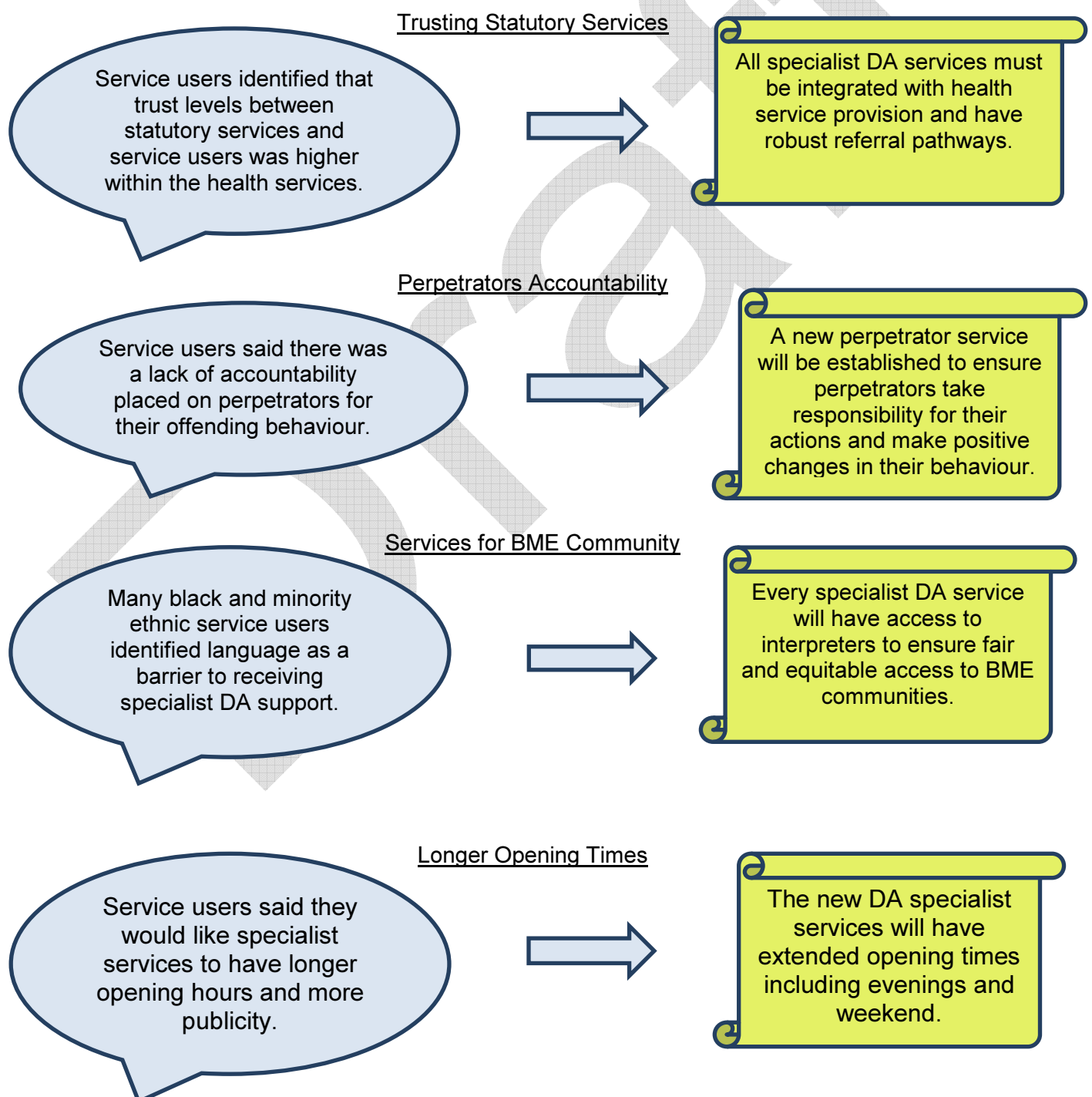
It is important to note that all these factors do not imply causation, abusive behaviour is always a choice, and that ultimately domestic abuse & violence comes from the abuser's desire for power and control over other family members or intimate partners.

4.3 Consultation

To inform the commissioning arrangements a thorough consultation process took place with statutory partners, current providers of specialist services and service users to:

- Inform the development and quality of appropriate specialist domestic abuse service provision and partner interventions for medium and high risk victims, children and young people.
- Advise how continuous workforce development and coordination will enhance partnership responses and collaboration.
- Ensure a cost effective multi-agency approach to domestic abuse service delivery via voluntary, community and faith sector specialist providers, and mainstream agencies working in partnership.
- Understand how the thinking, attitudes and behaviour of perpetrators can best be challenged and addressed.

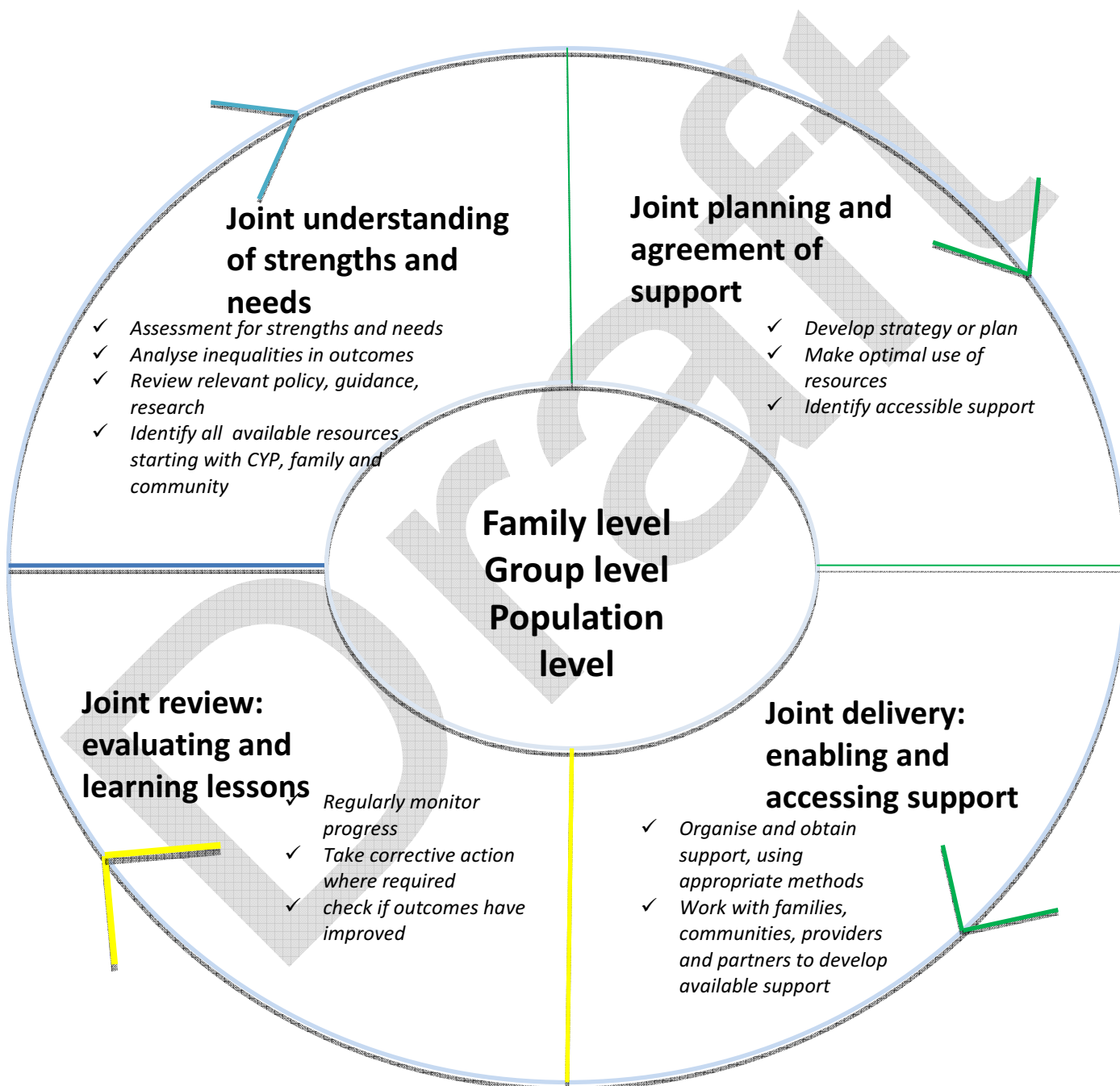
Below are some examples of how we have listened to service users and implemented positive changes to shape new service provision:



4.4 Commissioning Arrangements

The response to domestic abuse is not the responsibility of any single agency and there is a wide spread recognition of how comprehensive the repercussions reach beyond the individual and throughout the community including social welfare, the criminal justice system, refuges, health care, education, employment, childcare, and housing. Developments in the last decade have shown that taking a more pro-active, preventative approach to domestic abuse not only saves lives but also saves public money. The new response to domestic abuse has followed a robust commissioning process incorporating the principles of understand, plan, do, review.

4.5 Lancashire's Commissioning Cycle



This commissioning strategy sets out the aspiration to provide support and interventions for children and young people witnessing domestic abuse, victims and perpetrators through a coordinated approach to commissioned services, partnership activity and developing pathways. The strategy will focus on securing the services for those in crisis, whilst also investing in earlier intervention and support.

The commission will provide a reasonable and proportionate level of additional service. This core offer of services is needs-led and so, will promote gender equality by implementing the provision of appropriate services to meet the needs of children and young people, women and men who live with domestic abuse.

Whilst services will be provided for all those at risk of abuse, the level of service will be appropriate to the prevalence and impact of domestic abuse, with specific regard to the following groups or individuals sharing the protected characteristics:

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity
- Race/ethnicity/nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership Status

There are no negative impacts which could potentially disadvantage particular groups as the new service model will be provided to users with all protected characteristics and is additional to any current provision. The commission is being undertaken in order to bring together a coordinated response with interventions which might otherwise take place in an isolated and uncoordinated way, thus maximising the impact, effectiveness and cost-effectiveness of any interventions.

The commissioning framework has been based on research around the need for specialist services, however, when considering the evidence regarding prevalence of domestic abuse (and factoring in under-reporting); the majority of users of the victim's contract will be female. Services may not be designed specifically with male victims in mind for example.

Due to the restricted availability of funding, the service design has been targeted at the most risk and to prevent harm. However, all victims that are high risk are safeguarded through the MASH and MARAC process and supported equally.

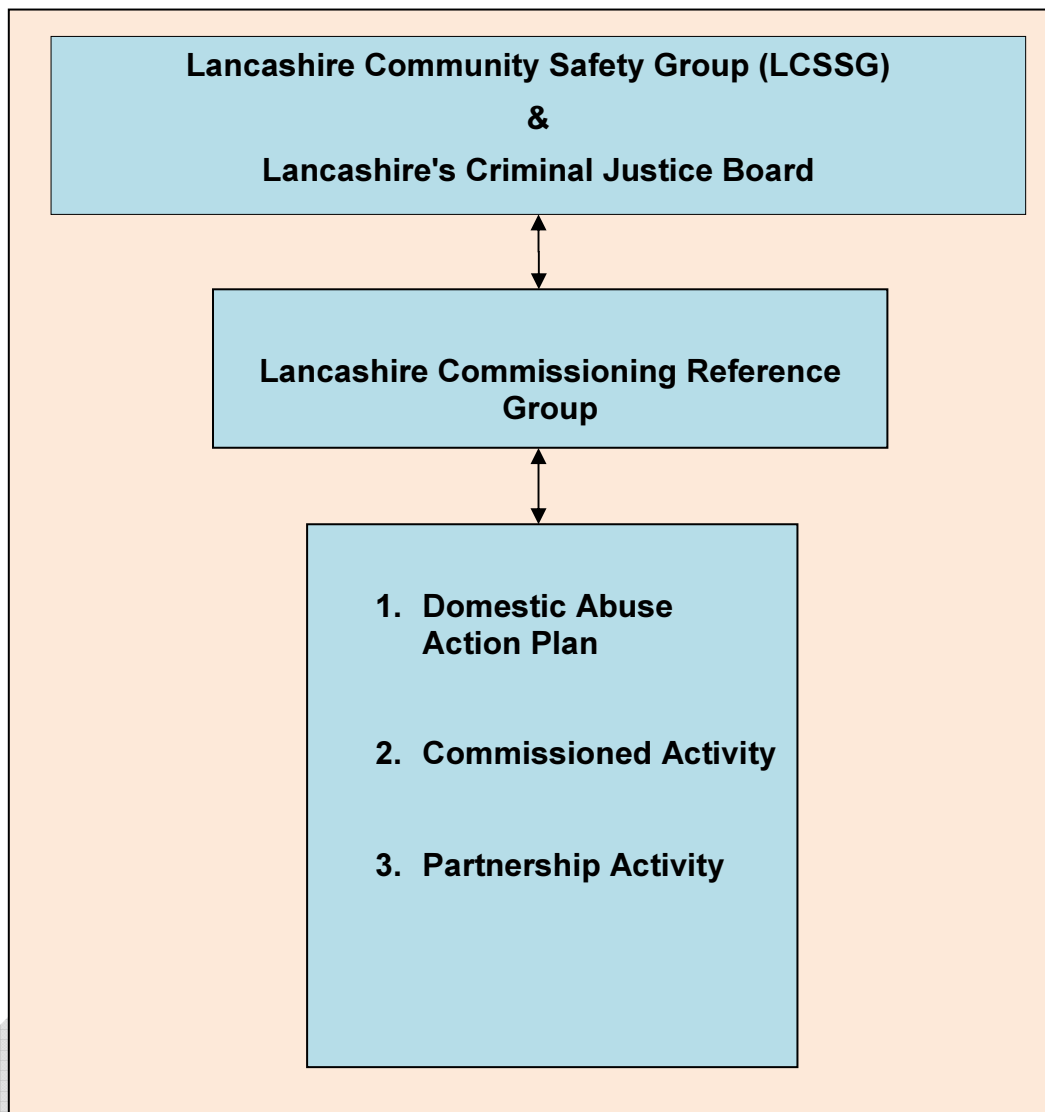
The production of a JSNA has enhanced the understanding of domestic abuse in Lancashire whilst simultaneously negotiations continued with funding partners to agree financial contributions to the joint commissioning model.

Lancashire's partner agencies were asked to make a contribution, which was calculated based on the estimated savings they would realise to their mainstream commissioned services if the incidence of domestic abuse was reduced. This was based on the Department of Trade and Industry ' Cost of Domestic Violence Report' which identified the costs of domestic abuse to public sector organisations.

Whilst the joint commission did not achieve the anticipated level of pooled funding, it will provide a much needed core offer of services funded by statutory partners, and has enabled the redesign of our local services and response to domestic abuse, and provide families with earlier access to support.

The commissioning activity, partnership contributions and oversight of the Domestic Abuse Action Plan is managed by the Lancashire Domestic Abuse Commissioning Reference Group which in turn reports to the Lancashire Community Safety Group as per the model below:

Line of Accountability



4.6 The Commissioned 'Core Offer'

The JSNA provided the evidence base and recommendations that have informed the new service model which incorporates the total resource available. It is intended that this model will reduce the harm caused by domestic abuse in Lancashire by taking an integrated, whole family approach to preventing further abuse. This ranges from protecting victims including children and young people who may witness behaviour, challenging the behaviour of perpetrators, and enhancing partnership working and practice to deliver positive outcomes.

This service model identifies the areas that cannot be addressed through any means but the joint commission funding and which will form the 'core offer', interventions that can be provided through a partnership response and 'in kind' contributions, and the remaining gaps. The core offer will ensure agencies work hard to address domestic abuse ad where it occurs agencies will intervene quickly offering good support to reduce the risk for children, young people and adults.

- **Support for Medium and High Risk Victims**

The aim is to improve the safety and wellbeing of victims, children and young people who have been exposed to domestic abuse to ensure that they are enabled to lead healthy and safe lives now and in the future. It is expected that interventions offered will include:

- independent advice and support
- one-to-one outreach work
- accredited group work including recovery and parenting programmes
- representing the voice of the victim at MARAC
- therapeutic support
- peer support groups
- drop In sessions
- helpline

In addition, the service will be expected to act as the lead professional where appropriate, and provide information and co-ordination of support on wider issues such as housing, substance misuse, health, welfare benefits and debt management. This should include:

- working with victims to develop planning safety strategies for themselves should the abuse reoccur
- help to deal with loss and change in a safe environment
- support for families accessing the Criminal Justice System and Civil Court System.
- reducing the risk of those experiencing domestic abuse from becoming victims or perpetrators in the future
- enabling children to understand what domestic violence is and that it is not their fault
- raising self esteem and confidence in victims and their families
- developing the social capacity and skills of victims and their families
- engaging services users in the coproduction of service delivery

- **Prevention - Changing the Behaviour of Perpetrators**

The provision of programmes which work towards changing the behaviour of perpetrators has been identified as a significant gap across the county. There are nationally accredited programmes provided for those subject to criminal justice orders on conviction. However there is little available which perpetrators can access voluntarily or be referred to where their behaviour is identified and acknowledged as problematic. Whilst there have been a number of pilot programmes over recent years there remains a lack of evidence of effective practice. This commission will provide a core offer of preventative perpetrator interventions.

- **Early Support - Children and Young People**

Initially this work-stream has been addressed through the Early Support commissioning process. Local Children and Young People's Trusts were invited to identify the level of resource to be drawn down into their area across themes including parenting support, emotional health and wellbeing, and domestic abuse. The quantity of funding drawn down by each local Trust has been significantly less than that required in order to address the amount of need in most areas. As such, the commission will seek to address the shortfall through alternate means.

Early Support services will work with children and young people and their primary carers in parallel where possible and will comprise a mixture of one-to-one and group work. The aim is to reduce harm, develop resilience, and to change attitudes towards violence and unacceptable behaviours in order to break the cycle of abusive relationships which may include therapeutic, one-to-one and group work interventions.

- **Workforce Development and Coordination**

This work-stream provides partners with an opportunity to review and revise their response to domestic abuse. Routine enquiry is acknowledged as a key tactic where partners across primary and emergency care, social care etc are encouraged to proactively identify where domestic abuse may be the root cause of presenting symptoms and issues.

This commission aims to work with the Health economy to deliver targeted domestic abuse health related interventions such as the programme called 'Identification and Referral to Improve Safety' (IRIS). IRIS is a general practice-based domestic abuse training, support and referral programme. Core areas of the programme are training and education, clinical enquiry, care pathways and an enhanced referral pathway to specialist domestic violence services. IRIS also provides information and signposting for male victims and for perpetrators.

Specialist service providers will be expected to deliver awareness-raising sessions with partner agencies on a rolling basis. A domestic abuse e-learning module for the workforce is being developed to raise awareness and includes signposting to services.

The commission will provide additional resource to enhance the Multi-Agency Risk Assessment Conference (MARAC) process which ensures each appropriate agency both shares information and provides support to high risk victims and their families where possible.

The services intend to demonstrate both an improvement in outcomes and a shift in the focus of resource which is currently concentrated at providing support for high risk victims. By balancing resource, the new service will deliver an earlier response for medium risk victims of domestic abuse.

Other Partners Support

- **Criminal Justice Response**

Criminal Justice partners are working together to address areas for improvement across the system including:

- appropriate sanction and rehabilitation of perpetrators to prevent re-offending and enable them to have healthy relationships
- increased confidence of victims that the response provided by the criminal justice system will ensure they remain safe
- review of the protocol governing Specialist Domestic Violence Courts and maximising the role of Independent Violence Advocates
- identifying earlier opportunities for the identification of perpetrators through the Multi-agency Safeguarding Hub

- **Prevention – Healthy Relationships Education**

The Lancashire Schools Forum has funded the development of a Personal, Social and Health Education (PSHE) resource for schools which will provide both learning packages and in-house support across key stages one to four. This support will address not only domestic abuse but a range of issues and risk taking behaviours which in turn will enable children and young people to develop both healthy relationships and personal resilience.

- **Awareness, Identification and Referral**

The partnership response will develop a shared understanding of thresholds for accessing support and facilitate the step up and down to the interventions most appropriate to service users. Good practice has been identified to enable the routine identification of domestic abuse in front-line services, such as health settings, and allow for appropriate referrals to support.

A targeted communications strategy is in development which will promote access to support services and encourage the reporting of abuse. Key messages will challenge attitudes, thinking and behaviours which contribute to abuse and will incorporate support for the White Ribbon Campaign.

4.7 Contracting

The funding partners will adhere to European Union open and competitive tendering procurement and contracting process. Successful provider/s will be expected to use an effective case management and outcome measurement system which will provide detailed management information and evidence of impact on a regular basis. This in turn will be reported to contributing partners through both the Commissioning Reference Group and Lancashire Community Safety Strategy Group.

Robust reporting mechanisms will be established to measure the impact that this joint commission has in Lancashire. This is important not only because we need to ensure that all resource spent is good value for money, but equally to allow partners to make informed decisions around the future commissioning of services.

4.8 Finance and Funding

The funding model for Year One set out interim arrangements for current service providers to pilot new ways of working with victims of domestic abuse. The financial model for delivery in Years Two and Three of the commission will allow a further two years of commissioned core offer of domestic abuse support services.

The table below illustrates how funding for the Project will be allocated across the work-streams in 2014/15 and 2015/16 should further contributions be forthcoming from Early Support in 2015/16 (Year 3):

Work Stream Funding Allocation	%	Year 2- 2014/15	Year 3- 2015/16
		(£)	(£)
Workforce and Co-ordination	5%	75,122	75,122
Early Support	17%	255,416	255,416
Medium and High Risk Support	68%	1,021,665	1,021,665
Perpetrators	10%	150,245	150,245
Totals	100%	1,502,449	1,502,449

Additional Monies:

- If Public Health funding for therapeutic support can be secured then an additional commissioning process will be undertaken for this activity.
- The joint funding does not intend to replace any of the current funding commitments of partners rather it will complement existing provision such as Sanctuary Schemes and other specialist provision currently funded locally. The core-offer will also complement refuge provision funded through Supporting People.
- The commissioned funding will be utilised for accessing other sources of external funding to increase capacity and add value.
- Where partners identify additional available resource, they are asked to support the aims of the strategy in developing additional services, as moving forward it would be apposite to bring together funding and commissions under one set of arrangements.

4.9 The Market**Introduction - A Map of Provision**

Survivors of domestic abuse may require a range of interventions such as emotional support, advocacy, health, housing, criminal, civil or family law remedies, welfare and financial advice, training and employment.

The following section provides an overview of the support and interventions in place across Lancashire. The majority of the specialist service provision for domestic abuse is provided by well established voluntary sector organisations. There are currently 10 voluntary sector providers delivering specialist services across the 12 districts of Lancashire. A breakdown of specialist domestic abuse services by district is detailed in the table below.

Districts	Specialist Provider Name
Lancaster	Empowerment
Lancaster	East Lancashire Women's Refuge Association
Wyre	Fylde Coast Women's Aid
Fylde	Fylde Coast Women's Aid
Preston	Preston Domestic Violence Services
Chorley	Lancashire West Citizens Advice Bureau
Preston	Preston Domestic Violence Services Refuge
South Ribble	Lancashire West Citizens Advice Bureau
South Ribble	Clare House (Progress Care Housing Association)
West Lancs	Liberty Centre
Burnley	Safenet
Pendle	Borough of Pendle/ Pendle Action for the Community
Rosendale	The Star Centre
Ribble Valley	Hyndburn and Ribble Valley Domestic Violence Team
Hyndburn	Hyndburn and Ribble Valley Domestic Violence Team

Getting a comprehensive picture across Lancashire was a challenge, as the types of services available vary across the districts as with the exception of IDVAs (more recently) and supported accommodation; services have been developed as a result of successful grant applications. In addition, there are many other organisations providing support to those living with domestic abuse.

The service offer for those at risk of or experiencing domestic abuse, children and young people affected by domestic abuse and perpetrators is wide ranging and offered by a plethora of third sector providers. For the purpose of this commissioning strategy the above services were mapped against levels of need. Mapping information has been provided through consultation with service providers and stakeholders. For a more detailed overview of services available please refer to the Lancashire DA JSNA website at:

<http://www.lancashire.gov.uk/corporate/web/?siteid=6111&pageid=40779&e=e>

5. Plan

Using the JSNA's mapping alongside evidenced best practice and national guidance, the holistic service model was formed to demonstrate what a good service for Lancashire's residents would look like. Using this model we were able to identify 'Where we are in Lancashire' and 'Where We Want to Be'. By understanding this information a comprehensive gap analysis of 'What We Need' in Lancashire ensured we were able to form a robust commissioning framework.

Additional to this work is the focus on pathways and partnership development that is needed to ensure all the system works collaboratively and effectively.

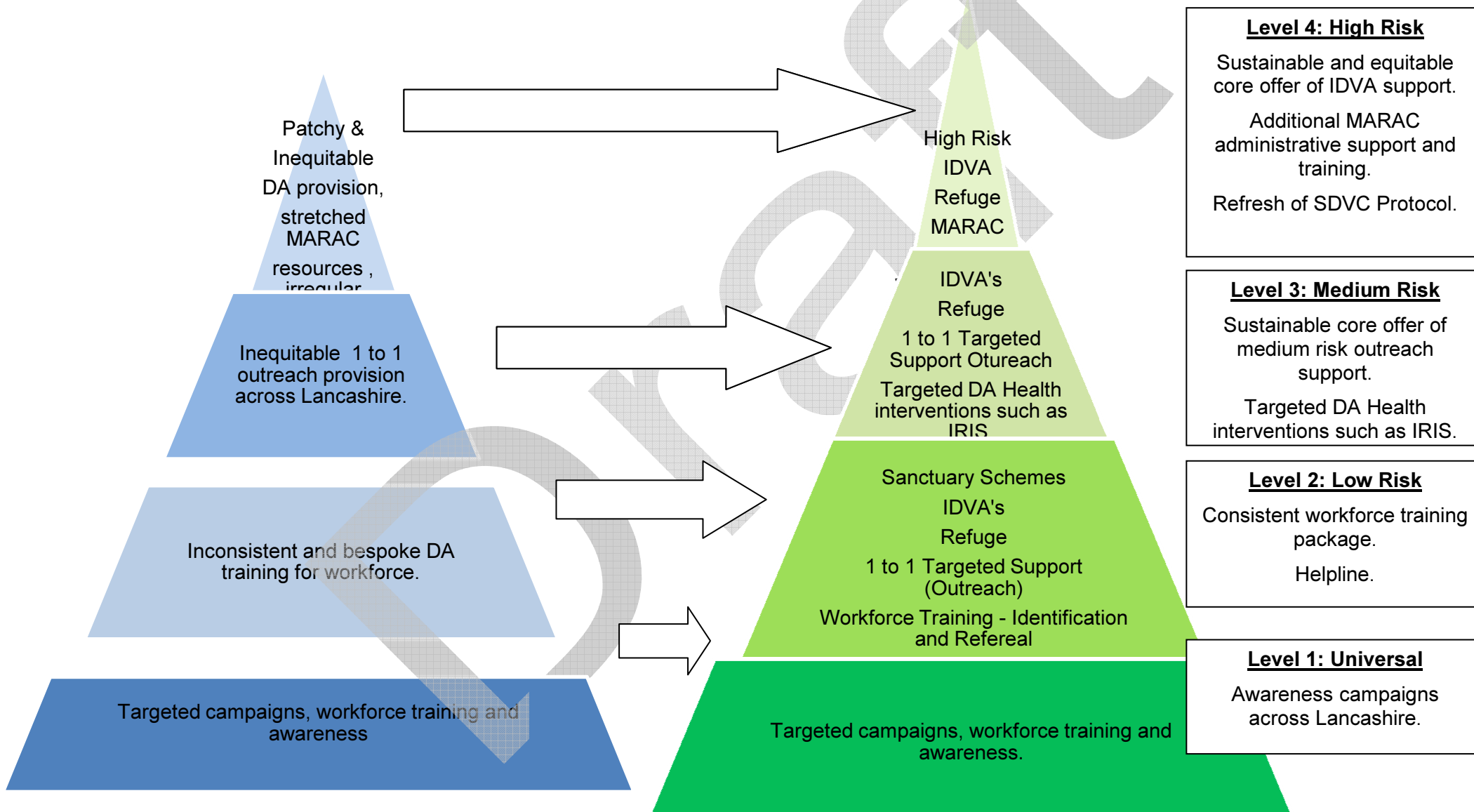
Plan

5.1 Needs Assessment Victims Domestic Abuse Services in Lancashire:

Where we are in Lancashire

Where We Want to Be

Gaps/ What We Need

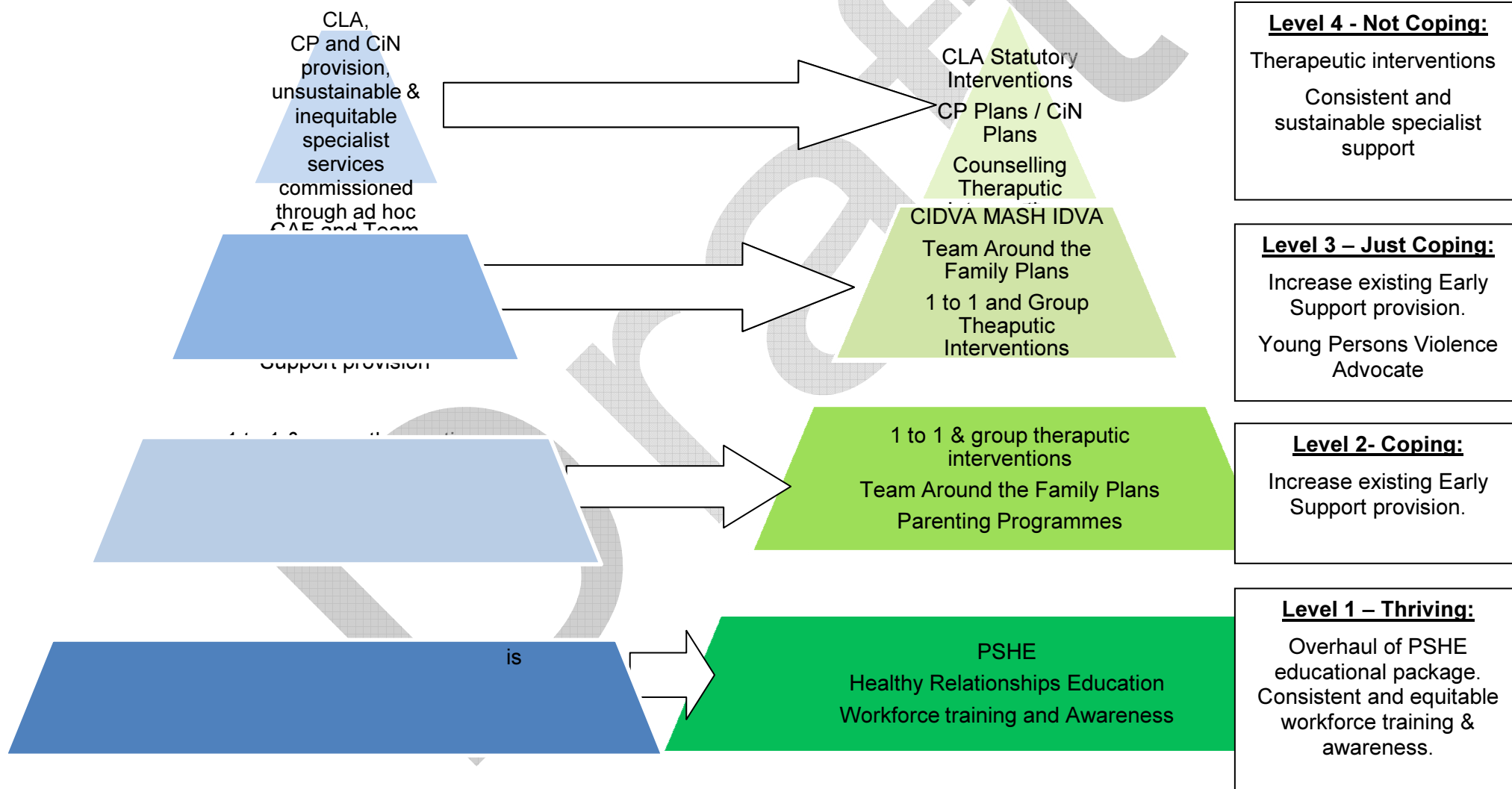


5.2 Needs Assessment CYP Victims of Domestic Abuse Services in Lancashire:

Where we are in Lancashire

Holistic Service Model

Gaps/ What We Need

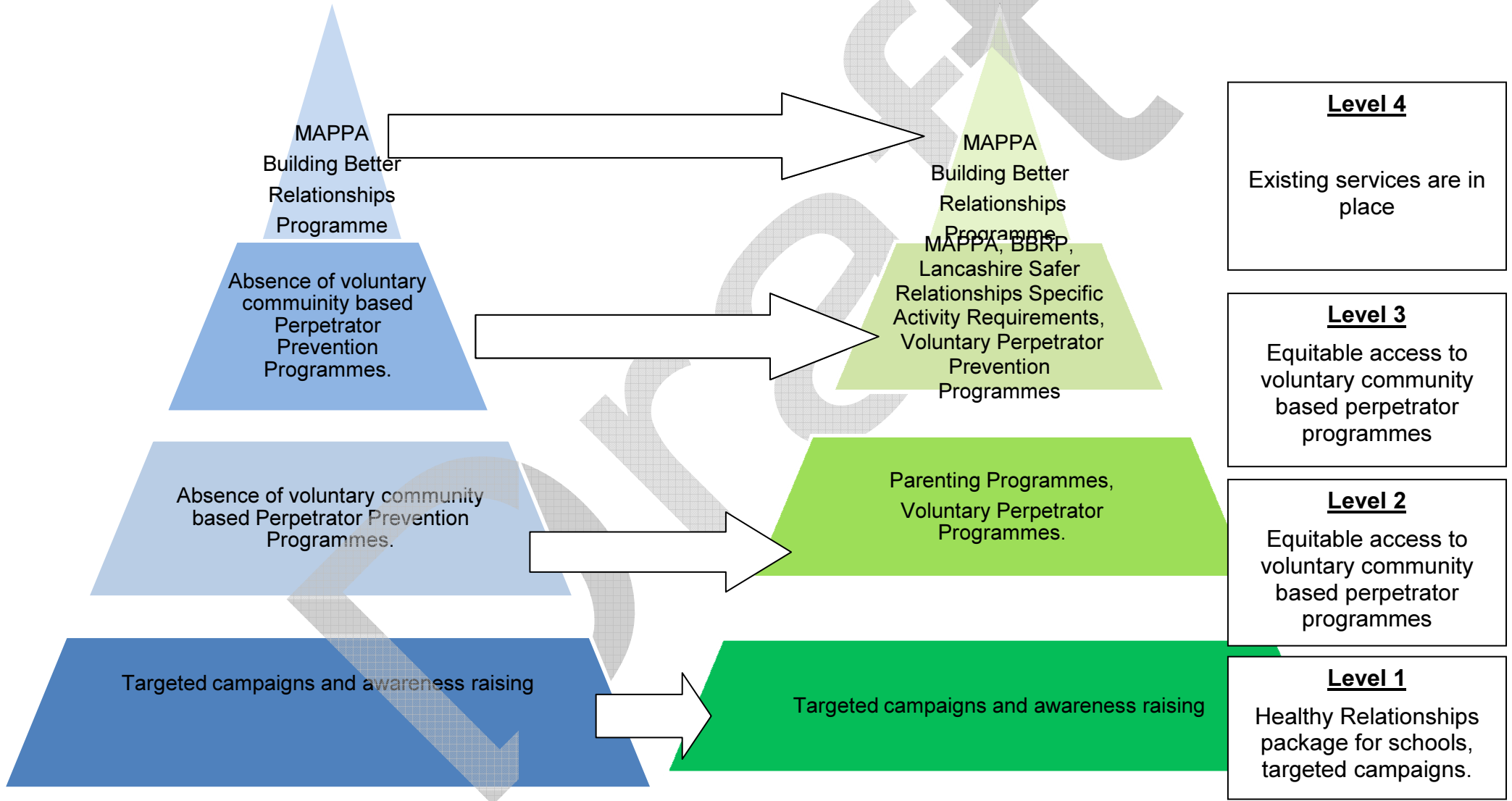


5.3 Needs Assessment Domestic Abuse Perpetrator Services in Lancashire:

Where we are in Lancashire

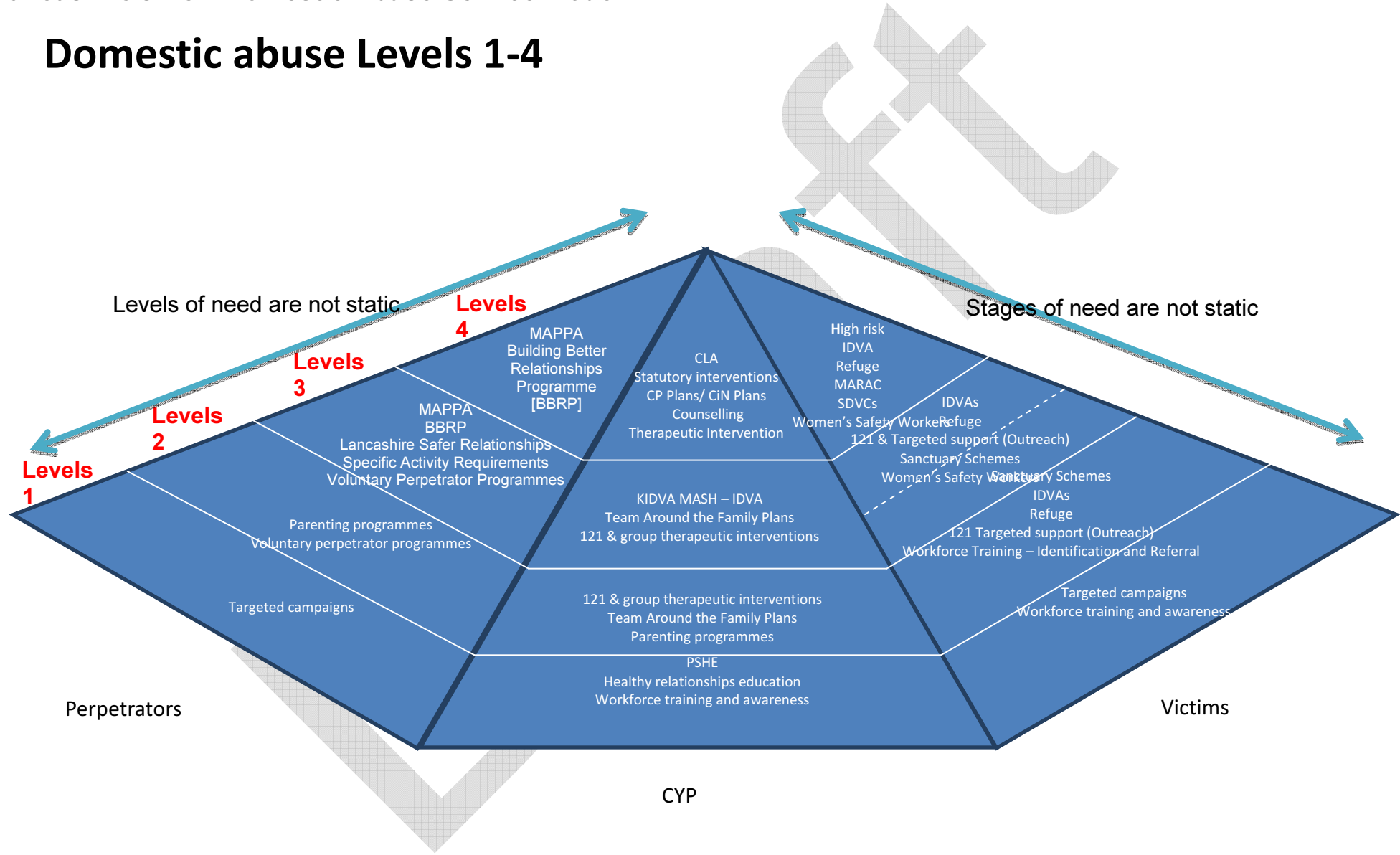
Holistic Service Model

Gaps/What We Need



5.4 Lancashire's New Domestic Abuse Service Model

Domestic abuse Levels 1-4



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6. Do / Implementation

Work Theme Areas

6.1 Awareness, Identification and Referral

- ✓ Develop a Domestic Abuse e learning module for the workforce which raises awareness and includes signposting to services.
- ✓ Adopt the national Home Office e-Learning package on honour based violence, forced marriage and female genital mutilation
- ✓ Ensure all domestic abuse VCFS providers to have at least one single point of contact (SPOC) with an encrypted email address to cover: MASH data, domestic homicide reviews (DHRs), court listing data.
- ✓ Increase awareness of the impact of behaviour and promote healthy relationships
- ✓ Launch DA publicity campaign 'White Ribbon'

6.2 Prevention

- ✓ Develop an online resource for schools to support them in their delivery of healthy relationships education.
- ✓ Further develop the school health needs assessment process undertaken by school nurses to ensure that needs in relation to healthy relationships are understood and appropriate support is provided.
- ✓ Develop and deliver a comprehensive training programme for schools and school nurses to ensure they have the necessary skills and knowledge to promote healthy relationships.
- ✓ Ensure schools have effective links into specialist support services to ensure CYP and families identified as at risk of experiencing domestic abuse receive timely interventions.
- ✓ Supporting Children's Centres and Early Health Relationships.

6.3 Early Support

- ✓ Commission early support services for families experiencing domestic abuse across Lancashire.
- ✓ Ensure referral mechanisms into support are in place.
- ✓ Establish monitoring and performance reporting arrangements.
- ✓ Carry out consultation with partners and stakeholders throughout all stages of the commissioning cycle.

6.4 Victims and Children and Young Peoples Medium and High Risk Support

- ✓ Carry out co-production process to design new service for Victims and CYP
- ✓ Commission a 6 month pilot DA Victims and CYP service and embed learning into new service.
- ✓ Create DA evaluation specification
- ✓ Complete Open Competitive Tendering process for new Medium to High Risk Victims and CYP service
- ✓ Establish robust monitoring and performance reviews.
- ✓ Plan the re-commissioning of refuges.

6.5 MARAC Coordination

- ✓ Refresh terms of reference and sign off by membership of MARAC steering group
- ✓ Create a training sub group to implement the MARAC training work plan
- ✓ Procure an IT case management system for MARAC
- ✓ Recruit additional MARAC admin to provide resilience, auditing role and co-ordination function

6.6 Perpetrator Programme

- ✓ Carry out service user consultation with perpetrators and victims and CYP.
- ✓ Commission new preventative perpetrator service.
- ✓ Research the implementation of PDVO (Police Domestic Violence Order) for Lancashire.
- ✓ Design integrated working links with children's social care for perpetrator consent/mandatory attendance.
- ✓ Agree assessment suitability process.
- ✓ Design integrated service pathways with all partners particularly Adults Services, Children Centres, substance misuse services, housing services.

6.7 Criminal Justice Response

- ✓ Undertake gap analysis of the Criminal Justice System and points where victims need additional support
- ✓ Develop robust collaborative working arrangements with partner agencies to manage risk.
- ✓ Refresh the Specialist Domestic Violence Courts protocol and training packages.
- ✓ Training for Criminal Justice agencies regarding DA awareness, responses and support.
- ✓ Develop strong communication strands
- ✓ Challenge the attrition rate of cases

6.8 Other Partnership Action

- ✓ Utilise nationally available training such as that available through CAADA (Coordinated Action Against Domestic Abuse), Respect and the IRIS project in addition to local models such as the NHS East Lancashire MARAC training provided to GPs.
- ✓ Improved access to therapy for victims will help to address psychological difficulties following abuse.
- ✓ Provide access to counselling specialist support for CYP to reduce the impact of living with domestic abuse and increase resilience.
- ✓ Implement Her Majesty's Inspection of the Constabulary (HMIC) inspection recommendations

7. Review Stage

7.1 Monitoring Arrangements

Each commission will be required to produce quarterly and annual financial and performance reports, including the quality and performance outcome standards. Quarterly review meetings will be used to ensure success is celebrated and to resolve any barriers.

Domestic Homicide Reviews and Serious Case Reviews learning will be incorporated into improving practice and outcomes. This will be aligned to the National learning and link to wider improvements and reviews.

7.1 What difference did we make?

The partnership will commission a provider to carry out a whole system evaluation which will enable commissioners to independently:

- ✓ evidence the outcomes that the DA services have on victim safety and social benefit.
- ✓ understand the value of this work, enabling Lancashire to make intelligent cost benefit analysis for future funding decisions.
- ✓ develop consistency of reporting through a shared understanding of needs and a shared agreement of goals.

Lancashire 12 - Domestic Abuse Commissioning Strategy

- ✓ evaluate good practice, motivate Lancashire's services to build on strengths and address areas for development to further increase the safety of service users.
- ✓ provide detailed reports and independently-verified data, which can be shared to engage a range of stakeholders.
- ✓ track a number of cases and their families, selected at random, as they journey through the DA services
- ✓ analyse the cost of these cases and their families going through the DA services and partnership agencies

8. Conclusion

As a whole, implementing this comprehensive vision depends on the professional engagement of agencies and partnerships across Lancashire.

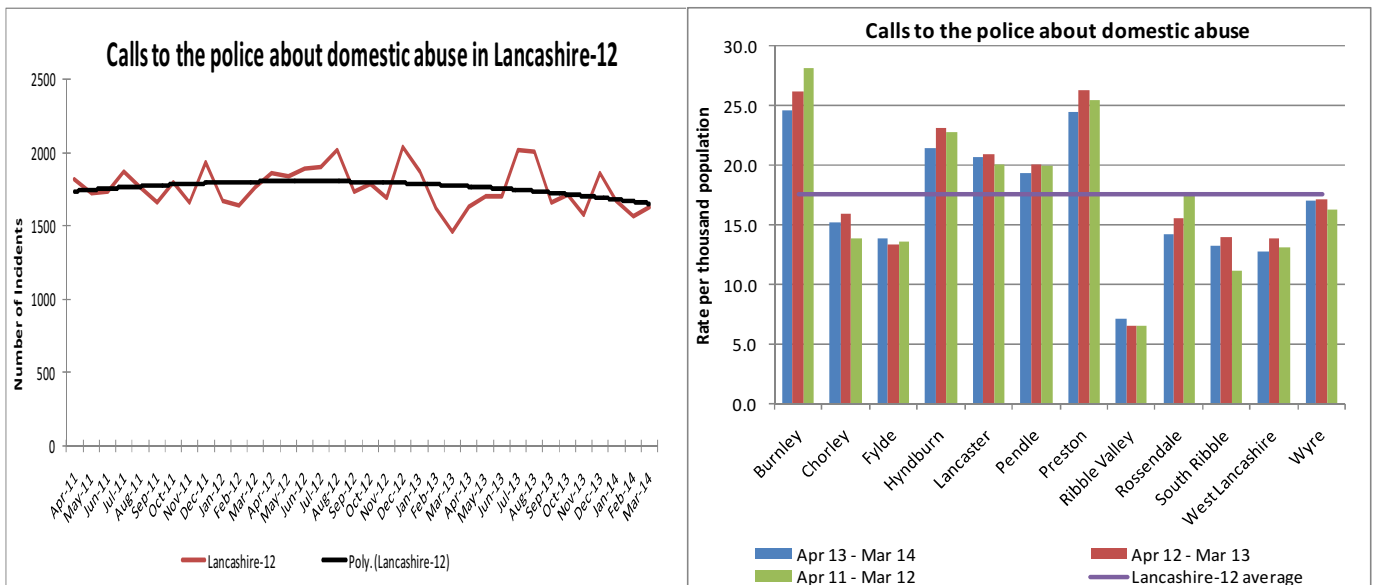
In order to develop and maintain a high standard of partnership working it is essential that all strategic groups and agencies are fully committed to the implementation of this commissioning strategy.

9. Glossary

- CIDVA – Children's Independent Domestic Violence Adviser
- CYP – Children and Young People
- IDVA - Independent Domestic Violence Adviser
- IRIS – Identification and Referral to Improve Safety
- ISVA - Independent Sexual Violence Adviser
- MARAC – Multi Agency Risk Assessment Conference
- SDVC – Specialist Domestic Violence Court
- SPOC – Single Point Of Contact

Appendix C - Domestic Abuse in Lancashire Performance Report

- There were 20,750 calls to the police about domestic abuse between April 2013 and March 2014 in the Lancashire-12 area. This equates to 17.6 per thousand population which is lower than the rate in both Blackburn with Darwen (19.1) and Blackpool (38). The number of calls has shown a slight downward trend over the last three years, reducing by 1.4%. This is a lower reduction than the overall fall in police incidents in the same period (8.9%).



- Burnley and Preston have the highest number of calls to the police about domestic abuse. Hyndburn, Lancaster and Pendle also had above county average numbers of calls. All have seen a reduction in numbers of calls over the last three years.
- 47% (9,853) of the calls to the police about domestic abuse in 2013/14 related to households with at least one child.
- Domestic abuse crimes are **down** 5.3% compared with the 3-year average. This is in contrast to the trend for violence against the person which increased by 9.2% compared with the 3-year average. 66% of crimes were assaults, 10% harassment, and 10% criminal damage.
- Lancashire County Council's children's social care received 4,995 referrals for domestic abuse April 2013 to January 2014, less than half the number of referrals in the same period the previous year.
- Between April 2013 and March 2014, 18% of attendees at accident and emergency departments in Lancashire for an assault gave the assault location as being in the home.

- Independent domestic violence advocates received a total of 3,319 referrals in 2012/13 in the Lancashire-12 area. This has **doubled** to 6,918 referrals in 2013/14. The number of referrals that engaged with the service increased from 3,395 to 4,065 in the same period. 14% were repeat clients in 2013/14. Increased awareness and additional services may explain this increased reporting
- Data from the voluntary, community and faith sector is not consistently reported, but we know that there were at least 23,992 calls to their helplines in 2013/14 in the Lancashire-14 area. An **increase** from 17,766 calls in 2012/13.
- There were 3,028 high risk Multi-agency Risk Assessment Conferences (MARAC) that took place April 2013 to March 2014 in the Lancashire-14 areas, an **increase** of 40% compared with April 2011 to March 2012 when there were 2,166 MARACs. Increased awareness and workforce training have contributed to this increase. There were 3,799 children in the households where MARACs took place. The rate of repeat has stayed fairly constant at around 23% over the last three years.
- Between April 2013 and March 2014, Lancashire County Council's supporting people service provided 1,050 services to people whose primary need was domestic abuse. Floating support, outreach services and womens refuge were the main services provided. This is an **increase** on the same period a year earlier, when 813 services were provided.
- The number of successful prosecutions has **risen** year on year. In 2013/14, 79% were successful. This is above the national average.
- Lancashire Probation Trust recorded 47 orders made for Building Better Relationships Programme between April and December 2013 in the Lancashire-14 area.

Agenda Item 6

Scrutiny Committee

Meeting to be held on 13 June 2014

Electoral Division affected: None

Work Plan and Task Group Update

(Appendix A refers)

Contact for further information:

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Executive Summary

The plan at Appendix 'A' summarises the work to be undertaken by the Committee in the coming months, including an update of task group work. The statement will be updated and presented to each meeting of the Committee for information.

Recommendation

The Committee is asked to note the report.

Background and Advice

A statement of the current status of work being undertaken by the Committee is presented to each meeting for information.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

There are not significant risk management implications.

Financial, Legal, Equality and Diversity, Human Rights, Crime and Disorder, Personnel, Property Asset Management, Procurement, Traffic Management, CIA (policies and strategies only):

N/A

**Local Government (Access to Information) Act 1985
List of Background Papers**

Paper	Date	Contact/Directorate/Tel
N/A	N/A	N/A
Reason for inclusion in Part II, if appropriate		
N/A		

Scrutiny Committee Work Plan 2014/15

9 May 14		Road Safety Part 2	Mike Kirby	Focus on 20mph initiative
13 Jun 14		Domestic Abuse (Statutory Crime & Disorder Scrutiny)	Bob Stott CC Tony Martin	Representatives from LCC, Constabulary, Health. Look at partnership working and effectiveness of services in Lancashire. This will be the statutory Crime and Disorder Scrutiny meeting for 14/15, but will also take into account wider social, health, well being aspects.
11 Jul 14		Transport Asset Management Plan	Steve Browne	
12Sep 14		Response to the Local Growth Task Group	CC Mein / Martin Kelly	Response to TG report presented April 2014, plus up to date information on Boost and on specific support for under-represented / minority groups.
		Parking Fee Schemes	Martin Galloway/ Paul Riley	
		Energy Policy for the County Council	Matthew Tidmarsh	Based on report to Cab WG on Energy and Environment March 14 – To report on the drawing up of an energy policy for the county's various buildings (including schools).

10 Oct 14		Flood Risk Management	Ian Welsby/ Rick Hayton	
		RIPA	Ian Young	
7 Nov 14		Community Safety Agreement	Mel Ormesher	Possible – depending on consultation timescales.
5 Dec 14				
16 Jan 15		Highways Maintenance: Report on pot holes from ED; and Report from United Utilities on repairs and remedial works:		(see minutes of Jan 2014 meeting for background)
13 Feb 15		CAMHS	Mark Warren	Results of the pilot scheme/ More detail on the relative under-funding for CAMHS in Lancashire, child psychiatry especially/ Case studies of integrated activity/ Evidence of feedback from service users, families and others caring for a child's emotional well-being and how this feedback is

				used to inform service improvements/ Progress in data-sharing/ Performance of the Multi Agency Task Group
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Future Topics: not yet scheduled

- Safeguarding Children: Domestic Abuse and Substance Misuse by adults – secondary impact on children’s health, safety and well-being
- Lancashire Skills Agenda (Report in 2015)
- Working Together With Families (quarterly progress report)
- Supporting Adults with Learning Disabilities (Summer / Autumn 2014)

Task Groups

The following task and finish groups are ongoing or have recently been established:

- Educational Attainment of Pupils on Free School Meals and use of the Pupil Premium (Chair Cllr Cynthia Dereli)
- Planning Matters: Interface between upper and lower tiers authorities in making the right decisions on planning applications (esp.flood management and educational provision) To begin later in early 2014 (Chair Cllr Liz Oades)
- Fire Prevention Measures in Schools
- Disabled Facilities Grants

