

## Overview and Scrutiny Committee

Meeting to be held on Friday 13<sup>th</sup> June 2014

Electoral Division affected: All
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## Partnership Response to Domestic Abuse

Appendices 'A to C' refer

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### 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 1<sup>st</sup> January 2014 with funding currently committed to 31<sup>st</sup> 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:

<b>Work Stream</b>	<b>Area of Work</b>	<b>%</b>	<b>£ Amount per annum</b>
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
<b>Total</b>			<b>1,502,448</b>

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	November 2013	Mel Ormesher, CYP, 01772 580386
Reason for inclusion in Part II, if appropriate		