

Summary Sheet

Council Report Improving Lives Select Commission,
Wednesday 14th December 2016.

Title: Domestic abuse service provision in Rotherham.

Is this a Key Decision and has it been included on the Forward Plan?

No

Strategic Director Approving Submission of the Report

Damien Wilson, Strategic Director, Regeneration and Environment

Report Author(s)

- Steve Parry, Crime & ASB Manager, Community Safety & Street Scene.
- Amanda Raven, Domestic Abuse Co-ordinator, Community Safety & Street Scene.
- Phil Morris, Business Manager, Children & Young People's Services.
- Jo Smith, Sexual Exploitation Support Co-ordinator, Children & Young People's Services

Ward(s) Affected

All

Summary

The purpose of this report is to provide detail of the current domestic and sexual abuse offer in Rotherham and to facilitate debate on whether or not Rotherham offers domestic and sexual abuse provision which has in place clear pathways, funding arrangements, protocols and supporting networks for all risk levels, which are understood and implemented by all partner agencies. The report will be supported on the day by a visual presentation to facilitate the workshop element of the meeting.

The report and supporting presentation will focus on the following key lines of enquiry:

- What services are in place in Rotherham?
- How well do agencies work together at a strategic and operational level and how is this evidenced and evaluated?

- On what basis are services commissioned?
- How is the effectiveness of services evaluated, for children and adult victims of domestic abuse and perpetrators?
- What is the funding available for services and is this resilient?
- How does provision compare with statistical neighbours?

At its meeting on 5th December 2016, as part of its programme of reviewing activity against its crime and disorder priorities, the Safer Rotherham Partnership Board reviewed Domestic and Sexual Abuse and agreed the following recommendations:

1. The commissioning of a full review and refresh of the Safer Rotherham Partnership Domestic and Sexual Abuse Strategy 2013/17.
2. That an action plan is developed to underpin the partnership delivery of the refreshed strategy which includes input from partners working in the field of domestic and sexual abuse.
3. Reconvene the SRP multi-agency domestic and sexual abuse priority group chaired by Assistant Director (council) or equivalent level senior police officer or senior officer from one of the partnerships responsible authorities.
4. Commissions an independent peer review of the partnerships domestic and sexual abuse offer to include governance arrangements, identification of gaps in service, pathways, funding arrangements and supporting networks.
5. Approve funding of up to £10,000.00 from the Community Safety Fund 2016/17 to facilitate the above

Recommendations

That the Improving Lives Select Commission:

- Notes the current position in respect of domestic and sexual abuse service provision in Rotherham.
- Supports the recommendations agreed by the Safer Rotherham Partnership Board on 5th December 2016.
- Receives a further report in 6 months from the Chair of the Safer Rotherham Partnership, outlining progress made in respect of tackling domestic and sexual abuse in Rotherham

List of Appendices Included

Appendix 1: Domestic and Sexual Abuse Strategy 2013/17.

Appendix 2: Services in Rotherham.

Background Papers

Domestic and Sexual Abuse Strategy 2013 - 2017

Consideration by any other Council Committee, Scrutiny or Advisory Panel

The Safer Rotherham Partnership Board – Monday 5th December 2016.

Council Approval Required

No

Exempt from the Press and Public

No

Title: Domestic abuse service provision in Rotherham.

1. Recommendations

That the Improving Lives Select Commission:

- Notes the current position in respect of domestic and sexual abuse service provision in Rotherham.
- Supports the recommendations agreed by the Safer Rotherham Partnership Board on 5th December 2016.
- Receives a further report in 6 months from the Chair of the Safer Rotherham Partnership, outlining progress made in respect of tackling domestic and sexual abuse in Rotherham

2. Background

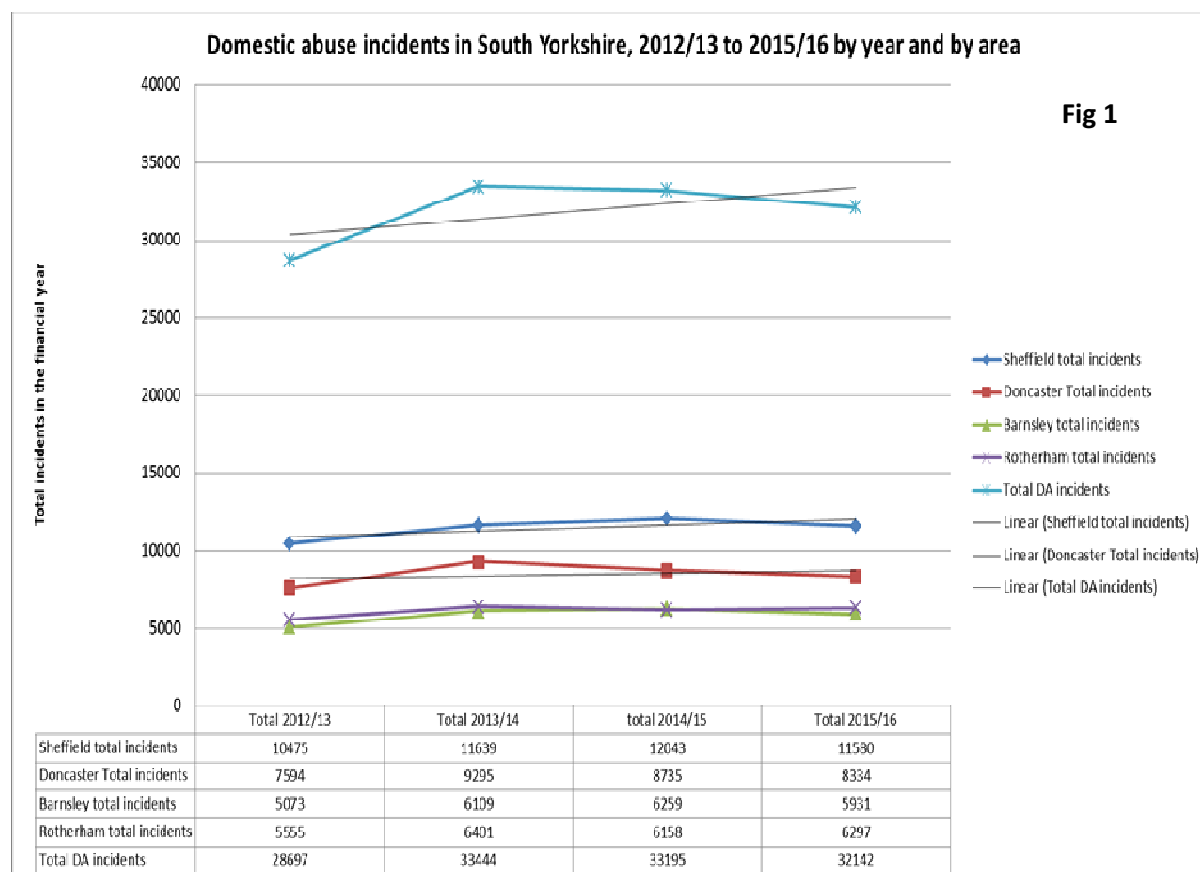
- 2.1 The impact of Domestic Abuse on the victim and children is severe and long lasting. Whilst there is a range of measures and services in place in Rotherham, under-reporting means there is scope to review and focus our resources to greater effect. Honour Based Abuse and Forced Marriage are also areas where we need to improve confidence in reporting, only then can we understand the true picture and apply resources most effectively.
- 2.2 The Safer Rotherham Partnership (SRP) has developed a Domestic and Sexual Abuse Strategy 2013 -2017 based on the Prevent, Protect and Pursue principles (Appendix 1).
- 2.3 The strategy describes the intentions of RMBC, Public Health, South Yorkshire Police and other partners with regard to improving domestic abuse services in Rotherham, but is approaching the end of its 'lifespan' and is in need of review and refresh in order to ensure that it remains fit for purpose and recognises and is inclusive of all partnership and agency contribution.

Domestic Abuse – Nationally

- 2.4 The crime survey for England and Wales (CSEW) estimates of domestic abuse are based on a relatively broad definition covering male and female victims of partner or family non-physical abuse, threats, force, sexual assault or stalking. Statistics show that:
- Some 8.2% of women and 4% of men were estimated to have experienced domestic abuse in 2014/15, equivalent to an estimated 1.3 million female and 600,000 male victims.
 - Overall, 27.1% of women and 13.2% of men had experienced any domestic abuse since the age of 16. These figures were equivalent to an estimated 4.5 million female victims of domestic abuse and 2.2 million male victims between the ages of 16 and 59.
- 2.5 Levels of domestic abuse have generally declined over the past decade. In the year ending March 2005 there were approximately 2.7m victims compared to just under 2.0m in the year 2014/15. This is a statistically significant reduction of 27%.

Domestic Abuse – South Yorkshire

- 2.6 Police data shows domestic abuse incidents in 2015/16 in the South Yorkshire region reduced by 3.17% (32,142 incidents) compared with the 33,195 incidents reported in 2014/15
- 2.7 Figure 1 shows the South Yorkshire total for the last four financial years. The trend line shows that activity during this period has fluctuated, with the highest number of reported incidents observed in 2013/14.



Domestic Abuse – Rotherham

- 2.8 During 2015/16, Rotherham accounted for 19.6% of all reported domestic abuse incidents in South Yorkshire and over the four year period the range has been between 18.6% and 19.6% per quarter of the South Yorkshire Total.
- 2.9 Unlike South Yorkshire, Rotherham had an increase in the number of reported incidents during 2015/16 compared to 2014/15. A total of 6297 incidents were reported to the police in Rotherham in 2015/16, which was 2.2% more than the 6158 reported in 2014/15.
- 2.10 The only year that Rotherham experienced a decrease in the number of reported incidents was 2014/15, which was in line with the rest of South Yorkshire for that period. This was in comparison to increases of 13.2% between 2012/13 to 2013/14 and 2.2% between 2014/15 to 2015/16.

- 2.11 It is estimated that as many as one in four women in Rotherham may be victims of domestic abuse, although the number of cases reported is much lower. Through working with victims it is also estimated that a victim can be the subject of abuse on up to 35 occasions before a report is actually made. Further analysis is required in order to get a better understanding in respect of this reporting 'gap'. The primary victims are predominantly women aged between 16 and 35, who frequently have dependent children.

3. Key Issues

What services are in place in Rotherham?

- 3.1 An overview of current service provision in Rotherham is shown at (Appendix 2).
- 3.2 A clear pathway(s) for those affected by domestic and sexual abuse needs to be developed and communicated. This should include children and other family members based on a family, none age related approach. Pathways should be clear about options for medium to low risk cases as well as high. All work streams impacted by domestic and sexual abuse should be clear about these pathways and processes.

How well do agencies work together at a strategic and operational level and how is this evidenced and evaluated?

- 3.3 Examples of good operational working practices exist, particularly through the linkages between front line practitioners, the Multi-Agency Safeguarding Hub (MASH), Safeguarding Adults Team (SAT), Independent Domestic Violence Advocacy Service (IDVA), Multi-Agency Domestic Abuse Meeting (MADA), Sexual Assault Referral Centre (SARC) and the Multi-Agency Risk Assessment Conference (MARAC). Likewise there are strong links between statutory agencies, commissioned services and the voluntary service.
- 3.4 The multi-agency Domestic and Sexual Abuse Priority Group has not met since 8th December 2014 when it was chaired by adult safeguarding. This, together with the post of Domestic and Sexual Abuse Co-ordinator being vacant between July 2015 and October 2016 did result in a lack of co-ordination of the strategic and operational functions, although lots of good work was, and continues to be done as outlined above. A smaller group initially led by C&YPS and later by Strategic Commissioning formed to fill this void and maintain some momentum, and its contribution in respect of this should be acknowledged. This group held its final meeting on 24th November to be replaced by a re-convened full priority group.

On what basis are services commissioned?

- 3.5 Commissioned services focus on emergency and reactive provision such as refuge and support services. Funding has previously come from the former supporting people programme. Services are currently being reviewed as part of the commitment to the medium term financial strategy (MTFS) process and there is scope to redesign and re-profile funding, that could include prevention and perpetrator programmes.

How is the effectiveness of services evaluated, for children and adult victims of domestic abuse and perpetrators?

3.6 Services are evaluated through an annual review of performance and outcomes using an outcome monitoring framework toolkit and report contract monitoring and partnership meetings. Overview of services is discussed at the Special Domestic Violence Court (SDVC) and monitoring by the Multi-Agency Risk Assessment Conference (MARAC) identifies high risk cases.

What is the funding available for services and is this resilient?

3.7 Funding from Housing Related Support (formally supporting people) is currently under review as part of the MTFs savings programme. It is however recognised and acknowledged that domestic abuse and sexual violence remains a key priority area for investment. Current funding streams are:

Housing Related Support

- | | | |
|------------------------------------|-----------------------|--------------------|
| • Refuge | £230,000 | to March 2017. |
| • Black, Minority, Ethnic, Refugee | £120,000 | to October 2018. |
| • Floating Support | £160,000 | to September 2018. |
| • IDVA Service | £236,000 ¹ | to March 2017 |
| • Total | £746,000 | |

How does provision compare with statistical neighbours?

3.8 The following financial information has been provided:

- | | | |
|-------------|-------------------|-----------|
| • Doncaster | £900,000 | (2016/17) |
| • Barnsley | £700,000 | (2016/17) |
| • Sheffield | Awaiting response | |

Delivery models across the county are comparable with the exception of Doncaster who has in place a dedicated perpetrator programme.

4. Options considered and recommended proposal

4.1 The detail of the recommended options is outlined in this report.

5. Consultation

5.1 There was consultation with partners, colleagues and staff delivering domestic abuse services in Rotherham which informed the main recommendations of this report.

¹ Includes contributions from Police & Crime Commissioner, Public Health, C&YPS, Clinical Commissioning Group

6. Timetable and Accountability for Implementing this Decision

6.1 There are no decisions that require implementation within this report.

7. Financial and Procurement Implications

7.1 There are no financial and procurement implications at this current time.

8. Legal Implications

8.1 There are no legal implications at this current time.

9. Human Resources Implications

9.1 There are no Human Resources implications at this current time.

10. Implications for Children and Young People and Vulnerable Adults

10.1 Pathways into services will be clear and gaps in services quickly identified and addressed. People accessing services will be offered options appropriate to the level of risk of their case. The workforce will have clarity of pathways available and will be able to refer accordingly. Governance will ensure that services are delivered appropriately and that legal obligations are met.

11. Equalities and Human Rights Implications

11.1 The recommendations support an improvement in equitable access to support.

12. Implications for Partners and Other Directorates

12.1 The recommendations support closer Partnership working at both a strategic and operational level based on a family based model.

13. Risks and Mitigation

13.1 Funding - There is a financial risk to commissioned services and provision in light of the current budget position of all agencies. This could be mitigated by an integrated commissioning approach which is family based with pooled investment.

13.2 Cutting back services - Cuts to NHS mental health services mean greater number of clients coming to domestic abuse and sexual abuse services but without commensurate increase in funding.

13.3 An increasing severity and complexity of presenting issues - Growing number (majority for some services) of clients presenting with severe or complex mental health difficulties including personality disorder, complex trauma, attachment disorders, high level or risk.

13.4 Growing waiting lists – All services seeing a rise in requests for support

13.5 The Domestic and Sexual Abuse Strategy - does not offer a Rotherham centric approach but talks more in terms of National issues and criteria. To offer the best solutions possible the strategy needs to reflect specifically the issues faced in Rotherham.

- An integrated approach between strategic level domestic abuse plans through to operational implementation would ensure consistency and support identification of 'gaps in services'.
- More work to facilitate an integrated approach between domestic abuse services and Early Help would enable sharing of good practice and provide an underpinning knowledge and awareness of domestic abuse.
- Policies and procedures/protocols need updating and integrating into practice.
- The current Domestic and Sexual Abuse strategy needs to be reviewed and a new action plan formulated. This needs to be developed alongside MASH, MARAC and MADA reviews and plans. SYP also need to be involved in the development of the strategy and plan. Possibly split the Sexual Abuse and Domestic Violence Strategies?
- Develop relationships with VCS
- Working with other services from a strategic through to operational level to ensure that the domestic abuse thread runs through all relevant and attendant services –e.g. Alcohol, Substance Misuse, Housing, Mental Health etc.
- Domestic abuse should be integrated at a strategic level so that all work streams consider and address the impact on victims, children and families.
- A lack of clarity in relation to governance arrangements undermines a co-ordinated partnership approach and means that there is disconnect between strategic intention and operational delivery. A review with partners of the governance arrangements would improve co-ordination and strengthen decision making.
- Lack of perpetrator programmes/support other than National Probation Service provision through Community Rehabilitation Company delivery.
- Organisations linking in with probation regarding licence agreements.
- Support for individual's displaying signs/indicators of abusive behaviour.
- Direct work with boys and young men needs to be developed; for example a therapeutic programme.
- All secondary school working in partnership with Domestic Abuse Services. (Prevention)
- Links between Domestic Abuse and Sexual Exploitation.
- Linking up with all professionals; for example, health.

14. Accountable Officer(s)

Karen Hanson, Assistant Director, Community Safety and Street Scene
Steve Parry, Crime and Anti-Social Behaviour Manager