

# Executive Report to Scrutiny

Scrutiny Commission

Neighbourhood Services and Community Involvement

Date of scrutiny meeting: 17<sup>th</sup> October 2013

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## **Specialist Domestic Violence Services**

Lead director: Director of Environmental & Enforcement Services  
(Adrian Russell)

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## Useful information

■ Ward(s) affected: All

■ Report author: Daxa Pancholi: (29) 8634/ (29) 8564

### 1. Summary:

- 1.1 This report provides an update on the current domestic violence services that have been commissioned in Leicester by Leicester City Council in September 2012, outlining the performance of these services; and highlight our intention to re-launch and celebrate the work carried out to date.
- 1.2 Domestic violence involves the misuse of power and is based on a range of control mechanisms. This can be by a partner, an ex-partner, a carer or one or more family members. Domestic violence can happen to anyone, regardless of their background.
- 1.3 In Leicester, partners are currently working to a citywide strategy for Domestic Violence which to run from 2009-2014. Domestic Violence impacts negatively on several city wide priorities and presents a particularly significant safeguarding issue for both adults and children.
- 1.4 The strategy includes prevention, support and protection. This encompasses universal services and those targeted at reducing the risk of homicide or other serious injury. Leicester suffers an average two homicides a year related to domestic violence. There are a growing number of reports to the police; in excess of 8000 a year, but many incidents are never reported.

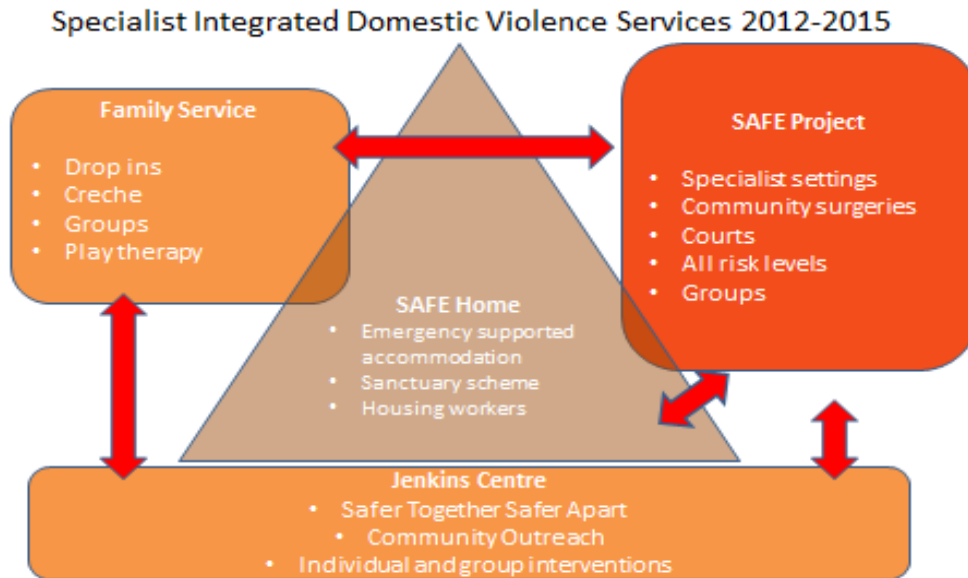
### 2. Main Report

- 2.1 Cabinet agreed the second Leicester Inter-Agency Domestic Violence Strategy in March 2010. When the strategy was agreed, it was on the basis that a single commissioning exercise would be carried out to pool the monies spent on domestic violence across the council and to review and re-commission in light of the strategic priorities, areas for improvement and gaps in provision.
- 2.2 Prior to this, there were ten contracts for domestic violence specialist provision sitting across three areas of the council, with six different voluntary sector providers. Some stakeholders and service users considered the provision to be confusing and referral routes unclear.
- 2.3 Furthermore the funding envelope was shrinking and evidence suggested that the demand for domestic violence services was increasing, so there was a clear need for on-going sustainable funding.
- 2.4 As a result of undertaking a commissioning exercise the following four services were put in place from September 2012 – March 2015 for victims, witnesses and perpetrators of domestic violence;
  - a. **The Family Service** which is able to offer support for children, young people and families affected by domestic violence past or present. They work with children and young people aged 0-19 and offer practical support such as crèche facilities, individual and group work. There are specific groups for those children and young people who

have experienced domestic violence and for those who are using violence. There is also specific parenting support work. This service is delivered by Living Without Abuse (LWA) which is a domestic abuse charity based in Loughborough, North Leicestershire, and was formerly known as Loughborough Women's Aid.

- b. **The Safe Home Service** which offers a holistic assessment of housing options for those affected by domestic violence, including making safety improvements to current addresses, accessing emergency temporary accommodation or negotiating a housing transfer. The main aim is the safety of those affected and finding sustainable long term safe accommodation as soon as possible. This can also mean moving the perpetrator rather than the victim of domestic violence, if they are committed to change and if this is the best way forward for the victim and children. The Safe Home service is being delivered by the Safe Project which is ran by EMH Homes, a regional organisation which primarily provide affordable homes.
- c. **The Safe Project** is the main help point for anyone affected by domestic violence in Leicester. Within the project there is a helpline service, telephone counselling, outreach support and independent domestic violence advisors (for those at the highest risk of homicide or serious injury). The project is staffed seven days a week. The safe project offers safety planning and risk assessment, working individually or in groups with those affected by domestic violence to establish immediate and long term improvements to safety and overall well-being. The Safe Project is delivered by EMH Homes which is a regional organisation.
- d. **The Jenkins Centre** which offers an option for those perpetrators who wish to change their own abusive behaviour. There is one to one and group work, together with partner support and work specifically on parenting. The Jenkins Centre is delivered by "Free from Violence and Abuse" FreeVA (formerly Domestic Violence Integrated Response Project (DVIRP)) with Respect. Whilst FreeVA are a local voluntary organisation with a background in working with victims of domestic violence; Respect is a national membership organisation which works with male and female perpetrators of domestic violence, young people who use violence and abuse at home and in relationships **and** men who are victims of domestic violence.

2.5



2.6 In order to ensure value of money and the delivery of positive outcomes and outputs, the projects are closely performance managed through a robust contract monitoring process.

2.7 Each provider is required to submit performance information with evidence at the end of each quarter; this information is assessed by the Contract Monitoring Officer. If it appears that the provider is experiencing difficulties in meeting the set targets, then the Contract Monitoring Officer will help and support the organisation in order to identify solutions.

2.8 At the outset, the Commissioning Team agreed that, built within the contractual agreement should be an element of payment by result. As a consequence of this decision, using a set criteria, projects received the last 20% of their funding on the following basis;

- ✓ Meeting performance requirement, resulted in a 20% final payment
- ✓ Partially meeting performance requirement resulted in a 10% final payment.
- ✓ Not meeting performance requirement resulted in no payment being made.

2.9 Detailed performance information is contained within the appendices (this information is shared with all partners and stakeholders), the services have only been in existence for 12 months and therefore there are no figures to compare one year to the next.

	No of people accessing victim service	No. of safety plans completed	“Out of hours” interventions	No. of referrals to family service	No. of housing referrals	No. of homes secured	No. of people referred to perpetrator programme
<b>1/9/12 – 31/12/12 (4 months data)</b>	2701	466	349	88	164	64	24
<b>1/1/13 - 31/3/13</b>	1558	658	162	18	166	66	27
<b>1/4/13- 31/6/13</b>	1838	810	195	27	185	46	36

2.10 In terms of those activities and performance indicators reported to the City Mayor these include;

- % of users of DV services who feel safer following intervention
- % of victims of domestic violence that engage in support
- No of victims of domestic violence that engage in support

	Q2 (Jul – Sep 2012)	Q3 (Oct –Dec 2012)	Q4 (Jan – Mar 13)	Target Year 1	Q1 (Apr – Jun 13)	Target
% of users of DV services who feel safer following intervention	54% (1 month of operating)	73% aggregate across services	79% aggregate across services	Aggregate <b>69%</b> at year end  (Target had not been set)	90% aggregate across services	80%
% of victims of DV that engage in support	77%	79%	93%	<b>83%</b> aggregate at year end  70% target	87%	70%*
Number of victims that engage in support	109	130	122	No target – report on actual numbers only	160	No target – report on actual numbers only

\*Output and outcome targets for year 3, will be agreed based upon performance over the period September 2012 – March 2014 and will include an element of 'stretch' for providers.

2.11 This year will be the first year anniversary of establishing the Integrated Domestic Violence Services and therefore, an event has been planned to coincide with the National Domestic Violence week in November, in order to celebrate the successes of our approach in dealing with this difficult subject and to re-launch the services.

2.12 In terms of “stumbling blocks” and areas of activity which delayed the roll-out of the service included:

- i. Providers took some time to fully embed services and integrate with each other. This may have been due to the outcome of the tendering – some providers lost out on services they had been delivering which created a climate of competition. Furthermore, this was a comparatively new way of working and it was expected that providers would need time to recognise and process this.
- ii. There appeared to be a lack of clarity on monitoring requirements from outset of contracts and as a result there were on-going and protracted discussions around targets, definitions and understanding

2.13 In relation to successes:

- i. There has been an increase in uptake of services
- ii. Leicester City Council staff training programme is underway and fully subscribed

- iii. Male victims group established
- iv. Communications Campaign has been launched in order to bring about greater awareness of the services available to both victims and perpetrators.
- v. Performance monitoring has been standardised; this standardisation has provided partners with the ability to improve the targeting of provision

2.14 Furthermore, the council together with the police have instigated a media campaign to encourage greater reporting of domestic violence, in order to ensure that victims and perpetrators receive the support needed.

### **3. Tell us how this issue has been externally scrutinised as well as internally?**

3.1 Formal reports are produced and presented to the Domestic Violence Delivery Group, which is made up of partner agencies, such as the city council representatives from adults and children, the police, probation, health (both Public health and Leicester Primary Trust) and voluntary sector partners. Information on successes, barriers or risk is then taken to the Safer Leicester Partnership as the accountable body.

## **4. Financial, legal and other implications**

### 4.1 Financial implications

The annual budget is £868k, covering the services / projects detailed in the report together with funding for Co-ordinated Action Against Domestic Abuse (CAADA) and a monitoring officer. The forecast actual spend this year is £801k.

Colin Sharpe, Head of Finance, ext. 37 4081

### 4.2 Legal implications

The Specialist DV services (SDVS) are subject to appropriate governance and scrutiny to ensure funding is outcome and results based. This should continue to minimise potential for any financial or operating irregularities which could lead to Legal action against the Council or any service employees.

Failure to provide DV services could have negative implications for the City Council. As a housing authority we have duties to our tenants to allow them “quiet enjoyment” of their tenancies. If violent or abusive behaviour causes issues outside of the household other tenants could expect the City Council to take action.

Without DV support services for victims and perpetrators, there could be an increase in court cases (and associated officer time and costs) to seek to injunct, ASBO or evict perpetrators of DV.

If services are not provided there could also be an increase in Homeless residents fleeing DV and again this impacts on council housing stock, housing management of tenancies and

properties, hostel places and funding to ensure the vulnerable are homed.

Any decisions by the City Council have to be Human Right Act 1998 in that the decision must be “necessary, reasonable and proportionate”.

In making any decisions about DV support services the economic, social and individual benefits of assisting and supporting perpetrators and victims of DV should be considered in any balancing of what is “reasonable” to do under the Human Rights Act.

The City Council also has duties under the Equalities Act and internal policies on Equality. There may be disadvantage to a particular gender/ ethnic group if DV services outlined in this report are not continued.

Caroline O'Hare (nee) Frith, Chartered Legal Executive,  
Internal calls - 37 1449

#### 4.3 Climate Change and Carbon Reduction implications

There are no climate change implications arising from this report.

Duncan Bell, Senior Environmental Consultant, Environment Team. Ext. 37 2249.

#### 4.4 Equality Impact Assessment

People from across all protected characteristics can potentially become victims of domestic violence and abuse. Individual equality impact assessments that have been carried out for services which sit within this broad group, and they have explicitly identified the range of issues to take into consideration regarding the needs of individuals related to their protected characteristics. Equality considerations are context specific based on the circumstances of the individual concerned and the range of services supporting domestic violence must be able to meet this diverse range of needs in whatever delivery model has been chosen. Monitoring the protected characteristics of the users of this service by take up and outcomes will be one way the services involved can demonstrate their ability to manage diversity of need.

Irene Kszyk, Corporate Equalities Lead

#### 4.5 Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

N/a

### **5. Background information and other papers:**

- I. Leicester Inter-Agency Domestic Violence Strategy 2009-2014
- II. Domestic Violence Review & Commissioning Report - November 2011

III. “Changing Specialist Domestic Violence Services in Leicester City Council” Consultation Findings Report 2012

6. **Summary of appendices:**

- I. Appendix A - Performance of Integrated Specialist Domestic Violence Services **1/9/12 – 31/12/12**
- II. Appendix B - Performance of Integrated Specialist Domestic Violence Services **1/1/13 – 31/3/13**
- III. Appendix C - Performance of Integrated Specialist Domestic Violence **Services 1/4/13 – 30/6/13**



**Performance of Integrated Specialist Domestic Violence Services**

**1/9/12 – 31/12/12**

Due to extended procurement completion processes, contracts were not signed until the week commencing 13/8/12, giving less than three weeks to the contract start date of Saturday 1/9/12. The transition arrangements for the helpline number were not confirmed with the exiting provider until 31/8/12. The old helpline number was subsequently diverted to the new service for a four month period, paid by the city council.

Despite this, and complex TUPE matters to resolve, the providers of the SAFE project were in a position to deliver the helpline service from Saturday 1/9/12 and both the Family Service and Safe Home Service were operating from Monday 3/9/12 with full staffing. The Jenkins Centre started some development work in September and had completed recruitment of 4 new staff members by the end of December 2012.

At this point, only four months into service delivery, some outcome data is starting to appear, and it is positive. However we will wait until the closure of another full quarter before reporting more formally on this so that the findings are more meaningful.

**Some key messages:**

- Regular, publicly accessible sessions are available in neighbourhoods across the city
- Referrals reflect the local population in terms of ethnicity
- The specialist providers are co-ordinating and partnering with mainstream practitioners to make the best use of resources
- There is now a central co-ordination point for freedom and recovery toolkit groups across the city and planned groups for the 2013 calendar year

**2701** people accessing SAFE project  
**466** safety plans completed  
**349** 'out of hours' interventions

**88** referrals to the family service

**164** housing referrals  
**64** homes secured

**24** referrals to the Jenkins Centre

**88** family cases opened  
**85** housing cases opened  
**130** currently on SAFE caseloads (end Dec 2012)  
**308** children and young people accessing family service  
Over **100** training & awareness sessions delivered

#### **Some areas of focus for quarter 4:**

- Increasing levels of appropriate referral
- Promote the availability of crèche facilities more widely
- Releasing a training timetable for city council staff
- Establishing the practitioners network
- Preparing for the change in government definition
- Mapping client unique reference numbers
- Think Family referrals and allocation panels
- Monthly service manager meetings
- Male victims project group trial initiatives
- Building the needs and outcomes picture
- Capturing 'method of access' data (text; web; drop in; helpline; email; other)

#### **Safeguarding Children**

- 64% of SAFE clients (Oct-Dec) had children
- 7% were pregnant
- 237 children in total
- 19% with known CYPS involvement (13% S47)
- 70 risk assessments were completed by the Family Service
- 2 (3%) children and young people accessing the family service noted self-harm
- 1 (1%) of the children and young people accessing the family service noted suicidal feelings
- None of the children and young people accessing the family service were at risk of forced marriage
- 3 people accessing the SAFE project were aged 16-17years

#### **Safeguarding Adults**

- 31% (55) noted mental health problems
- 25% (44) noted threatened or attempted suicide
- 19% (34) noted self-harm
- 2% (3) were in receipt of community care payments
- 3% (5) were at risk of forced marriage
- 7% (13) were at risk of honour based violence
- 14% (24) were at risk from multiple perpetrators
- 47% (84) were high risk at intake
- 30% (53) met the MARAC threshold at intake
- 16% (29) had attended A&E as a result of abuse

## Performance of Integrated Specialist Domestic Violence Services

1/1/13 – 31/3/13

The integrated services have now been operational for a period of 7 months (see previous report of 21/2/13). During the last quarter significant work has taken place to embed and promote the services locally. Alongside this, guidance and structures for the collection of meaningful performance data have been drawn up. From the areas of focus for quarter 4 we can provide the following update:

- Appropriate referrals have increased across all services
- Crèche take up has increased
- Training timetable for LCC staff is nearing completion
- Practitioners network has met for the first time
- Think Family referrals & allocation panels: links are now in place and Think Family lead is meeting with service providers to draw up referral protocols
- Regular meetings are in place for Service Managers of the IDV to ensure better integration of services
- Male victims project group has been established

### January to March Data

**1558** people accessed SAFE victim service  
**658** safety plans completed  
**162** 'out of hours' interventions

**18** families referred to LWA family service

**166** housing referrals  
**66** homes secured

**27** referrals to the Jenkins Centre Perpetrator Service

**43** family cases opened  
**100** housing cases opened  
**60** SAFE Home cases  
**122** SAFE Victim & Survivor cases  
**338** children & young people accessing family service  
**67** training & awareness raising sessions delivered

### Some areas of focus for quarter 1 2013/14:

- Continued promotion of services across the City
- Continued promotion of crèche facilities
- Training to have commenced for LCC staff
- Mapping client unique reference numbers
- Embed Think Family into DV services
- Protocol for rehousing of perpetrators

#### Safeguarding Children

- 70% of SAFE clients had children
- 8% were pregnant
- 225 children in total
- 24% with known CYPs involvement (12% S47)
- 38 risk assessments completed by the Family Service
- 1 young person accessing the family service noted self-harm
- 1 young person accessing the family service noted suicidal feelings
- 5 people

#### Safeguarding Adults

- 35% (73) noted mental health problems
- 23% (36) noted threatened or attempted suicide
- 10% (15) noted self-harm
- 8% (12) were in receipt of community care payments
- 6% (17) were at risk of forced marriage
- 17% (45) were at risk of honour based violence
- 19% (29) were at risk from multiple perpetrators
- 49% (76) were high risk at intake
- 23% (36) met the

#### Jenkins Centre

- 83% (42) of clients had children
- 93 children in total
- 73% (66) reached threshold for child protection intervention
- 47% of partners had accessed no prior support
- 4 referrals to IDVA, 3 to MARAC
- 61% of clients had complex needs
- 42% did not attend appointments
- 20% engaged with the service

If you have any comments on the performance information, then please contact our Contract Monitoring Officer, Sharon Bryan on:

Telephone: 0116 2528562. Email [sharon.bryan@leicester.gov.uk](mailto:sharon.bryan@leicester.gov.uk)

## Performance of Integrated Specialist Domestic Violence Services 1/04/13 -31/06/13

The integrated services are now into year 2 of contract delivery and this report features data from quarter 1 only, not cumulative numbers. From the areas of focus noted on the last report we can update as follows:

Service promotion is embedded  
Crèche take up is increasing  
Training for LCC staff is now programmed in for September  
Perpetrator housing protocol at sign off stage  
Police Communications Campaign is almost ready to launch

### April – June headline data

**1838** people accessed SAFE victim service  
**810** safety plans completed  
**195** 'out of hours' interventions

**27** referrals to LWA  
family service

**185** housing referrals  
**46** homes secured

**36** referrals to Jenkins  
Centre perpetrator  
Service

**87** family cases opened  
**185** housing cases opened  
**65** SAFE Home cases  
**160** SAFE Victim & Survivor cases  
**93** children & young people accessing the family service  
**45** training & awareness raising sessions delivered

### Some areas of focus for quarter 2 2013/14:

- Roll out of training programme
- Continued promotion of crèche facilities
- Mapping client unique reference numbers
- Maintain the momentum of the practitioners network
- Launch of Police Communications Campaign

#### Safeguarding Children

- 190 SAFE clients had children
- 13 were pregnant
- 378 children in total
- 19% (36) with known CYPS involvement (11%/21 S47)
- 31 risk assessments completed by the Family Service
- 5 young people accessing the family service noted self-harm
- 2 young people accessing the family service noted suicidal feelings
- 36 clients accessing the SAFE project were aged 16-18yrs

#### Safeguarding Adults

- 33% (90) noted mental health problems
- 23% (62) threatened or attempted suicide
- 13% (35) noted self-harm
- 2% (6) were in receipt of community care payments
- 3% (9) were at risk of forced marriage
- 11%(29) were at risk of honour based violence
- 17% (47) were at risk from multiple perpetrators
- 154 (56%) were high risk at intake
- 29% (80) met the MARAC threshold

#### Jenkins Centre

- 90% (37) of clients had children
- 77 children in total
- 85% (66) reached the threshold for child protection intervention
- 68% of partners had accessed no prior support
- 0 referrals to MARAC
- 1 referrals to IDVA
- 30% of clients had complex needs
- 54% non-attendance at assessment appointments
- 22% assessed as unsuitable for the programme

If you have any comments on the performance information, then please contact our Contract Monitoring Officer, Sharon Bryan on: [sharon.bryan@leicester.gov.uk](mailto:sharon.bryan@leicester.gov.uk)