<u>UPDATE ON VIOLENCE AGAINST WOMEN AND GIRLS, DOMESTIC ABUSE AND SEXUAL VIOLENCE STRATEGY</u>

To: Communities and Partnership Committee

Meeting Date: 26th October 2017

From: Sarah Ferguson (Assistant Director, Housing,

Communities and Youth)

Electoral division(s): All

Forward Plan ref: Not applicable Key decision:

No

Purpose: To update Committee on activities to develop a new joint

multi-agency Violence Against Women and Girls

(domestic abuse and sexual violence) strategy and action plan for Cambridgeshire and Peterborough, and to raise awareness of implications arising for future community-

based provision

Recommendations: It is recommended that the Committee:

 Notes the priorities arising from the development of a new countywide domestic abuse / sexual violence strategy (see section 2.3).

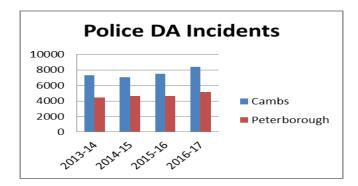
- b) Notes the implications arising from these priorities.
- c) Is invited to make comment on the Strategy and priorities.
- d) Consider if Members would like Cambridgeshire County Council to develop a White Ribbon campaign. (see Section 2.6)

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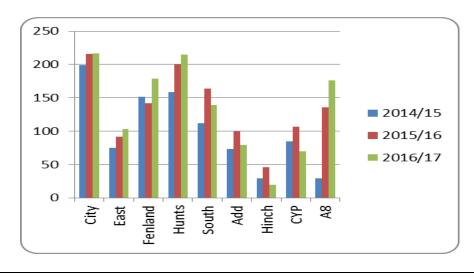
1. BACKGROUND

- 1.1 Domestic abuse is a high risk / harm / cost issue which impacts all communities, individuals and agencies across Cambridgeshire. The most recent data (Cambridgeshire *Violence Against Women and Girls* (VAWG) Needs Assessment, 2017) shows that:
 - There were 12,300 police recorded incidents of domestic abuse in 2015/16, with 80% of victims being female. Investigating domestic abuse crimes is now the force's single largest workload
 - There were 7,900 VAWG-related crimes recorded by the Constabulary in the same year
 - Around 20% of all reported incidents of domestic abuse feature a male victim
 - One in ten Year 10 girls report that they have been put under pressure to have sex or do sexual things with a previous or current boyfriend
 - Around 50% of children's social care caseloads across the county reflect some form of domestic / sexual abuse element
 - An estimated 80% of domestic abuse and sexual violence crimes are never reported.

The same research shows that demand for relevant domestic abuse services is increasing year on year. The table below illustrates the increasing trend in reporting domestic abuse (DA) to the police:



The following table illustrates the increasing demand for Independent Domestic Violence Advisors (IDVAS):



- Data submitted to the needs assessment by Cambridge Women's Aid (outreach provider for City and South Cambridgeshire) showed that a total of 1082 victims had accessed their community-based services in 2016/17. For the same period, Refuge (outreach provider in East, Fenland and Huntingdonshire) received 242 referrals for outreach support.
- 1.3 Since 2012, the Home Office has progressed an End Violence Against Women and Girls (VAWG) agenda via two national strategies in response to international legislation known as the 'Istanbul Convention'. The 2016 2020 national strategy, which now covers all issues of domestic abuse and sexual violence, includes a new National Statement of Expectations (NSE) that requires local partnerships to undertake a VAWG needs assessment and develop a multi-agency strategy and action plan as a result.
- In June 2016, the Cambridgeshire Office of the Police and Crime Commissioner (OPCC) commissioned a countywide VAWG needs assessment via the [then] Safer Communities Team at Cambridgeshire County Council (CCC). It was subsequently decided to undertake this assessment in partnership (according to best practice, as established by the Home Office) with the Local Authority's Public Health Team to bring together the public health and community safety methodologies employed in previous Joint Strategic Needs Assessment (JSNA) / community safety strategic assessments (available on request). The aim of the assessment was to collate and present data on the context to, and prevalence of, VAWG across Cambridgeshire and Peterborough to identify gaps in provision / need, which in turn would inform a joint VAWG / domestic abuse / sexual violence. Work to complete the strategy and plan is now well progressed, and will be 'signed off' by the Domestic Abuse and Sexual Violence Partnership's (DASVP) Delivery Board at the November 2017 meeting. The following will outline the content of the DRAFT strategy and plan (Separate Appendix 1), and identify key issues for CCC arising from it.

2. MAIN ISSUES

2.1 **Strategy development process**

As outlined above (see 1), the needs assessment commenced in June 2016 with a written request for partners to supply data to inform the assessment. This was followed up with interim reports being made to the [then] DASV Partnership Board, the Local Safeguarding Children Board (LSCB), Committee, and Senior Management Team (SMT) at CCC. A further workshop was facilitated with key stakeholders in August 2017 to establish priorities for the draft strategy. A dedicated workshop with representatives from the six Community Safety Partnerships (CSPs) was also held in September 2017. The draft strategy is currently with key internal and external stakeholders across Cambridgeshire and Peterborough. It will then be presented in its final version to the Domestic Abuse and Sexual Violence Partnership Delivery Group in November 2017. Once signed off by the Delivery Group, the strategy and multi-agency plan will be presented to stakeholders during December 2017.

2.2 **Structure of the DRAFT strategy and action plan**

2.2.1 The strategy and plan have been drafted to reflect national and local policy drivers and needs. International and national responses to VAWG are legislated for under the Istanbul Convention (2011), which places a responsibility on signatories to 'combat and prevent' violence against women and girls. Subsequently, the Home Office has developed a new

National Statement of Expectations (NSEs) as part of its 2016-2020 End Violence Against Women and Girls Strategy to inform local activities. The NSEs are:

- National Statement of Expectation 1 the victim at the centre. Every victim, whether adult or child, is an individual with different experiences, reactions and needs. Local areas should ensure that services are flexible and responsive to the victim's experience and voice
- National Statement of Expectation 2 a clear focus on perpetrators. In order to keep victims safe, local areas should ensure that there are robust services in place which manage the risk posed by perpetrators and offer behavioural change opportunities for those willing and able to engage with them
- National Statement of Expectation 3 a strategic, system-wide approach to commissioning. Good commissioning always starts with understanding the issue and the problem you are trying to solve
- National Statement of Expectation 4 locally-led and safeguards individuals at every point. Commissioned services should make use of local initiatives and services already in place to utilise resource, share best practice and ensure that there are coordinated pathways of support
- National Statement of Expectation 5 raises local awareness of the issues and involves, engages and empowers communities to seek, design and deliver solutions. Commissioners should work with local partners to provide a multiplicity of reporting mechanisms to better enable victims to come forward and access the support they need.
- The Home Office has modelled its expected response below. Please note the intention to increase reporting / enhance earlier interventions across all *VAWG* crime-types:







- Police response
 Confidence in criminal justice system
 Improved understanding of VAWG (eg coercive control)
 Bystander programmes
- 2.2.3 The aims of the national VAWG strategy, national action plan and NSEs have been embedded in this strategy and our local action plan. The strategy and plan are also cognisant of the following local drivers and policy:
 - Cambridgeshire Crime and Policing Plan, 2017
 - Cambridgeshire Safeguarding Board Domestic Abuse Strategy and Guidance, 2017
 - Cambridgeshire Constabulary Domestic Abuse Improvement Plan, 2016/17/18
 - Cambridgeshire County Council Domestic Abuse Action Plan, 2017
 - Cambridge City Community Safety Partnership Action Plan, 2017/18
 - East Cambridgeshire Community Safety Partnership Action Plan, 2017/18
 - Fenland Community Safety Partnership Action Plan, 2017/18
 - Huntingdonshire Community Safety Partnership Action Plan, 2017/18
 - Peterborough Safer Communities Partnership Action Plan, 2017/18.

The recent (September 2017) Office for Standards in Education, Children's Services and Skills (OFSTED) review of the second joint targeted area inspection programme (JTAI), which began in September 2016 and which examined 'the multi-agency response to children living with domestic abuse' also provides support to the locally identified priorities, especially with regards to earlier intervention and prevention.

2.3 Priorities established through the above processes

- 2.3.1 The aim of the strategy and plan is to 'reduce the harms associated with Violence Against Women and Girls and to prevent these crimes from occurring within our communities'. To achieve this aim, the Domestic Abuse and Sexual Violence Partnership will work, according to the national serious / organised crime strategy, to:
 - Prevent people from becoming perpetrators and victims of VAWG
 - Protect victims and their families, whether or not they choose to report crimes to the police
 - Pursue perpetrators through the criminal justice system and ensure that they face the consequences of their actions
 - Prepare and support victims to recover from the impacts of violence and abuse.
- This vision is supported by three countywide priority areas (2017-21) established through the needs assessment and strategy development processes, where we want to make a significant impact through the partnership. These priorities are:
 - To develop a specialist countywide, outreach provision (beyond July 2018) which is community-based and accessible to all (this includes requests for service from internal and external partners)
 - 2. To develop a countywide, multi-agency domestic abuse unit to facilitate a 'single point of entry' to local specialist services, and to rationalise existing provision and pathways
 - 3. To ensure that accessible awareness-raising and community development / resilience-building resources and activities are developed and supported, especially those targeting specific demographics, such as young people and children, those from A8 communities (especially Lithuania), those from Black Minority Ethnic and Refugee (BMER) or Lesbian, Gay, Bisexual, Trans and Queer (LGBTQ) communities, older people, and those with disabilities.
- 2.3.3 In addition to the above priorities, the strategy and action plan reflects other areas of need which will be addressed via the Delivery and Operational groups over the next four years. It is also worth stating that at a District level work continues through the Community Safety Partnerships to develop local priorities and actions.

Work already commenced at a County level to address these areas of need are:

- Commissioning a countywide outreach service (until July 2018 only) via the Department for the Communities and Local Government (DCLG) grant award
- Developing a common accommodation-based approach to tackling domestic abuse across Cambridgeshire and Peterborough via Domestic Abuse Housing Alliance (DAHA) accreditation, via the DCLG grant award
- Providing community-based trauma therapy for young people aged 13-19 via a

- Home Office grant award (2017 2020) for VAWG transformation
- Providing schools, special schools, Pupil Referral Units, Further Education and Higher Education colleges with awareness and support services via CCC, Peterborough City Council (PCC), Centre 33, YMCA, SexUality, and other partners
- Developing community-based projects to address the needs of young people who
 use violence and abuse in their relationships with Youth Offending Service, Ormiston
 Families, and YMCA
- Developing community-based awareness and prevention projects to address the needs of young victims / those at risk of victimisation in partnership with CCC, PCC, and YMCA
- Providing extra dedicated resource at the Victim and Witness Hub (including the provision of Community Psychiatric Nurses) to support victims of VAWG
- Developing a single, countywide Independent Domestic Violence Advisory Service and Multi-Agency Risk Assessment Conference (MARAC) process.
- Early discussions with Members in Cambridgeshire are also suggesting that the County Council may want to explore the development of a White Ribbon campaign, which could include greater input around DASV through our workforce development programme. This is could be explored further across the political landscape in both Cambridgeshire and Peterborough.

2.4 Aims and outcomes of the DCLG award

- 2.4.1 The aims of the DCLG project, which is funded at £700k (£126k for 2016/17 and £574k for 2017/18), are to provide a multi-agency response to enable victims of domestic abuse and their children to be appropriately supported to be safe, and to cope, recover and eventually move on from the abuse they have experienced. The aim is for victims and their children to be able to remain in their own home where it is safe to do so. They will be provided with additional security for their homes and individualised support delivered face to face on an outreach basis.
- 2.4.2 Outreach workers will enable them to access a range of existing services such as mental health support, sexual health and substance misuse providers, as applicable. They will support victims to overcome multiple disadvantages and work collaboratively across the public sector. The bid will support their access to specialist sexual violence counselling where this is required to enable them to cope and recover from any sexual violence or abuse within the relationship.
- 2.4.3 Black, Asian, Minority Ethnic and Refugee (BAMER) women and their children may find accessing services challenging, especially where English is not their first language, so to facilitate access from this cohort staff from these backgrounds will be positively recruited for the outreach posts. The priority languages, based on local needs assessments will be Polish, Russian, Lithuanian, Panjabi and Urdu. The outreach workers will also ensure they work alongside Gypsy and Traveller outreach, health and support staff including "One Voice for Travellers".
- 2.4.4. Fenland, Huntingdonshire, East Cambridgeshire and South Cambridgeshire are very rural areas, and accessing services in the local towns can be challenging for those who have limited access to transport, are feeling vulnerable due to the abuse they have suffered, or who may be disabled or elderly and may be living in poverty. Therefore, this fund will enable

them to receive support which they would not have otherwise been able to access.

- 2.4.5 The outreach posts will be linked in with those families identified across the area as on the "Troubled Families" cohort and will liaise and advise staff currently working with the families to ensure that interventions are as effective as possible. The victims within the outreach service will not all be female and there will be provision of equitable support for men as they require it. There are approximately 550 families across the bid area experiencing domestic abuse on the Troubled Families Cohort at any given time.
- 2.4.6 To progress the above aims and activities, the grant has funded the following elements of the above integrated accommodation based support pathway:
 - 8 whole time equivalent (wte) specialist domestic abuse outreach workers will be employed by the 3 specialist domestic abuse services across the 7 local authority areas
 - 1.5wte Community Psychiatric Nurses, will work alongside the outreach workers peripatetically, whilst employed by Cambridgeshire and Peterborough Foundation Trust, enabling vulnerable victims and their children to access support for the trauma they have suffered
 - 1wte Domestic Abuse Housing Policy Officer will work across all areas with the largest 20 housing providers
 - Security visits and equipment for 350 visits by the "Bobby Scheme" a local charity working with victims of crime
 - A fund to ensure refuge provision for women with no recourse to public funds and funding to enable women to move on from refuge provision will be available to all four refuges across the area
 - Provision of Specialist Sexual Violence Counselling for those victims who have suffered sexual violence.

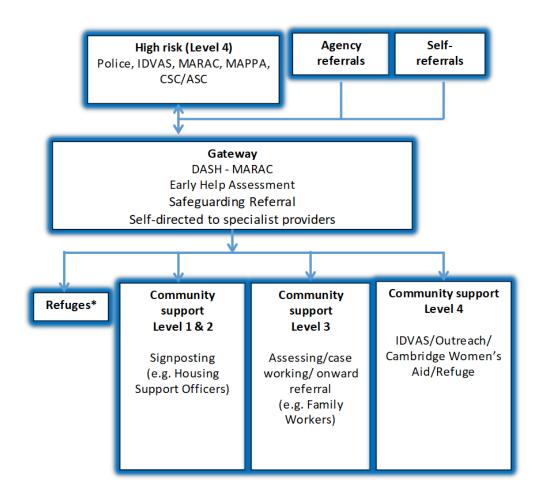
Although the activities outlined above are welcome, and are addressing identified need, the conclusion of the DCLG grant funding of outreach provision from July 2018 onwards especially creates specific issues for the county.

2.5 Outreach provision

- 2.5.1 Cambridgeshire County Council has historically commissioned an outreach service alongside elements of refuge support (see 4.1, below) via previous Supporting People arrangements. These arrangements were transferred to the [then] Safer Communities Partnership Team at CCC in 2014, and the contracts were retendered in 2016. An outreach contract to the value of £32,500 was awarded to Cambridge Women's Aid and one of £52,000 to Refuge at this time. Since 2016, all of Cambridgeshire's outreach provision has been resourced via the DCLG award (see 2.4, above).
- 2.5.2 Accessible and sustainable outreach provision is a vital tool in our efforts to address domestic abuse in Cambridgeshire. It provides:

- Accessible support for victims in the community, especially those from minority, or vulnerable groups
- Specialist support for those not wishing to disclose the police
- Capacity and resiliance-building amongst communities and individuals
- Prevention and earlier intervention which halts escalation and decreases demand on high-risk / safeguarding services
- An outlet for agencies to make requests for specialist services.

The model below illustrates the importance of outreach to our local service delivery model:



2.6 White Ribbon Campaign

The White Ribbon Campaign (http://www.whiteribboncampaign.co.uk/

) is a global awareness-raising activity designed to prevent violence against women and girls from occurring. Individuals and organisations can 'pledge' to support the campaign, and so achieve 'ambassador' status. Cambridge City Council already has the status, with Fenland and Peterborough City Council also considering their pledge at the current time. The 'pledge' is symbolic in practice, but is useful in raising awareness, and showing support.

3. ALIGNMENT WITH CORPORATE PRIORITIES 3.1 Developing the local economy for the benefit of all

The costs associated with domestic abuse on the UK economy are currently estimated (National Institute for Health and Care Excellence (NICE), 2014) at £15.7billion per annum. The most recent (Walby, 2009, on behalf of the Home Office) estimate of the local cost to agencies of responding to domestic abuse puts this figure at £64.9million per annum. These costs are disaggregated, by district, below:

	Total costs (not including human and emotional costs) pro-rated by population
County	£64.9m
Cambridge	£16.1m
East Cambridgeshire	£8.4m
Fenland	£8.8m
Huntingdonshire	£17.0m
South Cambridgeshire	£14.6m

These annual costs can further be disaggregated, by impact on provider / sector / lost economic output, as modelled below:

	Physical and mental health care costs pro-rated by population	Criminal justice costs pro-rated by population	Social services costs pro-rated by population	Housing and refuges pro- rated by population	Civil legal services Pro-rated by population	Lost economic output pro- rated by population
County	£19.5m	£14.2m	£3.2m	£2.2m	£4.4m	£21.6m
Cambridge	£4.8m	£3.5m	£0.8m	£0.5m	£1.1m	£5.4m
East	£2.5m	£1.8m	£0.4m	£0.3m	£0.6m	£2.8m
Fen	£2.6m	£1.9m	£0.4m	£0.3m	£0.6m	£2.9m
Hunts	£5.1m	£3.7m	£0.8m	£0.6m	£1.1m	£5.7m
South	£4.4m	£3.2m	£0.7m	£0.5m	£1.0m	£4.9m

Local research undertaken in 2005 (Cambridgeshire Crime Research Team) estimated the cost of a single police-reported incident of domestic abuse at £15,556. Last year (2016/16), there were over 12,300 incidents of domestic abuse reported to the police.

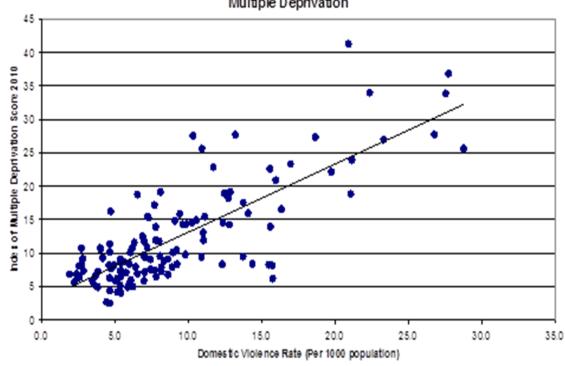
Community-based outreach provision, which includes advocacy and support services, has been found to be effective in reducing the costs associated with domestic abuse. This evidence is presented in the table below:

	Finding
Home Office (2011)	Estimates suggest a substantial return on
	investment of £2.90 for every £1 spent
The National Institute for Health and	Moderate evidence from the UK
Care Excellence (NICE, 2014)	perspective suggested that the
	interventions were cost effective, with an

incremental cost–effectiveness ratio of
£2450 when an additional quality-
adjusted life year was valued at £20,000

Whilst it is difficult to estimate the direct cost effectiveness of domestic abuse outreach provision on CCC services (primarily due to recording issues within the organisation), the evidence suggests the overall message is that the cost of domestic violence and abuse is so significant that even marginally effective interventions are cost effective (NICE, 2014). This factor is especially relevant when consideration is given to the local correlation between domestic abuse and deprivation, as modelled below:





3.2 Helping people live healthy and independent lives

The evidence-base (national and local) suggests that accessing community-based outreach provision improves outcomes for those victims, and their children, impacted by domestic abuse. The following sources are indicative of this evidence:

- Policing and Crime Reduction Unit (2000)
- World Health Organisation (WHO, 2002 & 2013)
- Department of Health (2011)
- NICE (2013)
- Early Intervention Foundation (EIF, 2014)
- College of Policing (2014 & 2017)
- HM Inspectorate of Constabulary (HMIC, 2014 & 2016)
- European Union (2015)

• Home Office (2009 & 2016).

Local data, from the Domestic Abuse and Sexual Violence Partnership's Annual Report (2016/17) shows that community-based provision is an effective way of securing positive outcomes for victims. A recent (2016) exit assessment undertaken by Refuge with victims showed that:

- 100% reported an end to all physical abuse
- 87.9% reported an end to psychological abuse
- 100% reported an end to sexual abuse
- 85.7% reported an end to financial abuse
- 73.1% stated they felt much safer
- 66.0% stated their quality of life had improved a lot
- 32.0%% felt very confident in knowing how to access support.

3.3 Supporting and protecting vulnerable people

The evidence-base, both national and local, suggests that accessing community-based outreach provision is effective in supporting and protecting victims, and their children, impacted by domestic abuse. The following sources are indicative of this evidence:

- Policing and Crime Reduction Unit (2000)
- World Health Organisation (WHO, 2002 & 2013)
- Ministry of Justice (2010)
- Department of Health (2011)
- NICE (2013)
- College of Policing (2014 & 2017)
- HM Inspectorate of Constabulary (HMIC, 2014 & 2016)
- European Commission (2015)
- Home Office (2009 & 2016).

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

Current local allocation / contributions to addressing domestic abuse (2017/18) are reflected in the table below:

	Contribution (2017/18)	Provision
CCC mainstream	£549, 413	Coordination, management and
budget		delivery of MARAC and IDVAs
CCC refuge /	£362,336	3 x refuges + 1 FTE outreach post in
outreach contract		City
CCC public health	£35,000	1 x FTE Health IDVA post
team		
OPCC	£41,000	1 X FTE Young Person's IDVA post

As shown, resourcing, and maintaining the above priorities (2.3, above) will be a challenge. However, activities to develop a joint VAWG commissioning structure across

Cambridgeshire and Peterborough are progressing, according to Home Office (2016) best practice. None-the-less, internal and external stakeholders will need to consider whether the three priorities should be addressed through redirecting existing resource, through core business or through the identification of some level of pooled resource across the Partnership. At this time, developing plans for the priorities suggest:

• The development of an accessible, countywide outreach service will cost in the

- The development of an accessible, countywide outreach service will cost in the region of £300 - 400k per annum (depending on the delivery model). This cost could be met from existing resources at CCC / PCC (e.g. redirection of IDVAs), if support for high-risk / MARAC threshold victims was diminished
- The development of an accessible, countywide domestic abuse unit could be met largely from the reallocation of existing resource from the police, CCC, OPCC, and PCC – with the addition of the outreach service (above) at £300 – 400k and ongoing resource for high-risk / MARAC threshold victims
- Ensuring that accessible awareness-raising and community development / resilience-building resources and activities are developed and supported could largely be met from the reallocation of existing resources across the partnership.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

Not applicable at this time.

4.3 Statutory, Legal and Risk Implications

The Local Authority has statutory responsibilities to support those impacted by domestic abuse under the following legislation:

- Human Right Act 1998
- Children's Act 1989 and 2004
- The Care Act 2014
- Mental Capacity Act 2005.
- Domestic Violence, Crime and Victims Act 2004.

Failure to provide an accessible, community-based outreach service will put the Local Authority at risk of failing to meet its statutory obligations with regards to the above, and will also mean that Cambridgeshire fails to meet requirements established in the *National Statement of Expectations* (NSEs). Based on current data, the loss of outreach provision across Cambridgeshire will result in an estimated 1,500 individuals per annum being put at increased risk of harm / homicide.

4.4 **Equality and Diversity Implications**

The Council has a duty to provide appropriate services to vulnerable groups, as established by the Equality Act 2010. Most relevant to the provision of outreach services are duties to provide for:

- Women
- Those with disabilities
- Age
- Ethnicities

	Sexuality.
	The recent (2017) VAWG needs assessment has shown that the above groups constitute the greatest cohorts of need across the county.
4.5	Engagement and Communications Implications
	The needs assessment and priority-setting process (see above, 2.1 & 2.2) to inform this paper included a range of community, stakeholder, and public consultations. Further discussions to establish the priorities herein have been undertaken with the LSCB, Safeguarding Adults Board (SAB), community safety partnerships, Office of the Police and Crime Commissioner, and relevant Committees. All of these engagement and consultation events have reaffirmed the need for community-based outreach services to be provided across Cambridgeshire.
4.6	Localism and Local Member Involvement
	The priorities presented herein would enable communities to develop their resiliance to issues of domestic abuse. The proposals would also facilitate the capacity of communities to prevent domestic abuse from occurring in the first instance. An accessible outreach service would also enable communities and individuals to self-determine their support pathways, without relying on police-led interventions.
	Informal discussions with relevant Members have already been undertaken with regards to the development of this paper.
4.7	Public Health Implications
	The proposed priorities will positively impact the health of Cambridgeshire residents (as illustrated in 3.1, 3.2 & 3.3, above).

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Not required
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?	Not required
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Not required
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Adrian Chapman

Have any engagement and	Not required
communication implications been cleared	
by Communications?	
Have any localism and Local Member	Yes
involvement issues been cleared by your	Name of Officer: Adrian Chapman
Service Contact?	·
Have any Public Health implications been cleared by Public Health	Not required

Source Documents	Location
DRAFT <i>Violence Against Women and Girls</i> Strategy (2017-21)	Sarah Ferguson, Room 114 Shire Hall, Cambridge
	Or at www.cambsdasv.org.uk