

**HERTFORDSHIRE COUNTY COUNCIL**

**HEALTH AND WELLBEING BOARD  
15 MARCH 2016 AT 10.00 a.m.**

**DOMESTIC ABUSE IMPROVEMENT PROGRAMME UPDATE & DRAFT STRATEGY**

Report of Director of Childrens Services, and Chair of the Domestic Abuse Executive Board, Hertfordshire County Council

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**1.0 Purpose of report**

1.1 To provide an update on the Domestic Abuse Improvement Programme, including progress made against SafeLives (previously Co-ordinated Action Against Domestic Abuse, CAADA) main recommendations, and the new draft Domestic Abuse Strategy.

**2.0 Summary**

2.1 In March 2015, the Board were informed of the main findings and recommendations arising from the SafeLives (previously CAADA) review of domestic abuse. The review was funded by the Police and Crime Commissioner and published in January 2015.

2.2 A significant amount of progress has been made since the review as part of a partnership wide Domestic Abuse Improvement Programme, including the publication of a new draft Domestic Abuse strategy and a Joint Strategic Needs Assessment (Domestic Abuse). This report provides an update on activity to date and a copy of the new strategy for discussion by the Board during the consultation period.

**3.0 Recommendation**

3.1 The Board receives an update on the Domestic Abuse Improvement Programme.

3.2 The Board provides comments on the draft Domestic Abuse strategy.

## 4.0 Background

4.1 The SafeLives review into domestic abuse services in Hertfordshire found that focussed improvements were needed in:

- the governance and leadership arrangements for domestic abuse;
- the consistency through which victims are referred to services; and
- the provision of services and support for victims and perpetrators.

4.2 SafeLives' overall recommendation was that Hertfordshire should create an effective care pathway for domestic abuse from initial identification to step-down and recovery, so that families living with domestic abuse can be made as safe as possible.

### *Improvement programme update*

4.3 Following the review, a Domestic Abuse (Improvement) Programme was put into place in order to deliver a series of multi-agency improvements based around the reviews recommendations and findings. The programme is led by an Assistant Director in the HCC Community Protection Directorate, with specialist consultancy support provided by SafeLives. The programme has been successful in bringing about significant change in the way that partners work together to tackle domestic abuse, and discussions are now taking place ahead of formal programme closure, in order to ensure that improvements are sustained and the benefits fully realised.

4.4 The Domestic Abuse Programme is being delivered in tandem with three other multi-agency projects, all of which are contributing to making improvements for women, men and children experiencing or using domestic abuse. These are:

- Family Safeguarding Teams;
- Multi-Agency Safeguarding Hub (MASH); and
- Adults with complex needs pilot.

4.5 The Domestic Abuse improvement programme is structured around eleven work packages, five of which are cross cutting in their nature:

<b>Priority project areas</b>	<b>Cross-cutting</b>
Multi Agency Risk Assessment Conferences (MARACs)	Governance & Leadership
Commissioning	Communications
Domestic Homicide Reviews	Equalities
Perpetrator / Specialist Domestic Violence Courts - effective practice	Performance
Honour Based Abuse	Learning & Development
Children and Young People	

- 4.6 A new governance structure is in place (Appendix 1). The new Domestic Abuse Executive Board was established in June 2015, chaired by Jenny Coles, and brings together senior leads across statutory agencies with representatives from the Voluntary & Community Sector, and Housing. The previous DA Strategic Programme Board (chaired by Herts Constabulary) has been re-shaped into a Partnership (Operational Board), in order to focus on programme priorities. Five sub-groups, some of which are task/finish, have been established and have clear action plans in place.
- 4.7 A new draft Hertfordshire Domestic Abuse Strategy '*Breaking the cycle*' 2016/19 has been published for consultation until 21 March 2016 and is included at Appendix 2, together with a summary of commitments. Detailed work on developing a strategic action plan is underway.
- 4.8 Discussions regarding funding for Domestic Abuse services have been complex across the partnership, and there is still some way to go towards identifying funding for all areas contained in the commissioning timetable. Domestic abuse is no single agency's responsibility, and there is a lack of consistency nationally in funding arrangements. The Executive Board agreed a phased approach to funding discussions and prioritised the Independent Domestic Violence Advisor (IDVA) service and services for perpetrators as a first step.
- 4.9 An improvement programme risk register is in place and monitored by the Executive Board. The key risks for the programme are around funding, partnership working and communications.

*SafeLives recommendations - progress update*

- 4.10 The table below outlines progress against the main SafeLives recommendations.

No.	SafeLives main recommendation	Summary of main activities to date
1	Bring in joint commissioning of all domestic abuse services countywide, based on an agreed understanding and thresholds of need and risk.	<ul style="list-style-type: none"> <li>i. Senior Domestic Abuse Commissioning Manager in post from 27/07/2015 (HCC Health and Community Services).</li> <li>ii. Commissioning timetable developed and agreed by the Executive Board (Appendix 3). Pre-market engagement workshops held.</li> <li>iii. Formal notice given to existing Independent Domestic Violence Advisor (IDVA) service provider (Victim Support) – with new contracts expected to come into place from Autumn 2016. Funding for the expansion of the high risk IDVA service has been underwritten by the Executive Board, with funding being sought from HCC, the Police and Crime Commissioner and Clinical Commissioning Groups.</li> <li>iv. Work on developing clear pathways and referral routes for victims and professionals is underway with a stakeholder workshop delivered on 1 February 2016.</li> </ul>

No.	SafeLives main recommendation	Summary of main activities to date
		<p>v. Accommodation - Work with Refuge providers is currently taking place in order to redesign future accommodation models for high risk victims within the existing HCC budget (c..£800k). A stakeholder workshop to include wider housing providers is planned for 10 March 2016.</p> <p>vi. A Domestic Abuse Joint Strategic Needs Assessment has been developed and used to inform the draft Hertfordshire Domestic Abuse Strategy. It is published on Hertsdirect alongside the new draft Domestic Abuse Strategy.</p> <p><a href="http://www.hertsdirect.org/docs/pdf/d/domabjsnstrategyassess.pdf">http://www.hertsdirect.org/docs/pdf/d/domabjsnstrategyassess.pdf</a></p> <p>vii. The “Herts change” perpetrator pilot has been expanded via the existing service provider (Relate).</p>
2	<p>Set up a champion’s network, where workers in all agencies are trained in domestic abuse awareness and how to refer victims.</p>	<p>There is general support across the partnership for a Champion’s Network that builds on existing infrastructures – e.g. the Domestic Abuse forums, the Domestic Abuse Action Group (chaired by HCC) and existing services such as the Sunflower website and drop in service.</p> <p>A workshop to develop a model for Hertfordshire was held on the 2 February as part of the regular Domestic Abuse Action Group meetings, with proposals to be taken to the DA Executive Board in June 2016. A small working group is in the process of being established.</p>
3	<p>Build on the Targeted Advice Service (TAS) approach for addressing risk to children, by including related issues such as parental substance misuse and/or mental health problems and by reviewing risk to both the victim and the child in the round with the aim of providing linked support.</p>	<p>The Hertfordshire Children’s Multi-Agency Safeguarding Hub (MASH) went live in July 2015. Contacts that appear to indicate high risk to children require a response to information requests within 4 hours, medium risk within 24 hours and low risk contacts are passed to the Early Help desk within 72 hours.</p>

No.	SafeLives main recommendation	Summary of main activities to date
4	<p>For victims and families at all levels of risk, make sure that universal services provide information and signposting.</p>	<p>The identification of clear referral routes and pathways for victims and professionals is a critical piece of work currently being taken forward by the DA Senior Commissioning Manager in consultation with service providers. An initial mapping exercise is complete and a stakeholder workshop was held on 1 February. There are recognised gaps in services and these now form part of the commissioning timetable and strategy.</p> <p>The new governance structure provides a forum for developing a Hertfordshire wide approach to signposting. The establishment of a Champion's network will support this by the provision of consistent DA awareness training to frontline workers with lead 'champions' identified in agencies. This will be supported by further development of the Sunflower website, and the delivery of a county wide communication strategy to ensure that messages are consistent and the successful branding of 'Sunflower' services used as widely as possible.</p>
5	<p>For victims and families at medium and high-risk, make sure there are enough IDVAs and specialist caseworkers helping victims and families to be safe. There also needs to be support to recover once the abuse has stopped, with linked support for children.</p>	<p>Since the review, a number of additional IDVA's were put in place (funded by the Police and Crime Commissioner) to support high risk victims. The DA Commissioning Manager has also worked closely with the existing service provider to improve contract monitoring arrangements and to stabilise the service, at the same time as improvements being made to the Multi Agency Risk Assessment Conferences' (MARAC) referral process.</p> <p>The IDVA service for high risk victims is in the process of re-tender with new contracts coming into place in Autumn 2016. The expansion to include a medium/ standard risk victim service is planned for April 2017.</p> <p>Work is now required to reconcile the SafeLives recommended IDVA level with improvements made across the programme, such as the impact of other specialist caseworkers and better use of the DASH (Domestic Abuse Stalking &amp; Harassment) risk assessment tool.</p> <p>The Family Safeguarding project introduced 22 specialist domestic abuse workers to work with families with children on child protection plans, and the Herts constabulary Safeguarding restructure has increased capacity to respond more effectively to the issue overall.</p>

No.	SafeLives main recommendation	Summary of main activities to date
6	For victims and families at high-risk, ensure that Multi Agency Risk Assessment Conferences (MARAC) are appropriately resourced so it can make high- quality action plans to stop high-risk abuse.	<p>An additional two co-ordinator posts have been filled since the review increasing capacity for the administration of the five MARACs.</p> <p>The Chair of the MARAC steering (or sub) group was elevated to a more senior position and moved to Herts constabulary in recognition of their lead role and to reflect national models. The membership of the group has been reviewed and is now operating more effectively. MARAC objectives have been agreed, and a clear action plan is in place including the expansion of software to further automate the referral process amongst agencies.</p> <p>MARAC development days have been held for core members, with more to be planned, and arrangements for single point quality assured referrals are progressing well. Strategic leads have also been identified in the main agencies.</p> <p>The MARAC information sharing protocol and operating procedures are under review and expected to be refreshed shortly.</p>
7	Make sure that there are enough specialist community and residential domestic abuse services.	<p>The provision of community services is included in the commissioning activity timeline with funding sources to be agreed.</p> <p>Work on designing the new accommodation model, including Refuge, is underway.</p>
8	The Hertfordshire Partnership should pilot proactive management of serial and repeat perpetrators.	<p>A new perpetrator sub-group has been established and is developing an evidence led, multi-agency approach for domestic abuse perpetrators including prevention, provision of services, management and assessment.</p> <p>The existing perpetrator pilot (Stevenage) has been expanded and extended into 2016/17 until the work of the perpetrator sub-group is complete, with funding provided by the HCC Community Protection Directorate.</p> <p>The Family Safeguarding Project is receiving referrals for perpetrator group work with programmes up and running across the County.</p>
9	Build capacity for innovation, learning and development, so that Hertfordshire knows	<p>The establishment of champion's network/alliance will assist in identifying notable practice and provide a forum to help cascade a Herts wide domestic abuse learning and development programme, alongside development of</p>

No.	SafeLives main recommendation	Summary of main activities to date
	what works to stop domestic abuse, and can roll it out.	the 'professional' area of the Sunflower website.  Learning and development activity is being taken forward in conjunction with the Safeguarding Learning & Development sub-groups including identification of front line worker training via a multi-agency audit.
10.	Improve governance and leadership for Domestic Abuse across the partnership.	A new governance structure is now in place (Appendix 1).  A new draft Hertfordshire Domestic Abuse Strategy ' <i>Breaking the cycle</i> ' 2016/19 is currently out to public consultation (Appendix 2).

### *Domestic Abuse Strategy 2016/19 – Breaking the cycle*

- 4.11 The SafeLives review found that previous domestic abuse strategies were not necessarily owned or resourced at the right level and did not comprehensively set out an approach to the commissioning of Domestic Abuse services.
- 4.12 A new draft Domestic Abuse (partnership) Strategy 2016/19 'Breaking the Cycle' was approved by the Domestic Abuse Executive Board in December 2015 and published for consultation on the 22 January 2016. The strategy has been developed in consultation with a wide range of stakeholders and includes a new strategic framework (page 11 of this report) which will help to achieve a common and collective response to the issue.
- 4.13 A new vision has been included "Women, men and children in Hertfordshire are kept safe from domestic abuse and have opportunities leading to healthy and happy lives", and this is supported by three aims, four objectives and ten outcomes. One of the intended outcomes is that "victims report improved health, wellbeing and resilience" and this directly supports the work of the Health and Wellbeing Board.
- 4.14 The majority of planned activities have been sourced from the improvement plan, detailed sub-group plans and discussions with various stakeholders including the six Domestic Abuse Forum chairs.

## **5. Next steps**

- 5.1 The next key milestones for the programme are:
- To publish a final Domestic Abuse (partnership) strategy in May 2016;
  - To re-tender the Independent Domestic Violence Advisor service;
  - To re-model the provision of accommodation for domestic abuse victims and perpetrators, and develop a clear action plan for housing providers;
  - To fully identify clear referral routes and pathways for service users; and

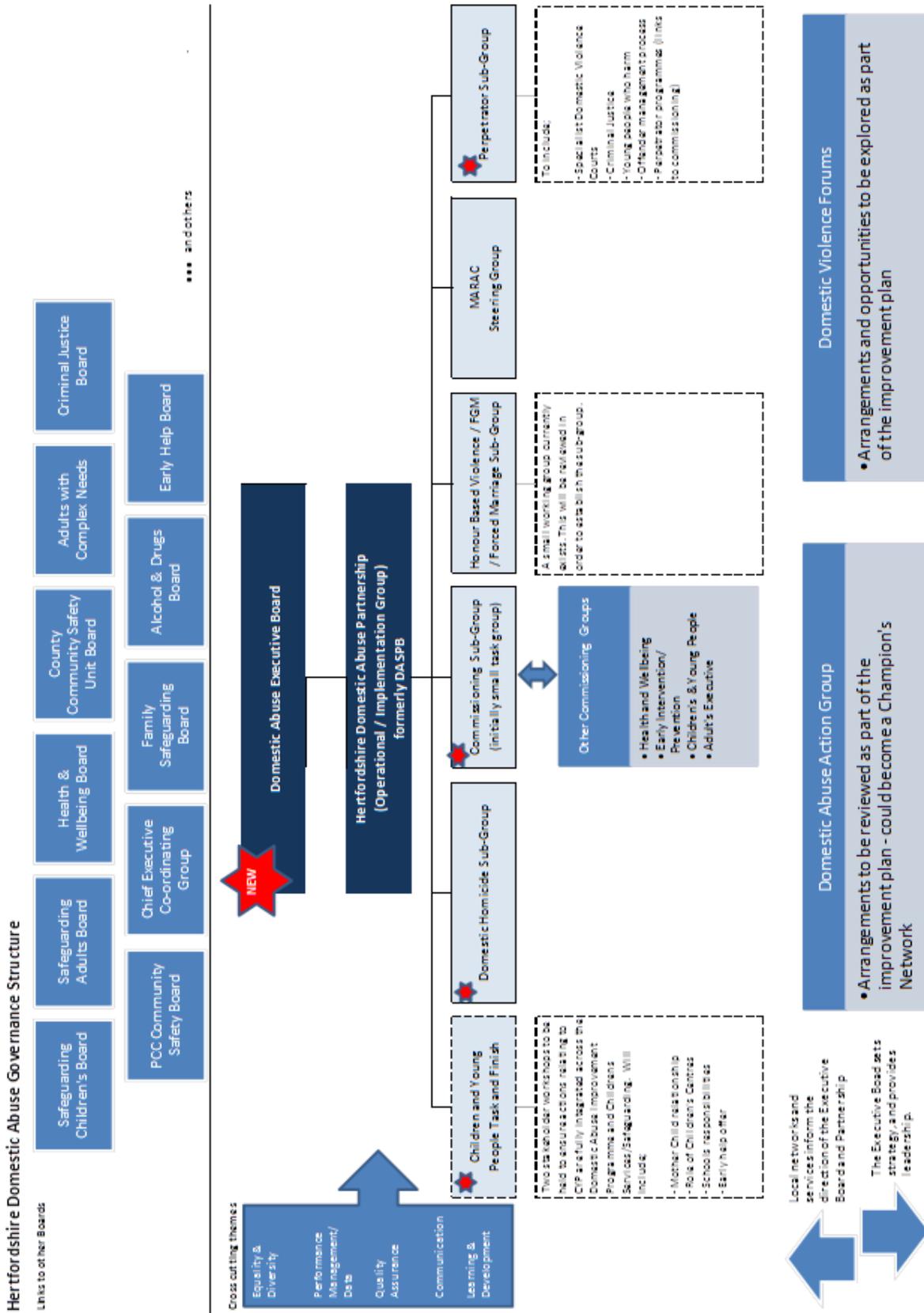
- To determine how various elements of the improvement programme should be mainstreamed into existing services and structures such as Safeguarding.

## **6. Conclusion**

- 6.1 Agencies across the partnerships and districts have given their commitment to support the improvements necessary. The Health and Wellbeing Board has an important role in leading on commissioning arrangements in Hertfordshire to help drive the improvement plan forward. The Board are asked to acknowledge the update on the SafeLives recommendations, and provide comments on the new draft Domestic Abuse strategy.

<b>Report signed off by</b>	Chair of Domestic Abuse Executive Board
<b>Sponsoring HWB Member/s</b>	Jenny Coles
<b>Hertfordshire HWB Strategy priorities supported by this report</b>	Helping all families to thrive
<b>Needs assessment</b> Joint Strategic Needs Assessment (Domestic Abuse) published on 22 January 2016	
<b>Consultation/public involvement</b> Draft Domestic Abuse Strategy published for public consultation - closes on 21 March 2016.  <a href="http://www.hertsdirect.org/dastrategy">www.hertsdirect.org/dastrategy</a>	
<b>Equality and diversity implications</b>  The Joint Strategic Needs Analysis (Domestic Abuse) brings together a range of data from partner agencies in respect of the profile of victims, perpetrators and service users. Detailed Equality Impact Assessments (EqIAs) have been drafted via each of the sub-groups and these are in the process of being combined to create a single over-arching EqIA. Major commissioning projects have their own EqIAs.	
<b>Acronyms or terms used. eg:</b>	
Initials	In full
IDVA	Independent Domestic Violence Advisor
<b>Attachments &amp; appendices:</b>	
 <p>Appendix 2 full version - Domestic At</p>	

# Appendix 1 – Domestic Abuse Governance Structure



## Appendix 2 – Draft Domestic Abuse Strategy

Please see separate attachment for full version of the strategy.

A copy of the strategic framework and a summary of commitments are included below.

### Strategic overview

## Our vision

**Women, children and men in Hertfordshire are kept safe from domestic abuse and have opportunities leading to healthy and happy lives.**

Strategic Aim		Outcomes
<b>Prevent</b>	<i>Prevent domestic abuse from happening in the first place by challenging the attitudes and behaviours which foster it, and intervening early where possible to prevent it.</i>	Victims, perpetrators and their children are identified early by a wide range of frontline practitioners and partner agencies.
		Communities understand what domestic abuse is, and know how to respond.
		Increased reporting of domestic abuse to police and fewer repeat victims of domestic abuse each year.
<b>Protect</b>	<i>Reduce the risk to victims and ensure that perpetrators are held to account.</i>	Children and young people at risk of harm are identified and referred appropriately.
		Victims are safer and have improved resources to remain safe.
		Victims have increased access to justice.
		Perpetrators of domestic abuse are supported to change their behaviour.
<b>Provide</b>	<i>Work in partnership to provide appropriate levels of support where abuse occurs</i>	Victims receive responsive services and risks of further abuse are mitigated.
		All identified victims are offered an equally accessible service which meets their needs.
		Victims report improved health, wellbeing and resilience.

## **Our aims and plans – Draft Domestic Abuse Strategy**

### ***Summary of commitments***

**AIM 1 – PREVENT** - *To prevent domestic abuse from happening in the first place by challenging the attitudes and behaviours that foster it, and intervening early where possible to prevent it.*

We will;

1. raise awareness of domestic abuse and the support available to victims and perpetrators amongst professionals who work in universal services (such as hospitals, doctors and teachers)
2. conduct a partnership wide training needs analysis
3. understand, coordinate and quality check the training offered across Hertfordshire
4. introduce outcomes for learning and development
5. build capacity for innovation, learning and development across the partnership
6. continue to deliver domestic abuse campaigns across Hertfordshire to raise awareness
7. maintain and further promote the Hertfordshire Sunflower services and branding e.g. website, helpline, drop ins, IDVA, and SARC services
8. work with children & young people to provide information & general awareness through schools & other young people's services including the teaching of the importance of healthy relationships

**AIM 2 – PROTECT** - *Reduce the risk to victims and ensure that perpetrators are held to account.*

We will;

9. ensure roles are clear for MARAC core group members and their deputies, and that effective induction arrangements are in place
10. continue to review sample police incidents and the use of the Domestic Abuse Stalking and Harassment (DASH) risk assessment tool, and audit MARAC cases to identify risks
11. continue to undertake focussed self-assessments in line with local MARAC principles
12. ensure that the important role of Housing Associations and Registered Social Landlords is reflected in MARAC arrangements
13. develop web-based information systems to be used across MARAC agencies
14. encourage all agencies to use the SafeLives Domestic Abuse Stalking and Harassment (DASH) tool to ensure consistency in risk assessment, and quality assure the process

15. further review MARAC co-ordination capacity levels to ensure robust administration arrangements
16. produce multi-agency quality standards for domestic violence courts to include services to the victim and a pre-court programme
17. drive improvements in line with the detailed Perpetrator/Specialist DA Court implementation plan
18. develop a consistent approach for the management and assessment of domestic abuse perpetrators and promote the safety of victims
19. contribute to the development of effective prevention strategies to ensure that potential domestic abuse perpetrators are identified early and offered opportunities to change
20. support the effective sharing of information to ensure effective multi-agency risk management
21. develop an evidence led approach to the commissioning and provision of services for domestic abuse perpetrators
22. advise on how front line workers can be appropriately trained to identify, engage and manage perpetrators of domestic abuse and work with key agencies to contribute to protecting victims and safeguarding children and vulnerable adults
23. improve mechanisms for sharing the learning from DHRs, including how the learning is embedded into practice
24. implement operational DHR pathways across agencies
25. develop, agree and implement a protocol and process for Quality Assurance
26. identify central coordination of DHRs and establish robust systems to track the outcomes

**AIM 3 – PROVIDE** - *Work in partnership to provide appropriate levels of support where abuse occurs*

We will;

27. conduct a full options appraisal of service provision and gaps
28. develop an Integrated Commissioning Plan, leading to a clear framework for a Hertfordshire core 'offer'
29. research and consider the use of a data-monitoring tool for overseeing service delivery against the outcomes we expect to see including through commissioned arrangements
30. design and commission the new service model contract for the IDVA Service (high risk victims service)
31. agree IDVA Service phase two funding and service modelling in order to commission an enhanced IDVA service (medium risk victims service)
32. design and agree a model for accommodation based services including timelines and funding

33. commission new service arrangements for perpetrator services
34. pathways for support - review current 'offer for Hertfordshire', and agree future service delivery model/funding
35. children's support - review current arrangements to support children including community based interventions, the identification of opportunities and gaps, and clarify future needs and actions
36. community support - evaluate current services to support victims in the home and commission future services as appropriate
37. community support services – identify gaps and opportunities, and implement actions to strengthen service responsiveness across care, support and community services
38. develop clear approaches for ensuring the service user voice influences service design plans
39. explore the introduction of a champion's network
40. use the results of our local multi-agency self-assessment against the HM Government: FM/HBV Guidance to determine service priorities for the partnership and commissioning arrangements
41. raise awareness among the public and professionals/agencies focusing on health agencies and children's services including schools to recognize, provide information and give a route to seek help
42. provide training for the agencies' staff to recognize, report and refer
43. develop and agree clear care pathway from initial identification shared by all agencies
44. access to appropriate services for support and actions - reducing or protecting from risk of/harm
45. work with faith leaders to raise awareness within vulnerable communities and develop positive relationships.
46. work with the charity Barnado's to ensure that we are doing all we can to help eradicate the illegal practice of female genital mutilation

### Appendix 3 - Phased Timeline for Domestic Abuse Commissioning Activity (short, medium, long term)

 Service Area	<b>PHASE 1 –Short term</b> <b>By April 2016</b>	<b>Phase 2 – Medium term</b> <b>2016/17</b>	<b>Phase 3 – Longer term</b> <b>2017/18 – 2019/20</b>
<i>IDVA</i>			
<i>IDVA</i>	Existing funding levels unchanged  Improve existing contract monitoring and quality assurance arrangements  Service delivery Model/outcomes reviewed  Agree additional funding 2016 and ongoing from 2017  Tender information Go Live (March 2016)	Autumn 2016 - New service model contract commences with initial increase in staffing levels(phase 1 for high risk visible victims only)  Confirm any additional funding for longer term based on needs analysis.  <b>Note:</b> to explore longer term funding options with any identified efficiencies through the refuge redesign	April 2017 - Implement full IDVA staffing levels (phase 2 for high and medium risk visible victims)
<i>Accommodation</i>			
<i>Refuges</i>	Improve existing contract monitoring and quality assurance arrangements  Vary existing contracts to enhance current offer to a 24/7 service  Agree new model for service delivery (to include floating support services). <b>Note:</b> SafeLives specification already developed for Refuge Provision  Confirm funding levels for 2017	January 2016 – pre engagement with providers to start to redesign services for April 2017	April 2017 - New Accommodation Service Model Go Live
<i>Community Services</i>			
<i>Perpetrator programmes</i>	Existing perpetrator service continued with additional funds (until January 2016)	Existing perpetrator service continued and expanded  Review of perpetrator outcomes and best practice approaches (via Perpetrator sub group)  Agree additional funding for any new service requirements for 2017/18+ based on needs analysis	April 2017 - Implement new service arrangements

 <b>Service Area</b>	<b>PHASE 1 –Short term</b> <b>By April 2016</b>	<b>Phase 2 – Medium term</b> <b>2016/17</b>	<b>Phase 3 – Longer term</b> <b>2017/18 – 2019/20</b>
<i>Pathways for Support</i>	Review current 'offer for Herts'  Agreement for future service delivery model including additional funding requirements	June 2016 -Implement new service arrangements in parallel to IDVA Phase 1 launch( to ensure pathways are clear for different thresholds for support)	
<i>Children's Support</i>	Review current 'offer for Herts' including community based solutions ( incl links with Children's and Young People Sub Group)  Identify efficiencies and/or additional needs /resources.  <b>Note:</b> to explore longer term funding options with any identified efficiencies through the children's safeguarding team	TBA subject to Safeguarding Team review outcomes	
<i>Community Support</i>	Evaluate current service options for victims at home/community based.  Identify efficiencies and/or additional needs /resources	TBA subject to review outcomes	April 2017 - Fully reviewed service offer to Go Live (aligned to refuge redesign to ensure offer is complementary )