

Public Document Pack



**Service Director – Legal, Governance and
Commissioning**

Julie Muscroft

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Monday 2 September 2019

Notice of Meeting

Dear Member

Cabinet

The **Cabinet** will meet in the **Meeting Room 3 - Town Hall, Huddersfield** at **4.00 pm** on **Tuesday 10 September 2019**.

This meeting will be live webcast. To access the webcast please go to the Council's website at the time of the meeting and follow the instructions on the page.

The items which will be discussed are described in the agenda and there are reports attached which give more details.

A handwritten signature in black ink, appearing to read 'Julie Muscroft', on a light-colored background.

Julie Muscroft

Service Director – Legal, Governance and Commissioning

Kirklees Council advocates openness and transparency as part of its democratic processes. Anyone wishing to record (film or audio) the public parts of the meeting should inform the Chair/Clerk of their intentions prior to the meeting.

The Cabinet members are:-

Member

Councillor Shabir Pandor
Councillor Viv Kendrick

Councillor Musarrat Khan
Councillor Naheed Mather
Councillor Peter McBride

Councillor Carole Pattison

Councillor Cathy Scott
Councillor Graham Turner
Councillor Rob Walker

Responsible For:

Leader of the Council
Cabinet Member - Children (Statutory responsibility for Children)
Cabinet Member - Health and Social Care
Cabinet Member - Greener Kirklees
Deputy Leader and Cabinet Member for Regeneration
Cabinet Member for Learning, Aspiration and Communities
Cabinet Member - Housing and Democracy
Cabinet Member - Corporate
Cabinet Member for Culture and Environment

Agenda

Reports or Explanatory Notes Attached

Pages

1: Membership of Cabinet

To receive apologies for absence from Cabinet Members who are unable to attend this meeting.

2: Interests

1 - 2

The Councillors will be asked to say if there are any items on the Agenda in which they have disclosable pecuniary interests, which would prevent them from participating in any discussion of the items or participating in any vote upon the items, or any other interests.

3: Admission of the Public

Most debates take place in public. This only changes when there is a need to consider certain issues, for instance, commercially sensitive information or details concerning an individual. You will be told at this point whether there are any items on the Agenda which are to be discussed in private.

4: Deputations/Petitions

The Cabinet will receive any petitions and hear any deputations from members of the public. A deputation is where up to five people can attend the meeting and make a presentation on some particular issue of concern. A member of the public can also hand in a petition at the meeting but that petition should relate to something on which the body has powers and responsibilities.

In accordance with Council Procedure Rule 10 (2), Members of the Public should provide at least 24 hours' notice of presenting a deputation.

5: Public Question Time

The Cabinet will hear any questions from the general public.

6: Member Question Time

To receive questions from Councillors.

7: Dewsbury Town Centre Grant Scheme

3 - 16

To seek approval to develop a scheme for the improvement of shop fronts, the creation of viable new uses within the upper floors of the buildings through grant aid and to consider enforcement measures to facilitate the same objectives within Dewsbury town centre.

Ward: Dewsbury East

Portfolio: Portfolio Holder for Regeneration

Contact: Peter Thompson, Economic Resilience Project Manager,
Tel: 01484 221000

8: Domestic Abuse Strategy 2019-21

17 - 60

To provide Cabinet with a further update on the development of the new Kirklees Domestic Abuse Strategy 2019-21 in order to seek final sign off by members and approval for plans for a formal launch.

Ward: All

Portfolio: Communities & Health and Social Care

Contact: Saf Bhuta, Head of Service for Safeguarding and Quality
and Alexia Gray, Service Manager for Domestic Abuse and
Safeguarding Partnerships Tel: 01484 221000

KIRKLEES COUNCIL			
COUNCIL/CABINET/COMMITTEE MEETINGS ETC			
DECLARATION OF INTERESTS			
Name of Councillor			
Item in which you have an interest	Type of interest (eg a disclosable pecuniary interest or an "Other Interest")	Does the nature of the interest require you to withdraw from the meeting while the item in which you have an interest is under consideration? [Y/N]	Brief description of your interest

Signed: Dated:

NOTES

Disclosable Pecuniary Interests

If you have any of the following pecuniary interests, they are your disclosable pecuniary interests under the new national rules. Any reference to spouse or civil partner includes any person with whom you are living as husband or wife, or as if they were your civil partner.

Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner, undertakes.

Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses.

Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority -

- under which goods or services are to be provided or works are to be executed; and
- which has not been fully discharged.

Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.

Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.

Any tenancy where (to your knowledge) - the landlord is your council or authority; and the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.

Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -

(a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and

(b) either -

the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or

if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

Name of meeting: Cabinet
Date: 10th September 2019
Title of report: Dewsbury Revival Grant Scheme

Purpose of report

To seek approval to develop a scheme for the improvement of shop fronts, the creation of viable new uses within the upper floors of the buildings through grant aid and to consider enforcement measures to facilitate the same objectives within Dewsbury town centre.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes - as spend shall be more than £250K KDN published 19 th July 2019
Key Decision	Yes it involves spend of over £250k
The Decision - Is it eligible for "call in" by Scrutiny?	Yes
Date signed off by Strategic Director & name	Karl Battersby – 23.8.2019
Is it also signed off by the Service Director for Finance?	Eamonn Croston – 23.8.2019
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft – 23.8.2019
Cabinet member portfolio	Cllr P McBride - Economy

Electoral wards affected: Dewsbury East

Ward councillors consulted: Cllr Kane, Cllr Scott, Cllr Lukic

Public or private: Public

GDPR - This report contains no information that falls within the scope of the General Data Protection Regulation.

1 Summary

- 1.1 This report seeks approval to develop a grant scheme for the improvement of shop fronts and bringing vacant space back into use within Dewsbury Town Centre Conservation Area and to consider enforcement measures to facilitate the same objectives.
- 1.2 The report sets out a number of key areas of activity which need to be progressed prior to finalisation of the above. These areas of activity will cover all the Dewsbury Town Centre Conservation Area but have a specific focus on the core part of the town centre including Northgate, Westgate, and Corporation Street among others. It is also felt appropriate to include Bond Street as one of the key pedestrian links.
- 1.3 The report considers -
- How the proposed scheme will aid the delivery of the Strategic Development Framework 2018 approved by Cabinet on the 22nd January 2019
 - The issues of the town centre vacancy, poor shop fronts and advertisements and the conservation area.
 - Current and recent efforts to address these issues
 - Issues regarding potential for enforcement action
 - Potential partners in the delivery of the scheme
 - Authority to enter into discussions with outside funding agencies
 - approval of funding

2 Information required to take a decision

Strategic Context

- 2.1 The Dewsbury Town Centre Strategic Development Framework (2018) has three key aims:-
- 1) More activity in the town centre
 - 2) Making the town centre more attractive
 - 3) Making the town more accessible

‘Making the town centre more attractive’ has 4 objectives:-

- Improving, creating and extending the public realm
- Improving the appearance of buildings in the town centre
- Ensuring the centre is, and also thought of, as welcoming and safe
- Improving perceptions.

The Issues

- 2.2 Concern has been raised over a number of years about the appearance and condition of the shop fronts and vacancy rates in both the ground and upper floors of buildings in Dewsbury Town Centre and particularly within the Conservation Area. The current appearance of many of the shop fronts is a result of various factors including the decline in retail activity in the town centre, a legacy of poor workmanship, display of ill-considered advertisements, lack of

maintenance and some unauthorised alterations. The combination of these factors fail to provide a good appearance for the buildings and the town centre. Given that a large part of the town centre is a conservation area then these issues become emphasised. Due to this the Dewsbury Town Centre Conservation Area (see Appendix 1) was included on Historic England's Heritage at Risk Register in 2010 and retains that status.

Current Interventions to address issues

- 2.3 The challenges presented by Dewsbury Town Centre have become increasingly apparent over the last decade. A number of initiatives have been undertaken to help address these issues. Finding new uses for obsolete retail premises is one of the interventions. Following substantial investment by the Council the Pioneer building, which was formerly in retail use is being brought back into use as a base for Kirklees College. Also the Townscape Heritage Initiative has shown what can be done to improve properties with a targeted grant scheme. However more needs to be done if the decline in the town centre's fortunes is to be turned around. The Heritage Action Zone that was recently approved focuses on encouraging conversion of vacant properties in the Daisy Hill/Bond Street area to residential use and as a consequence will not directly address issues within the core retailing streets.
- 2.4 Although economic viability has led to increased vacancy rates the poor quality of the shop fronts and the vacancy rates are in turn having a negative effect on the economic viability of the area. The THI scheme has been successful in starting to address these issues but this scheme comes to an end in December 2019. Although there are a number of key projects being progressed in the town centre e.g. the Market, Better Spaces Programme there will be no schemes that directly address the particular issues of vacancy rates and shopfronts after December this year.
- 2.5 Discussions have been held with representatives of the Dewsbury Chamber of Trade who have raised their concerns over the poor quality of some shop fronts and inappropriate signage and adverts. Whilst some enforcement action can be taken; due to the length of time some of the shop fronts have been this way and because of generous deemed consents for the display of advertisements, such action would not be enough on its own.
- 2.6 Grant funding, along with the better use of the Dewsbury Design Guide and proactive enforcement action will provide a comprehensive response to the problem. Equally if grant funding was offered for the building as a whole rather than just shop fronts, including empty floor space conversion, especially of upper floors to residential use (where possible), then the viability of the area would increase. It is therefore proposed to draw up a detailed scheme that looks to address issues of both poor shop fronts and in some cases conversion of vacant premises. Additionally in some cases it may be appropriate to fully fund 'vinyls' on empty shop and other ground floor premises, where the main issue is the appearance of the empty shop/shop window rather than any wider problems with adverts/shopfronts etc.

Outline of Proposed Grant Scheme

- 2.7 The grant scheme, will be based upon the principles of the Townscape Heritage Initiative which has proved successful in resolving the issues on a limited number of properties. Landlords/owners will be able to apply for the grant along with tenants who have a significant term left on their lease. Applicants will need to appoint their own architects from a list approved by the Council. All grants would be subject of a legal agreement and for larger grants it would be the intention to take a legal charge against the property and to have a suitable clause enabling clawback of some grant upon sale of the property.
- 2.8 Costs have been established based on experience with the THI projects and an initial audit of the work necessary for each of the identified building and where properties will benefit from the upper floors being converted to residential uses. In the THI scheme, the average grant is 80% of the total costs of refurbishment and replacement shop fronts. It is likely, considering the need for significant works and for the scheme to have a high level of uptake, a grant of over 80% may have to be offered.
- 2.9 It is proposed that the grant scheme is focussed on a selected number of key streets that are identified in the Strategic Development Framework. These areas will be selected due to the poor quality of the shop fronts and the lack of viable uses in the upper floors, plus their location on key pedestrian routes or visibility. Experience has demonstrated that targeting effort makes more impact than 'pepper potting'. The priority streets proposed are shown on Appendix 3, they are Northgate, Galleries Corner, Westgate, Corporation St, Bond Street and part Union Street, Foundry Street. In exceptional cases the grant could be offered to very good schemes elsewhere in Dewsbury, outside of the Conservation Area (see Appendix 1).
- 2.10 Based on the information gained from the audit to date and experience of the existing THI scheme the amount of funding needed to make an impact will be in the region of £1.25 Million. The £1.25 Million would need to be funded by the Council.
- 2.11 A grant scheme as broadly described above, would help to address issues outlined and contribute to achieving the aims and objectives of the Dewsbury Town Centre Strategic Development Framework.

3 Implications for the Council

3.1 Working with people

- 3.1.1 Relationships with property owners and tenants will be important from the outset so that views and opinions over how the area can be improved can be gained. Such views and opinions will be important for the success of the scheme.
- 3.1.2 As part of the grant scheme consultation will be carried out and with owners and tenants. When schemes for the improvement of the buildings are to be submitted, including where appropriate the change of use for unoccupied floor space, discussions will be held to ensure that the proposals are of good design and sustainable for the future.

3.2 Working with partners

3.2.1 It is proposed to enter into discussions with Future High Street Fund, Historic England, National Lottery Heritage Fund (NLHF) and possibly other funders such as the Architectural Heritage Fund about support for work in Dewsbury Town Centre. Working in partnership is a key requirement of all of the grant funders where the engagement of local business groups will be important to the success of the scheme. New NLHF guidance has recently been issued on area based grants and there is a possibility that Dewsbury could benefit from these funds if an appropriate bid was made.

3.3 Place Based Working

3.3.1 The proposed Dewsbury Revival Scheme, which is located within Dewsbury Town centre, will reflect the diversity of its immediate population, which is mixed and evident particularly through the retail/food offer in the town. The diversity of the area is a strength of the town, which certainly can be built upon, to bring vibrancy and stimulate activity in the town centre.

3.3.2 Through delivery of the Dewsbury Revival Grant Scheme over the forthcoming years engaging directly with property owners, tenants, residents, and local groups, with the support of local ward Councillors will gain a real understanding of the issues and needs of the area.

3.3.3 Through this understanding it will allow the Dewsbury Revival Scheme to tailor it's approach, in helping and encouraging applicants, with their formulation of property improvements, which not only meets their operational needs, but also that of the Dewsbury Revival Grant Scheme in terms of 'Conservation Standards' and the Council's objectives of improving 'Place' and 'Economy'.

3.3.4 The refurbishment of further properties will contribute to the attractiveness of the area by bringing empty premises back in to use, thus being more welcoming to customers and improving the perception of the area. The scheme will enhance the streetscape and raise the quality of the town centre environment, particularly in the area of focus around the core retail area of Dewsbury.

3.3.5 Local Ward Members have made officers aware of a range of issues in the town centre, in particular around environment, crime and anti-social behaviour. Whilst community safety remains important the quality of the physical environment is also an important factor in making the town an attractive place to be. This proposed grant scheme builds upon the good work the Townscape Heritage initiative has already brought to the town. This has seen premises such as the Black Bull being brought back into effective use and the shop fronts on Corporation Street being implemented. A programme of spring clean works that is in addition to this proposed Grant Scheme is already underway totalling £614k.

3.4 Improving outcomes for children

No Implications.

3.5 Other (Legal/Financial or Human Resources)

Financial

- 3.5.1 It is proposed that to make the necessary impact in the area, a fund of £1.25 M should be set up and this is financed from the Capital allocation of £15m for the Regeneration of Dewsbury Town Centre. This fund will then be used to offer grants to third parties and, subject to their agreement, to secure match funding from other funding bodies such as the Future High Street Fund, Heritage Lottery Fund, Historic England and the Architectural Heritage Fund if available.

Legal

- 3.5.2 It will be a requirement that any grant recipient must enter into a grant agreement that will be drawn up by the Council's legal team. The grant agreement will impose conditions upon the grant recipient and if successful in securing third party grant e.g. from NHLF they will reflect the terms and conditions contained in third party grants with the Council. The legal powers to enter into funding agreements with NHLF etc will be section 1 of the Localism Act (General Power of Competence). Likewise, this power will authorise entering into grant agreements with owner/landlords. Section 57 of the Planning (Listed Buildings and Conservation Areas) Act 1990 contains a grant power in relation to the preservation of listed buildings (and buildings which are not listed but appear to be of architectural or historic interest) in terms of repair or maintenance which contains specific conditions which would have to be complied with in terms of grant recovery. An audit trail and records will need to be maintained for the state aid liability period which is 10 years.
- 3.5.3 As part of any application for funding from the individual property owners, Legal Services would have to confirm that any award of grant to a recipient would either need to be in compliance with the European Union 'State Aid' General Block Exemption Regulation (GBER) No651/2014, of Article 53 - Culture and Heritage conservation or it is more likely it would fall within the de minimis Regulation No.1407/2013 of the State Aid Rules which permits 200,000 euros over 3 fiscal years to a single undertaking. The council must obtain an a completed declaration from the Owner stating that it has not received any other state aid under the regulation in the current and previous 2 fiscal years as it relates to the recipient above the de minimis threshold.
- 3.5.4 The applicant will enter into an agreement with the Council for the grant setting out clear deliverables, milestones. The agreement for the works is between the applicant and contractor and so the council will not be procuring any works. The applicant is then responsible for paying the contractor and normally a 10% retention is also held until final completion of the project.
- 3.5.5 The UK is expected to leave the EU after 31 October 2019 and EU State aid law will apply up to the exit date. In the absence of a further extension to Article 50 or a revised withdrawal agreement covering a transitional period being negotiated with the EU and approved by the UK Parliament by 31 October 2019, UK law will apply after that date. State aid law including block exemptions will be adopted into UK law

under the EU withdrawal Act 2018 and the State Aid (EU Exit) regulations 2019 and create a domestic state aid system. UK state aid control will be highly relevant to any future Trade Agreement with the EU. The UK's Competition and Markets Authority will assume the role of State aid regulator from the EC. Therefore, the council must comply with EU state aid law.

- 3.5.6 The council's decision making must be fair, transparent and reasonable and cabinet/officers must only have regard to relevant matters and not consider irrelevant matters for the decisions to be reasonable. Any process for award of grants must be a fair process. The issue of proportionality is relevant so the amount of any grant must be in proportion to any anticipated outcomes that will be achieved with the funding, "match" funding from third party funders will enable the council's contribution to be maximized.
- 3.5.7 Consideration has been given to the need to carry out an Equality Impact Assessment. It is considered that the proposal will not adversely impact on persons/groups with protected characteristics.

4 Consultees and their opinions

All three Dewsbury East Ward Cllrs were consulted, with their comments being as follows:

Cllr Scott commented: I welcome all the initiatives for the town centre. The £1.25m Shop fronts and uppers floors scheme is another opportunity for businesses to improve their premises. The town streetscene in areas is run down, there are neglected buildings in the town centre. This investment is an opportunity to work with owners.

Cllr Lukic commented: Visitors to Dewsbury Town Centre have appreciated the improved attractiveness of some key buildings resulting from existing heritage schemes. At this point however it is much more important to focus resources on renewing and extending the CCTV coverage in the town centre.

The Strategic Development Framework identifies reducing the incidence and fear of anti-social behaviour and crime as a key project in improving the town centre's attractiveness, and this is the aspect that visitors are most concerned about in my experience. I hope that Cabinet will recognise the age and limited coverage of the existing CCTV system and commit to the necessary investment.

Cllr Kane commented: All these issues were raised at the previous meeting with Head of Operational Services and should be in the system.

- 4.1 At this time extensive consultations have not taken place, although discussions have taken place with the Dewsbury Chamber of Trade who are supportive of a scheme that addresses these issues identified in this report. Experience and feedback received from implementing the THI scheme will be used in drawing up the new scheme.

5 Next steps and timelines

5.1 There are various packages of work that will need to be carried out as part of the scheme, firstly to gather more detailed information on the properties and what can be resolved either through enforcement action where necessary or the offer of grant funding to achieve the outcomes of the scheme. Subject to Cabinet approval officers will draw up the detailed terms and conditions of a grant scheme within the broad parameters set out in this report. In parallel to the above officers will undertake discussions with grant organisations to develop a potential jointly funded project. Notwithstanding the above, it is anticipated that a scheme, funded purely by the Council, could be operational in early 2020, to follow-on from completion of the Townscape Heritage Initiative (THI), which shall complete in December 2019.

5.2 Town Centre Audit

An initial audit of the key areas within the Town Centre has been carried out. This has identified buildings where there are issues with poor shopfronts, inappropriate and unsightly advertisements and vacancy. Approximately 50 buildings within the target area (see below) have been identified as needing attention. Further work needs to be done to identify those buildings where enforcement action would achieve the outcomes, and where enforcement is unnecessary or not possible. It is very unlikely that the scheme will be able to resolve the issues with all the properties, as some owners will be unwilling to participate.

5.3 Enforcement

Enforcement will form a part of the strategy to improve the appearance of buildings in the town centre, both within the grant scheme area and also outside it. Consideration will be given to the need to take action where shopfronts and signage have been erected without the benefit of Planning Permission, Listed Building Consent or Advertisement Consent. Initial scoping exercise of the town centre suggests a number of the shop fronts and advertisements do not have the benefit of consent but are lawful due to the period of time the alterations have been carried out. However, in certain cases alternative enforcement tools maybe considered where the appearance is significantly harmful. The poor quality of the shop fronts and advertisements does have a negative impact upon the conservation area and is a reason why the area is considered to be at risk. A comprehensive view of where enforcement action can be taken will be available once the audit is completed. Where enforcement can be used officers will utilise the existing delegated powers available. In terms of resources the planning service is currently recruiting to strengthen the team to support town centre activity.

5.4 Finance

Due to the scale of the issues to be addressed it is felt that negotiations should take place with external bodies who may be able to provide additional financial support that will enable the impact to be increased.

funded schemes and it is proposed that discussions should take place with NLHF about the possibility for securing grant support focussed on the heritage element of the proposed scheme.

Future High Streets Fund (FHSF): A bid was recently successful in being shortlisted for Round One of the Future High Streets Fund (FHSF) for Huddersfield Town Centre. FHSF guidance suggest that there will be a second round and if this comes about it would be proposed to submit a bid for Dewsbury Town Centre.

High Street Heritage Action Zone (HSHAZ): A HSHAZ bid was recently submitted to Historic England for the transformation of Dewsbury Market. A decision on this is awaited in early September.

Architectural Heritage Fund: As well as the £40m allocated to Historic England from the recent budget for the HSHAZ, a further £15m was allocated to the Architectural Heritage Fund under their Transforming Places Scheme. The scheme is to support works to historic buildings where a community organisation plays a central role. If this situation were to arise in Dewsbury town centre then this is something that could be pursued.

Planning Enforcement Fund: The Council has recently applied for funding to help support enforcement activity. The fund is capped at £50,000. No decision has been made by government yet.

Notwithstanding any additional support that could be secured from other agencies, it is important that the Council takes action on poor shop fronts and vacant space in any event.

5.5 Conservation Area Appraisal and Management Plan

A Conservation Area Appraisal was undertaken for Dewsbury Town Centre in 2009. This led to the Conservation Area being designated as at risk. Significant progress has been made in addressing heritage related issues in the Northgate and Corporation Street area e.g Pioneer House but many of the issues identified remain and new ones have arisen. Given that a decade since the appraisal the Council may be required to refresh the appraisal as part of the any bid to external funders.

5.6 Design Guide

Dewsbury Town Centre has a Design Guide which provides the design framework for securing good quality shop fronts, advertisements and streetscape. This has proven to be popular with planning agents and building owners and in combination with THI grants has helped to achieve well designed shop fronts. It is proposed to produce a simple user guide to encourage further adoption of good design principles and workmanship for future scheme.

5.7 Future management of the scheme

It is proposed that the day to day project management of the scheme will be carried out utilising existing resources within the Development and Master Planning Service. Due to the success of the THI there is good experience of successfully delivering grant schemes. Should

external grant funding be sought and secured, the post of a Project Officer could be part of the bid. However, due to absence of detail on external funding, it is too early to give a commitment to such a post.

6 Officer recommendations and reasons

- 6.1 That resources of £1.25m be approved to support the establishment and operation of a grant scheme as generally described in the report

Reasons: Regeneration of Dewsbury Town Centre.

- 6.2 Approve that the funds to be taken from the capital plan allocation for Dewsbury Town centre in the approved Capital Plan 2019-22.

Reasons: Effective financial management.

- 6.3 That the Strategic Director for Economy and Infrastructure be authorised to set up and implement a grant scheme, as described in this report, for the award of third party grants to owners of properties for the purposes of the improving shop fronts and/or for the purposes of securing sustainable uses of empty property, where this is appropriate.

Reasons: Effective delivery of a new grant scheme.

- 6.4 That the Strategic Director for Economy and Infrastructure be authorised to enter into discussions with Future High Street Fund, the National Lottery Grants for Heritage Fund, Architectural Heritage Fund and Historic England to secure possible funding for the scheme and in consultation with the Lead Portfolio Holder for the Economy accept any grant offers.

Reasons: Achieving more impact and effectiveness.

7 Cabinet portfolio holder recommendation

- 7.1 Councillor McBride Portfolio Lead for the Economy supports this proposal.

8 Contact officer

Peter Thompson
Economic Resilience Project Manager
01484 221000
peter.thompson@kirklees.gov.uk

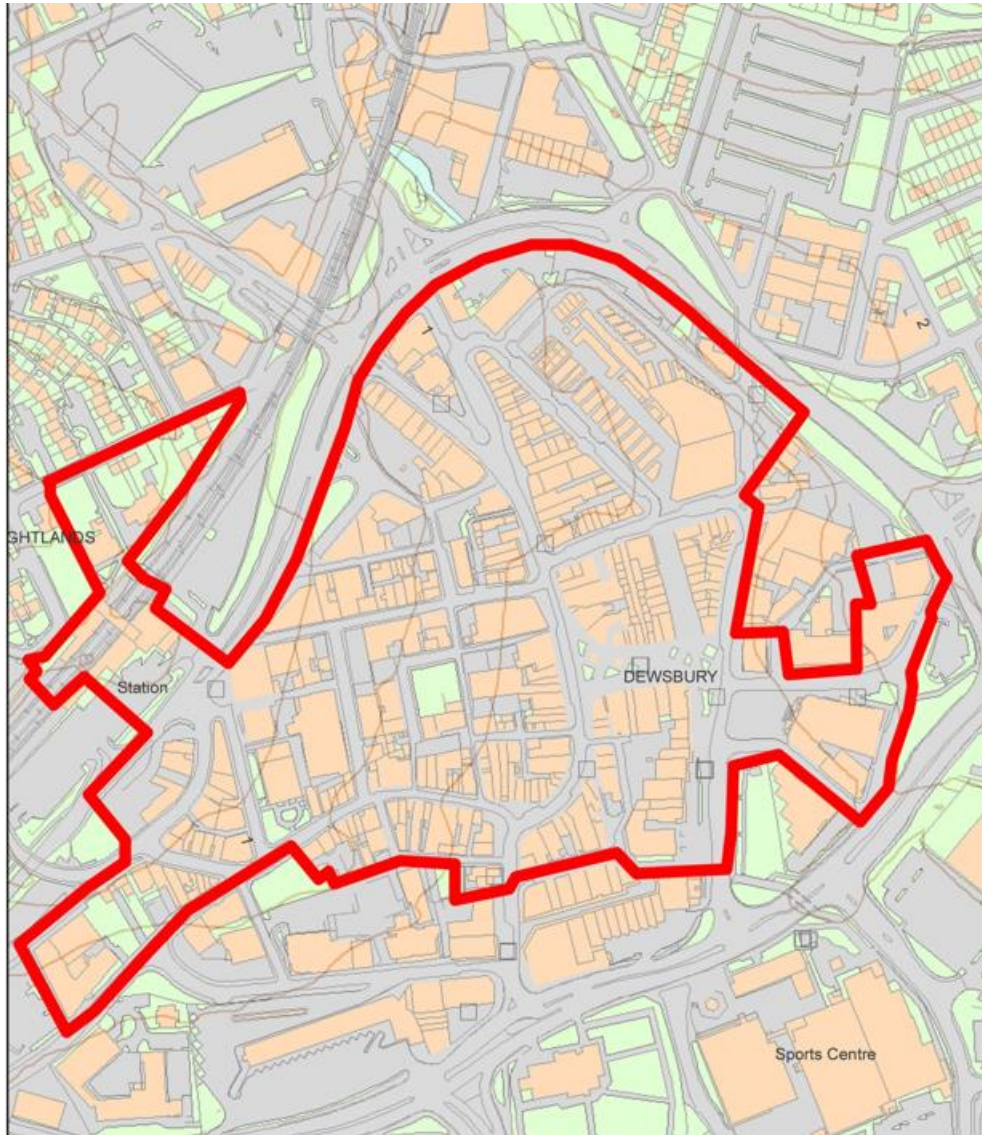
9 Background Papers and History of Decisions

Dewsbury Town Centre - Strategic Development Framework
<https://www.kirklees.gov.uk/beta/regeneration-and-development/pdf/dewsbury-strategic-development-framework.pdf>
Map of the Dewsbury Town Centre Conservation Area
Map of the SDF Town Centre plan showing key pedestrian routes.

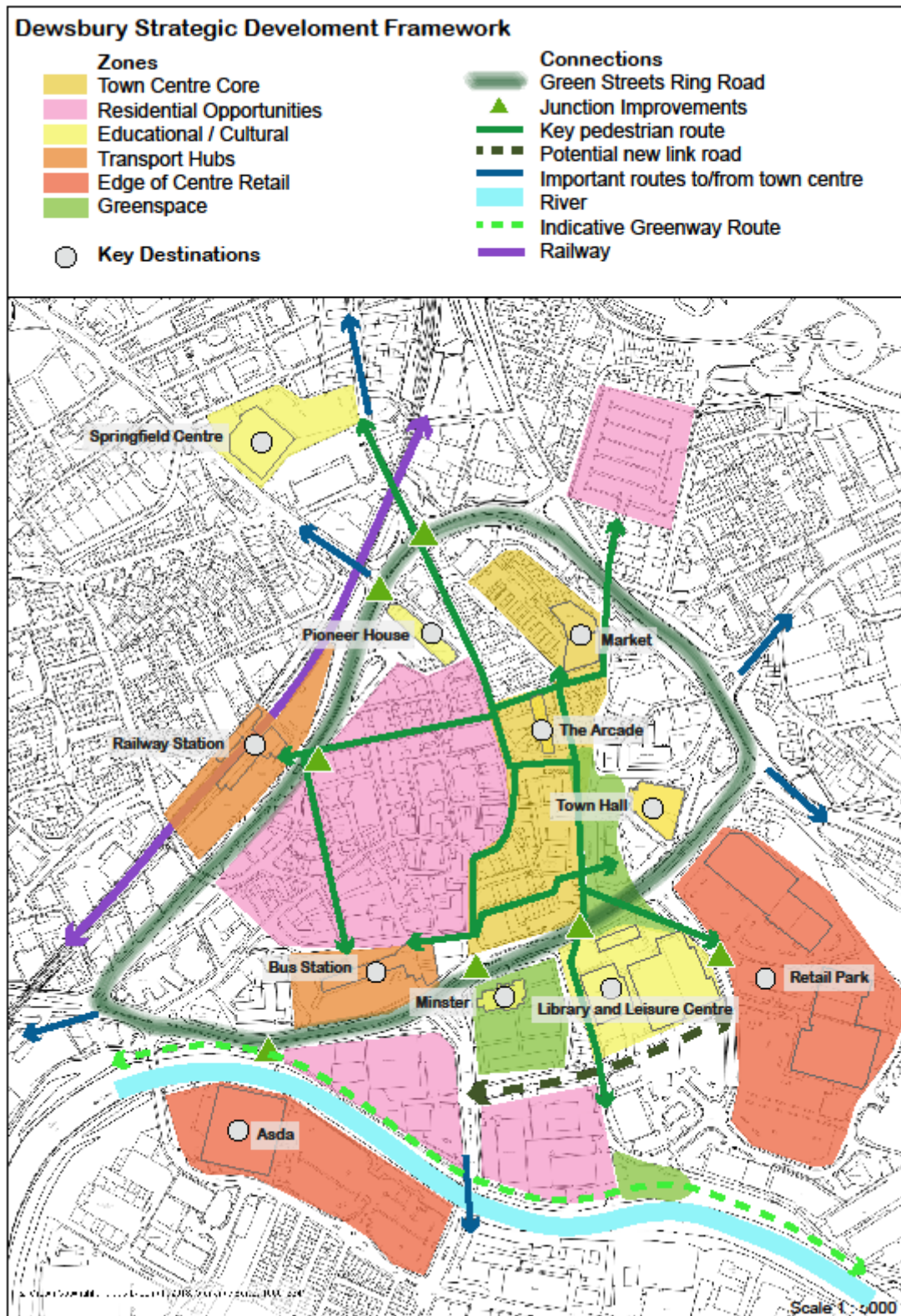
10 Strategic Director responsible

Karl Battersby
Strategic Director - Economy and Infrastructure
01484 221000
karl.battersby@kirklees.gov.uk

APPENDIX ONE: Dewsbury Town Centre Conservation Area



APPENDIX TWO: Strategic Development Framework Showing key pedestrian routes



APPENDIX THREE: Priority Streets for Grant Scheme



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Name of meeting: Cabinet
Date: 10th September 2019
Title of report: Domestic Abuse Strategy 2019-21

Purpose of report

This report is to provide Cabinet with a further update on the development of the new Kirklees Domestic Abuse Strategy 2019-21 in order to seek final sign off by members and approval for plans for a formal launch.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports?)</u>	Yes
The Decision - Is it eligible for call in by Scrutiny?	Yes – Scrutiny presented with the report on 22 nd July 2019
Date signed off by <u>Strategic Director</u> & name	Richard Parry, Strategic Director, 25/07/2019
Is it also signed off by the Service Director for Finance IT and Transactional Services?	James Anderson – Head of Accountancy – 21 st August 2019
Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	Julie Muscroft (Margaret Miller) – 20 th August 2019
Cabinet member <u>portfolio</u>	Cllr Carole Pattison – Learning, Aspiration & Communities Cllr Musarrat Khan – Health & Social Care

Electoral wards affected: All

Ward councillors consulted: N/A

Public or private: Public

Has GDPR been considered? Yes

1. Summary

Following a consultation period that ran from April to July 2019 and sign off from the Communities Board, the new Kirklees Domestic Abuse Strategy 2019/21 is being presented at Cabinet on 10th September so that members have the opportunity to inform the final version of the strategy; its associated priorities and key areas of work that are planned for Year 1. During the same period, there have also been strategic discussions held about the sustainability of services and resources for responding to domestic abuse in Kirklees. There is £400,000 of non-recurrent funding committed to tackling domestic abuse, a profile of this along with Government funding to projects through the lifetime of this strategy are provided in Appendix 3 of this report.

2. Information required to take a decision

- Cabinet is provided with the current draft strategy (please see Appendix 1 for the strategy summary), action plans (see appendix 2) and proposals for expenditure (appendix 3) to support work on domestic abuse.
- Cabinet will be asked to approve a formal launch which is scheduled for 30th September 2019

3. Background Information

Domestic abuse is a complex social problem that can have major human and financial impacts on children, adults, families and communities. Domestic abuse affects people from all demographics and backgrounds and the damage caused to health and wellbeing can often last throughout the person's life course. In addition to the disruption caused by domestic abuse to individuals and families, there are also significant costs involved in addressing domestic abuse across all agencies, so a strong partnership response is required to be able to tackle this.

The strategy has been developed using a model adopted from the SafeLives organisation which creates a new style of approach and shift in emphasis moving towards a 'whole picture response' to domestic abuse that encourages a focus on prevention. This uses the following four key features:

The Whole Person	seeing and responding to the whole person, rather than addressing a series of issues
The Whole Family	looking at victims, survivors, those who harm, individuals connected to the victim/perpetrator including extended family
The Whole Community	all communities of geography, identity and online spaces have responsibility for preventing domestic abuse
The Whole Society	the general public and those who influence them – the media, politicians, employers, key opinion formers and commentators for example – understand their role in protecting the safety and well-being of those at risk

4. Governance

The area of Domestic Abuse is governed by the Kirklees Communities Board and is a priority in the Safer Kirklees Partnership Plan under the strand of 'Protecting People from Harm.' However, it is recognised that domestic abuse is a cross cutting area that links to a number of policy themes and therefore requires the contribution and oversight of multiple Council and Partnership Boards. As part of the engagement plan, the strategy has been shared more widely so that key stakeholders and groups are cited on strategy development, plans for implementation and the partnership capabilities required to respond to this agenda.

Reducing the prevalence of Domestic Abuse is a key priority for Kirklees and the main group established to lead on implementing the Kirklees Domestic Abuse Strategy and associated action plans is the Domestic Abuse Strategic Partnership (DASP). The

DASP is an effective, multi-agency group of senior representatives from all relevant agencies and is committed to addressing the impact of domestic abuse in Kirklees.

5. Current position

5.1 Length of strategy

The Domestic Abuse Strategic Partnership agreed that the new strategy should once again run for a period of three years (2019-21). Not only this does this guarantee continued alignment with HM Government's 'Ending Violence Against Women and Girls Strategy and the OPCC West Yorkshire Domestic and Sexual Violence Strategy, it was also felt that this was a proportionate length of time to be able to drive and implement improvements, as well as allowing sufficient timescales to consider any future commissioning arrangements.

5.2 Vision

The strategic vision for the next three years is:

“For everyone to understand their responsibility and contribute to tackling domestic abuse in Kirklees”

Which links directly to one of the shared outcomes in the Kirklees Corporate Plan which is for:

“people in Kirklees to live in cohesive communities, feel safe and are safe/protected from harm.”

5.3 Strategic Priorities

The vision is underpinned by four strategic priorities which are:

- **Act before someone harms or is harmed**
- **Identify and stop harmful behaviours**
- **Increase safety for those at risk**
- **Supporting people to live the lives they want after harm occurs**

For each priority there will be a robust action plan with an agreed set of measures which will be supported by service specific performance measures. In addition to this, there will be a separate action plan to ensure the partnership capabilities are achieved.

5.4 Data and Intelligence

The new strategy will draw on a wide variety of data sets to demonstrate the current picture of domestic abuse in Kirklees. This will enable specific areas of concern, such as potential under reporting; 'hidden victims'; demographic and geographical trends to be identified. This is critical for the Domestic Abuse Strategic Partnership to enable the work set out in the action plan to be truly intelligence led. One of the challenges already identified through the current strategy is that the high volume of data from such a variety of sources can make meaningful, ongoing analysis difficult so a key element of the new strategy will be to establish a consistent data set to allow better performance monitoring.

6. Timescales

The strategy received formal sign off by the Communities Board on 10th May 2019 so to allow for further engagement and Cabinet discussion, a formal launch is provisionally booked for 30th Sept 2019.

7. Communications

The Domestic Abuse Strategic Partnership have linked in with the Council's Policy Team and the Communications and Marketing Team for additional expertise. A full Communications Plan is drawn up to support the engagement period over the summer which includes:

- Forward plan for attending key groups such as Cabinet and CMG+
- Plans for the formal launch (provisionally booked for 30th September 2019) which will include a press release and the opportunity for a media presence. It is anticipated that we will be able to launch a new Council HR policy in autumn 2019.
- Staff engagement sessions and elected member training programme
- Raising awareness of domestic abuse is a key part of preventative work that is planned locally, as well as supporting all other campaigns that may be developed regionally through the Office of the Police & Crime Commissioner.
- There is always a robust communications plan put in place when any domestic homicide reviews have been approved by the Home Office and are due to be published

8. Implications for the Council

Domestic abuse as a cross cutting theme spans across a number of Executive Boards and therefore tackling the issue effectively, will contribute to all seven of the Council's shared outcomes defined in the Corporate Plan, but in particular:

- Children have the best start in life
- People in Kirklees are as well as possible for as long as possible
- People in Kirklees live independently and have control over their lives and
- People in Kirklees live in cohesive communities, feel safe and are protected from harm

SafeLives outlines a framework to set out the comprehensive and enduring whole picture approach that needs to be in place to tackle domestic abuse in a bid to eradicate it. This model is equally as applicable in a partnership setting and in Kirklees, we believe this is an innovative way to enable all stakeholders and communities to better understand the role we all have in this crucial agenda.

Partners across Kirklees work dynamically to deal with the changing landscape of domestic abuse but the scale of the issue does present challenges particularly as statutory services have faced unprecedented budget restraints in recent years. It is therefore more vital than ever that new approaches are implemented and that the progress of the Kirklees strategy and subsequent priorities can be measured through a range of partnership intelligence and data.

8.1 Working with People

The Kirklees strategy echoes the SafeLives' 'The Whole Picture - our strategy to end domestic abuse, for good' model and in particular, the pro-active approach to widen the response to domestic abuse. This includes challenging the whole of society to

deconstruct stereotypes to encourage communities to have a low tolerance and high urgency about identifying abuse. This also extends to looking at geographical communities, online spaces and employers/businesses so that they understand the risks posed by those who abuse and their role in protecting those at risk of harm.

The Kirklees Strategy will aim to provide an effective offer for those who have already experienced abuse and violence at all levels of risk by promoting a 'whole family' approach so that the needs of the individual are not considered and acted on in isolation.

Furthermore, the early intervention and prevention focus (ie. acting before someone harms or is harmed) will provide an opportunity to work far more with our communities, elected members, schools, health providers, businesses and voluntary sector services to raise awareness of the issue and increase confidence for people to report and confidence to respond when a disclosure may be made.

8.2 Working with Partners

The redefined approach to responding to Domestic Abuse in Kirklees, modelled on the SafeLives approach, outlines a framework to set out the comprehensive and enduring whole picture approach that needs to be in place to tackle domestic abuse in a bid to eradicate it. We recognise that no one single agency has the complete picture in relation to Domestic Abuse, hence the proposed model is equally as applicable in a partnership setting and in Kirklees, we believe this is an innovative way to enable all stakeholders and communities to better understand the role we all have in this crucial agenda.

Following on from this, there are a number of strategic priorities that have been agreed across the partnership which will be supported by a detailed action plan and a set of capabilities that all those within the sector will need to apply. The Domestic Abuse Strategic Partnership is an effective group that will be responsible for driving the strategy locally, and for monitoring the impact across a number of key agencies (Council, Police, Health and the Voluntary & Community Sector).

8.3 Place Based Working

Domestic abuse rarely affects just one person and every case will include different family dynamics; types of abuse and levels of risk posed by the perpetrator. In this sense, the SafeLives model seeks to encourage agencies to employ an effective, restorative and empathetic response that is tailored to the needs of the person and/or family's circumstances that helps them become safe in a way that is right for them.

Demographic and socio-economic factors within Kirklees are hugely varied so it is anticipated that the new approach will support place-based working through initiatives that are planned around Community Hubs, Schools as Community Hubs and an elected member engagement/training programme to support them in their roles as community leaders. Early plans are also being considered to enable a pilot roll out of some evidence based projects that seek to work directly within communities and strengthen their knowledge and confidence in how to respond to domestic abuse.

8.4 Other (eg Legal/Financial or Human Resources)

Financial - in February 2019, £400k funding was committed to support this agenda so work is ongoing to review the infrastructure of services and commissioning

arrangements (such as the Independent Domestic Violence Advocate contract which is due for re-tender this year). A number of the services that supported people in 2018/19 were not funded recurrently and so, in the short term, some funding has needed to be allocated to these services to ensure that they sustained pending work to secure recurrent funding and to develop the future service model. In addition to this, the Domestic Abuse Strategic Partnership will continue to seek funds from partner agencies to ensure sustainability and enable continuation of joint programmes and any new, evidence-based initiatives

HR – as part of the new strategy, it is intended that the Domestic Abuse Strategic Partnership work closely with HR colleagues to create a specific policy for staff who may be experiencing domestic abuse (either as victims or perpetrators). An initial briefing has taken place with Trade Unions. They will be consulted throughout the development of the policy. The roll out and implementation of this will be supported by comprehensive training for managers.

9 Consultees and their opinions

Consultee	Date	Opinion
Council's Overview & Scrutiny Management Committee	3 Sept 2018	For info/update
Council's Overview & Scrutiny Management Committee	5 Nov 2018	For info/update
Council's Executive Team	8 Jan 2019	For info/update
Office of the Police & Crime Commissioner	18 Apr 2019	For info/update
Victim/Survivor Forums	1& 2 May 2019	Supported
Adult Social Care Strategic Directors	9 May 2019	Endorsed
Portfolio Holder & Chair of Communities Board	9 May 2019	Endorsed
Vice Chair of Communities Board	9 May 2019	Endorsed
Communities Partnership Board	10 May 2019	Approved
Council's Executive Team	11 June 2019	Endorsed
Joint Health and Wellbeing Board	13 June 2019	Endorsed
Council's Leadership Management Team	1 Jul 2019	Endorsed
Safeguarding Adults Board	11 June 2019	Endorsed
Portfolio Briefing (Adults)	22 nd July 2019	For info/update
Council's Overview & Scrutiny Management Committee	22 nd July 2019	For info/update

10 Next steps

Following discussion at Cabinet, any additional amendments/comments will be shared with the Domestic Abuse Strategic Partnership and a final version of the strategy will be published to be launched on 30th September 2019. If the proposed budget allocation is approved, the work needed to progress this will continue (such as going out to tender for the IDVA contract and liaising with HR around any new staffing arrangements)

11 Officer recommendations and reasons

- For Cabinet to note and comment on the progress of work undertaken to develop the new strategy
- For Cabinet to approve the strategy (and the planned launch)
- For Cabinet to approve the proposed funding allocation as part of the review of infrastructure and commissioning arrangements, recognising that action has needed to be taken to sustain existing services from April 2019.

12. Cabinet portfolio holder's recommendations

The Cabinet Portfolio Holder recommends that Cabinet

- Notes and comments on the progress of work undertaken to develop the new strategy
- Approves the strategy (and the planned launch)
- Approves the proposed funding allocation as part of the review of infrastructure and commissioning arrangements

13. Contact officers

Saf Bhuta, Head of Service for Safeguarding and Quality

Alexia Gray, Service Manager for Domestic Abuse and Safeguarding Partnerships

14. Background Papers and History of Decisions

Please see table that outlines this under item 9 in this paper.

15. Service Director responsible

Amanda Evans – Service Director for Adult Social Care Operations

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Kirklees
Domestic Abuse Strategy
2019-21



The Domestic Abuse Strategic Partnership would like to extend their thanks to SafeLives for their approval for Kirklees to be able to adopt the SafeLives model, and for providing subsequent support during the development of this strategy.

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Foreword from Councillor Mather

Domestic abuse has a major impact on children, young people, adults and communities in Kirklees and tackling it is an absolute priority for Kirklees Council and its partners. One of our shared outcomes, developed alongside our partners, is, for “people in Kirklees to live in cohesive communities, feel safe and are safe/protected from harm”. Our workforce, our politicians and our partners are absolutely committed to translating this outcome into reality and our determination to tackle domestic abuse is a key feature of how we will achieve this.

This new, refreshed domestic abuse strategy represents a shift in emphasis as we move towards a “whole picture approach”, to tackling this issue. This style of approach is championed by the SafeLives¹ organisation.

This way of working is hallmarked by 4 key features:

- **The Whole Person** – which means seeing and responding to the whole person, rather than addressing a series of issues.
- **The Whole Family** – which means looking at victims, survivors, those who harm, individuals connected to the victim/perpetrator including extended family.
- **The Whole Community** – which means all communities of geography, identity and online spaces have responsibility for preventing domestic abuse.
- **The Whole Society** – which means the general public and those who influence them – the media, politicians, employers, key opinion formers and commentators for example – understand their role in protecting the safety and well-being of those at risk.

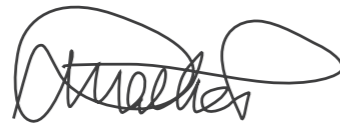
The whole picture approach will mean increased awareness raising about domestic abuse in order to give people the courage and knowledge to challenge it wherever they may come across it, as the only way to truly tackle domestic abuse is for the solution to become everyone’s business.

We know that critical to the success of this strategy, is working in partnership. This is why this strategy has been developed by the Domestic Abuse Strategy Partnership, which consists of key partners from the Council, Police, Health Services, Community Rehabilitation Company and voluntary, community, faith and social enterprise sectors. It features heavily the information and intelligence gathered from a number of local data sets to ensure our work is properly targeted and focused. It also links closely to wider Kirklees strategies such as the *Joint Health and Well-being Strategy* and the work of local Safeguarding Children’s arrangements and the Safeguarding Adults Board.

I make no apology for the scale of our ambition demonstrated by this strategy – any domestic abuse is too much – and I am confident that, even within the context of increasing volume and financial pressure, this strategy will serve to make a real and positive difference to the lives of people in Kirklees.

This strategy provides the overview of what we’re doing across the Council to deliver the best for our children in care and care leavers.

The needs of children and young people run through everything we do; the way we work with partners is central to delivering better outcomes. We will continue to have conversations with partners and colleagues across the council on the values and principles that need to underpin our role as corporate parents and further improvement work.



Cllr Mather

Chair of the Kirklees Communities Board

¹ SafeLives are a national charity dedicated to transforming the UK’s response to domestic abuse and ending domestic abuse for good by combining insight from services, survivors and statistics to support people to become safe, well and rebuild their lives.

Definition of ‘Domestic Abuse’

Kirklees Council adopts the Home Office definition of domestic abuse:

‘Any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members, regardless of gender or sexuality.’

Partners in Kirklees have agreed that these areas of abuse will be addressed through this strategy. The abuse can encompass, but is not limited to:

- **psychological and emotional including verbal abuse**
- **physical**
- **sexual²**
- **financial**

This definition also acknowledges the coercive and controlling nature of abusers and reflects the demography of victims (16 - 19 year old girls who are most at risk).

Controlling behaviour is a range of acts which make a person subordinate or dependent, by isolating them from support, exploiting them for personal gain, depriving them of independence, resistance and escape and regulating everyday behaviour.

Coercive behaviour can be acts of assault, threats, humiliation and intimidation, or other abuse used to harm, punish, or frighten the victim. The current definition includes so-called ‘honour’ based violence, female genital mutilation (FGM) and forced marriage.

² It should be noted that this strategy encompasses sexual violence and abuse where it occurs in a domestic setting but will not extend to the wider issues around sexual violence (such as ‘stranger rape’)

In addition to the Home Office definition, Kirklees accepts that domestic violence and abuse can take place in many forms and in a number of different intimate and familial settings which are outlined below:

Situational Couple Violence

Involves a relationship dynamic in which conflict can get out of hand to cause one or both partners lashing out. These acts can occur by men and women at fairly equal rates and are not generally committed in an attempt to control a partner³. However, they can contribute to increases in reporting.

Elder/Carer Abuse

From a definition put forward by Action on Elder Abuse in the UK, the World Health Organization (WHO) defines Elder Abuse as

“a single, or repeated act, or lack of appropriate action, occurring within any relationship where there is an expectation of trust, which causes harm or distress to an older person.”

It includes harms by people the older person knows, or has a relationship with, such as a spouse, partner, or family member; a friend or neighbor; or people that the older person relies on for services. Many forms of elder abuse are recognised as types of domestic abuse since they are committed by family members. Paid caregivers have also been known to prey on their elderly patients.

Teen Violence and Abuse Against Parents

Young people displaying violent and abusive behaviour towards their parents which could include but is not limited to coercive and controlling tactics. This is becoming increasingly recognised as a feature in families with complex needs and can often have a detrimental impact on other siblings within the family as well as the parents.

Peer on peer abuse

Abuse within early relationships between younger people where there may be all the elements of intimate partner violence and abuse but with less understanding about boundaries, what constitutes healthy relationships and even identifying that the relationship is or is becoming abusive.

³ Johnson, M.P. (2008). A Typology of Domestic Violence: Intimate Terrorism, Violent Resistance, and Situational Couple Violence. Boston: Northeastern University Press.

The Scale and Challenge of Domestic Abuse

In January 2019, the Government unveiled their most comprehensive package ever to tackle domestic abuse, aimed at supporting victims and their families and pursuing offenders. This was supported by a Home Office report that revealed the economic and social cost of domestic abuse cost the country £66 billion in 2016 to 2017. According to the research, the vast majority of this cost (£47 billion) was a result of the physical and emotional harm of domestic abuse, however it also includes other factors such as cost to health services (£2.3 billion), police (£1.3 billion) and victim services (£724 million). While the £66 billion estimate of the costs of domestic abuse appear large, they are likely to be an under-estimate. In particular, the Crime Survey for England and Wales data at the heart of the estimate does not enable full consideration of the number of injuries incurred by victims during their abuse, so the physical harms are likely to be under-estimated.

The £66 billion estimate represents the most comprehensive estimate yet of the economic and social costs of domestic abuse. The report reinforces the need to tackle domestic abuse, ideally through preventative efforts that stop the abuse from happening in the first place. It also highlights how domestic abuse impacts on many sectors of society, suggesting that the response should be similarly wide-ranging.

As well as making a set of commitments to tackle domestic abuse, the Government will also be bringing in new legislation and one of these changes will be to introduce the first ever statutory government definition of domestic abuse to specifically include economic abuse and controlling and manipulative non-physical abuse which will enable everyone, including victims themselves, to understand what constitutes abuse and will encourage more victims to come forward. This move illustrates and strengthens the notion that domestic abuse now encompasses much broader types of abuse that can be less easy to identify, and that the relationships of those experiencing domestic abuse extend far more widely than the stereotypical heterosexual relationship. At the time of the Kirklees strategy being signed off, the draft Bill was still at parliamentary scrutiny stage so we will refer to the current definition of domestic abuse but will make changes to the strategy once new legislation is in statute.

In 2016, HM Government published their 'Ending Violence Against Women and Girls Strategy: 2016-2020'⁴, followed shortly afterwards by the West Yorkshire Office of the Police and Crime Commissioner publishing their 'Domestic and

Sexual Abuse Strategy'. It should be noted that HM Government's strategy is particularly focussed on women and, whilst it is widely accepted that domestic abuse is disproportionately gendered, both the West Yorkshire and Kirklees approaches are not limited to this as it was felt that local responses need to be considered across all demographics (many of whom could be considered 'hidden victims'). Indeed, it is true to say that victims of domestic abuse are not confined to a particular gender, ethnic group or sexual orientation and abuse affects whole families, including children and the elderly.

It is accepted that the majority of those affected by domestic abuse do not report their experiences to the police and of those incidents reported to the police, only a minority are resolved through the criminal justice system. Whilst some victims will be supported where they meet safeguarding and risk thresholds, not everyone will receive support. Therefore partner agencies have a significant role to play in addressing domestic abuse, whether the violence is reported to the police or not, and in particular to intervene early and prevent further abuse. Partners across Kirklees work dynamically to deal with the changing landscape of domestic abuse but the scale of the issue does present challenges particularly as statutory services have faced unprecedented budget restraints in recent years. It is therefore more vital than ever that new approaches are implemented and that the progress of the Kirklees strategy and subsequent priorities can be measured through a range of partnership intelligence and data.

Domestic abuse rarely affects just one person and every case will include different family dynamics; types of abuse and levels of risk posed by the perpetrator. In this sense, the SafeLives model seeks to encourage agencies to employ an effective, restorative and empathetic response that is tailored to the needs of the person and/or family's circumstances that helps them become safe in a way that is right for them. More and more research is emerging, including from the direct experiences of victims, that places control and coercion at the core of domestic abuse so it is imperative that staff across the partnership are able to recognise this and use their professional judgment appropriately to support people to best effect.

A great deal of progress has been made throughout the journey of the 2015-18 'Taking up the Challenge Towards Freedom' strategy, with a number of initiatives and specialist services available for those experiencing domestic abuse in Kirklees⁵. However, in order to truly tackle the issue, the approach needs to be holistic with more emphasis placed on preventing abuse and harm from happening in the first place. It is well documented that domestic abuse can have a devastating and long lasting impact on children and this can often be in conjunction with other adverse childhood experiences. The Domestic Abuse Strategic Partnership are therefore committed to understanding these and the links to other safeguarding issues. To prevent the incidence of domestic abuse in the future, it is recognised locally that further targeted, preventative work must be undertaken to change the social norms and reduce the number of children and young people being exposed to domestic abuse at home through engagement with schools and further education providers; through community provision, and by using innovative approaches and social media. Preventative work in this area will also address the increase in incidents of intergenerational violence involving adolescents and parents and help children understand the difference between unhealthy and healthy relationships.

Similarly, there is increasing evidence locally and nationally in adult cases of neglect and abuse of the impact of cumulative risk. This is where a combination of mental health, domestic abuse and drugs and alcohol are prevalent in the home and result in negative, long term outcomes for families. There are also emerging concerns across children's and adult services where certain health conditions can contribute to the abusive behavior (i.e. Dementia or Autistic Spectrum Disorders). The Health sector specifically can often be the first point of call for many living with domestic abuse (including GPs, A&E, Mental Health Services) so their commitment and engagement with the agenda is crucial.

Domestic abuse is disproportionately gendered but it is imperative to recognise that domestic abuse can affect everyone at some point on their lives, but some groups of people can have additional vulnerabilities and/or characteristics that may require a different response. Male victims; those in LGBT+ relationships; those with physical and learning disabilities; older people; those with insecure immigration status and/or of different cultural/ethnic backgrounds should be able to feel equally as supported in accessing services and confident about how to report any concerns.

Evidence shows that those experiencing domestic abuse are more likely to face housing and/or homelessness issues, so the role of Housing Providers is key to ensure that supported housing and adequate refuge accommodation is available and able to respond locally to these needs.

In summary, the challenge of tackling domestic abuse and encouraging a tolerant society cannot rest with any one agency and it is only by adopting a 'whole family' ethos and seeing domestic abuse as part of a bigger picture, affecting multiple families and communities that Kirklees will be able to start changing perceptions and contribute to preventing abuse from happening at the earliest stage.

The 2019-21 Kirklees Vision and Approach

Tackling domestic abuse has been a key priority for Kirklees for many years. We continue to adopt a zero tolerance approach and our ambition is that people treat one another with respect and compassion. The Kirklees vision for the next three years is:

'For everyone to understand their responsibility and contribute to tackling domestic abuse in Kirklees.'

Kirklees supports SafeLives' 'The Whole Picture - our strategy to end domestic abuse, for good' and in particular, the pro-active approach to widen the response to domestic abuse. This includes challenging the whole of society to deconstruct stereotypes to encourage communities to have a low tolerance and high urgency about identifying abuse. This also extends to looking at geographical communities, online spaces and employers/businesses so that they understand the risks posed by those who abuse and their role in protecting those at risk of harm.

SafeLives state that 'domestic abuse is never all of someone's experiences or situation' and with this in mind, the Kirklees strategy will aim to provide the best provision of services for those who have already experienced abuse and violence at all levels of risk by promoting a 'whole family' approach so that the needs of the individual are not considered and acted on in isolation.

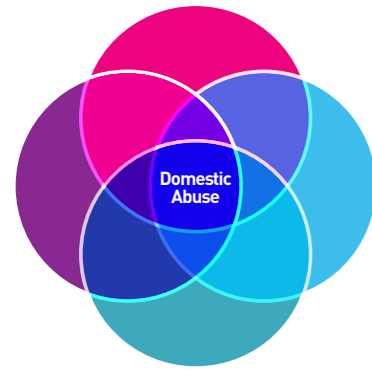
Furthermore, the early intervention and prevention focus (i.e. acting before someone harms or is harmed) will provide an opportunity to work far more with our communities, elected members, schools, health providers, businesses and voluntary sector services to raise awareness of the issue and increase confidence for people to report and confidence to respond when a disclosure may be made.

It is paramount that communities and society are strengthened to support people experiencing domestic abuse to be safe, well and resilient but this will also need a sustainable, strong infrastructure of statutory services and provision to be in place for those most vulnerable and at highest risk.

SafeLives outlines a framework to set out the comprehensive and enduring whole picture approach that needs to be in place to tackle domestic abuse in a bid to eradicate it. This model is equally as applicable in a partnership setting and in Kirklees, we believe this is an innovative way to enable all stakeholders and communities to better understand the role we all have in this crucial agenda. Following on from this, there are a number of strategic priorities that have been agreed across the partnership which will be supported by a detailed action plan and a set of capabilities that all those within the sector will need to apply.

A whole picture approach: ending domestic abuse, for good

We believe the following SafeLives framework sets out the comprehensive and enduring whole picture approach that needs to be in place for domestic abuse to be ended for good.



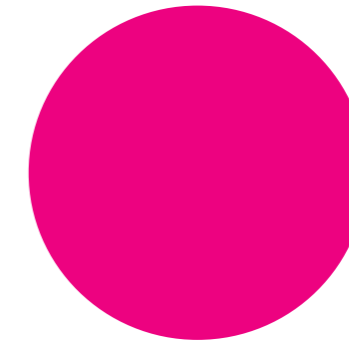
The whole person: domestic abuse is never all of someone's experiences or situation.



	Whole Person Seeing and responding to the whole person, not addressing a series of issues	Whole Family Adult victims, survivors, those who harm, individuals connected to the victim/perpetrator including extended family
1 ↑ Act before someone harms or is harmed ↓	People are treated as just that – people, and not issues. The complexity of domestic abuse and links to other adverse experiences are understood. ⁶	Protective factors are put in place for those at risk of abusing or being abused – people and services sufficiently understand domestic abuse and what makes it more or less likely to happen.
2 ↑ Identify and stop harmful behaviours ↓	Harmful behaviour is addressed by proactively identifying all motivating factors and consequences, such as other violence, abuse and criminality.	Individuals who abuse any family member are appropriately assessed for the risk they pose to all family members – and themselves.
3 ↑ Increase safety for those at risk ↓	The protection offered to people means proactively checking that all risks posed have been addressed, not just the initial presenting issue.	The safety and wellbeing of all non-abusive family members – physical, mental and emotional – is defended from those who pose a risk to them.
4 ↑ Support people to live the lives they want after harm occurs ↓	People are responded to as people, not an issue or series of issues. Both crisis and longer term responses to people who have experienced abuse are sensitive to their possible vulnerability to future adverse experiences.	When an immediate experience of abuse is over, all family members' safety and wellbeing – physical, mental and emotional – are (re)built. People are supported to live the lives they want, drawing strength from each other.

6. Such as child abuse, child sexual abuse, child sexual exploitation, sexual violence, trauma, mental ill health, substance use, or economic disadvantage.

7. Individuals might form an identifiable community; we work on the basis that within that community will also be a range of views, backgrounds and experiences.



Whole Community All communities of geography, identity and online spaces	Whole Society The general public and those who influence them: the media, politicians, employers, key opinion formers and commentators
Communities ⁷ of geography, identity and online spaces are equipped to identify and act on early risk factors and warning signs	Gender stereotypes are challenged and deconstructed – particularly those of masculinity – supporting boys and men to break these norms. Societal shifts see a reduction in the motivation and opportunity for different types of power to be abused.
Community members know they are more than passive bystanders – there is low tolerance and high urgency about identifying and holding to account those who abuse.	
Communities of geography, identity, online spaces and employers/businesses understand the risks posed by those who abuse and their role in protecting the safety and wellbeing of those at risk.	
People who speak about their experience of abuse are believed. Communities and society validate their experience and support their process of creating safety, wellbeing and resilience so they can live the lives they want. The voices, strengths and needs of survivors are paramount, and survivors draw further strength from one another.	

Kirklees Strategic Priorities

During 2019 - 2021 we will...

	Strategic priority	How we will achieve this
1	Act before someone harms or is harmed	We will ensure that early intervention and prevention is at the heart of everything we do, combined with a commitment to continually raise awareness and encourage communities to be part of the solution.
2	Identify and stop harmful behaviours	We will ensure that the motivating factors behind abusive behaviours are understood and work with those perpetrating harm to address their behaviour and/or ensure that appropriate sanctions are applied.
3	Increase safety for those at risk	We will ensure that victims, children and families receive timely access to high quality services and that support is based on a risk-led but holistic model.
4	Support people to live the lives they want after harm occurs	We will improve and expand the support for everyone impacted by domestic abuse to encourage longer term recovery and resilience.

1 Strategic priority 1

Act before someone harms or is harmed

- Use evidence based, local and national research with a strong emphasis on survivor and 'lived' experiences to inform and implement change.
- Raise awareness of domestic abuse through continued public information campaigns to influence and change attitudes and behaviours, with a focus on any emerging issues where targeted campaigns may be required.
- Focus on working with schools and education to fully understand the offer within schools for both pupils and staff and build on the work of 'schools as Community Hubs'.
- Increase the offer and confidence within communities to respond to domestic abuse that builds community capacity and encourages a thriving, high quality voluntary sector.

2 Strategic priority 2

Identify and stop harmful behaviours

- Ensure that assessments and responses fully address the factors that can contribute to someone causing harm.
- Place an emphasis on cases that may not necessarily require social care or formal safeguarding interventions in a bid to reduce the risk of harm and harm escalating at the earliest opportunity.
- Focus on the connections between other adverse childhood experiences and domestic abuse so that children and families are supported to make the positive changes that they are involved in.
- Support those perpetrating harm to address their behaviour to put the onus of responsibility on them and increase their understanding of the impact of their actions on others. Where this is not evidenced, appropriate sanctions should be applied.

3 Strategic priority 3

Increase safety for those at risk

- Ensure that those experiencing domestic abuse are supported through effective pathways and timely access to services (both statutory and non-statutory) so that the needs of the individuals and families are considered in a holistic way (rather than simply focusing on the initial presenting issue).
- Ensure that where disclosures are made, the partnership can support those going through the criminal justice system to achieve positive outcomes.
- Where gaps in service are identified, the partnership can employ smart commissioning arrangements to ensure that all victims are supported in a way that involves them in the solution.
- Ensure that there is a focus on victims with protected characteristic or other vulnerabilities that may make them 'invisible' and therefore, more susceptible to harm.

4 Strategic priority 4

Supporting people to live the lives they want after harm occurs

- People who are experiencing abuse can retain or access safe and suitable accommodation.
- Build on existing support services for those affected by domestic abuse to aid longer term recovery through traditional methods (such as therapeutic services and counselling) as well as exploring new innovative ways (such as digital and web based opportunities).
- Support those who have experienced domestic abuse to become actively involved in the agenda at a time that is right for them.
- Continue to work across the partnership and communities so that the longer term impact of abuse is understood and strive to provide longer term capacity where there may still be difficulties (such as financial hardship, issues over child contact, insecure immigration status).

Governance

The area of Domestic Abuse is governed by the Kirklees Communities Board and is a priority in the Safer Kirklees Partnership Plan under the strand of 'Protecting People from Harm.'

Given the cross cutting nature of Domestic Abuse and the impact this has on all communities and groups of people, it is also linked to the key objectives set out in the Safeguarding Adults Board Strategic Plan; the Children's Safeguarding Board's Business Plan as well as complementing wider Kirklees strategic groups such as the Health & Wellbeing Board and other connected agendas (sexual abuse, Child Sexual Exploitation, Prevent, Modern Day Slavery, Female Genital Mutilation and Gangs/Gang Violence).

Reducing the prevalence of Domestic Abuse is a key priority for Kirklees and the main group established to lead on implementing the *Kirklees Domestic Abuse Strategy* and associated action plans is the Domestic Abuse Strategic Partnership (DASP). The DASP is an effective, multi-agency group of senior representatives from all relevant agencies and is committed to addressing the impact of domestic abuse in Kirklees.

There are also a number of operational subgroups that feed into this group, namely the Domestic Abuse Forum; the Daily Risk Assessment Management Meetings (DRAMM) and Multi-Agency Risk Assessment Conferences (MARAC) Steering Group and the Honour Based Abuse and Forced Marriage Steering Group. In addition to this, Domestic Abuse is considered and tackled at a regional level through the Office of the Police and Crime Commissioner's (OPCC) Domestic Abuse and Sexual Violence Board.



Partnership capabilities

In order to achieve the vision set out in this strategy, it is critical that the partnership collectively apply the following capabilities:

Leadership and strong partnerships, evidenced by:

- validation at all levels of all organisations;
- engagement and buy-in by elected members and strategic leads with an increased offer to help them in their roles as community leaders;
- successful collaborations outside the partnership (i.e. with businesses; other authorities and organisations) to create funding opportunities.

Understanding and knowledge, evidenced by:

- research, including using the learning from Domestic Homicide Reviews, Safeguarding Adults Reviews and Serious Case Reviews;
- using the voice of the victim and experiences of those who have lived with/witnessed domestic abuse (including children).

Skills, confidence and motivation, evidenced by:

- the workforce stability and ability to attract and retain staff from a range of backgrounds and experiences;
- quality of staff and client interventions;
- continual learning to enhance existing skills;
- reflective supervision.

Continual learning, evidenced by:

- dynamic and quality assured training delivery which responds continually to new and emerging issues (i.e. legislative and/or following local research);
- practitioner events being established quarterly;
- training records and evaluations.

Quality assurance and accountability, evidenced by:

- partnership inspections and case file audits;
- good quality Domestic Homicide Reviews, Safeguarding Adults Reviews and Serious Case Reviews;
- critical friend and peer reviews;
- acting and implementing national best practice in a range of settings.

Appendix 1

Summary of progress with the 2015-18 Domestic Abuse Strategy

What we said we'd do and what we did; the journey so far

There has been a great deal of progress made within Kirklees as a result of the 2015-18 strategy which has been driven by the Domestic Abuse Strategic Partnership and made possible by the commitment of all partners to this agenda. Notable achievements made against the 2015-18 strategic priorities are outlined as follows:



Public information campaigns to raise awareness of domestic abuse

- ▶ Developed award winning awareness raising campaigns 'It's Never Ok'. Winner of the Chartered Institute of Public Relations (CIPR) Excellence Award. 2016 campaign reached 426,809 people on Facebook and prompted a 57% increase in calls.
- ▶ White Ribbon accreditation received in July 2018. This was celebrated by Kirklees hosting a regional conference in which 97% of attendees felt it was a good event.



People who experience domestic abuse have timely access to justice and a range of appropriate services

- ▶ Established the Daily Risk Assessment Management Meetings and streamlined the Multi-Agency Risk Assessment Conferences for early identification of cases and more timely responses. These processes have dealt with 3,076 medium and high risk cases with 3,874 proactive actions being set to manage risk and safety plan.
- ▶ Rolled out Operation Encompass so since 2018, 117 primary schools and 23 high schools have received a total of 1016 notifications about children who were involved and/or witnessed domestic abuse within the previous 24 hour/week-end period.
- ▶ Stronger Families' revised their programmes to deal with the changing landscape; 413 victims accessed the Freedom Programme (which then became the Liberty Programme) and six 'Step Up' programmes have been delivered for Teen Violence and Abuse Against Parents which has included 42 adults and 40 young people.

Appendix 1



All those who are likely to work with people affected by current or historic domestic abuse have access to learning and development

- ▶ Training offer revised year on year to ensure that staff and practitioners are kept abreast of any legislative changes or emerging research.
- ▶ Pennine Domestic Violence Group staff had intensive training and organisational support dealing with LGBT+ victims through a specialist worker being co-located in Year 2.
- ▶ As part of successful Department of Communities and Local Government bid, specialist practitioners were co-located in refuge over a year to share expertise/training and client support around Mental Health, Drugs and Alcohol and BME related issues.
- ▶ Independent Domestic Violence Advocates co-located in Health settings have provided training to approx.708 NHS staff (across A & E, Midwifery and Mental Health).



Smarter integrated commissioning approaches support sustainable and responsive services for those affected by domestic abuse in Kirklees

- ▶ Creative partnership funding arrangements achieved for the contract and roll out of the Independent Domestic Violence Advocates (IDVA) Service. Since 2016, there have been 3545 referrals into the service and of these, 73% of victims leaving the IDVA service reported feeling safer; 83 % felt they would recognise abusive behaviour in the future and 84% felt confident to ask for help in the future if they needed it.
- ▶ Joint funding agreed through the Domestic Abuse Strategic Partnership to enable awareness raising campaigns.
- ▶ Successful funding bids submitted jointly across West Yorkshire level have enabled a focus on accommodation based support and working with victims that have complex and multiple needs.

Appendix 1



Accurate data and intelligence regarding the prevalence of domestic abuse informs action locally

- ▶ Kirklees domestic abuse prevalence data is routinely compared against national SafeLives data. Significant improvements made with collection and interpretation of DRAMM and MARAC data.
- ▶ Strategic Intelligence Assessment is refreshed every year to ensure a local picture of domestic abuse is established.
- ▶ Ongoing commitment to national research and best practice to drive improvements (such as Spotlight Report on Older People, Honour Based Abuse and Forced Marriage and regional events to support shared learning emerging from Domestic Homicide Reviews).

Appendix 2: National, regional and local prevalence

Domestic abuse remains prevalent (locally and nationally) and as such, remains a high priority for the Domestic Abuse Strategic Partnership to address across all services. The main sources for accessing national prevalence data about domestic abuse are the Office for National Statistics (ONS); the Crime Survey for England and Wales (CSEW); Police recorded crime; Homicide Index data and information from a number of different organisations (such as SafeLives and Women's Aid).

For the year ending March 2018, figures show that:

- ▶ Nationally, there were an estimated **7.9%** of women (1.3 million) and **4.2%** of men (695,000) who experienced domestic abuse in the last year which is not a significant change compared with year ending March 2017 (CSEW).
- ▶ The Police recorded a total of **599,549** domestic abuse-related crimes which is an increase of **23%** from the previous year (ONS)¹.
- ▶ West Yorkshire Police statistics show an increase of **10%** in 2018/19 to **65,051** domestic incidents recorded.
- ▶ Kirklees domestic incident reports to West Yorkshire Police made up **15.8%** of all reported incidents across West Yorkshire.
- ▶ Kirklees statistics show an increase of **6%** in 2018/19 to **10,277** reported domestic incidents to West Yorkshire Police.
- ▶ The Kirklees repeat victim rate was **46.9%** and the Kirklees suspect rate was **46.5%** which is broadly in line with the other West Yorkshire Local Authorities.
- ▶ Children were present at **27.3%** of all police call outs relating to domestic abuse in Kirklees.
- ▶ The **Kirklees victim** profile is likely to be a **white female between 20-29 years**.
- ▶ The **Kirklees suspect** profile is likely to be a **white male between 20-29 years**.

In terms of outcomes as a result of reporting of incidents of domestic abuse to West Yorkshire Police it is noted that for the same time period across West Yorkshire (up to year ending 2019) there were:

- ▶ **54.2%** Victim Declines/Withdraws Support
- ▶ **28.5%** Evidential Difficulties (Police)
- ▶ **8.24%** Charged
- ▶ **3.62%** Evidential Difficulties (Crown Prosecution Service)

Furthermore, there was an attrition rate regionally of 28% (Kirklees rate is 27.2%). The reasons for the attrition were attributable to:

- ▶ Victim fails to attend in **35.4%**
- ▶ Victim refuses to give evidence or retracts in **27.1%**
- ▶ Conflict of prosecution evidence **11.6%**
- ▶ Acquittal after trial **10.4%**
- ▶ Administration finalised **4.3%**

Appendix 2:



Local Services and Volume

DRAMM and MARAC

Since the implementation of the Kirklees Daily Risk Assessment Management Meetings (DRAMM) in October 2016, this process, along with the Multi-agency Risk Assessment Conferences (MARAC), has:

- ▶ dealt with 3,076 medium and high risk cases
- ▶ 3,874 proactive actions have been set to manage risk and safety plan.

Pennine Domestic Violence Group (PDVG)

Pennine Domestic Violence Group are the largest third sector provider of domestic abuse services locally and until March 2020, are commissioned to deliver the IDVA Service in Kirklees. From April 2016 to March 2019, PDVG have summarised that:

- ▶ There were 3545 referrals into the IDVA Service and of these
- ▶ 2295 victims have accessed advice or short term interventions
- ▶ 905 victims have accessed a full programmes of support
- ▶ 596 charges were made by the Police and 305 victims have been supported through the criminal justice
- ▶ 51 perpetrators received custodial sentences and 112 restraining orders were granted

The overall outcomes for victims who were supported by the IDVA service demonstrate that:

- ▶ 73% of victims leaving the IDVA service felt safer
- ▶ 83 % felt they would recognise abusive behaviour in the future
- ▶ 84% felt confident to ask for help in the future if they needed it
- ▶ 75% felt their support network had improved

¹This in part reflects police forces improving their identification and recording of domestic abuse incidents as crimes and an increased willingness by victims to come forward.

Appendix 2:



Accommodation and Housing

From April 2016 to March 2019

- ▶ PDVG received **6429 referrals** for emergency refuge accommodation.
- ▶ **470 homes** have been made more secure to prevent homelessness as a direct result of domestic abuse.
- ▶ Staying Safe in Kirklees and Sanctuary have received **1811 referrals** with **1533 victims** accessing advice and support.



Children

Between March 2016 and April 2019, PDVG have provided support to victims with children, in total, 2482 children (1318 through Staying Safe in Kirklees and Sanctuary; 953 through the IDVA service and 213 through accommodation).

In addition to this, between April 2018 and March 2019, 4786 contacts were made to Children's Services/Front Door where domestic abuse was a presenting issue, and of these:

- ▶ **77.4%** of these were from Legal agencies (including police, courts, probation).
- ▶ **4.7%** of these were from other partners (including other agencies, children's centres, independent agency providers, voluntary organisations).
- ▶ **4.6%** of these were from Education partners (including education services and schools).
- ▶ **3.9%** of these were from Health partners (including hospitals, Health Visitors, GPs, School Nurses).
- ▶ **3.7%** of these were from family, relatives, neighbours or friends.

Appendix 2:

Conclusion

Whilst this is not an exhaustive breakdown of crime and/or service specific data, it does provide an insight into the scale and nature of domestic abuse. From an initial reading of the statistics the following conclusions could be gained:

- ▶ Incidents of domestic abuse are increasing.
- ▶ Medium and high risk cases referred to DRAMM and MARAC are therefore IDVA allocations are increasing.
- ▶ High levels of repeat victimisation remain.
- ▶ Whilst the main profile of victims are female, white and aged 20-29 years' experience the highest levels of domestic abuse, there is an increased level of male victims of domestic abuse.
- ▶ There are high levels of victim withdrawals or failure to attend court.
- ▶ Attrition rates remain high.
- ▶ The numbers of children affected by domestic abuse are likely to be skewed as they are based primarily on police call outs only and won't reflect numbers where children and families are not known to social care.
- ▶ The number of elderly victims affected by domestic abuse is likely to be underreported due to their experiences often being exacerbated by social, cultural and physical factors. Many surveys and studies have also excluded consideration for victims 60+ which serves to reinforce the false assumption that abuse ceases to exist beyond a certain age.

These assumptions however need to be read or understood with some caution. We know that domestic abuse remains a largely hidden crime that is difficult to assess. Measuring the true scale of the problem is not only hampered by the reluctance of victims to report their experiences but also the absence of a single criminal offence. Whilst the data provides a snapshot or insight to aid our understanding of the nature of domestic abuse, what increases or changes there are, and any assumptions around poor outcomes as a result of victim withdrawal or engagement would require more detailed analysis. There also needs to be consideration given to influencing factors affecting the data such as changes in recording practices, changes in community confidence to report, changes in the breadth of the definition of domestic abuse and the point at which the data is collected.

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Domestic Abuse Strategy 2019/21 - Strategic Priorities Template (Year 1 Action Plan)

Strategic Priority 1 Act before someone harms or is harmed	Action	Lead Officer Agency	Timescales	Progress update
1. Use evidence based, local and national research with a strong emphasis on survivor and 'lived' experiences to inform and implement change	Behavioural Insights learning and other PCC pilots	DASP	August 2019	LGA session attended and evaluations to be shared at the end of each pilot
	SafeLives Spotlight report	DASP & specific T & F groups		
	MARAC data (national SafeLives dataset)		Quarterly	
	Update all training packages based on evidence based research	Mid Yorks/All	July 2019	HBA/FM being reviewed using N8 Research
	Continue being proactive and responsive to changing agendas, understandings, law and legislation.	PDVG		All PDVG services are built upon and improved using research from Safe Lives, Women's Aid, Imkaan, Karma Nirvana etc. Also crime statistics from Home Office, ONS etc. Internal data is used to influence change to maximise access to services and ensure all victims are represented and have equal rights to support. Regular consultation with clients to reflect their experiences and consult on good practise. Feedback routinely collected from victims at end of support. Local qualitative and quantitative data from MARAC and DRAMM

	Review CHFT DA policy with a review of the referral pathways across both sites.	CHFT PDVG		It is envisaged that PDVG Health IDVA will be closely involved with this and survivor input via the IDVA will be used to influence the process.
	Review HMICFR Reviews –share advice and guidance	West Yorkshire Police	Ongoing	
2. Raise awareness of domestic abuse through continued public information campaigns to influence and change attitudes and behaviours, with a focus on any emerging issues where targeted campaigns may be required	Produce an annual Comms Plan to consider key calendar events when DA can increase	DASP Safer Kirklees Council WY Comms Safeguarding Group	September 2019	WY plan drawn up for all Safeguarding events but DA specific needs to be agreed via DASP
	Generate Twitter page for Domestic Abuse to be managed by one of the Kirklees DRAMM clerical officers to report on positive results and actions, and raise awareness of how to report and what victims can expect. This may be developed to include local media to reach a wider audience.	West Yorkshire Police		
	Redesign website making it more current and flexible and interactive. LGBTQ+ campaign being developed.	PDVG		
	Specific targeted campaigns (older people and impact on children to be planned for 2019/20)	DASP Comms	2019 - 2020	
	Safeguarding Week	DASP	June 2019	<ul style="list-style-type: none"> • Economic Abuse • Drop in at Global Diversity • An Old Lady Sings

	16 days of action & White Ribbon			<ul style="list-style-type: none"> • CHFT to promote trust wide around LGBT and DA • NRPF event • LGBT+ event • White Ribbon conference June 2019
	Euro's 2020	DASP Comms	June 2020	
	Information to be shared widely via internal and external methods	DASP		<ul style="list-style-type: none"> • SWYFT – shared via these routes, such as the trust facebook page • KNH will include key messages re. zero-tolerance of violence against women and girls, LGBT and male victims and sources of help and support on new website when launched • Mid Yorks share information with staff and use posters, leaflets etc in our public areas
3. Focus on working with schools and education to fully understand the offer within schools for both pupils and staff and build on the work of 'schools as community	Establish T & F Group to progress this	DA Service Manager Education	July 2019	Key members identified and proposal in draft
	Trial Domestic Abuse inputs being delivered in schools in Dewsbury and Mirfield through NPT.	West Yorkshire Police		The intention is to take the schools input and develop this based on feedback from the schools we have so far involved (pupils and teachers) and then roll this out across NPTS in Kirklees. We will also have the benefit of an IDVA working with the Domestic

				Abuse Teams who can attend school inputs and share their knowledge & experience as well as publishing what PDVG do and how we work in partnership with the Local Authority and various others
	Expanding Operation Encompass into Early Years and FE settings	Children's/Police/Education	Sept 2019	<ul style="list-style-type: none"> • OE piloting in Early Years
	Respect 4 All pilot to be explored, along with other initiatives (ie Yorkshire Children's Centre)	YCC Stronger Families Safer Kirklees	Sept 2019	Bid submitted to OPCC Safer Communities Fund to roll out at two more sites to build up evidence base
	Continue the work with NCS and the offer of bespoke training to schools and places of education	PDVG		DA awareness briefings with Kirklees National Citizen Service reaching over 600 YP between 15 and 17. Deliver 2hr briefings on DA and impact on children in various schools to teachers and safeguarding leads across Kirklees. Presentations and information sessions at Kirklees collage and Hudds University
4. Increase the offer and confidence within communities to respond to domestic abuse that builds community capacity and encourages a thriving, high quality voluntary sector	Explore implementation of Change that Lasts as a pilot in Kirklees	DA Service Manager Community Hubs	Dec 2019	Workshop planned mid June and joint meeting with EIP arranged late June to progress
	Develop Elected Member engagement and training plan	DA Service Manager L & OD	Dec 2019	
	Identify and engage with community groups and youth settings (such as sports clubs) to offer awareness raising sessions	DASP	Plan to roll out Jan 2020	

	Establish 'Business Engagement Plan' to build on WYQM	DASP	Sept 2019	
	KNH to provide a key briefing on domestic abuse key messages for resident associations as part of ongoing awareness raising - e.g. safeguarding and modern slavery have already been delivered	KNH		
	Continue to encourage and inspire confidence and understanding in all opportunities. Continue to attend meetings ie Third Sector Leaders where we can influence building of community capacity to respond to DA effectively	PDVG		Use training and information sessions to empower communities to promote deeper understanding of impact of DA and support to be confident to recognise and respond appropriately to victims of DA. Deliver DA training to 350 maintenance operatives for building services called See It, Say It, Report It an initiative to encourage reporting with the White Ribbon message of zero tolerance. PDVG DIY Civil Order Service remit includes educating and enabling other professionals to support clients through civil order process. Chair DA Forum and are actively involved in Kirklees DA Boar
Strategic Priority 2	Action	Lead Officer Agency	Timescales	Progress update
Identify and stop harmful behaviours				
1. Ensure that assessments and responses fully address the	Ensuring that Police continue to refer through Children Social Care	West Yorkshire Police		

factors that can contribute to someone causing harm	& where appropriate, Adult Social Care for victims and children. Also the appropriate use of out of court disposals for offenders (in line with the DPP guidelines) to address an offenders behaviour across varying crime types with a view to addressing causation factors			
2. Place an emphasis on cases that may not necessarily require social care or formal safeguarding interventions in a bid to reduce the risk of harm and harm escalating at the earliest opportunity	Roll out training on reducing Parental Conflict	Best Start Partnership	2019 - 2020	Funding has been gained to implement DWP training on reducing parental conflict. This training is at the very preventative end of the scale. It is anticipated that representatives from Housing Services/ KNH would be part of this but is still to be determined. The Kirklees assessment is currently being carried out
	Pilot using Operation Encompass process to notify Locala of standards	Locala Police	Sept 2019	
	Ongoing DA sessions for ED staff to look at victim identification, hidden children and perpetrator work	CHFT		
	Establish training needs and support clinics held at SWEET	DASP	Sept 2019	Initial meeting held June 2019
3. Focus on the connections between other adverse childhood experiences and domestic abuse so that children and families are	Identify training needs within Adults/Children's Social care	DASP OL & D		Survey at CMG+ in June and follow up with specific services
	Neighbourhood Policing staff training re ACE's completed in	West Yorkshire Police		

supported to make the positive changes that they are involved in	2018 but refresher training to be planned and for induction of new officers.			
	Linked to T & F Group for Schools, could consider bespoke training for pastoral staff			
	Drugs and alcohol work?			
	Work with local authority to seek funding for specific support for children and families	PDVG /DASP		Support work carried out in refuge with families and the recent recruitment of an Advanced Practitioner through MHCLG bid
4. Support those perpetrating harm to address their behaviour to put the onus of responsibility on them and increase their understanding of the impact of their actions on others. Where this is not evidenced, appropriate sanctions should be applied	Commissioning of Perpetrator Programmes Role of housing	OPCC, YCC, Police		The OPCC is working on a new OoCD referral mechanism and provider (Choices previously) to ensure consistency across all 5 WYP districts. This will allow for an offender to attend a series of inputs to address the reasons for their offending behaviour and address having a healthy relationship, the connection between substance misuse and domestic abuse etc.
	Conditional Caution initiatives (including working specifically with female offenders)	DA Service Manager Police	2020	
	Increase use of DVPOs	Police		
	Increased arrest rate	Police		
	Develop joint session between WYP and PDVG to deliver briefing sessions on interviewing perpetrators	WYP/PDVG		

	Review KNH and Housing Policy where perpetrators are concerned	KNH		
	Agree Kirklees DA HR Policy and guidance for managing staff who may have perpetrated DA	DA Service Manager Council HR	Jan 2020	
Strategic Priority 3 Increase safety for those at risk	Action	Lead Officer Agency	Timescales	Progress update
1. Ensure that those experiencing domestic abuse are supported through effective pathways and timely access to services (both statutory and non-statutory) so that the needs of individuals and families are considered in a holistic way (rather than simply focussing on the initial presenting issue)	Undertake DRAMM/MARAC Audit	EC, AG, CM, Police	Oct 2019	Proposal drafted to be shared at DASP June 2019
	MARAC Chairs to be trained in NDM tool	Steering Group	July – Sept 2019	
	Pilot GP routine enquiry in 2 x practices (north and south)	CCGs, DASP, MHCLG Project	Sept 2019	Good Practice Officers are in the early stages of planning this
	Customer Service Centre staff to receive bespoke training	DA Workers, Customer Service Centres	July (refresher in Jan 2020)	Dates booked in July for Hudds and Dewsbury
	Develop DA HR Policy within Kirklees	AG, HR	Jan 2020	
	Provide information and guidance on local services - e.g. IDVA services - to staff through induction and on-going	KNH		
2. Ensure that where disclosures are made, the partnership can support those going through the criminal justice system to achieve positive outcomes	Establish CD to P clinics to address high attrition rates	Police		Cases currently being reviewed from the past 12 months to identify why victims and witnesses didn't attend court after a suspect was charged. We aim to make contact with some and invite them to attend either a 121 meeting or a group discussion to explore why

				they didn't feel able to attend.
	Better and more specific training of officers and staff is currently being designed in Kirklees. All student officers working on the Domestic Abuse Teams (DAT) will also attend a DRAMM to understand the interconnectivity of partnership working. Introduction of an IDVA working in the DAT to ensure a cross pollentation of objectives. A new system will be introduced in the DAT's to ensure victims are supported throughout the CJ process inclusive of assisting their attendance at court when appropriate	Police		
	Review Clare's Law process	West Yorkshire Police		Specific campaign took place February 2019
3. Where gaps in service are identified, the partnership can employ smart commissioning arrangements to ensure that victims are supported in a way that involves them in the solution	Review infrastructure of services and recommissioning of IDVA contract 2020 onwards	DASP	2019 - 2020	Task Group to be established to lead specifically on this piece of work
4. Ensure there is a focus on victims with protected characteristics or other vulnerabilities that may make them 'invisible' and therefore, more susceptible to harm	Establish HBA/FM Steering Group (and emerging links to MDS)	T & F Group DA Forum	Aug 2019	
	Renew PDVG Business plan which will hold a focus on this subject with plans for future work	PDVG		PDVG evaluate data on a quarterly basis identifying underrepresentation, implementing actions to

				reduce barriers and make DA support available to all.
	Training to be reviewed and rolled out to registrars re FM	DA Service Manager	Sept 2019	
	MHCLG bid -link in with Good Practice Officers leading on LGBT/NRPF and Health			
	Establish links with All Age Disability and domestic abuse (potentially trial IDVA co-location)			
	New Rough Sleeper Co-ordinator to hold regular partnership meetings, to ensure a focus on "hidden homeless" into accommodation (this cohort does include women who have been abused)	Housing		
Strategic Priority 4 Supporting people to live the lives they want after harm occurs	Action	Lead Officer Agency	Timescales	Progress update
1. People who are experiencing domestic abuse can retain or access safe and suitable accommodation	Implementation of the outcome based contract as part of the Life Chances Fund. The floating support currently commissioned is being remodelled with the aim of this work is to enable vulnerable people, including DV victims, to receive service appropriate to their needs and with a greater focus on sustainability and improving their opportunities for the future	Housing		

	Seek funding via Homes England for additional safe accommodation for victims with complex needs and people leaving refuge accommodation	PDVG		
	Review DA and Accommodation following new Gov guidance and to respond to consultation	Task Group		Initial meeting scheduled June 2019
2. Build on existing support services for those affected by domestic abuse to aid longer term recovery through traditional methods (such as therapeutic services and counselling) as well as exploring new innovative ways (such as digital and web based opportunities)	Map existing support services and identify gaps	DASP DA Forum		
	As part of establishing victim forums, engage with young people (and possibly Hudds Uni) to look at ways to raise awareness/offer support through social media etc.	DASP	2019-2020	Meeting arranged with Hudds Uni Safeguarding Manager in June 2019
3. Support those who have experienced domestic abuse to become actively involved in the agenda at a time that is right for them	Establish a plan to engage with victims, sensitively, at all ages and across all levels of risk	DASP DA Forum	Sept 2019	PDVG involve clients in the running and development of all services. They have a volunteer programme which regularly has people who have been affected by DA.
	Encourage those with 'lived experiences' among staff to be part of the agenda	DASP		Second phase, following sign off of DA HR Policy
4. Continue to work across the partnership and communities so that the longer term impact of abuse is understood and strive to provide longer term capacity where there may still be difficulties (such as financial hardship, issues over child	Strengthen local responses to dealing with NRPF cases consistently	MHCLG Project Safer Kirklees Cohesion Team Adult Services		Meeting arranged June 2019 to progress this

contact, insecure immigration status)				
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Appendix 3 - Domestic Abuse Expenditure Profile 2019 to 2021

2016 – 18 - Department of Communities and Local Government Fund for refuges, specialist accommodation based support and service reform	
Total funding for West Yorkshire - £415,553.86 – committed and project complete	
This enabled:	
<ul style="list-style-type: none"> • Recruitment of 1 x Service Improvement Advisor and 2 x Service Improvement Officers (based and managed by Leeds City Council but working across the sub-region to roll out training and development programmes) • Recruitment of 5 x Specialist Secondees (with specialisms/backgrounds working in mental health, substance misuse and BAME women). These posts worked on a rotation basis over in 2017/18 based in the local refuges • Additional target hardening monies • Specialist support provided by Staying Put to help women and families leaving refuge (and with complex needs) access and maintain sustainable properties • Regional training sessions specifically on immigration issues/status; the Domestic Violence Concession and assisting those with No Recourse to Public Funds (NRPF) • Development of a West Yorkshire protocol for front line staff when dealing with NRPF cases 	
2018 – 20 – Ministry of Housing, Communities and Local Government Fund for Domestic Abuse Services, including Refuge,	
Total funding for West Yorkshire - £499,233 – committed and currently mid-project	
This has enabled:	
<ul style="list-style-type: none"> • The continuation of the Service Improvement Advisor post • Recruitment of 2 x Good Practice Officers (based and managed by Leeds City Council but working across the sub-region specifically around Health and LGBT+/No Recourse to Public Funds agendas). These posts will also continue to encourage organisations and businesses to gain the Domestic Abuse West Yorkshire Quality Mark • Recruitment of 5 x Advanced Practitioners (one for each district) who are based primarily in refuge to provide additional capacity and support for particularly complex cases to try and improve access to accommodation, maintain tenancies and reduce repeat homelessness. • A pot of funding for each area to provide ‘start up’ packs to assist those living in refuge and/or needing other minimal financial support to buy/access basic items (such as bedding, kitchen items, bus fare etc). 	
2019 – Council Contribution to Domestic Abuse	
Total funding for Kirklees - £400,000	
Early discussions around the spending allocation for domestic abuse have identified the following three key areas:	
Sustaining the Independent Domestic Violence Advocacy (IDVA) service provision. The IDVAs work	£177,470

<p>specifically with high risk victims who are often experiencing multiple disadvantages</p>	<p>This amount could either fully fund one year or could be split over two years with an 'ask' of the partnership to contribute the 'top up' amount required). The IDVAs work specifically with high risk victims who are often experiencing multiple disadvantages</p>
<p>Recruiting a Learning and Development Officer to lead on:</p> <ul style="list-style-type: none"> • Elected Member development and training • Roll out training associated with the new HR Policy • Sustain delivery of core training (such as Level 2 and Coercive Control) • Develop new training (such as 'working with perpetrators', skilling the workforce to hold difficult conversations) • Promoting and sharing local and national learning from Domestic Homicide Reviews 	<p>£171,000 (for 3 years)</p>
<p>Community Development Post to potentially lead on</p> <ul style="list-style-type: none"> • Roll out of community based models such as Women's Aid's Change that Lasts • Strengthen interface and support for existing services such as Community Hubs, Community Plus, Primary Care Networks, Schools as Community Hubs, Mental Health Alliance etc) • Some potential co-ordination/support for Health with regards to supporting the Daily Risk Assessment Management Process and MARAC 	<p>£51,530 (one year fixed post but with sustainability built in by upskilling networks and staff within communities and statutory services)</p>

A guide to equality Impact Assessments (EIAs)

What are Equality Impact Assessments (EIAs)?

- EIAs are a **tool to help you analyse and make more considered decisions** about changes to service delivery, policy and practice. An EIA will help you to identify how specific communities of interest may be affected by decisions and to consider any potential discriminatory impact on people with **protected**
- EIAs can also help to improve or promote equality by encouraging you to **identify ways to remove barriers and improve participation** for people with a protected characteristic.

Why do we need to do Equality Impact Assessments (EIAs)?

- Although not a mandatory requirement, EIAs provide important **evidence** of how we have considered the implications of service and policy changes and demonstrate how we have met our legal Public Sector Equality
- The three main elements of the **Public Sector Equality Duty** are:
 - ✓ Eliminating discrimination
 - ✓ Promoting equality of opportunity
 - ✓ Fostering good relations
- In fulfilling our Public Sector Equality Duty we must ensure that we demonstrate that we have followed a number of key **principles** (based on previous case law):
 - ✓ Knowledge
 - ✓ Timeliness
 - ✓ Real consideration
 - ✓ Sufficient information
 - ✓ No delegation
 - ✓ Review
 - ✓ Proper record keeping
- We need to provide evidence that we have given **due regard to any potential discriminatory impact on people with protected characteristics** in shaping policy, in delivering and making changes to services, and
- We must always consider whether a service change, decision or policy could have a discriminatory impact on people with protected characteristics, not just any impact that is the same as it would be for everyone
- The EIA tool allows us to **capture, demonstrate and publish our rationale** of how we have considered our communities and legal responsibilities under the Public Sector Equality Duty and is our main way of

- **But above all, EIAs are about understanding and meeting the needs of local people and supporting us to deliver our vision for Kirklees.**

When do we need to do Equality Impact Assessments (EIAs)?

- Whenever you plan to **change, introduce or remove** a service, activity or policy.
- At the **VERY BEGINNING** of any process of:
 - ✓ Budget setting
 - ✓ Service review (including changes to employment practice)
 - ✓ Planning new projects and work programmes
 - ✓ Policy development and review
 - ✓ Procurement or commissioning activity

Who should do it?

- Overall responsibility for EIAs lies at a **service** level. A lead officer should be appointed from the service area that is making a proposal and all decisions should be approved by the senior management team in that
- Those directly affected (partners, stakeholders, voluntary groups, communities, equality groups etc) should be engaged with as part of the process.

How should we do it?

- Our EIA process has two stages:
Stage 1 - initial screening assessment
Stage 2 - further assessment and evidence

EIA STAGE 1 – SCREENING TOOL (initial assessment)

The purpose of this screening tool is to help you consider the potential impact of your proposal at an early stage.

Please give details of your service/lead officer then complete sections 1-3:

- 1) What is your proposal?
- 2) What level of impact do you think your proposal will have?
- 3) How are you using advice and evidence/intelligence to help you?

You will then receive your stage 1 assessment score and advice on what to do what next.

Directorate:	Senior Officer responsible for policy/service:
Adults & Health	Saf Bhuta
Service:	Lead Officer responsible for EIA:
Safeguarding & Quality	Collette Lake
Specific Service Area/Policy:	Date of EIA (Stage 1):
Domestic Abuse	23-Aug-19

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1) WHAT IS YOUR PROPOSAL?	Please select YES or NO
To introduce a service, activity or policy (i.e. start doing something)	NO
To remove a service, activity or policy (i.e. stop doing something)	NO
To reduce a service or activity (i.e. do less of something)	NO
To increase a service or activity (i.e. do more of something)	NO
To change a service, activity or policy (i.e. redesign it)	YES
To start charging for (or increase the charge for) a service or activity (i.e. ask people to pay for or to pay more for something)	NO
Please briefly outline your proposal and the overall aims/purpose of making this change:	
<p>A new Domestic Abuse Strategy is being developed- 2019-2021. The most recent strategy published was 2015-2018- https://www.kirklees.gov.uk/beta/adult-social-care-providers/pdf/kirklees-domestic-abuse-strategy.pdf</p>	

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2) WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...		Level of Impact
		Please select from drop down
Kirklees employees within this service/directorate? (overall)		Positive
Kirklees residents living in a specific ward/local area?		Neutral
Please tell us which area/ward will be affected:		All
Residents across Kirklees? (i.e. most/all local people)		Positive
Existing service users ?		Positive
Each of the following protected characteristic groups ?		Please select from drop down
<i>(Think about how your proposal might affect, either positively or negatively, any individuals/communities. Please consider the impact for both employees and residents - within these protected characteristic groups).</i>		
...age	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...disability	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...gender reassignment	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...marriage/ civil partnership	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...pregnancy & maternity	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...race	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...religion & belief	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...sex	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...sexual orientation	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral

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3) HOW ARE YOU USING ADVICE AND EVIDENCE/INTELLIGENCE TO HELP YOU?		Please select YES or NO
Have you taken any specialist advice linked to your proposal? (Legal, HR etc)?		YES
Do you have any evidence/intelligence to support your assessment (in section 2) of the impact of your proposal on...	...employees?	NO
	...Kirklees residents?	NO
	...service users?	YES
	...any protected characteristic groups?	NO
<p>There is a detailed action plan to accompany the strategy. This is still in draft and awaiting final sign off. A communications plan is in place and will be further developed.</p> <p>Link to the 2015-2018 Domestic Abuse Strategy; https://www.kirklees.gov.uk/beta/adult-social-care-providers/pdf/kirklees-domestic-abuse-strategy.pdf</p> <p>The draft strategy 2019-2021 is expected to go to Cabinet on 10 Sept 2019 for approval. A formal launch has been provisionally scheduled for 30 September 2019.</p>		
		Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal on the different groups of people outlined in section 2?		FULLY
To what extent do you feel you have considered your Public Sector Equality Duty?		FULLY

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STAGE 1 ASSESSMENT

IMPACT	RISK
Based on scoring of 1) and 2)	Based on scoring of 2) and 3)
1	5
SCORE (calculated) Max = - / + 32	SCORE (calculated) Max risk = - / + 40

You need to move on to complete a Stage 2 assessment if:

The final Impact score is negative and or the Risk score is negative.

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