

**Name of meeting:** 3<sup>rd</sup> September 2018  
**Date:** 22<sup>nd</sup> August 2018  
**Title of report:** Crime and Disorder - Domestic Abuse

**Purpose of report**

This report is to consider the issue of domestic abuse in Kirklees and the partnership approach to tackling this.

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?	Not applicable
Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a>	No
The Decision - Is it eligible for call in by Scrutiny?	Report requested by Scrutiny
Date signed off by <a href="#">Strategic Director</a> & name  Is it also signed off by the Service Director for Finance IT and Transactional Services?  Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	Richard Parry, Strategic Director – 22/08/2018  Amanda Evans, Service Director – 20/08/2018  N/A
Cabinet member <a href="#">portfolio</a>	Cllr Naheed Mather

**Electoral wards affected:** All

**Ward councillors consulted:** N/A

**Public or private:** Public

## 1. Summary

This report has been prepared to update the Overview and Scrutiny Management Committee about the issue of domestic abuse in Kirklees and the partnership response to this. The following sections are detailed under item 2:

- Strategy and Background Information
- National Picture and Current Position
- Prevalence
- Governance
- Budget and Staffing
- Risk Assessment and Partnership Response
- Key Achievements
- Key Challenges / Risks

## 2. Information required to take a decision

A decision is not required but the following provides more detailed information on the issue as referenced above:

### 2.1 Strategy and Background Information

The Kirklees Domestic Abuse Strategy 'Taking up the Challenge Towards Freedom 2015- 18' was produced in collaboration with key partners and based on an analysis of needs across Kirklees identified through the Domestic Abuse Needs Assessment (2015). The Strategy was agreed by the Domestic Abuse Strategic Partnership, endorsed by the former Safer Stronger Communities Executive, the Council's Directorate Management Group, Kirklees Integrated Commissioning Executive, the Adults' and Children's Safeguarding Boards and discussed at Huddersfield and North Kirklees Clinical Commissioning Groups (CCGs) in November 2015.

Please see Appendix 1 for the full strategy or: <https://www.kirklees.gov.uk/beta/adult-social-care-providers/pdf/kirklees-domestic-abuse-strategy.pdf>. The main outcomes to achieve in the strategy were set as follows:

- victims are safer
- children are safer
- victims have improved health and wellbeing
- victims have increased personal resilience
- victims live in safe, suitable and stable accommodation
- perpetrators are supported to address their behaviours

### 2.2 National picture and current position

Domestic Abuse is a key Government priority and, following the Kirklees Domestic Abuse Strategy being signed off in 2015, HM Government published their 'Ending Violence Against Women and Girls Strategy: 2016-2020'. It should be noted that HM Gov'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')

The Government has also strengthened legislation and statutory guidance throughout this period with the introduction of the offence 'Coercive Control' (to be able to prosecute an offender for their behaviour, even when physical violence may not have been present); the creation of Domestic Violence Protection Notices/Orders; working

with the Crown Prosecution Service to ensure that the level of risk and seriousness attached to stalking and harassment is given due regard and revising the Home Office Guidance for Domestic Homicide Reviews.

### **2.3 Prevalence (nationally and locally)**

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. National figures estimate that:

- 26% of women and 15% of men aged 16 to 59 had experienced some form of domestic abuse since the age of 16, equivalent to an estimated 4.3 million female and 2.4 million male victims (year ending March 2017 CSEW)
- This is a 20% rise in the reporting of domestic abuse related offences on the previous year. The ONS has attributed this to better identification of victims by police and improvements in reporting practice
- Domestic abuse related crime is 10% of total crime, an increase of 2% since the previous year (HMIC, 2015)
- The conviction rate in 2016-17 is 75.7% - the highest rate ever recorded (Crown Prosecution Service 2016-17, VAWG report, 10<sup>th</sup> edition)
- There were around 222,000 episodes where DA was cited as a factor by Children's Social Care: 28 new episodes every week in every LA (JTAI, 2015/16)
- 32% victims aged 16 - 59 sought medical assistance (equates to 486,720 victims). Of these, 13% sought assistance in A & E or hospital (CSEW, 2015/16)
- Domestic abuse is associated with depression, anxiety, PTSD and substance abuse in the general population (Trevillion, Oram, Feder & Howard, 2012. Experiences of domestic violence and mental disorders: A systematic review and meta-analysis)
- 85% of victims sought help five times on average from professionals in the year before they got effective help to stop the abuse (SafeLives IDVA National Dataset)

#### **In Kirklees for 2017/18 there were:**

- 9,649 police incidents and crimes reported (increase of 18.7% on previous year) with a
  - victim repeat rate of 45.5%
  - suspect repeat rate of 32.7%
  - child present at 26.5% of all police call outs relating to domestic abuse
- 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 and 29 years
- The Kirklees Daily Risk Assessment Management Meetings (DRAMM) dealt with 2,186 high risk cases and 1,028 subsequently got referred to the full Multi-Agency Risk Assessment Conferences (MARAC) with a victim repeat rate of 38% (which is in line with national SafeLives data for an established MARAC)

### **2.4 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.' 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 (Child Sexual Exploitation, Prevent, Modern Day Slavery and Female Genital Mutilation).

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 where Kirklees are active members. Please see Appendix 2 for the full governance structure.

## **2.5 Budget and staffing**

The overall domestic abuse budget for Kirklees Council in 2017/18 was £1,009,425 which includes:

- Local Authority staffing costs
- Independent Domestic Violence Advocates (IDVA) contract (jointly funded)
- Supporting People contracts

In addition to this, all partner agencies have generic safeguarding leads and West Yorkshire Police have a Domestic Abuse Hub within Kirklees dedicated to this agenda.

## **2.6 Risk Assessment and Partnership Response**

Over the lifetime of the current Domestic Abuse Strategy, there has been significant progress made in how domestic abuse is tackled locally. Kirklees are also fortunate to have excellent third sector providers embedded within communities who are able to (and in some cases, commissioned to) provide high quality services for all levels of need.

The main tool when assessing the risk posed to victims and families experiencing domestic abuse is the nationally accepted Domestic Abuse Stalking and Harassment (DASH) Risk Assessment which takes into account the circumstances; the feelings of the victims, impact on children, the behaviour of the perpetrator and links with stalking and harassment. It enables practitioners to assess risk and potential escalation before a 'grading' is given which then determines the next course of action.

In October 2016, Kirklees established a Daily Risk Assessment Management Meeting (DRAMM) which means that every working day, a small group of core agencies assess the medium and high risk incidents and crimes that have occurred within the previous 24 hours based on the DASH referrals. This means that an immediate safeguarding response can be provided and services can act quickly when there are children and/or vulnerable adults involved.

All cases are then categorised and referred to the fortnightly Multi-Agency Risk Assessment Conference (MARAC) for further review/update/action from all agencies. This also allows the risk level to be escalated or de-escalated based on information from submitted by other agencies. This process is aligned with the Adult's and Children's Front Doors and Safeguarding and Social Care assessments. A critical

partner in this process is Pennine Domestic Violence Group (who are commissioned for the Kirklees IDVA contract) as they operate internally using a Hub Model (LiveSafe) which means that cases can be dealt with at crisis (ie. accessing refuge or IDVA support to proceed to prosecution), or at medium level with the aid of support workers (such as target hardening) or through basic telephone support.

The Police Domestic Abuse Hub is based at Civic Centre 1 and builds on the partnership arrangements established through the former MASH (now Duty and Advice). The MARAC Co-ordinator and Domestic Abuse Workers are also located there for improved information sharing and response. This enhances and forms better pathways between Adults and Children's Social Care as well as allowing decision making to be shared and defensible to reduce the number of cases being referred into statutory services when actually another response, such as support from a midwife or substance misuse service, may be far more appropriate and likely to lead to a better outcome.

## **2.7 Key achievements**

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 Group and made possible by the commitment of all partners to this agenda. Notable achievements are outlined as follows:

- Award winning awareness raising campaigns 'It's Never Ok' (generic and focussed on pregnancy). Also linked in to all regional campaign work (such as 3<sup>rd</sup> Party Reporting, Valentine's Day, World Cup and Christmas periods)
- Expansion of the IDVA contract which has seen much improved support for victims and created partnerships in areas that previously struggled, ie A & E. Also providing IDVAs to attend police call outs in police cars on Fri/Sat evenings as part of the Police Transformation Fund. This contract is currently being evaluated and will be shared with the Communities Board
- Roll out of Operation Encompass (schools being notified of domestic abuse incidents/crimes from the day before where children were involved)
- White Ribbon accreditation received in July 2018 which was celebrated by Kirklees hosting a regional event attended by the OPCC
- Significantly improved training offer across the partnership (both generally and with legislative specific courses, such as identifying Controlling Coercive behaviour)
- Stronger Families' commitment to the agenda and creation of innovative programmes to deal with changing landscape
- Ongoing strong partnership working and commitment to national research and best practice, including accessing funding for cross border, regional work
- Continued oversight and quality assurance of the Domestic Homicide Review process. Home Office have been complementary on the quality of reports and learning which raises the profile of Kirklees' reputation

## **2.8 Key challenges/risks**

Whilst there has been some progressive work against the strategy achieved through the Domestic Abuse Strategic Partnership, there have also been some challenges which have hindered progress towards achieving positive outcomes. These are outlined below:

- Volume and breadth of the agenda. Because the remit of domestic abuse is wide and prevalence/reporting rates continue to rise, meeting the rising demand with current levels of capacity and service provision is proving challenging across the partnership

- Statutory partner agencies in Kirklees are committed to initiatives and risk assessment processes, however, all agencies are faced with resource pressures and this presents a challenge for services to support critical processes (such as DRAMM).
- Because of the resource pressures and high demand volumes, capacity/resources tend to be directed to high risk cases/crisis, leaving very little for preventative work
- Opportunities to strengthen interfaces with some key services has been difficult at times due to service specific priorities creating competing demands. However, the Domestic Abuse Strategic Partnership has continued to engage with all services in a bid to alleviate these
- Perpetrator programmes. Kirklees does have one Perpetrator Programme operating for medium to high risk perpetrators but the other programme commissioned by the OPCC (for low to medium risk perpetrators) ceased in 2017. The biggest impact of this was the work that had been developed as part of the conditional cautions (linking into early intervention) but until anything else is commissioned at a regional level, this continues to be a gap
- Welfare reform is having an impact on staff and service users alike. Staff have quickly had to get to grips with Universal Credit and constantly changing advice around immigration status, access to benefits and specialist knowledge with the housing and homelessness agendas. This is particularly challenging when victims present and have no recourse to public funds.

### **3. Implications for the Council**

**None – challenges / risks outlined in section 2.8 above**

#### **3.1 Early Intervention and Prevention (EIP)**

#### **3.2 Economic Resilience (ER)**

#### **3.3 Improving Outcomes for Children**

#### **3.4 Reducing demand of services**

#### **3.5 Other (eg Legal/Financial or Human Resources)**

### **4. Consultees and their opinions**

Domestic Abuse Strategic Partnership

### **5. Next steps**

The Domestic Abuse Strategic Partnership is currently undertaking a review of the existing strategy based on the principles of Outcome Based Accountability to support the development of a refreshed strategy from 2018 onwards (end date tbc). Early indications of what is likely to be prioritised in the new strategy based on work to date and consultation with partners includes:

- Ensuring that the voice of the victim/survivor informs the strategy through consultation and research
- Developing the data and outcomes framework to improve performance measurements and provide better accountability

- Securing ongoing IDVA provision and commitment to MARAC sustainability
- Increasing offer for early intervention and prevention work
- Engaging with the work/development in Community Plus and Schools as Community Hubs
- Working with 'Hidden Victims' ie. LGBT and male victims
- Increasing opportunities through WY and local bids for accommodation and children affected by domestic abuse
- Improving opportunities to share learning and best practice through Domestic Homicide Reviews, the Crown Prosecution Service's Scrutiny Panel and the OPCC's Police Domestic Abuse Scrutiny Panel

### **5.1 Timescales**

It is anticipated that the first draft of the new Strategy will be available late autumn 2018 and there will then be a period of engagement with members, senior leaders, relevant boards and groups before final sign off which is anticipated to be spring 2019.

## **6. Officer recommendations and reasons**

That the Overview and Scrutiny Management Committee:

- Notes the progress of work undertaken to address priorities in the Strategy
- Notes the challenges and risks outlined in the report

## **7. Cabinet portfolio holder's recommendations**

The Cabinet Portfolio Holder recommends that the Overview and Scrutiny Management Committee:

- Notes the progress of work undertaken to address priorities in the Strategy
- Notes the challenges and risks outlined in the report

## **8. Contact officers**

Saf Bhuta, Head of Service for Safeguarding and Quality

Alexia Gray, Service Manager for Domestic Abuse and Safeguarding Partnerships

## **9. Background Papers and History of Decisions**

- Appendix 1 - Kirklees Domestic Abuse Strategy – 'Taking up the Challenge Towards Freedom 2015 – 18'
- Appendix 2 – Domestic Abuse Governance Structure

## **10. Service Director responsible**

Amanda Evans – Service Director for Adult Social Care Operations