

AGENDA MANAGEMENT SHEET

Name of Committee	Communities Overview And Scrutiny Committee	
Date of Committee	3rd November 2010	
Report Title	Strategic Review of Domestic Abuse Support Services in Warwickshire	
Summary	Community Safety, Supporting People and the district and borough councils commissioned an independent strategic review into domestic abuse support services in Warwickshire. This paper outlines the key conclusions and asks the Communities Overview and Scrutiny Committee to provide comment on the content of the report before it is presented to Cabinet for authority to consult.	
For further information please contact:	Sue Ingram Domestic Abuse Manager Tel: 01926 412016 sueingram@warwickshire.gov.uk	Kate Nash Head of Community Safety and Localities Tel: 01926 412177 katenash@warwickshire.gov.uk
Would the recommended decision be contrary to the Budget and Policy Framework?	No.	
Background papers	Strategic Review of Domestic Abuse Support Services in Warwickshire: An Executive Summary (available upon request)	

CONSULTATION ALREADY UNDERTAKEN:-

Details to be specified

Other Committees	<input type="checkbox"/>	
Local Member(s)	<input type="checkbox"/>	
Other Elected Members	<input checked="" type="checkbox"/>	Cllrs Whitehouse, Chattaway and Sweet
Cabinet Member	<input checked="" type="checkbox"/>	Cllrs Hobbs and Seccombe
Chief Executive	<input type="checkbox"/>	
Legal	<input checked="" type="checkbox"/>	Alison Hallworth
Finance	<input checked="" type="checkbox"/>	Chris Kaye
Other Strategic Directors	<input checked="" type="checkbox"/>	John Bolton: Adults, Health and Communities
District Councils	<input type="checkbox"/>	

- | | | |
|--------------------------|-------------------------------------|-----------------|
| Health Authority | <input type="checkbox"/> | |
| Police | <input type="checkbox"/> | |
| Other Bodies/Individuals | <input checked="" type="checkbox"/> | Michelle McHugh |

FINAL DECISION

SUGGESTED NEXT STEPS:

Details to be specified

- | | | |
|---|-------------------------------------|--|
| Further consideration by this Committee | <input type="checkbox"/> | |
| To Council | <input type="checkbox"/> | |
| To Cabinet | <input checked="" type="checkbox"/> | For permission to go out to public consultation |
| To an O & S Committee | <input type="checkbox"/> | |
| To an Area Committee | <input type="checkbox"/> | |
| Further Consultation | <input checked="" type="checkbox"/> | Consultation with key stakeholders including service providers and service users |

Agenda No

Communities Overview And Scrutiny Committee - 3rd November 2010.

Strategic Review of Domestic Abuse Support Services in Warwickshire

Report of the Strategic Director of Customers, Workforce and Governance

Recommendation

That the Communities Overview and Scrutiny Committee comments upon the options to remodel the services and support available for those affected by domestic abuse in Warwickshire in light of the outcome of the strategic review, withdrawal of government LPSA 2 funding and anticipated government spending reductions.

1. Purpose of Report:

- 1.1. The purpose of this report is to provide the Communities Overview and Scrutiny Committee with the key conclusions from a Strategic Review of domestic abuse support services in Warwickshire, including a proposed service model.
- 1.2. As described by the Comprehensive Area Assessment (CAA) domestic abuse services in Warwickshire are acknowledged as greatly improving. The report states that “the last 4 years have seen big changes in the way the police, the NHS, councils and voluntary organisations support people subject to abuse.” The strategic review aims to build on the good practice noted in the CAA in order to deliver high quality support to those affected by domestic abuse in Warwickshire.

2. Key Conclusions and Proposed Service Model for Warwickshire:

- 2.1 The key conclusions from the Strategic Review are:
 - Access routes to domestic abuse services are very complex and need simplifying. Competition among some service providers impacts on inter-agency referrals and joint working.
 - Warwickshire has some under provision of services including IDVA's (Independent Domestic Violence Advocates), services for male victims and same sex victims.
 - The practice guidelines for Forced Marriages need to be introduced to Warwickshire.

- There is a shortfall in refuge provision and a need to monitor this on an on going basis, alongside an improved sanctuary scheme.
- An increase in the provision of the Feeling Safe group (therapeutic group work programme for children and their non-abusing female carers) would be beneficial.
- There is a need for an accredited programme for perpetrators not on court Orders.
- Data collection and recording amongst Housing, Police and service providers needs standardising and improving. Sexuality and incidences of Forced Marriage also need recording by all agencies.

2.2 This report contains 3 “Service Models”. Diagram A shows the current provision in Warwickshire. Diagram B illustrates the proposed service model for Warwickshire when we were expecting government funding. Diagram C illustrates the proposed service model for Warwickshire given the withdrawal of government funding

DIAGRAM A – Current Service Provision

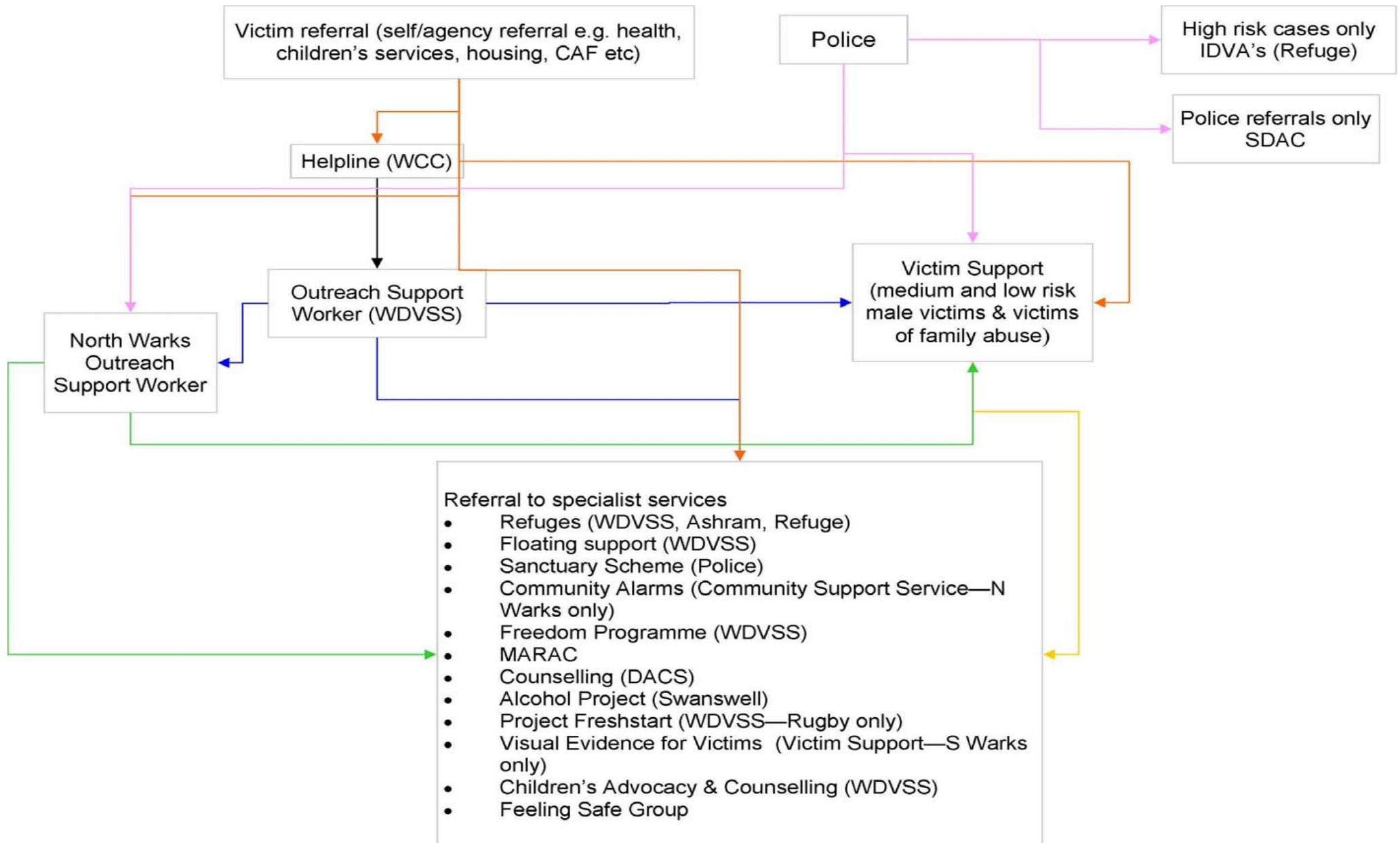


DIAGRAM B

Proposed Warwickshire Domestic Abuse Support Services Model – with *full funding*

Strategic Overview: service commissioning and co-ordination provided by **WCC Domestic Abuse Manager**

Victim referral self/ agency e.g. Police, Health, Housing Children's Service, Probation Trust, Victim Information Partnership (VIP)

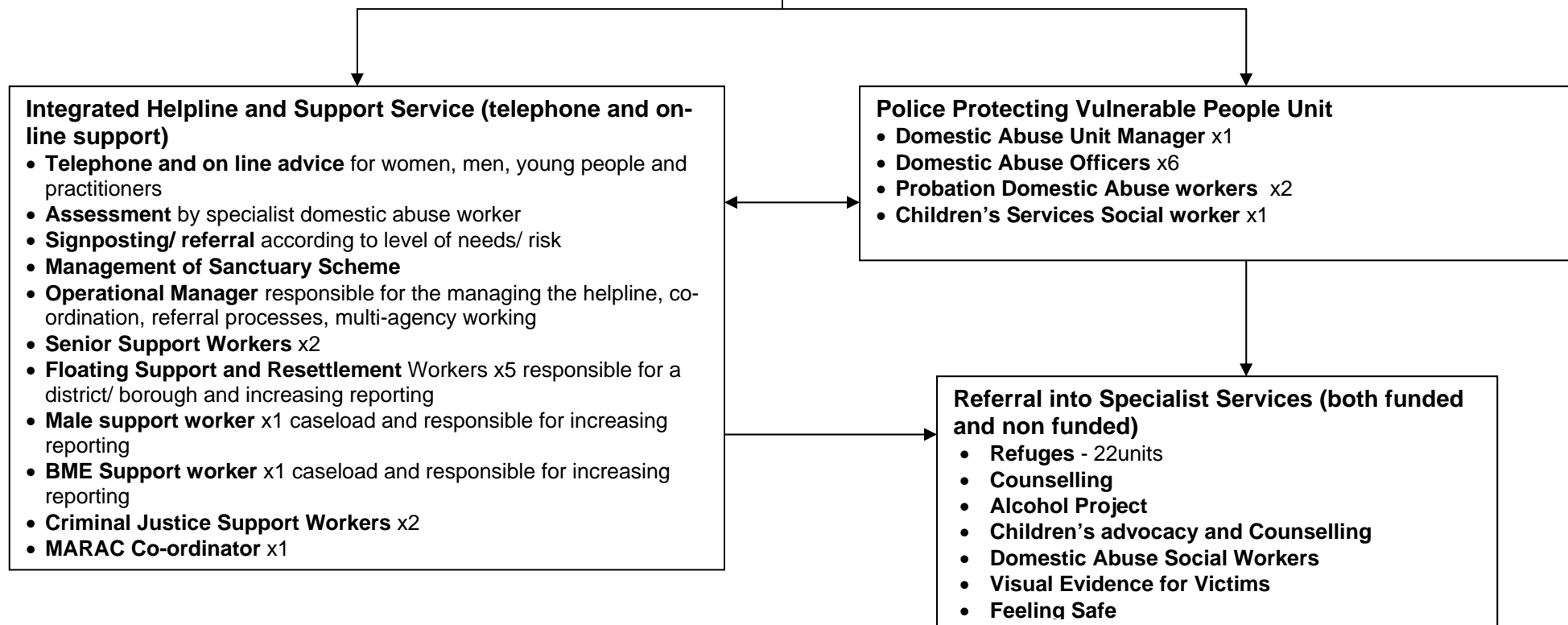


Diagram C

Potential Warwickshire Domestic Abuse Support Services Model – With *reduced funding*

Strategic Overview: service commissioning and co-ordination provided by **WCC Domestic Abuse Manager**

Victim referral self/ agency e.g. Police, Health, housing Children's Service, CAF

Integrated Helpline and Support Service (telephone and on-line support)

- **Telephone and on line advice** for women, men, young people and practitioners
- **Assessment** by specialist domestic abuse worker
- **Signposting/ referral** according to level of needs/ risk
- **Management of Sanctuary Scheme**
- **Management of team** by WCC Domestic Abuse Manager
- **Senior Support Workers** x 0.5
- **Floating Support and Resettlement** Workers x4, caseload and responsible for increasing reporting
- **Male support worker** x 0.5, caseload and responsible for increasing reporting
- **BME Support worker** x 0.5, caseload and responsible for increasing reporting
- **Criminal Justice Support Workers (IDVAs)** x 2
- **MARAC Co-ordinator** x1
- **Admin and Data monitoring Officer** x1

Police Protecting Vulnerable People Unit

- **Domestic Abuse Unit Manager** x1
- **Domestic Abuse Officers** x 6
- **Probation Domestic Abuse workers** x 2
- **Children's Services Social worker** x1

Referral into Specialist Services

- **Refuges** (17 units)
- **Counselling**
- **Alcohol Project**
- **Children's advocacy and Counselling**
- **Domestic Abuse Social Workers** x2
- **Visual Evidence for Victims**
- **Feeling Safe**
- **Safeguarding Vulnerable Adults Specialist**

- 2.4 The service models in Diagram B and diagram C were proposed in order to address some recommendations and the areas of weakness in Warwickshire highlighted by the consultants. This includes ensuring more joined up service provision and clear pathways into services for victims and referring agencies as well as the provision of a dedicated helpline operated by specialist staff, services for male victims, increased refuge provision, better targeted Black and Minority Ethnic (BME) service provision and increased floating support provision.
- 2.5 The model has a Police Protecting Vulnerable People Unit and an Integrated Helpline and Support Service. Both these units can then refer into the specialised services such as refuges and counselling. It is acknowledged that not all of these specialist services will be able to be funded in the future.
- 2.6 Any service model implemented would become operational during 2011/12 and would join up the commissioning of services by WCC Supporting People and Customers, Workforce and Governance and district and borough councils to provide best value for money, a more seamless service to service users and joined up contracting arrangements with providers.

3. In House or External Provider

- 3.1 The Strategic Review considered the merits of both in-house and external service provision of the Integrated Helpline and Support Service element of the service model. These 2 options have been considered by the multi agency project group.
- 3.2 Cost modelling of both an in-house and externally provided service is not conclusive, although it has demonstrated that an in house provision of the integrated helpline and support services element of the model could cost less than an external provider through a tender process. This difference in cost and therefore the difference in the level of service provision increases in favour of the in house service as the funding made available is reduced. The costing has taken into account the elements of the service model the Project Group considered to be the core domestic abuse services, which is predominantly the Integrated Helpline and Support Service and women's refuge provision.
- 3.3 Therefore, we propose to test the model against the market with a view to bringing the service in house if external providers cannot meet the requirements.

4. Refuge Provision

- 4.1 The Strategic Review highlighted that Warwickshire has insufficient overall refuge provision. The current position is 3 units in Rugby, 5 units in Stratford, 7 units in Nuneaton and 4 units for BME women only in Nuneaton, totalling 19 units in the county.
- 4.2 The review made the following points about the Ashram refuge in Nuneaton which only accepts referrals from the BME community:
- 4.2.1 Continued under utilisation of the refuge (53.91% in 2006/07, 79.11% in 2007/08, 56.25% in 2008/09 and 84.96% in 2009/10)
- 4.2.2 Very low levels of usage by Warwickshire women – only 17% over a 3 year period (i.e. 83% of clients are from out of county),

- 4.2.3 The refuge was only rated as fair value for money in 2008. Regional benchmarking information from 2009 – 10 shows that when benchmarked against like services the hourly unit rate is below the average range, however average weekly unit cost is significantly above the regional average.
- 4.2.4 The number of BME women going out of Warwickshire for refuge services last year totalled 3 out of 41. When this is added to the number of women remaining in county, this suggests that there are not a significant number of BME women in Warwickshire accessing specialist refuge provision at present.
- 4.3 The review recommended that provision for BME victims would be greatly enhanced by provision of a dedicated BME support worker. The specialist worker will understand the additional cultural needs of victims from BME backgrounds, including issues relating to forced marriage, honour based violence, victims with no recourse to public funds and Bounty Hunting (where victims are illegally pursued for a reward).
- 4.4 There is currently relatively low reporting of domestic abuse amongst BME victims in Warwickshire. However, the British Crime Survey indicates that there are at least 1,000 BME victims of domestic abuse annually in the county. The dedicated worker would have responsibility for monitoring the reporting and needs of victims from this group. As well as supporting victims, they would be tasked with increasing awareness and the number of referrals received from the BME community through outreach work.
- 4.5 The review therefore recommended decommissioning the Ashram refuge in Nuneaton.

5. Impact of Potential Reduction in Funding

- 5.1 Current service provision across the County is illustrated in Diagram A and includes 19 refuge units (including Ashram) plus 5 units in Warwick District currently not in receipt of public funding (although this refuge provision is at risk due to a lack of funding). There are also 2 Criminal Justice Workers (IDVAs), 5 floating support workers (this was temporarily increased to 6.5 workers in order to manage demand but on going funding was not available) and 0.5 outreach worker in North Warwickshire.
- 5.2 The initial proposed service model (Diagram B) was developed prior to the loss of LPSA 2 funding for domestic abuse support services and assumed that current levels of Supporting People funding would be retained. The model included 22 refuge units (not including Ashram, but including the currently unfunded provision in Warwick District and an increase of units in Rugby), 5 floating support workers, 2 senior support workers, 1 BME support worker and 1 Men's support worker. The team would have been managed by a specialist operational manager. There would also have been 2 criminal justice workers (IDVAs).
- 5.3 Following the Emergency Budget in June 2010, Warwickshire was no longer able to provide the £484,800 LPSA 2 reward monies towards victims support services nor the £200,000 for voluntary perpetrator work. Furthermore, WCC along with all local authorities are planning for an unknown funding reduction to the Area Based Grant which currently includes Supporting People funding.

We have been asked to plan for a 25% reduction until this is clarified by the Comprehensive Spending Review in October 2010.

- 5.4 In light of these announcements the Implementation Group has re-modelled the service provision with the potential available funds and this is illustrated in Diagram C. The model includes a reduction to 17 refuge units (not including Ashram), 4 floating support workers and 0.5 senior support workers. There would be 0.5 BME support workers and 0.5 men's support worker. We would be able to retain the 2 criminal justice workers (IDVAs). However, there would also be a reduction in the funding available to the Sanctuary Scheme and WCC contribution to the Multi-Agency Risk Assessment Conference Co-ordinator post. Furthermore, this model assumes that an external provider will not be able to deliver the integrated helpline and support services for the funding available and therefore expects these services would be provided in house and managed by the WCC Domestic Abuse Manager. It assumes that refuge provision would continue to be provided externally.
- 5.5 Given the anticipated budget reductions, knowledge of the sector within the Project Team and the cost modelling exercise, the multi agency project implementation team favoured an emphasis on retaining the helpline and support service element of the model which would result in a reduction in refuge units across the County. It would be important to maximise the outcomes from the remaining refuge units. However, it is important that this is discussed more widely and that stakeholders, providers and people experiencing domestic abuse are consulted on service priorities within the model in light of anticipated budget reductions.

6 Proposed Consultation

- 6.1 Future funding in Warwickshire for domestic abuse support services remains unknown and therefore we are unable to consult on a firm proposal. We do however believe it is important to garner the views of key stakeholders on the principles that underpin the proposed models.
- 6.2 In order to be ready to implement a service model in Warwickshire with the funding available in the future, the Project Implementation group plan to commence a 3 month consultation period on the recommendations in this report regarding the decommissioning of the Ashram refuge and the broad proposed service model.
- 6.3 It is important that partners, stakeholders and those with experience of domestic abuse are able to input to the decision making process as to how the challenges of reductions in funding should be met. Therefore it is recommended that the Project Implementation Group consult on what people consider to be the priority support service type(s) in Warwickshire.
- 6.4 The outcomes from the consultation would inform future decisions regarding the service model for domestic abuse support services in Warwickshire and the level of different service provision within the model. This would ensure Warwickshire is well placed to quickly implement required changes to service provision based on evidence of need and consultation when the impact of the Comprehensive Spending Review is known.

7 Next Steps

- 7.1 The Warwickshire Housing Support Partnership (previously the Supporting People Commissioning Body) and the Warwickshire Safer Communities Partnership agreed that the key conclusions and the proposed service model from the Strategic Review be presented to Cabinet to authorise a 3 month period of consultation with stakeholders and the wider community.
- 7.2 The Project Implementation Group will continue to meet to progress the implementation of the recommendations from the review and implement the service model that is approved by the Cabinet following consultation.

DAVID CARTER

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Customers, Workforce and
Governance

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6th October 2010