

DOMESTIC VIOLENCE

Service Base Line/Initial Challenge

1) Description of Current Service – Baseline

a) Who provides the service?

The Domestic Violence services are provided as follows:

- Support Services – Harbour (formerly North Tees Women’s Aid) is a registered charity (number 1086897), a company limited by guarantee and governed by a board of trustees. The organisation runs refuges in Stockton, Hartlepool, Middlesbrough and Peterlee for women and children fleeing Domestic Abuse, operates adult and children outreach services working in the community, offers a rape and sexual abuse counselling service and runs a programme for perpetrators of abuse.
- Safeguarding Children - Children, Education and Social Care (CESC)
- Domestic Violence Coordination – Provided by a coordinator for the North Tees area, covering both Stockton and Hartlepool Councils.

b) History how service was formed and why it exists?

Harbour was formed in 1976 and was originally one refuge in Hartlepool, this developed over the years and in 2007 North Tees Women’s Aid was re-branded to ‘Harbour’ and now provides a holistic service for women, children and men.

In 2000 a multi agency Domestic Violence Service for Stockton-on-Tees (‘DOVES’) was established, with staff seconded from CESC (two Social Workers) and Harbour, with NSPCC as the lead agency, and co-located with the two DV Officers from the Police. NSPCC withdrew from the arrangement in 2006, after which it was agreed that Harbour would take the lead agency role, but CESC subsequently withdrew their staff, as did the Police.

In November 2007, Children, Education and Social Care (CESC) developed their Domestic Violence Unit, this was to enable the service to meet the growing proportion of cases involving Domestic Violence within the division and to provide dedicated, suitably trained staff to deal with the complex issues in relation to the cases.

It was deemed that the strategy and performance work in relation to Domestic Violence required a level of coordination as there is no one dedicated post or contact. Both Stockton and Hartlepool council noted a need for coordination and pooled resources to fund one position over the two areas. This post was first developed in 2007 to enable sharing good practice between the areas and provide consistency across the North Tees area.

c) How is the service provided?

The Domestic Violence support work is provided by Harbour (formerly known as North Tees Women’s Aid) who work towards reducing the incidence of Domestic Violence and its negative impact on communities. It provides a range of services in Stockton and aims to work holistically with families to ensure the safety of victims and positive outcomes for the whole family. The services include; Women’s Refuge services, Adult Outreach, Children’s Outreach, a Perpetrator Programme, Women’s Safety work and Sexual Violence Counselling.

Children, Education and Social Care (CESC) are dedicated to reducing the impact of Domestic Violence on children and young people in Stockton. The Domestic Violence Unit within CESC funds 3 posts dedicated to Domestic Violence issues; 2 social workers and 1 family support worker. In addition to this they provide admin and managerial support specifically for the unit.

A Domestic Violence Coordinator has been appointed to deliver a strategic response across the

North Tees area, covering both Stockton and Hartlepool. This role will co-ordinate activity to reduce domestic violence, develop the Domestic Violence Strategies, drive forward work multi agency work from the strategies and monitor performance. This role does not involve direct services to the public.

d) What influences impact on the service (political, social, economical or technological)?

National statistics show us that:

- 1 in 4 women experience Domestic Abuse in their lifetime
- In Britain a woman is killed by a violent partner or former partner every three days
- In Britain, police receive a complaint about Domestic Abuse every 60 seconds
- In Britain a woman is assaulted in her home every 6 seconds
- A woman is three times more likely to be assaulted when she is pregnant
- On average 52 women a year are killed by their male partners or former partners
- On average 22 men a year are killed by their female partners or former partners

One of the 13 BVPIs previously adopted by the council was to employ a Domestic Violence Coordinator, it was agreed that this would be part funded by Hartlepool Borough Council.

2 of the 198 National Indicators are to 'Reduce Repeat Domestic Violence' (NI32), and to 'Reduce Serious Violent Crime' (NI15). NI15 has been included in Stockton's Local Area Agreement.

e) How does the service perform?

In 2008-09 Harbour Services dealt with the following referrals:

- 535 referrals to Adult Outreach
 - 386 of these clients engaged in 1-2-1 support with Harbour
- 127 referrals to the IDVA (Independent Domestic Violence Advocate)

This service is funded by a Home Office grant that will end in April 2010

 - 54 of these clients engaged in 1-2-1 IDVA support
 - 59 clients supported through a court process
- 198 referrals to Children's Outreach
 - 262 sessions held
 - 25 supported through 1-2-1's
 - 74 supported through groups
 - 37 parent/carers attending workshops
 - 72 School based sessions
 - 9 Safe Relationship sessions in schools
- 209 referrals to the Refuge
 - 7 Self contained units
 - 51 women accommodated
 - 66 children accommodated
 - 132 referrals declined due full capacity
- 123 referrals to the Men's Perpetrator Programme
 - 63 men assessed
 - 32 offered place on programme
 - 17 completed the programme
 - 0 known to have offended whilst on the programme
- 63 referrals to Sexual Violence Counselling
 - 402 client sessions offered
 - 305 client sessions attended
- 196 referrals to the Freedom Programme
 - 99 attended a programme.

In the 6 month period between July and December 2008, 453 children and young people were referred to the Domestic Violence Unit within CESC. A breakdown has been requested of the referral agency.

f) What does inspection tell us about this service?

Harbour have been successfully awarded Investors in People Award's for a further 3 years. Supporting people have both assessed the service and for quality and accredited Harbour to provide the services.

Within CESC, there has been no specific inspection in relation to Domestic Violence. However, in the Joint Area Review of services for children and young people, published in April 2008, section 14 looking at 'The contribution of local services to improving outcomes for children and young people at risk or requiring safeguarding' noted a major strength in relation to domestic violence in that there is a 'well coordinated, multi-agency approach to identifying, reporting and responding to domestic violence incidents'.

g) What resources are used?Summary

2008/09 planned spend by SBC on Domestic Violence

Harbour £433,207 minus non Council sources £82,051	- £351,156
CESC £113,450 minus PCT £30k	- £83,450
DSDV Co-ordinator (Community Protection)	- <u>c£16,000</u>
Total cost to SBC	£450,606

Please see attached Appendix 1 for full information of Harbour's Financial Plan for 2007-08 and 2008-09, which shows that Harbour will spend about £433k on providing domestic violence services in Stockton-on-Tees in 2008/09, of which about £351k will be from Stockton Council sources.

The Domestic Violence Unit within CESC supports 2 full time social workers at an additional cost of £76,874 including on costs and transport. This is supported by a contribution from the PCT of £30,000.

A Family Support worker has been temporarily seconded (from the divisional teams) at a cost of £31,340 including on costs and transport.

The admin support within the CESC Domestic Violence Unit is provided at a cost of £5,236 per annum.

The Community Safety team within DNS shares, on a 50/50 basis, the costs of a post of Domestic Violence Co-ordinator with Hartlepool Council, circa £16,000.

h) What assets are used to deliver the current service?

The outreach service for Stockton is based within Cambridge Chambers, this is privately owned and the council hold the main lease, this is sublet to Harbour.

Stockton's Refuge is managed by Harbour, who manage the property on behalf of Endeavour Housing Association, the cost for this is £16,000 per annum.

i) Are there any limitations or barriers affecting the delivery of the service?

There are number of limitations to the Harbour services provided; the limited financial resources mean the level of service does not meet current demand. This results in waiting lists for services, for example, at time of writing this report (June 2009) there are over 150 children and young people on the waiting list for Children's Outreach in Stockton alone. In addition to this in 2008-09, 132 referrals for refuge were declined due to no rooms being available.

Due to the limits on service provision, preventative work or focused work with minority groups is not possible within current resources, although individual work is done with BME victims.

j) If the service is outsourced or provided by a third party, how are service standards monitored?

The service standards of Harbour are managed through the Domestic Violence Strategy Group, which are held bi monthly. Harbour have a Board of Trustees. The Community Safety Manager represents Stockton interests on this Board.

2) Description of Current Service – Challenge**a) Could the service be provided through a different mechanism?**

Potentially the Service provided by Harbour could be provided by a different mechanism. There are 2 options:

Firstly – It could be delivered in house within the council however,

- this would be likely to be less cost effective
- as the service is currently provided by a voluntary agency, it could jeopardise self referrals or take up of services if provided by statutory agencies
- it would mean that the council will have to take a more direct risk
- it would put some sources of funding beyond reach due to not being a voluntary agency

Secondly – parts of the service could be provided by other voluntary agencies, possible tender process however,

- It was unlikely that another agencies would be able to provide the breadth of services available through Harbour and their experience of managing risk
- It is unlikely that they would deal with both female and male victims on Domestic Violence.

3) Customer Baseline – Baseline**a) Who are the customers what are their needs now?**

In 2007 and 2008, there were 2,773 and 2,911 reported incidents to the police of Domestic Violence respectively, showing a 4.7% increase. Between January and May 2009, there have been 1,422 reported incidents. If this rate continues throughout 2009, it is projected that there will be 3,413 incidents in 2009, an increase of 19% from 2007.

In 2007-08 there were 393 referrals to Harbour and in 2008-09 there were 537 referrals, showing an increase of 37%.

The demographic break down of these 'customers' or clients of Harbour (2007-08 report in Appendix 2 and 2008-09 report in Appendix 3) shows us the following information:

	2007-08		2008-09	
Percentage Female	98%		98%	
Average Age of Client	33		33	
Most common age	25		27	
Percentage Non White British	3.6%		4%	
At least 1 child	72%		74%	
Accommodation:		2001 census information from JSU		2001 census information from JSU
Local Authority	40%	17%	29%	17%
Owner Occupied	33%	72%	27%	72%
Private Rented	12%	5%	21%	5%
Other	15%	6%	23%	6%

	Top 4 wards with highest rate of Domestic Violence per 1,000 population.	1) Town Centre 2) Newtown 3) Parkfield and Oxbridge 4) Billingham East	1) Newtown 2) Town Centre 3) Hardwick 4) Mandale and Victoria
<p>b) How are service users consulted and how do their views shape delivery? Harbour uses a wide range of mechanisms to consult with adults, children and young people and also its workforce, demonstrating that views of the service users are valued and taken into account.</p> <p>Service users are asked to complete evaluation forms, which are monitored and evaluated to shape the delivery of services. Also within the Refuge, regular meetings take place with staff and residents.</p> <p>Service users are often involved in the development of Harbour's ethos, in that they were involved in the naming of Harbour and have more recently been involved in developing a mission statement.</p> <p>The Domestic Violence Team within CESC gives clients leaflets and forms to enable them to make commendations or complaints through a dedicated worker.</p>			
<p>c) How satisfied are the customers? A satisfaction summary report is currently being developed within Harbour and will be available by Summer 2009. No previous reports exist.</p>			
<p>d) How do you communicate with your users? Communication with engaging users of Harbour services is completed through telephone contact, 1-2-1 work, and group work and through 'Freedom' Programmes.</p> <p>CESC communicate with their users through designated appointments.</p>			
<p>e) How are these services promoted / marketed? The availability of Harbour services are communicated to users and potential users through a number of mediums:</p> <ul style="list-style-type: none"> • A marketing timetable is in place to raise awareness about the services (see Appendix 4), this details events which Harbour attend to promote their services, such as the MELA, The Cleveland Show and Tristar Fun Day. In addition to this community work to promote services such as attending community groups and working on the youth buses. • A more targeted promotion of the services offered by Harbour takes place in the form of police call backs to all victims of Domestic Violence incidents reported to the police. • Training is paramount to the promotion of services around Domestic Violence, Harbour delivers awareness raising training to front-line staff within partner agencies, in order to ensure that if Domestic Violence issues are presented agencies are able to respond effectively. • Promotion of Harbour takes place through the provision of posters and leaflets about Harbour services within partner agencies and press releases where appropriate. <p>CESC services are not promoted or marketed.</p> <p>Communication with the general public and service users feature within the strategies and action plans to be developed by the Domestic Violence Coordinator.</p>			
<p>f) What do Viewpoint Surveys/ internal audit reports tell us about the service? Viewpoint surveys have never included questions around Domestic Violence.</p>			

The Crime and Disorder Audit completed during August to October 2007 identified that overall Domestic Violence was ranked as the 11th key priority for the 4,000 respondents of the survey. Non white respondents ranked it 3rd. Residents from Ingleby Barwick West and Mandale and Victoria ranked it 6th.

Within CESC there is a performance indicator to complete initial assessments within 7 working days. The Domestic Violence Unit achieved this in 72% of cases, the duty team achieved 92%.

4) Customer – Challenge

a) Are there customers who could use the service but don't?

Yes, there are women who are contacted by Harbour who do not wish to access support at that time. Police call backs are undertaken by Harbour staff and take place to the victim when an incident is reported, this ensures that victims of Domestic Violence are aware of the services available to them.

b) Are there customers using the service who shouldn't be?

Inappropriate referrals into Harbour are filtered out; however service is occasionally provided to people living out of area, particularly for refuge. However it should be noted sometimes this is the safest option for women and children and that women from Stockton may also be provided refuge out of the area.

c) Who are the customers of the future and what are their needs?

As demonstrated in point 3a above, the composition of the client base for Harbour has remained fairly stable between 07-08 and 08-09, suggesting that this would remain stable in the future. However as also noted above, the number of referrals increased by 37% between 2007-08 and 2008-09 and the number of reported incidents increased by 4.7% between 2007 and 2008. These show an upward trend, suggesting that this will continue to rise.

As noted above in point 3a, 73% of women engaging with Harbour have at least 1 child, there is a strong likelihood that the children will have witnessed the abuse, this opens debates around intergenerational cycles.

More preventative measures could serve to decrease future victimisation of women, by accessing support earlier.

In addition to this, according to the Strategic Assessment for 2007-08, over 50% of the female Probation caseload were victims of Domestic Violence. This identifies a clear need to do additional work, in the form of a bespoke Freedom Programme for this group.

d) What is likely to impact on demand for these services in the future?

As stated above the number of referrals into Harbour increased by 37% between 2007-08 and 2008-09 and the number of reported incidents increased by 4.7% between 2007 and 2008, it is likely that this upward trend will continue.

The issue of Domestic Violence is now not as hidden as in previous years and with the amount of awareness raising it is likely that the demand for these services will continue to increase in the future.

e) What do complaints/ compliments tell you about these services?

A satisfaction summary report is currently being developed within Harbour and will be available by Summer 2009.

Up to June 2009, CESC had received no complaints or compliments specifically in relation to Domestic Violence.

5) Aims & Objectives – Baseline

a) Is the service required by statute?

Section 17(1) of the Crime and Disorder Act 1998 shows that the Domestic Violence services are required by statute as it states that, 'Without prejudice to any other obligations imposed upon it, it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent crime and disorder in its area.'

A service to children and young people is required through the Children's Act (2004) and all Safeguarding Children Policies.

b) Is there a statutory level of service?

There is no statutory level of service for the provision of Domestic Violence services.

Within CESC there are guidelines for 'Working together to Safeguard Children.'

Housing have a statutory duty to women fleeing Domestic Violence, in such cases priority is awarded.

c) Is the service responsive or proactive or a mixture?

The services provided by Harbour is proactive as well as reactive with the CESC provision being reactive.

d) Is the service needed?

The high levels of referrals to both Harbour and CESC demonstrated within this report confirm that the services are needed currently and the trends identified have also demonstrated that these services will also be needed in the future.

e) What would happen if the service was not provided either in whole or part?

It is likely that the level of incidents of Domestic Violence would increase if the service was not provided; victim's level of risk of domestic homicide would increase and would also present issues in relation to safeguarding children.

Additionally, it is also likely that if the service was not provided either in whole or part, this would have the following impacts:

- Increased serious injury or death
- Increased demand on police services
- Increased demand on ambulance services
- Increase in presentations to A&E
- Negative impact on educational performance of children
- Increased homelessness presentations
- Increased referrals to and demand on CESC
- Increased worklessness

f) How would the service react to new pressures what capacity would be required to deal with additional / new demands?

New demands could be met by an increase in hours provided, by additional staff and resources. However, as the current service provision is already not meeting demands of the service, new

pressures would lead to an increase in waiting lists.

As at June 2009, the waiting lists for Harbour are as follows:

- Adult Outreach – 48 have had initial assessments and awaiting a key worker and 19 are waiting for an initial assessment.
- Children’s Outreach – 142 children awaiting assessment
- Sexual Violence Counselling – 9 women awaiting assessment

6) Aims & Objectives – Challenge

a) Who provides a similar service to this using a different delivery mechanism e.g. external partnerships, shared services etc?

There are no other organisations within Stockton which provide a similar service to Harbour or the statutory services provided by CESC.

Most areas have a Domestic Violence Coordinator role, as mentioned earlier Stockton and Hartlepool Borough Councils have pooled resources to develop this role.

7) Relevance/Context – Baseline/Challenge

a) How does the service fit with the overall aims of the Council?

Stockton Borough Council has demonstrated a commitment to the reduction of Domestic Violence through the council plan, but specifically through the following strategies and policies:

Domestic Violence Strategy 2008-2011
 Community Safety Plan 2008 - 2011
 Children and Young People’s Plan 2007-10
 Supporting People Five-Year Strategy 2005-10
 Local Area Agreements
 Safeguarding Policy
 Council Domestic Abuse Work Force Policy.

b) How does the service contribute to key policy areas

The Domestic Violence work outlined above cross cuts a number of policy areas, such as reducing crime (in particular violent crime), improving health and well-being, improving educational attainment and reducing worklessness.

c) What policies, plans and strategies impact on the service e.g. statutory, policy, function, other services?

See 7a above.

d) Are there any political judgements / decisions involved in determining the level of service?

Yes, for example Northern Rock and GONE funding streams are short term.

8) Financial/Resource Considerations – Baseline

<p>a) What are the costs of the service? The cost for Harbour and CESC are detailed in point 1g.</p>
<p>b) Capital and revenue costs. A small element of capital costs for Harbour are included in Appendix 1.</p>
<p>c) What is the level of 3rd party expenditure? See Appendix 1 for Harbour Financial plans for 2007-08 and 2008-09.</p>
<p>d) What contracts or other arrangements are in place (spend analysis)? Harbour have a Service Level Agreement with Tristar, however no Service Level Agreement exists between Harbour and Stockton Borough Council. The council Community Safety Team see Harbour as part of the partnership working rather than as a commissioner / provider relationship.</p>
<p>e) What is the Councils commitment to contracts / other arrangements? There is no commitment.</p>
<p>f) Do you have any charging policies? Service users do not have to pay for the service they receive, however where appropriate there is a rental charge for the refuge provision, the support element is met via the Supporting People grant.</p>
<p>g) How have Gershon efficiency savings impacted on the service and how were the service planning to meet future Gershon efficiency targets? For the financial year 2008/09 Council agreed to limit the annual increases in the services Resource Allocation (RA) to 2%, which was below the Gershon inflation guide of 2.5% for that year. This has forced services to drive down costs to generate the desired efficiencies required to meet the gap between inflation and the limit on RA. This will be and has been an annual task that is undertaken when setting estimates but at this stage it is difficult to identify specifically how these targets will be achieved in future years due to the ever changing demands on the services.</p>
<p>h) How will the current financial climate affect the service? The current financial climate could affect the levels of domestic violence, through additional pressures in relation to money, housing etc. This could increase the number of referrals to the service.</p>

<p>9) Financial/Resource Considerations – Challenge</p>
<p>a) How can you demonstrate that the service is cost effective overall? Having services that are above mainstream services is key. Harbour are developing a unit cost for funding applications this can also be used to assess cost effectiveness.</p>
<p>b) Do external contracts offer value for money? Yes, See 2a.</p>

<p>10) Service Drivers</p>

a) What do we need to change and why?

The stability of funding needs to be addressed in order to enable services to be reactive to presenting needs and to bring additionality to current service provision.

More work on the prevention agenda also needs to take place.

b) What are the main drivers of change?

The main drivers for change is need analysis and identification of clients needs.

A Governmental response following the consultation on the Violence Against Women and Girls paper will be a main driver for change and setting priorities in the coming years.

A main driver within CESC is to improve outcomes for children, look at prevention agenda and enable earlier intervention in relation with Domestic Violence cases.