

PLYMOUTH CITY COUNCIL

Subject: Commissioning Plan for the Plymouth Domestic Abuse Partnership

Committee: Cabinet

Date: 11 September, 2012

Cabinet Member: Councillor McDonald

CMT Member: Carole Burgoyne, Director for People

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Ref: Commissioning Plan for Domestic Abuse

Key Decision: Yes

Part: Part: I

Purpose of the report:

This report makes recommendations regarding the future provision of services necessary to combat the persistent problem of domestic abuse in Plymouth as set out in the Commissioning Plan for the Domestic Abuse Partnership 2012 – 2019.

Corporate Plan 2012-2015:

The project will support the achievement of the following Council commitments:

- Safer Plymouth: reduce crime and keep Plymouth safe; addressing anti social behaviour; helping people to feel safe
- Young Plymouth: developing ways to address child poverty; support early intervention programmes to reduce the number of children at risk; encourage engagement and ensure that all children can benefit from educational and other opportunities
- Living Plymouth: improve advice for people who are homeless or in housing need
- Caring Plymouth: support people to stay in their own homes

The project will also support the achievement of the priorities the Council shares with its partners:

Deliver growth – by commissioning support services which employ local people and support clients into employment.

Raise aspirations – by working with younger people in schools and colleges, providing advice and guidance on the importance of creating and maintaining healthy relationships

Reduce inequality – by targeting interventions in the areas of highest need, to improve the health and well-being of victims and their families, to rebuild their lives and reduce the harm caused by domestic abuse.

Provide value for communities – by selecting the most economically advantageous tenders, by supporting the use of volunteers, by seeking to invest in preventative services that will decrease the demand on the more costly statutory interventions.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Currently Plymouth City Council spends £1.04m per annum on domestic abuse services (this includes investment which will also be incorporated in associated reports).

Additionally, the Police provide £50,000 per annum towards the Plymouth Domestic Abuse Service.

This investment currently totals £1.09m per annum.

Data shows that there continues to be a high prevalence of domestic abuse in Plymouth (27% of all violent crime in the City is domestic abuse related, compared to a national figure of 16%). A Home Office report published in 2010 estimated that the cost to Plymouth of domestic abuse; including the criminal justice system, civil and legal services, social services, lost economic output, housing and refuge provision and human and emotional costs; was £49 million per annum.

The most recent data on the costs and benefits of early intervention in domestic abuse cases are provided by CAADA (Coordinated Action Against Domestic Abuse). A report published by CAADA, Domestic Abuse Saving Lives Saving Money (2010), estimated that the MARAC (Multi Agency Risk Assessment Conference) process saves public services on average £6,000 per case in direct costs (i.e. excluding emotional costs to victims, the costs to employers etc). The NHS receives 20% of this cost saving, with the police and the wider criminal justice system receiving 32% and 40% respectively. In addition, research has evidenced that the cost of providing an Independent Domestic Violence Advisor for a high risk victim of domestic abuse is approximately £500 per victim, and the cost per successful outcome (i.e. where all forms of abuse stop) is less than £1000. Conversely, the most complex cases can cost £43,000 per annum and lower risk MARAC cases can cost public services £4,000 per annum.

At the same time as demand and the associated costs of domestic abuse are predicted to rise, central government funding; such as resourcing from the Home Office, is reducing, impacting on service provision.

In addition, the areas in the city most affected are those with the highest deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, may see a rise in domestic abuse.

The pattern emerging is that domestic abuse is an issue increasingly affecting younger people, with the highest age range for both victims and perpetrators being 18-24. In an NSPCC study of teenage relationships in 2009, 25% of teenage girls and 18% of teenage boys had experienced some form of physical violence. Building on the work currently undertaken within schools regarding domestic abuse and healthy relationships will see a reduction in people accessing crisis support in later years.

In addition, work to raise awareness amongst lower risk victims of domestic abuse will help to prevent escalation of need.

Current service provision has continued to result in a reduction in repeat victims, but there is an identified need for ongoing support in relation to crisis work. Additionally, investment now in early intervention and prevention will impact during the period of the Commissioning Plan, reducing demand in later years on more costly interventions in addition to wider socio-economic benefits.

The investment profile outlined in the Commissioning Plan relates to the Local Authority funding and highlights the need to work with partners, including Health and the Police & Crime Commissioner, to achieve efficiencies and shared outcomes, reduce demand and associated spend.

Efficiencies are anticipated both through joint working and an increased focus on early intervention and prevention strategies, but also as a consequence of competitively procuring services.

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:

- Early Intervention and Prevention Strategy – the recommended services support the Early Intervention and Prevention Strategy by responding as soon as possible to vulnerable children, young people and families, thus preventing families from needing more intensive and higher cost services in the future.
- Child poverty – analysis shows that domestic related violence is particularly prevalent in areas of high multiple deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, is likely to see a rise in domestic abuse. The recommended services contained in the Commissioning Plan will target young people and families in the greatest need, helping them to their re-build lives.
- Community Safety – the recommended services will help to reduce crime, both now and in the future, by supporting the achievement of the strategic aims of the Domestic Abuse Partnership. This Commissioning Plan is complimentary to the emerging Alcohol Strategy and associated Commissioning Plan. The interdependencies in the service offers and resource allocations are addressed in both plans
- An Equality Impact Assessment has been completed. No adverse impact was identified as a result of this; however contract monitoring arrangements will continue to assess any impacts post implementation.

Recommendations & Reasons for recommended action:

To approve the findings and recommendations of the Commissioning Plan for the Domestic Abuse Partnership 2012 – 2019.

Alternative options considered and reasons for recommended action:

The options of extending current services without revision, or allowing contracts to lapse were considered. However, the first option may pose a risk of legal challenge as contrary to Contract Standing Orders and the second option would not address need.

Background papers:

Equality Impact Assessment

Commissioning Plan for the Domestic Abuse Partnership

Sign off:

Fin	PeopleF AC12130 04 AM 22/08/12	Leg	SC 15378	HR		Corp Prop		IT		Strat Proc	JK/SPU/CP/291 /0812
Originating SMT Member: Carole Burgoyne											
Have you consulted the Cabinet Member(s) named on the report? Yes											

1.0 Introduction:

Domestic Abuse is a serious social problem and human rights violation. It is hugely under reported, widespread and has no boundaries, affecting anyone regardless of age, sex, culture, ethnic or religious group, gender, sexuality, disability, income or lifestyle. Domestic abuse has physical, emotional, social and economic consequences. A Home Office report published in 2010 estimated that the cost to Plymouth of domestic abuse was £49 million per annum. However, with good service provision that includes awareness raising and prevention, many people affected by domestic abuse can lead healthier and happier lives.

In response to the issues experienced in Plymouth, a commissioning plan has been developed that sets out the requirements of service delivery necessary to combat the persistent problem of domestic abuse and the harm that it causes victims, their families and wider society.

The Plan identifies the need for ongoing investment to allow the continuation of the current victim support recovery model and community perpetrator programme, and recommends increased investment from the Police and NHS Plymouth in prevention and early intervention services to meet the vision and strategic aims of the Domestic Abuse Partnership:

VISION:

- Reduce domestic abuse and provide quality victim-centred support to victims and families.

STRATEGIC AIMS:

- Provide support and recovery for victims and their families
- Decrease domestic abuse harm through early intervention
- Decrease re-offending by perpetrators
- Increase workforce capacity to identify and respond to domestic abuse need

1.1 Prevalence of Domestic Abuse in Plymouth:

Analysis shows that within Plymouth:

- In the past 12 months 4455 victims were female and 1231 victims were male.
- Domestic related violence is particularly prevalent in areas of high multiple deprivation including Devonport, Stoke and Stonehouse and the City Centre.
- It is increasingly affecting young people with 18-24 being the largest age group for both victims and perpetrators.
- The recent alcohol needs assessment highlights the continued influence of alcohol as a contributing factor to domestic abuse incidents. Data shows that drugs and alcohol are a contributing factor in 1725 incidents, which equates to 30% of all incidents.
- Children are present at approximately 36.5% of incidents.
- 30.41% of child protection plans identify domestic violence as a major issue.
- 80% of victims in the last 12 months were female.
- Approximately a quarter of perpetrators are female.
- Domestic Abuse is most likely to result in repeat victimisation and more likely to result in injury than any other type of crime (Home Office, 2008a).

1.2 Impact of Domestic Abuse

- Women who have suffered domestic violence have approximately twice the level of usage of general medical services and between three and eight times the level of usage of mental health services. The estimated cost (including hospitals, ambulances, GPs and prescriptions) is £1.7bn per annum (Walby, S. (2008). The Cost of Domestic Violence; Women and Equality Unit; London.)
- Poor outcomes related to domestic abuse include: 500 women who have experienced domestic violence in the last six months commit suicide every year. Of these, just under 200 attended a hospital for domestic violence on the day they committed suicide (Walby S 2004 The Cost of Domestic Violence).
- Children who are exposed to violence and maltreatment at an early age are more likely to become perpetrators of crime, including domestic abuse.
- As many as one in three divorces brought forward in the UK include reference to domestic violence, and of 2,500 families entering mediation around divorce, approximately 75% of parents indicated that domestic violence had occurred during the relationship.
- The cost of violence against women and children runs into billions of pounds. Costs include expenditure on providing public services for the victims, the lost economic output and the human and emotional cost of violence for victims. In monetary terms it costs society £23 billion per annum (Walby, 2004).

1.3 Future Demand

- Domestic abuse is known to be under reported, with an aim for the increase of its reporting being part of the Safe and Strong Strategic Assessment Recommendations.
- Information gathered shows that although there has been a decrease in repeat victims, there continues to be a high prevalence of domestic abuse in Plymouth.
- The areas in the city most affected are those with the highest deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, may see a rise in domestic abuse.
- The pattern emerging is that this is an issue increasingly affecting younger people, as the highest age range for both victim and perpetrator is 18-24. In an NSPCC study of teenage relationships in 2009, 25% of teenage girls and 18% of teenage boys had experienced some form of physical violence.

1.4 Current Service Provision

- There are a number of services provided in the city for both victims and perpetrators of domestic abuse.
- Statutory services, such as Health, Social Care, Housing and the Criminal Justice System all manage the consequences of domestic abuse as well as providing, in some instances, specialist interventions. These run alongside commissioned services and voluntary sector provision.
- Funding is from a variety of sources including the Home Office, charitable funds or from local commissioning activity.
- Currently Plymouth City Council resourcing for the provision of externally sourced specialist domestic abuse services is £559,495 per annum. The Police contribute £50,000 per annum towards the cost of the specialist Plymouth Domestic Abuse Service which supports victims and their families.

- The cost to Plymouth City Council of providing specialist in-house services, not including the cost of staff time in services such as social care and housing, totals approximately £481,600 per annum. (This includes funding for the Family Intervention Project which is also incorporated in the early Intervention and Prevention Plan).

1.5 Opportunities

Some key contracts for the delivery of services to people who experience domestic abuse are ending shortly and this has provided the opportunity to review service provision and make recommendations for the future.

Good practice research and local data point out that while services and support for victims continue to be key, they must be underpinned by appropriate prevention and early intervention strategies which directly target domestic violence perpetrators and assist and enable them to stop offending. Re-commissioning a community perpetrator programme at the same time as re-investing in a specialist domestic abuse victim service will ensure interventions for both victims and perpetrators.

There is an identified need to increase service capacity for victims so that all levels of need may be met. The Plymouth Domestic Abuse Service provided at present by Sanctuary Supported Living meets the needs of victims risk assessed as medium to high; however the Police are also called to a high number of domestic related disturbances where no crime has been committed. Providing interventions for these lower risk assessed incidents would help to prevent escalation.

Due to the rising numbers of increasingly young victims and perpetrators, there is a need to raise awareness within schools, colleges and the university of healthy relationships. Plymouth can build on and remodel existing service provision to raise awareness and promote early intervention and prevention work.

Effective training is a key tool in equipping relevant agencies with the skills and knowledge to address domestic abuse. The review of service provision for domestic abuse provides an opportunity to review current training needs to ensure that all relevant agencies have access to training on how to understand and deal with domestic abuse.

1.6 Financial Impact

Combating the prevalence of domestic abuse requires ongoing investment to allow the continuation of the current victim support recovery model and community perpetrator programme, and increased investment in prevention and early intervention to meet the city's vision and strategic aims.

The investment profile outlined in the Commissioning Plan relates to the Local Authority funding and highlights the need to work with partners, including Health and the Police & Crime Commissioner, to achieve efficiencies and shared outcomes, reduce demand and associated spend.

Efficiencies are anticipated both through joint working and an increased focus on early intervention and prevention strategies, but also as a consequence of competitively procuring services.