

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the council's definition and has not been included in the relevant Forward Plan

**Report of the Executive
Director - Communities**

CR383 – Re-modelling Sexual Violence and Domestic Abuse Services

1. Purpose of report

- 1.1 As recently as March 2016 the Government launched its strategy to combat violence against women and girls 2016 – 2020. The report stated the human cost of sexual violence and domestic abuse. What seems a loving and stable relationship can suddenly or subtly become violent and abusive. Violence and abuse can include sexual and physical abuse but can also be financial, emotional and psychological. Men as well as women can find themselves in violent and/or abusive relationships as can those in heterosexual, gay, lesbian or transgender relationships.
- 1.2 There is a cost to our community from sexual violence and domestic abuse. It contributes to the disadvantage and chaos people find themselves living. It moulds the behaviour of children and young people into limiting their expectations and perpetuating unacceptable and enduring behaviour.
- 1.3 In April 2016 Barnsley Healthier Communities commissioned a review of the provision of services for those affected by Sexual Violence and Domestic Abuse. This underpins the local authorities plan for future commissioning of services to address the harms from sexual and domestic abuse and violence both to the individual but also the community. It will also enable continued improvement in performance and outcomes the detail of this work is contained in the Business Plan attached at Appendix B

2. Recommendations

- 2.1 Cabinet authorise officers within BMBC to approach the market to inform the commissioning and procurement of services to support those affected by Domestic Abuse and Sexual Violence, the victims and their families from April 2017.

- 2.2 Cabinet authorises Director of Public health and Executive Director, Communities to have delegated authority to award the contract for the services to support those affected by Domestic Abuse and Sexual Violence, the victims and their families following a competitive process.

3. Introduction

- 3.1 Barnsley's workers report a significant increase in the reporting of historical sexual offences and a reduction in the number of current domestic abuse cases being reported although, it is likely that there are a significant number of sex and abuse crimes historical and current, which go unreported. The numbers of crimes reported in Barnsley is significantly lower than that of our neighbouring Boroughs both in terms of geography and population. In other areas where demographics are similar there is approximately three times more recorded sex and abuse crime reported. Although in terms of crimes against men as victims figures referred are very similar to the regional average.
- 3.2 There are currently six agencies providing services in Barnsley; Pathways, Victim Support, BMBC Enforcement Team, Riverside, Sanctuary and BSARC. There is a disparity in the levels of funding spent on services each service and this neither reflects the standard, quality or full availability of services in the Borough. It is vital that some equity and equality is introduced to the scope of provision. If we address referral throughput without addressing the funding anomalies we risk service not being able to meet need and therefore risk the safety of those experiencing or fleeing sex crime or/and domestic abuse. The individual workloads are also impacted by the disparity across the different agencies and because of the nature of the work being done workers as well as agencies are potentially put at risk.
- 3.3 We need to be able to fully respond to the diversity of the community and the service model needs to offer availability and openness and to be flexible to the needs of the changing community. This not only includes diverse cultures and those with protected characteristics such as disability, older people, or those with ongoing gender reassignment but also enabling access for men who experience abuse and sexual violence from partners, siblings or 'friends'.
- 3.4 Current funding levels are £367,145 and this includes Accommodation (women's refuge), Floating Support, IDVA staffing and ISVA staffing. All six agencies work independently of each other for the same client group. Often work is duplicated and clients end up confused as to who is doing what, where.
- 3.5 Barnsley has some good services delivering to meet the needs of victims but they are operating in silos. Service delivery and performance comparison across region and similar populations has shown Barnsley to be poorly performing in terms of getting people into the right services, delivering a suitable service, keeping them in services for the appropriate time and moving them on into 'move on' services where they can build their resilience.

4. Proposal and justification

4.1 There are currently six separate agencies delivering services for sexual violence and domestic abuse in Barnsley see below.

Type of Service	Type of Support	End of Agreement	Provider	Level of Funding
Floating support	Housing related support	31/03/2017	Riverside	£42,730.87
Accommodation	Housing Related Support	31/03/2017	Riverside	£105,839.13
Rape Crisis	Generic support	31/03/2016	BSARCS	£5,290.00
Teenage parents	Housing Related Support	31/03/2017	Sanctuary	£55,817.00
IDVA funding	High risk victims	31/03/2017	BMBC x 2, Pathways x 1, Victim Support x 1	£157,468.00.

NB: A sum of £69,000 is provided for funding to the IDVAs. This is non-recurring funds from the Office of the Police Crime Commissioners. The Council has to make a bid for this each year and so cannot consider it as base budget funding.

All agencies work to different budgets and this does not reflect the body of work that they do nor does it equate to the value to the community. All contracts are the result of, add-on provision as grants have become available and do not necessarily reflect community need, activity or future planning.

4.2 All six agencies use different data bases and venues and, therefore risk losing or missing clients in a poor system set up, adding to an already high risk situation needs to be avoided.

The IDVA role is a community based support worker, working primarily with victims at high risk. Current IDVA service provision in Barnsley is as follows:

- 1 x IDVA being employed by Victim Support
- 2 x IDVAs with the local authority (1 of which is yet to complete accredited IDVA training)
- 1 x IDVA employed by Pathways

Being deployed at different agencies has caused different caseloads and support networks.

4.3 It is timely that two other major areas, substance misuse and 'multiple needs' are being tendered within the same period. Often these service areas have the same clients and that the clients drift from one services area to another. Re-modelling and re-contracting gives us an opportunity to align these services to ensure effective pathways are used and delivery is streamlined and effective to stop the continual drifting from one service area to another and dual delivery.

- 4.4 This review has given an opportunity to re-model taking into account not only the needs of the service users but also the best models from across the country and to ensure Barnsley can measure itself against other areas fairly and with success particularly with reference to ‘one door’ and ‘getting it right first time’.¹

5. Consideration of alternative approaches

- 5.1 The analysis provides the Council with one alternative, noting that a ‘do nothing’ option was ruled out as this would be at odds with contract compliance legislation.

6. Implications for local people / service users

- 6.1 Without major change and re-modelling local people and service users risk as they do currently, not finding the right agency in a timely and safe way. Research shows that on average women suffer 35 episodes of sexual violence or domestic abuse over a long period before they seek help. 90% of those episodes are in a domestic situation within family environments with 20% of children being exposed to this behaviour and 62% of those children being harmed too.² We must ensure too that diverse communities as well as men as victims, are able to access services and support in an efficient and timely way.

7. Financial implications

- 7.1 The current funding available for the management and prevention of sexual violence and domestic abuse totals £367,145 as detailed at paragraph 4.1.
- 7.2 The remodelling of the existing Multiple Support Needs Services detailed in Cabinet Report ref CR382 identified significant overlapping support needs between clients with domestic violence and those with “multiple needs”. The report also concluded that existing services for domestic abuse are significantly underfunded. To ensure adequately resourced responses in both areas it is proposed to undertake a revenue transfer of £400,000 from the multiple support needs services to the sexual violence and domestic abuse services.

7.3 Current annual expenditure for 2016/17:

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|------------------------------------|------------|
| • Domestic Abuse / Sexual Violence | £367,145. |
| • Multiple Needs | £1,409,756 |

Proposed annual expenditure for 2017/18 and beyond:

- | | |
|------------------------------------|------------|
| • Domestic abuse / Sexual Violence | £767,145 |
| • Multiple Needs | £1,009,756 |

¹ [SafeLives2016](#)

² [Refuge 2016](#)

This would enable Healthier Communities Commissioning to ensure adequate provision of Sexual Violence and Domestic Abuse prevention and provision with a new budget of £767,145.

- 7.4 A sum of £69,000 is provided for funding to the IDVAs. This is non-recurring funds from the Office of the Police Crime Commissioners. The Council has to make a bid for this each year and so cannot consider it as base budget funding. If this cannot be secured the amount of investment is reduced accordingly.
- 7.5 There is no impact on the medium term financial position arising from this report.
- 7.6 The financial implications arising from this report are detailed in the attached Appendix A.

8. Employee implications

- 8.1 There are currently five members of staff employed across four agencies directly funded by current budgets.
- 8.2 Remodelling and increasing the budget will offer better future prospects, a fairer allocation process for caseloads, more effective client outcomes and seamless work across substance misuse, multiple need and domestic abuse.
- 8.3 There has also been a plan voiced by the Police and Crime Commissioner to commission part of these services sub-regionally which will impact on our pathway although not necessarily on the Barnsley model, per say.

9. Communications implications

- 9.1 In terms of change management, current services and their staff have been communicated to and their views and advice on best practice models taken into consideration. During the review service users and past clients have been consulted and there is an online survey available for members of the public to complete, which is being promoted via social media.
- 9.2 This is a part of a comprehensive communications plan which is being drawn up to disseminate key messages throughout the borough with a focus on primary and secondary care, health and social care, South Yorkshire Police and other enforcement agencies as well as accessing the potential of subtle communications within communities.
- 9.3 The communications plan, compiled by the council's communications and marketing team, will also include a comprehensive multi – channel communications programme that will push unacceptable behaviour messages as well as positive news stories across the borough. It is freely acknowledged that the system is massively flawed and should be changed and all of the comments have been positive ones.
- 9.4 This proposal also offers the opportunity to consult, design and roll out a comprehensive, bespoke education package to schools and colleges.

10. Consultations

- 10.1 *Domestic Abuse and Sexual Violence Board including:*
Sue Stokes, Lynne Casserly, Katherine Allott, Angela Fawcett, Cheryl Wynn, Deborah Mahmood, Ben Finley, Monica Green, Heather Brennan, Paul Hussey, Jane Brannan, Karen Hockley, Kate Havenhand, Diane Lee, Sam Housley, Teresa Burkill, Victoria Birch.

External providers through the market development day; Claudia Gilham, Sarah Hill, Yasmin Khan, L. M. Chapman, Christian Douglas, Tonia O'Neill, Paul Gibson, Nikeisha Bragger, Harry Hudson, Abdou Sidibe, Katy Foster, Becky McAdam, Claire Meek, Michelle Corrigan, Claire Gray, Angela Tailson, Catherine McCallum, Lesley Mclean, Kevin Hill, Rahaila Sherif.

Director of Human Resources, Performance and Communications: Julia Bell
Cabinet Spokesperson: Jenny Platts
Director of Finance, Property, and Information Services: Neil Copley
Executive Director – People: Rachel Dickenson

11. The Corporate Plan and the Council's Performance Management Framework

- 11.1 The Barnsley MBC Corporate Plan 2016-2018 highlights three overarching priorities,
- Growing the economy;
 - Improving people's potential and achievement; and
 - Changing the relationship between the Council and the community

It also offers eight potential challenge areas for example, service improvement, cultural change, demographic and social change and building partnerships. We are confident that re-tendering for whole service provision for Sexual Violence and Domestic Abuse clearly covers and addresses by re-design most of these challenges and will enable key elements in the corporate performance plan to be simplified and contributed to.

12. Promoting equality, diversity, and social inclusion

- 12.1 The nature of the review and subsequent remodelling has highlighted that to address sexual violence and domestic abuse we must proactively 'design in' access, service user involvement as well as incorporate equality, diversity and social inclusion targets. Protected characteristic groups will access this new pathway as well as acknowledging the needs of men as victims.

13. Tackling the Impact of Poverty

- 13.1 Sexual violence and domestic abuse cause and is caused by multiple risk situations including being economically dependent on someone or without income where domestic finances are used to subdue someone's freedom both

physically and emotionally. Victims and their families find themselves unable to seek help because of their financial dependencies on the perpetrator.

- 13.2 Children, young people and other family members can also be impacted and their freedom restricted by this controlling element of the relationship.

14. Tackling Health Inequalities

- 14.1 It is estimated that sexual violence and domestic abuse costs society approximately £15.7b a year in health and social care, criminal justice, housing, civil action and loss to the economy.
- 14.2 One of the 4 objectives set out in the Department of Health's Public health outcomes framework 2013 to 2016³ is to improve the wider factors that affect health and wellbeing and health inequalities. Sexual Violence and domestic abuse is a complex issue and may coexist with other health or social problems, for example, poverty, drug and alcohol misuse or mental health problems.
- 14.3 We acknowledge the need to offer targeted interventions to reach those who in addition to being victims of sexual violence and domestic abuse, find services inaccessible or difficult to use. This may include; people from black and minority ethnic groups, people with disabilities, older people, trans people and lesbian, gay or bisexual people, people with no recourse to public funds and who are not entitled to welfare benefits, home office asylum support or public housing.

15. Reduction of Crime and Disorder

- 15.1 Crime and disorder key objectives must be to increase the protection of identified victims of domestic violence, increase the rate at which domestic violence is reported, either directly to the police services or through commissioned service reporting arrangements, increase the rate at which domestic violence incidents result in sanction detections and, increase the rate at which sanction detections are converted into offences brought to justice.

16. Risk Management Issues

- 16.1 Working with sexual violence and domestic abuse victims is primarily about assessing and reducing current and long term risk to the client and their family members, children and significant others. The system as it operates today, where workers being employed in four different agencies, using four different business and data systems increases risk we believe, to unacceptable levels. There is significant risk to the victim and their family of serious crime including homicide, serious injury and threat. Nationally, it is estimated that 100,000 women (130,000 children) face this risk daily and two women die per week as a result of domestic homicide.⁴

³ [PH Outcome Framework](#)

⁴ [SafeLives](#)

17. Health, safety, and emergency resilience issues

Not currently on file

18. Compatibility with the European Convention on Human Rights

The proposed intentions do not breach European Convention on Human Rights.

19. Conservation of biodiversity

The proposed intention has no impact on biodiversity.

20. Glossary

None

21. List of appendices

Appendix A;

Report of the Director of Finance, Assets & Information Services and Executive Director of Communities.

Appendix B

Business Case

22. Background papers

None

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