

REPORT FOR DECISION



DECISION MAKER:	CABINET
DATE:	9 APRIL 2014
SUBJECT:	DOMESTIC VIOLENCE AND ABUSE (DVA)
REPORT FROM:	COUNCILLOR S. WALMSLEY CABINET MEMBER (COMMUNITIES AND COMMUNITY SAFETY)
CONTACT OFFICER:	DAVID FOWLER Assistant Director, Localities JARIA HUSSAIN LA LA (Domestic Violence Co-ordinator)
TYPE OF DECISION:	NON KEY DECISION
FREEDOM OF INFORMATION/STATUS :	This paper is within the public domain
SUMMARY:	This report provides an overview of domestic violence and abuse (DVA) services in Bury. It highlights the devastating impact domestic abuse has on individuals and families and identifies some of the key opportunities and challenges for the Council and partner agencies.
OPTIONS & RECOMMENDED OPTION	Cabinet are asked to note the progress made in relation to tackling DVA in Bury and the work being done to enhance services to victims.
IMPLICATIONS:	
Corporate Framework:	Aims/Policy Do the proposals accord with the Policy Framework? Yes
Statement by the S151 Officer: Financial Implications and Risk Considerations:	Activities to address domestic violence and abuse are funded from within existing resources. The short term nature of funding presents challenges, however the Council is working with partners through the Community Safety Partnership to explore future funding opportunities; in particular how community safety priorities can be reflected within mainstream funding budgets.
Statement by Executive Director of Resources:	There are no wider resource implications
Equality/Diversity implications:	Yes DVA affects every community in Bury

	regardless of race, religion, age or sexuality. The majority of victims are women but victims can also be men. Bury's 'Domestic Violence and Abuse Strategy' is being reviewed; a full equality analysis will be carried out as part of this review.
Considered by Monitoring Officer:	Yes JH
Wards Affected:	ALL
Scrutiny Interest:	

TRACKING/PROCESS

DIRECTOR: Executive Director, Communities and Neighbourhoods

Chief Strategic Team	Executive/Leadership	Cabinet Member/Chair	Ward Members	Partners
		27/03/14		
Scrutiny Committee		Cabinet/Committee	Council	
		9/4/2014		

1.0 BACKGROUND

- 1.1 At a meeting of the Council on the 13th December 2013, a 'domestic abuse motion' was agreed. The motion included a commitment to sign the Greater Manchester Police & Crime Commissioner's pledge to say 'No to Domestic Abuse'. This pledge was signed in February 2014 by the Leader of the Council and the Police and Crime Commissioner for Greater Manchester. Another commitment agreed through the motion was to report back to Council (by April 2014) "on progress made by the Local Authority and partner agencies to improve and enhance services provided to victims of domestic abuse".
- 1.2 This report outlines progress made. It provides an overview of domestic violence and abuse (DVA) in Bury and the current services provided by the Council and partner agencies in supporting victims, children and perpetrators (Details contained within **Appendix A**). It also highlights future challenges and the work the Council and partners are doing to meet these challenges and enhance services available.
- 1.3 Nationally, DVA affects 1 in 3 women and 1 in 5 men. These national figures show that over 1.2 million women and 800,000 men reported an incident in 2011/12. However it is important to note that many domestic abuse incidents are unreported. Victims often try and deal with the situation themselves for a variety of reasons, the welfare of children or family being the most common reason. Domestic abuse cuts across all classes, races, religions and sexual orientation.
- 1.4 Tackling DVA is a key priority for Bury's Community Safety Partnership (CSP).

2.0 DEFINITION

- 2.1 The Government's definition of DVA was widened with effect from 31 March 2013 to include those aged 16 to 17 years of age. This definition has been adopted by Bury's Community Safety Partnership and is shown below:

"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to the following types of abuse: psychological, physical, sexual, financial and emotional"

- 2.2 This definition includes issues of concern to black and minority ethnic communities such as so called 'honour based violence', 'female genital mutilation' (FGM) and forced marriage.

3.0 NATIONAL CONTEXT

- 3.1 Nationally, DVA currently claims the lives of around two women a week, and affects millions more people. DVA is known to be under-reported, but the 2013 Crime Survey of England and Wales (CSEW) shows that 31% of women and 18% of men interviewed in 2011/12 had experienced "any domestic abuse by a partner or family member" since they were aged 16. These figures are equivalent to 5m female victims and 2.9m male victims. The total costs of domestic violence and abuse in England and Wales can be estimated at around £5.47 billion.¹

- 3.2 DVA continues to ascend the political agenda and is recognised as a cross-government priority. The Government published a cross-departmental strategy on ending violence towards women and girls in November 2010, and has since published an action plan and a number of follow up documents.

- 3.3 Nationally, progress on DVA includes:

- Establishment of specialist domestic violence courts – Bury shares a specialist domestic violence court with Rochdale (based in Bury).
- Setting up a national 'Forced Marriage Unit' to support individuals and families affected by 'forced marriage'.
- Clare's Law (domestic violence disclosure scheme) – a scheme to allow people to find out from police if their partner has a history of domestic violence. This was trialled in Greater Manchester and has now been rolled out nationally.
- Domestic Violence Protection Orders (DVPOs) – a new power that enable the police and magistrates to put in place protection in the immediate aftermath of a domestic violence incident. This can include a banning order with immediate effect which prevents a perpetrator from returning to a residence or making contact with the victim for up to 28 days. This allows the victim time to consider their options and get the support they need. DVPOs were implemented nationally from 8 March 2014, following a successful pilot which included the Greater Manchester police force area.
- Routine enquiry about DVA rolled out to all pregnant women.

4.0 REGIONAL CONTEXT

¹ New Economy from 'Cost of Domestic Violence, Professor S. Walby, University of Leeds'

- 4.1 DVA is a priority for the Greater Manchester Police and Crime Commissioner and features as a key objective within the Greater Manchester Police and Crime Plan. More recently, it has been agreed as a Public Service Reform (PSR) priority across Greater Manchester. A Greater Manchester (GM) wide action plan on tackling DVA has been agreed which identifies three key areas of work:
- Improving access to DVA services.
 - Reduce DVA re-offending – particularly involving 18-25 year old perpetrators.
 - Ensure a consistent approach to policy and training across GM.

The Council and local partners have contributed to this work including participation in consultation events and sharing of information to help build collaborative approaches across GM. The Cabinet Member for Communities and Community Safety has recently agreed to take a 'lead member role' across GM to support this work, in particular to develop a minimum standard of service for both victims and perpetrators of domestic abuse across GM. Progress in relation this PSR work is reported through Bury's 'Public Service Reform Steering Group'.

5.0 LOCAL CONTEXT

- 5.1 There were 3,808 DVA incidents reported to the police in Bury during 2013. Bury has a multi-agency risk assessment panel (MARAC) that helps to co-ordinate inter-agency working for high risk victims. The number of high risk victims heard at MARAC for the same year was 214. Most of these cases involved children – in total 245 children were involved.
- 5.2 The impact of DVA on families with children is also reflected in figures from Bury's Children Services. Latest figures show that up to 31% of children on safeguarding plans in Bury feature DVA. Two recent children's 'serious case reviews' in Bury featured DVA issues. The largest number of homeless presentations year on year is due to DVA.
- 5.3 New Economy² estimate that the total cost (not including human and emotional costs) of domestic violence and abuse in Bury is approximately £18.7m. Further analysis estimates that the largest cost is to the health sector at £5.6m – this includes GP visits, A&E visits and mental health care. Criminal justice /civil legal services costs are estimated to be in the region of £5.4m. Local authority costs including social care and housing is estimated to be in the region of £1.5m. The remainder relates to lost economic output as a result of DVA. It can be seen that DVA affects many areas of life and subsequently impact a number of service areas; this makes it a priority for a number of agencies in Bury.
- 5.4 In Bury, the majority of the victims are women (81%) and 63% of the victims are of the age group of 21-40.
- 5.5 The largest ethnic group of both female and male victims are white at 91%, with the remainder hailing from the broader Asian community.

² Standing Together/New Economy report 2012.

- 5.6 10% of male victims are aged 21 to 25, with this rising to 23% for the 21 to 30 age group, and 46% for the 21 to 40 age group. Male victims have a far higher propensity to be aged over 40 (41%) than female victims (26%).
- 5.7 The offenders profile for Bury shows that 50% of all offenders are the current partner, husband, wife boyfriend or girlfriend of the victim, with 18% of all offenders being the ex-partner, husband, wife, boyfriend or girlfriend and 9% of offenders being the son of a victim.

6.0 WARD PROFILES

- 6.1 New Economy has provided analysis on police reported incidents between 2010 and 2014 in relation to DVA (**Table 1**). Bury has seen 15,400 incidents reported to the police throughout this time. These figures have remained relatively steady throughout the course of the study. Bury figures are also in keeping with the overall Greater Manchester picture.
- 6.2 It should be noted that only 40% of DVA incidents are reported to the police, therefore this should be taken into consideration when interpreting the data.

Table 1 – Police Reported Incidents – 2010 to 2014 (New Economy)

	2010	2011	2012	2013	2014
Besses	8.1%	8.1%	6.8%	7.0%	5.9%
Church	3.5%	4.1%	3.0%	2.7%	3.5%
East	12.5%	12.6%	12.2%	11.9%	11.8%
Elton	5.7%	5.5%	5.5%	4.6%	6.3%
Holyrood	3.6%	2.8%	4.1%	3.7%	3.9%
Moorside	10.6%	10.1%	11.0%	10.1%	12.1%
North Manor	1.8%	1.7%	1.3%	1.5%	2.2%
Pilkington Park	3.0%	2.9%	3.2%	3.2%	3.5%
Radcliffe East	9.7%	10.0%	9.5%	11.4%	9.9%
Radcliffe North	5.3%	4.9%	6.2%	6.4%	6.3%
Radcliffe West	9.2%	9.5%	8.8%	9.4%	8.4%
Ramsbottom	3.7%	4.0%	4.9%	4.5%	3.6%
Redvales	7.1%	7.8%	9.3%	9.0%	8.2%
Sedgley	4.2%	4.2%	4.3%	4.1%	5.0%
St. Mary's	5.3%	4.7%	3.9%	4.5%	3.7%
Tottington	2.6%	2.6%	1.7%	2.2%	2.4%
Unsworth	4.2%	4.5%	4.3%	3.7%	3.2%

- 6.3 The table shows that East ward has the largest number of DVA incidents that are reported to the police, second place being Moorside and the third is Radcliffe East.
- 6.4 Further analysis by New Economy in relation to the St Mary's ward show that the percentage of incidents reported which are then crimed (recorded by Police with a crime reference number) are low. This is usually when police are attending to calls but the nature of the incident does not warrant a crime, or the victim is unwilling to provide a statement to press charges. However on a positive note what we are seeing is that victims are feeling more confident in calling the police to report incidents before any serious escalation of abuse.

- 6.5 It is notable that North Manor, the ward with by far the lowest levels of domestic incidents is also the ward where the greatest amount – one in three – of those incidents become crimes.
- 6.6 Besses and Unsworth have both seen marked reductions in their DVA incident levels over the course of the last few years. These figures indicate that multi-agency working interventions within these wards, particularly through Children Centres, have been successful.
- 6.7 Others, however, such as Moorside, Radcliffe North, Sedgley and Ramsbottom have all seen increases in this time. Redvales, however, saw a steady increase which is now reducing again.
- 6.8 In Redvales, the nature of the challenge has been different. Intelligence from Fairfield Hospital (in relation to attendances at A&E linked to assaults in the home) suggested a problem with under-reporting. Multi-agency work has involved initiatives to help raise awareness of DVA and the support available. This is therefore an example of where the partnership welcomes an increase in the numbers of domestic abuse incidents reported to GMP.

7.0 PROGRESS/SUCCESS

- 7.1 **Appendix A** shows some of the key services commissioned for DVA in Bury to offer specialist support to victims, child victims and perpetrators.
- 7.2 **Appendix B** shows the referral pathways for adult and child victims in Bury.
- 7.3 Bury Council shares a strong partnership approach in tackling DVA across the Borough and works with a range of partners across Bury's Community Safety Partnership (CSP). The Council also leads a dedicated DVA steering group to agree strategic priorities, develop joint initiatives, manage performance and oversee the commissioning of services across the Borough. This steering group reports to the CSP.
- 7.4 In 2009 Bury Council was the first metropolitan council to have been awarded 'White Ribbon' town status. This is an award for organisations who have demonstrated their commitment to the aims of the 'White Ribbon Campaign': addressing and altering social norms that lead to violence against women, involving men in prevention activities, increasing awareness on the issue and providing services aimed at reducing the incidence of domestic violence.
- 7.5 In 2011 Bury's 'Multi-agency Risk Assessment Conference' (MARAC) process was upheld nationally as a best practice model.
- 7.6 Bury Council has also led and developed a number of DVA courses via the Children Safeguarding Board; hundreds of frontline staff across a range of agencies have benefitted from this training.
- 7.7 The Council has developed good partnership working with both colleges in Bury, including both staff and students. Bury College was the first further education college in the UK to be awarded the 'White Ribbon' College status. As a result of this work, Bury Council was able to support a repatriation mission - supporting a young person held against their own will abroad to safety.

- 7.8 In 2012, Bury Council worked with partners to develop the first 'honour based violence' training. This was piloted in Bury and then rolled out across Greater Manchester. Similarly, the Council's DVA Co-ordinator has a Greater Manchester lead on work to raise awareness of 'Female Genital Mutilation' (FGM). An e-learning package was developed and again rolled out across Greater Manchester.
- 7.9 The Council seeks to ensure the voices of victims and survivors are heard when developing work in relation to DVA; we have regularly bought survivors and victims of DVA together to facilitate this.
- 7.10 Bury Council and partners have also worked together to address problems of 'repeat victimisation'. 14% of DVA victims of crime in the past 4 years have come through the criminal justice system as a repeat victim. In the most complex and entrenched cases this repeated victimisation is a key feature of the risk profile. Targeted initiatives have been developed to protect the most vulnerable in the borough. This has included commissioning 'empowerment programmes' such as the 'Freedom Programme' and the 'Recovery tool kit'. Each of these is designed to empower women to make positive choices about their lives by providing information and support. A range of initiatives have also involved targeted campaigns to encourage zero tolerance against domestic abuse.
- 7.11 Bury's Multi-Agency Safeguarding Hub (MASH) was established during the summer of 2013. Information is collated and analysed at the point a referral of concern is received in respect of a child or vulnerable adult. Accessing a range of databases directly, and seeking information elsewhere as necessary, the MASH produces a range of information about the child or the vulnerable adult concerned. The MASH has been established by co-locating a range of professional and administrative staff from agencies with responsibility for safeguarding children and vulnerable adults in one building. The staff continue to be employed by their employing agency but co-location was considered to be the most effective way of building relationships, trust and understanding between the agencies so that staff are confident about sharing information. Recent figures from the MASH found that 71% of all initial referrals referred into the MASH involved DVA issues.
- 7.12 The SCIL (Supporting Communities Improving Lives) initiative aims to provide intense support to families who often have long standing problems, which can lead to an intergenerational cycle of disadvantage. DVA forms an integral part of the locally agreed criteria used to help identify families who benefit from targeted support through the SCIL team.

8.0 FUTURE CHALLENGES

- 8.1 **Early intervention** for victims and child victims of DVA: work undertaken through Bury's DVA Steering group has highlighted a need to further develop support services available to children who are not on safeguarding plans or known to social care. Research indicates that children / young people exposed to living in households experiencing DVA are much more likely to suffer from mental health issues, and their emotional health is seriously compromised. However if appropriate support is offered earlier then the impact of living with DVA could be lessened. Further initiatives are being explored to encourage the low/medium level risk victims to come forward and access support.

- 8.2 **Short term funding** – some key frontline services dealing with DVA receive short term funding (year on year) with the exception of the Independent Domestic Violence and Abuse Advisory Service (IDVAS) and Bury’s DVA Co-ordinator; both of which are funded until September 2014. Bury Council is working with partners through the Community Safety Partnership to explore future opportunities for funding; in particular how community safety priorities can be reflected within mainstream funding budgets.
- 8.3 **Work in Schools** - Bury’s profile for victims and perpetrators is getting younger. This indicates a need to continue the positive work we do with schools across our Borough to raise awareness about the support available.
- 8.4 **Perpetrator Programmes** work undertaken by the DVA steering group has indicated a need to explore opportunities for further perpetrator programmes, in particular for lower/medium risk offenders and voluntary perpetrator programmes. This is also an issue being explored at Greater Manchester level and Bury is supporting this work. There is lots of research which has evidenced that a successful model in addressing DVA needs to include engagement/work with the perpetrator.

9.0 CONCLUSION

- 9.1 A range of services and partners continue to work together to provide a range of services to protect victims and their families, as well as challenge perpetrators. Over the next six months, Bury’s Domestic Violence and Abuse Strategy is to be reviewed which will provide a further opportunity to build on this work including how we can meet future challenges highlighted in this report. This will involve harnessing the opportunities arising from PSR work at Greater Manchester level in relation to DVA.

List of Background Papers:

New Economy – Bury DVA Analysis Paper - March 2014

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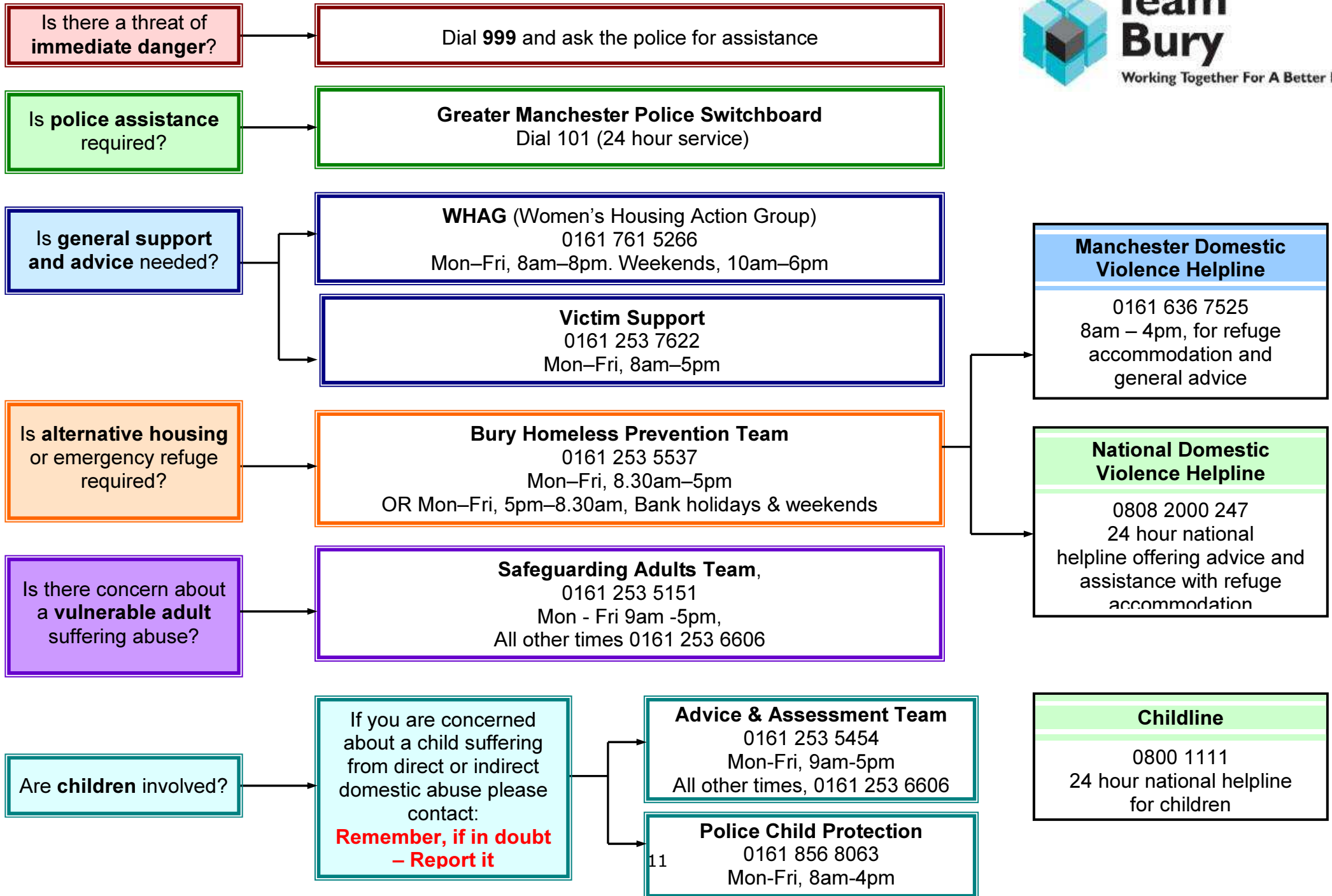
APPENDIX A

DVA Services/ Processes in Bury

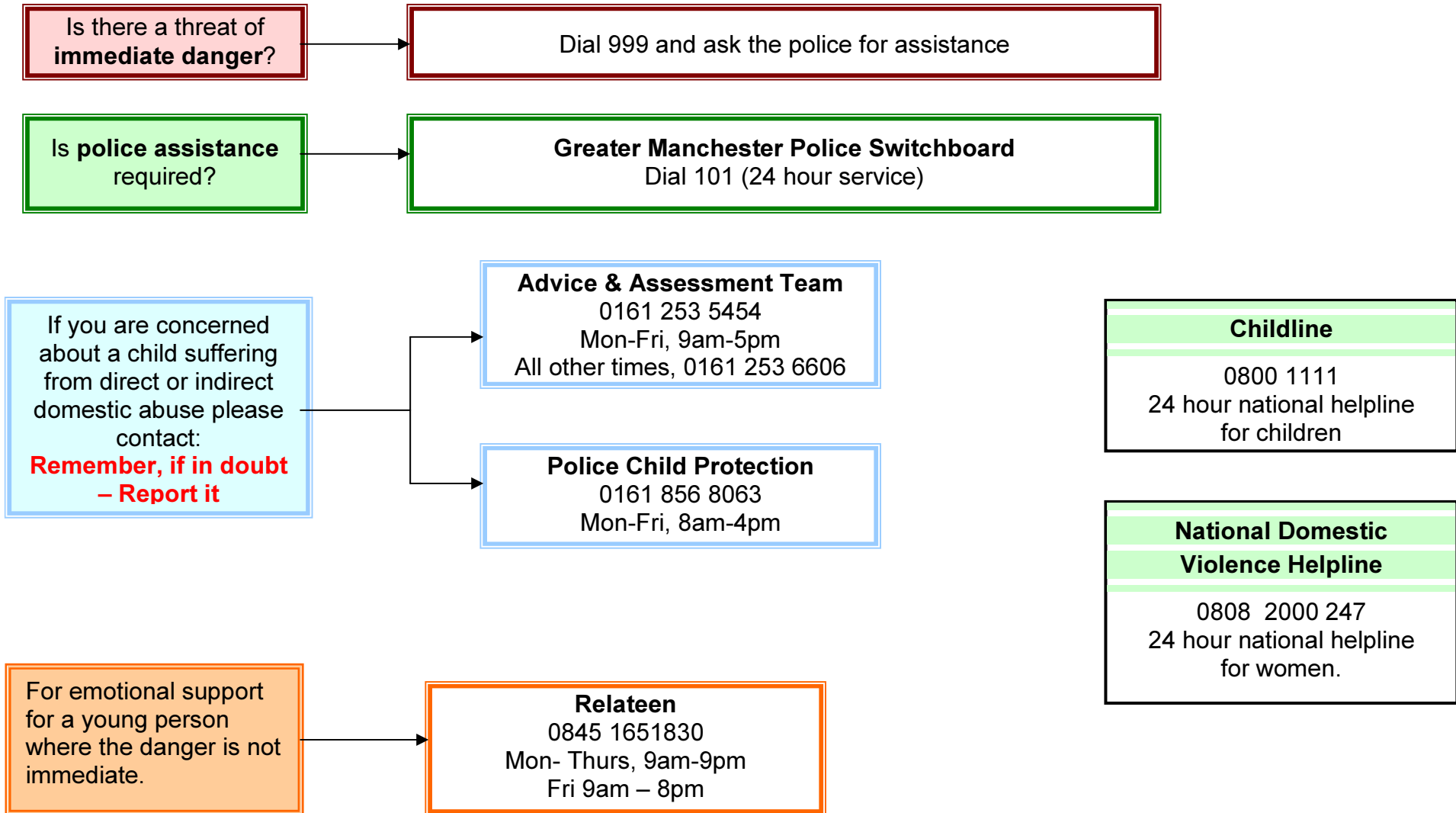
- The DVA floating support service is commissioned through Adult Care Services. This service offers medium to long term support for up to two years for victims at medium level of risk. The service has four fulltime support workers.
- The IDVA (Independent Domestic Violence Advocate) service is a specialised service for high risk victims of serious injury and death. This service provides extensive short term support to victims (working through the MARAC). However if there is a pending court case longer term support is offered. There are currently two IDVA workers in Bury who are managed through Bury's Victim Support Service and commissioned using Bury Community Safety Partnership funding until September 2014.
- The DVA Co-ordinator post has an overview of all the work around this agenda and works to provide a co-ordinated response to DVA through policy and strategy development, training and joint commissioning approaches. This post holder also supports regional 'Public Service Reform' work on DVA – helping to build consistent approaches/protocols and make the best use of resources available. The post helps to ensure the response to DVA in Bury is an effective one - in line with national and regional models of good practise.
- Target hardening, this is a service where people living in private households (whether they are owner occupied or privately rented) can have low level safety measures installed in their home. This helps to promote safety and help ensure victims and their families can remain living in their own homes if they wish to.
- Children's DVA worker - this post works with children who are known to the Advice & Assessment team within social care.
- DVA Perpetrator programme - this programme is commissioned through Bury Council's Children Services and works with family members as well as the perpetrator. The aim to stop the abuse through providing the perpetrator with alternative tools in dealing with his/her behaviour. The focus is on families whose children are on child protection plans.
- YPVA (young person's violence advisors) - a new service working with teenage victims (13 years and over) who are experiencing a range of intimate partner abuse and violence. They also aim to work with young perpetrators of domestic violence and abuse. It is a two year programme launched in May 2013. Bury was successful in receiving funding for this service through the Department for Education.
- Training - an extensive range of DVA training programmes are delivered across Bury – largely overseen by Children's Safeguarding Board.
- Sanctuary scheme – this is provided through Six Town Housing, supporting victims through 'high tech' safety measures in the home which provides re-assurance, reducing the need for re-housing (only open to STH tenants).

- Public Protection Unit - A specialised unit where trained police officers deal with many aspects of abuse including domestic violence and abuse. Their work involves taking statements, preparing files for courts and carrying out investigative arrests.
- Greater Manchester Police was one the first Police forces in the UK to pilot Clare's Law which has now been rolled out nationally. Clare's Law allows women to find out if their partner has an abusive past. It is hoped that this new information will encourage women to avoid and end violent relationships.
- Greater Manchester Probation Service – within the context of DVA, offenders who have been convicted by court of a DVA offence are managed by the Probation Service - this involves managing their license conditions and 'one to one' sessions to manage their behaviour whilst out in the community. The Probation service also offer 'offender change' programmes to DVA offenders which aim to change the behaviour of the perpetrators.
- DV Courts – A specialist court which has trained magistrates and support staff dealing with DVA cases brought to court
- MARAC - This is a process which identifies the risk levels of victims and subsequent support plans are put in place by a range of agencies to reduce the victim's and their children's risk of serious injury, harm or even death.
- Bury's Multi-Agency Safeguarding Hub (MASH) is a vehicle by which information is collated and analysed at the point a referral when concern is expressed in respect of a child or vulnerable adult. Accessing a range of databases directly and seeking information elsewhere as necessary, the MASH where appropriate produces a package of information about the child or the vulnerable adult concerned. Domestic Abuse is a category of abuse which is prioritised within the MASH process and since its inception in Bury, 71% of all initial referrals featured DVA.
- The 'Supporting Communities and Improving Lives' (SCIL) programme in Bury has found that 25% of the families identified by this initiative have DVA issues; however this figure is a underestimate as more disclosures of DVA incident are being made when families are being worked on by the SCIL team.

Appendix B: How to help a person reporting Domestic Violence and Abuse



How to help a young person reporting Domestic Violence and Abuse



For young people: 0-18 years old
Over the age of 18 please refer to the “Adult” flowchart.