

For Consideration	
Public/Non Public*	Public
Report to:	Police and Crime Panel
Date of Meeting:	16 September 2013
Report of:	Deputy Police and Crime Commissioner
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Agenda Item:	6

Domestic Violence: "Protect, support and respond to repeat female victims of medium risk domestic abuse"

1. Purpose of the Report

- 1.1 This report presents the Police and Crime Panel (the Panel) with an overview of progress to date on one of the key workstreams of the Police and Crime Plan, Domestic Violence, which is being led by the Deputy Police and Crime Commissioner (Deputy Commissioner), Chris Cutland.
- 1.2 The Police and Crime Commissioner (the Commissioner) for Nottinghamshire is responsible for commissioning a variety of services across the policing and community safety partnership landscape.
- 1.3 The Police and Crime Commissioner has made a commitment within the Police and Crime Plan to prioritise budgets to protecting, supporting and responding to repeat female victims of domestic abuse, especially medium risk.
- 1.4 Following engagement with providers, partner agencies and service users the Deputy Commissioner for Nottinghamshire has identified £130k per annum for the provision of 'protecting, supporting and responding to repeat victims of domestic abuse' as identified in the Police and Crime Plan.¹ The aim is to provide the services through commissioning and to do work to prevent violence against women and girls happening at all, but a key focus will be on reducing repeat victimisation and keeping victims safe from harm. The role of the Deputy Commissioner for commissioning services for Domestic Violence is crucial for the development and sustainability of specialist services for survivors and their children as well as services for perpetrators.

2. Recommendations

- 2.1 That the Panel note the Deputy Commissioner's Report.

¹ [Nottinghamshire Police and Crime Plan 2013-18](#)

3. Reasons for Recommendations

- 3.1 The Panel of the 24 June 2013 meeting requested an update on Domestic Violence from the Deputy Commissioner to be presented to the September Panel.

4. Summary of Key Points (this should include background information and options appraisal if applicable)

4.1 National Overview

Nationally domestic violence and other forms of domestic abuse are widely underreported in our communities. Last year, around 1.2 million women suffered domestic abuse, over 400,000 women were sexually assaulted, 60,000 women were raped and thousands more were stalked. Fewer than 1 in 4 people who suffer abuse at the hands of their partner - and only around 1 in 10 women who experience serious sexual assault - report it to the police. The Home Office is determined to support victims in reporting these crimes, and to make sure perpetrators are brought to justice.²

4.2 Local Overview

From April 2012 to April 2013 Domestic Violent offences accounted for just over a third of all violence against a person offences. There were 361 victims in Nottingham and Nottinghamshire who had been a victim of domestic violence between 2 and 4 times. Within the same period, there were 256 victims who were victims of domestic violence twice. Since 2004/05 there have been 23 male offenders, and 1 female offender for domestic homicides which have resulted in 21 murders and 3 manslaughter cases, of which 13 were in the City and 11 in the County, some of these were medium risk repeat cases.³

4.3 Identification of Need

So far in 2013/14 there has been a small rise in the number of repeat victims of domestic violence.

Repeat Victims	2013/14	2012/13	Vol. Change	% Change
Domestic Violence	675	633	42	6.6%

- 4.4 Of the total number of repeat victims (675) this performance year so far, 55 have also been highlighted as a repeat victim during the corresponding four month period last year. The remaining 620 victims are potentially new repeat victims who have not previously reported incidents of Domestic Violence or Abuse, or who have reported several incidents of abuse which has escalated to more serious offences such as Domestic Violence.

² <https://www.gov.uk/domestic-violence-and-abuse>

³ [March 2013: Performance and Insight Report](#)

4.5 The Force has examined these 620 victims in more detail, identifying that nearly a third appear to be new victims having only ever reported two incidents in the last 28-month period, with just over two thirds of those previously being the victim of a Domestic Incident⁴ which has escalated to a violent offence. A further 126 victims have been the victim of a Domestic Incident and/or Violence three times over the past 28-month period with over half of those previously the victim of a Domestic Incident before reporting a Domestic Violent offence. An additional 105 victims have reported four occurrences of Domestic Incidents and/or Violence, and just under 40 percent of those having only previously reported incidents of Domestic Abuse. The remaining victims highlighted have all reported similar patterns of offending with a history of Domestic Abuse escalating in to violent offences.⁵

4.6 The effects of domestic abuse are far ranging. There have been various reviews undertaken to better understand the impact of services and improvements to tackling domestic violence which provides some of the most complex problems facing individuals, families, communities and society as a whole, which include:

- Lessons learned and improvement plans from Independent Police Complaints Commission (IPCC) Inspections of Domestic Violence cases.
- The restructure of the Public Protection Unit (PPU) of the Police.
- Progression, monitoring and evaluation by the Deputy Commissioner of the Police Authority Domestic Abuse Scrutiny Committee recommendations, and the subsequent follow up Internal Audit by RSM Tenon on the implementation of the recommendations of the Scrutiny Committee.
- The statutory authorities commissioning arrangements for domestic violence:
 - The Nottinghamshire County Council commissioning services aimed at women and children affected by domestic violence; and
 - The Nottingham City Council's Safer from Harm review of commissioned services across domestic violence.
- Project reviewing the harm reduction and protecting the Vulnerable through Multi Agency Safeguarding Hubs (MASH) in Nottinghamshire.
- Project review by the Nottingham City Council on Multi Agency Risk Assessment Conference (MARAC).
- Commissioned Academic Review of repeat victims of medium risk domestic abuse.
- Annual review of commissioned services to ensure innovative preventive solutions to tackling repeat victimisation.

4.7 Lessons Learned from IPCC Inspections

The Police Authority Domestic Abuse Scrutiny Committee set up in 2012, consisted of five Members of the Police Authority working from February to July 2012, hearing a range of evidence from both Police Officers and Partners in respect of issues associated with domestic abuse and findings of the

⁴ A 'Domestic Incident' is a report of an incident where no crime has been committed, such as a verbal argument, as opposed to an offence of 'Domestic Violence' where a Home Office recordable offence has been committed, such as ABH or GBH, which is domestic related.

⁵ Performance and Insight Report July 2013

Independent Police Complaints Commission (IPCC)⁶ investigations into the murders of Casey Brittle and Denise Skilbeck.

- 4.8 The focus was to look at Nottinghamshire Police's implementation of changes to improve the safety of victims / survivors of domestic abuse; to assess the range, depth and sustainability of those improvements; to assess how effectively these have been promulgated across the Force and to its Partners and to gauge how sustainable the implementation of these measures are for the future against the Committees' reported 26 recommendations.

4.9 Progress Assurance

Although Members were fully assured that the majority of the IPCC findings had been addressed, the scrutiny process helped Members identify where further improvements could be made to help survivors of domestic abuse. This was reported in July 2012, with updates presented to the Police Authority in November 2012 before handing over to the Commissioner as part of the Transition Programme.

- 4.10 Through the portfolio responsibility of the Deputy Commissioner, there has been the development of a 'Key Lines of Enquiry' assessment with the Force, requiring updates on actions and activities that are being delivered to ensure that the recommendations of the Police Authority Scrutiny and the independent Internal Audit Review have been addressed. These Key Lines of Enquiry have been worked through with partners to identify further research to be conducted with partners and victims to identify opportunities to streamline services and processes to support and respond to victims' individual needs. A Specialist Panel convened by the Deputy Commissioner will monitor the progress of the Force's Improvement Plan.

4.11 The restructure of the Public Protection Unit (PPU)

The focus of the PPU restructure for Domestic Abuse is to be victims focused, led by Superintendent Chamberlain, providing services that will respond to victims expectations across both the City and the County. This restructure has been progressing, and has included: a review and revision of staffing, a review and revision of policies and procedures across the City and the County. There is also continuing work on the wider restructure of the PPU which is being project managed and reported to the Operational Support Board in the Force, headed up by ACC Jupp and reported to the Deputy Commissioner.

4.12 Commissioning

To ensure that repeat victims of medium risk domestic abuse cases meet the outcomes identified in the Police and Crime Plan, the starting point has been to procure services from current specialist organisations to maintain services and to commission further support and research to assist with improving services for domestic abuse and its impact on individuals. Key reasons for commissioning existing specialist providers include:

- Current specialist providers have a track record of delivery and have previously demonstrated value for money through an open tenders process.
- Existing Providers have established information sharing protocols and partnership arrangements.
- Contracting with established Providers will save set up time and money.

4.13 Commissioned Academic Review of Repeat Victims of Medium Risk Domestic Abuse

The Deputy Commissioner has commissioned a specialist Domestic Violence Research Project⁷, encouraging tenders to be submitted from an individual or an organisation that will assist in making recommendations to identify opportunities to improve services to support and respond to victims' individual needs. This is a timed piece of work and will form a significant contribution to the improved cost effectiveness of domestic violence services. The Project will start on the 1 October 2013 and will submit the final report by August 2015.

4.14 Performance Monitoring for Medium Risk Repeat Victims

The performance monitoring and reporting of Domestic Violence is an essential part of demonstrating value for money against the Police and Crime Plan. The Deputy Commissioner has developed performance measures through consultation which will be managed, monitored and reported in the following way:

Targets	Measure
Protection	
Positive feedback from at least 85% of service users to be measured through provider designed satisfaction form to reflect: <ul style="list-style-type: none"> • Reduction in feelings of fear • Improved Feelings of safety • Improved Confidence in accessing support • Improved quality of life • Reporting of fewer repeat incidents of domestic abuse • Less medium risk women being murdered. 	Annually
Reduction in repeat medium risk survivors in each area by 5 %	Annually
Support	
50% of those who use the service to have reduced risk over a period of 6 months	Annually
Engagement with 40 women survivors over a one year period for each area	Quarterly
Attendance at 90% of appropriate Vulnerable Persons Panels (VPP) / CDAP meetings	Quarterly

⁷ [Domestic Violence Medium Risk Academic Research Tender](#)

Response	
30% to have maintained reduced risk over a period of 6 months	Annually
Contact with Service User within 2 working days of referral in 80% of cases	Quarterly

4.15 Nottingham City Safe from Harm Project

The project has been reviewing Domestic Violence services commissioned across the City. The Deputy Commissioner is a member of the Executive Leadership Group which met in August 2013. The meeting discussed the findings of the Safer from Harm project and the proposed options to agree the way forward. There were five options presented, with the preferred option identified to take forward to the Health and Wellbeing Board for discussion.

4.16 'Nottinghamshire County' Review of Domestic Abuse Services

The Deputy Commissioner, as part of the commissioning process, has agreed a review of Nottinghamshire County Domestic Abuse Services, which will be completed by March 2014, and is being supported by a six month secondment from the Probation Service to the Nottinghamshire Office of the Police and Crime Commissioner.

4.17 Grants

There have been some grant agreements produced for the funding period. The Grants are paid to the recipient in the exercise of the power conferred by the Police Reform and Social Responsibility Act 2011.⁸ These include:

- McKenzie Friends at court (providing moral support; taking notes; helping with case papers; quietly giving advice on any aspect of the conduct of the case).⁹
- Development of work with 16-18 year olds experiencing domestic abuse.
- Further support for child victims of domestic abuse.

4.18 Intended Outcomes

There is a collective ambition to reduce domestic abuse and homicides and their effects in Nottingham and Nottinghamshire through effective partnership working.

5 Financial Implications and Budget Provision

5.1 Following engagement with providers, partner agencies and service users the Deputy Police and Crime Commissioner for Nottinghamshire has identified £130k per annum for the provision of 'protecting, supporting and responding to repeat female victims of domestic abuse' - medium risks.

5.2 The Service Specification identifies a contract value of: £130k (approximately £43k for each area) for 3 Workers: Medium Risk Intervention Workers.

⁸ [Police Reform and Social Responsibility \(PR&SR\) Act 2011](#)

⁹ [McKenzie Friends Guidance](#)

- x1 for the City (provided by Women's Aid Integrated Services (WAIS))
- x1 for the County South (provided by WAIS)
- x1 for the County North (provided by Nottinghamshire Women's Aid Ltd (NWA))

5.3 There is also an Academic Research Tender Brief which outlines work to start from the 1 October 2013 and the final report (consulted on) will be presented by August 2015 to align to the budgets for 2016/17.

6 Human Resources Implications

6.1 There is a small number of staff being resourced to deliver case loads.

7 Equality Implications

7.1 There has been a requirement through the Service Specification that the delivery of commissioned services around 'protecting, supporting and responding to repeat victims of domestic abuse' must be able to meet and reflect the needs of a diverse range of service users to ensure that there is no one disadvantaged due to their cultural background, linguistic ability, sexual orientation, disability, race, religion, marital status, pregnancy or age.

8 Risk Management

8.1 Risk identified the Integrated Partnership Strategic Assessment and outlined for prioritisation in the Police and Crime Plan.

9 Policy Implications and links to the Police and Crime Plan Priorities

9.1 In September 2012, the Home Office announced that the definition of [domestic violence](#) (DV) and abuse would be widened to include those aged 16 to 17 and wording to reflect coercive control. The decision followed a consultation which saw respondents call overwhelmingly for this change.

10 Changes in Legislation or other Legal Considerations

10.3 In November 2012 the Home Office made clear their ambition to tackle violence against women and girls (VAWG) by introducing two new criminal offences for stalking. Additionally, in March 2013 the definition of DV changed to include under 18s and a full review of the VAWG action plan was published by the Home Office.

11 Details of outcome of consultation

- 11.1 Through the Integrated Partnership Strategic Assessment, Domestic Violence was identified as a priority action under the strategic theme of: Protect, support and respond to victims, witnesses and vulnerable people.

12 Appendices

12.1

13. Background Papers (relevant for Police and Crime Panel Only)

[Ending violence against women and girls in the UK](#)

<https://www.gov.uk/domestic-violence-and-abuse>

Tackling Violence against Women and Girls: [The Government's New Approach](#):

[World Health Organisation: Violence against women](#): Global Picture Health Response