

PORTSMOUTH DOMESTIC VIOLENCE AND ABUSE

STRATEGY AND ACTION PLAN 2017 - 2020

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Introduction

The domestic abuse steering group was asked by the Safer Portsmouth Partnership (SPP) to update the 2012 domestic violence and abuse strategy. The group consists of representatives from the Portsmouth City Council (including Children's Service), Safer Portsmouth Partnership, voluntary sector (Southern Domestic Abuse Service), Office of Police Crime Commissioner, Solent NHS, Portsmouth Hospitals Trust and Naval Welfare.

Within the process the review group has considered a number of issues including:

- Progress made since the last review in 2012
- Changes to legislation and national policies and guidance, triennial analysis of serious case reviews and local guidance
- The level of need in the city
- Costs to the public purse¹
- Public and professional consultation
- Evidence base including gender base crime versus gender neutral crime
- Current provision

While victims of sexual violence can also be in domestic abuse relationships, Portsmouth is working with all Hampshire authorities on a separate sexual violence strategy²

This strategy builds on the work of all professionals, partner agencies, victims of domestic violence and abuse and members of the public to tackle and reduce the risk of domestic violence and abuse (DVA) since the last strategy in 2012.

¹ <http://lga.moderngov.co.uk/ieListDocuments.aspx?Cld=160&MId=3294&Ver=4> (agenda item 5)

² <http://www.hampshire-pcc.gov.uk/protecting-people-and-places/Sexual-Crime.aspx>

Policy update

In March 2013 the Home Office changed the definition of DVA to:

"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 definition, which is not a legal definition, includes so called "honour" based violence (HBV), female genital mutilation (FGM) and forced marriage and is clear that victims are not confined to one gender or ethnic group.

Other significant Home Office changes since 2012 include introducing:

- A new offence to tackle stalking
- Claire's Law (Right to Ask and Right to Know)
- A new offence of coercive and controlling behaviour
- New protection orders for domestic violence (DVPN/DVPO), sexual violence and FGM
- Updating their Violence Against Women and Girls strategy (VAWG) in 2016

While there is no statutory requirement to deliver support for victims of DVA, local authority responsibilities are identified through a variety of legislation and national guidance including:

- The Governments VAWG strategy 2016 and an awareness of the pending National Statement of Expectations³
- Serious Crime Act 2015
- The Care Act 2014
- Working Together 2015
- Domestic Violence, Crime and Victims Act (2004)
- NICE guidance PH50 - Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively 2014 (updated February 2016)

³ This strategy was nearing completion at the point of publication of National Statement of Expectations in December 2016

Local evidence base and plans include:

- Safer Portsmouth Partnership strategic assessment 2015
- HMIC inspections of Hampshire Constabulary
- The Office of Police and Crime Commissioner Commissioning plan 2014-17
- Hampshire Constabulary Domestic Abuse Action Plan
- Portsmouth Safeguarding Children's Board
- Portsmouth Safeguarding Adults Board

Research developments

This strategy recognises the significant work undertaken over the years to raise awareness of the plight of victims of DVA, especially for women. However, nationally, there is a growing debate regarding whether the model of intervention is solely around "power and control" and a need to move away from "an incident based" approach⁴. Therefore this strategy acknowledges that different types of abuse develop differently, have their own causes and consequences and need diverse interventions⁵. Michael P Johnson⁶ identifies 3 major types of abuse:

- Coercive controlling behaviour - identified by a pattern of abuse which involves one person subjugating the other through a variety of strategies such as violent and non-violent control tactics
- Violent resistance - the victim will respond to violence inflicted to them in self-defence or retaliation
- Situational couple violence - there is less of a power imbalance between partners and more commonly arises in the context of arguments between couples that result in physical violence often because one or both are struggling to control their emotions

In addition he describes:

⁴ http://seriouscasereviews.rip.org.uk/?utm_source=Non-Partner%20e-bulletin&utm_campaign=4b9d51eef4-General_bulletin_March_2015_3_4_2015&utm_medium=email&utm_term=0_4146f9bdbb-4b9d51eef4-38009793

⁵ Johnson M. A Typology of Domestic Violence: Intimate Terrorism, Violent Resistance, and Situational Couple Violence

⁶ Differentiation among types of intimate partner violence: research update and implications for interventions

- Separation instigated violence - which can be triggered by experiences such as a traumatic separation where there was no prior history of violence and severe violence can occur for the first time

Co-ordinated community approach

This strategy recognises that domestic violence and abuse is complex and widespread and although demand in Portsmouth has informed this strategy, under reporting is likely, especially within some groups (e.g. BAMER communities, lesbian, gay, bisexual and transgender, the elderly and those with disabilities). The national VAWG Strategy 2016 makes domestic violence and abuse "everyone's business" and also expects earlier intervention with wrap around support to the victim, children and perpetrator including joined up risk assessments and local management

This strategy recognises that many victims use their own resources at the time most appropriate for them, however for those who do seek support externally, *"85% sought help five times on average from professionals in the year before they got effective help to stop the abuse"*⁷. On occasions, professionals expect victims to leave the relationship and victims can feel blamed and criticised if this does not happen and the strategy is designed to ensure that for services to be successful to address incidents of DVA it needs the commitment from all agencies as a city wide approach. The City wide approach means committing resources and working together to reduce the incidents and impact of DVA. It's about prioritising healthy relationships and working with victims, perpetrators and others exposed to the harm and impact of DVA so they're empowered to develop and sustain a healthier future

The strategy recognises that a family focussed approach that understands the whole family is more effective than a one person approach that focuses on a single incident. It is aligned with and supports Portsmouth Children's Trust Stronger Futures strategy and its 10 point plan⁸. It recognises that good assessments that consider and understand the whole family's needs, including the "dynamics of the relationship" and "the world of the child" will identify the right support to be offered at the right time, and that this support must not be predicated on the relationship ending. Therefore, to prevent opportunities for identification being missed, all professionals need:

- to recognise all forms of DVA, with both women and men as victims,
- to be prepared to identify and deal with DVA at the earliest point, including holding perpetrators to account and

⁷ <http://www.safelives.org.uk/sites/default/files/resources/Getting%20it%20right%20first%20time%20-%20complete%20report.pdf> P3

⁸ <http://democracy.portsmouth.gov.uk/documents/s12346/Childrens%20Services%20report%20and%20appendices%201%202.pdf>

- to consider individual cases on their own merit including understanding the "dynamics of the relationship" and the risks any intervention poses to the victims and children

Current demand

Demand for services is difficult to quantify as domestic abuse is significantly under reported. However, the following data reflects a general increase in demand since the last review in 2011/12. The majority of these figures are taken from a regular performance report considered by the domestic abuse steering group. When considering these figures it must be recognised that that different information is collected by different agencies so it is not possible to compare data across agencies and with no consistent national or local reporting it is not possible to provide comparable analytical information on level of need or performance management outside the city. However DVA continues to be the main known driver for violence in the city⁹ and continues to be a priority for the SPP with the PSCB recognising the significant negative impact for children who witness DVA.

When considering demand and analysis of local data we know that:

- The number of incidents reported to the police has increased from 4,340 in 2011/12 to 5,564 in 2016/17
- Of the reports in 2016/17 almost three quarters of victims were women where the victim details were captured. There has been a gradual increase in the proportion of males as victims over the past few years from 20% in 2013/14 to 27% in 2016/17
- Repeat victimisation has more than doubled since the last time this analysis was done in 2014/15, when 210 victims reported more than one crime to the police (compared with 444 in 2016/17)
- In 2016/17 the majority of perpetrators (74% n1912) were male mostly aged between 21 and 40 years. Most perpetrators (77%, n1425) committed one known DVA offence in 2014/15, 14% (n264) committed two, 4% (n81) committed three offences and a further 4% (n71) committed four or more offences
- Arrests by police have continued to fall from 80% (n1,225) in 2011/12 to 33% (n1,046) in 2016/17
- Charges by the police have fallen from 66% (814) in 2011/12 to 34% (n357) in 2016/17. It is estimated that in 2016/17 10% of domestic abuse crimes resulted in a successful court outcome which is lower than the 2014/15 rate of 14%. However CPS

⁹ <http://www.saferportsmouth.org.uk/home/our-research/>

court data for East Hampshire and the Isle of Wight identified that 85% (n737) of court cases resulted in a successful outcome

- The number of cases discussed at MARAC has fluctuated from 581 in 2012/13 to 450 in 2016/17 with the highest in a 12 month period of 719
- Referrals to specialist domestic abuse provision have increased from 668 in 2010/11 to 1306 in 2016/17 (with a peak of 1592 in 2014/15)
- Domestic abuse is the largest category of violence in Portsmouth, accounting for 31% of all assaults
- 37% (n4881) of contacts with the Multi-Agency Safeguarding Hub (MASH) involved domestic violence in 2014/5. This reduced to 29.5% (n3,954) in 2015/16 and 24.5% (n3,130) in 2016/17
- Of the contacts with the MASH the number of children and young people who have had 5 or more contacts has fluctuated from 479 (16%) in 2014/15, to 438 (17%) in 2015/16 and then reduced to 308 (14%) in 2016/17. Of these there was an average 50/50 split where all contacts related to DVA and at least one contact related to DVA
- In 2014/15, 58% (n283) of child protection conferences had domestic abuse as an issue. This increased to 70% (n353) in 2015/16 and 70% (n333) in 2016/17
- In 2014/15 of 4,880 active clients open to substance misuse services in Portsmouth, 7% (n323) disclosed that they were either a victim, perpetrator or both (140 victim/78 perpetrator and victim/105 perpetrator) and 8% (n387) disclosed they had previously been in an abusive relationship (241 victim/84 victim and perpetrator/62 perpetrator). Within this 38% (n1836) of clients were not asked. In 2015/16 this increased to 10% (n888) and 16% (n338) in 2016/17, who disclosed that they were a victim, perpetrator or both and a further 9% (794) in 2015/16 and 8% (n175) in 2016/17 disclosed they were in an abusive relationship previously
- PARCs had a 10% increase in referrals from the Apr to Sept 2015/16 compared to the same period 2014/15
- Up to January 2015, 23% (n216) of all families who met the criteria for the Troubled Families programme had domestic abuse as an issue. In 2015/16 42% (n74) and 2016/17 21% (n157) of all families supported had domestic abuse as an identified issue

Prior to IRIS being introduced, referrals from GP's averaged 15 per year. Over the 2 year IRIS period this increased to 112 but has decreased to 65 in the first year and 45 in the second year since IRIS was no longer delivered.

Current provision

The current provision is available to manage this demand.

Victims:

- 6.5 IDVA's (4 funded by Portsmouth City Council (PCC) and 1 by the Office of the Police Crime Commissioner (OPCC) and employed by PCC within the Early Intervention Project (EIP). 0.5 funded by the Home Office and 1 the OPCC (as a specialist court IDVA) and employed by Aurora New Dawn.
- 7 Advocacy and Support Workers funded by PCC and employed by PCC within the EIP.
- 70 hours outreach per week funded by PCC and delivered by Home Group
- 16 unit refuge provision funded by PCC and delivered by Home Group
- Out of hours volunteer service funded by OPCC and delivered by Aurora New Dawn
- DVA cars delivered by Aurora New Dawn and funded by the Big Lottery
- Counselling provision for victims of DVA funded by PCC and delivered by PARCS
- Group provision delivered termly - Freedom programme delivered by SDAS and Butterfly by EIP
- Support to standard risk victims delivered by Victim Support funded by the OPCC

Perpetrators:

- Building Better Relationships delivered and funded by the Interserve
- Up2U:Creating Healthy Relationships delivered by PCC and SDAS with funding from a variety of sources

Children and young people:

- Various provision in schools delivered by PARCS and SDAS and other occasional provision (e.g. Chelsea's Choice) dependent on external grant funding
- 2 young person violence advocates; 1 in Children Social Care and 1 in EIP

Strategic aims

The strategic aim is to reduce the frequency and impact of DVA and increase the safety and wellbeing of all those affected.

To achieve this aim the strategy has three principles:

1. Early Intervention and Prevention

- All services to identify respond and report DVA appropriately to manage and minimise the risk of harm from domestic violence and abuse. This includes agencies embedding processes for identifying risk and support needs based on the DASH risk assessment tool and professional judgement and acknowledging:
 - when to manage risk within the services own plan for their client
 - when to invite other agencies around the table and
 - when to refer an individual for more appropriate support to meet their need
- Agencies to have more confidence to understand and manage competing victim and children's needs across all stages and types of adult and child journeys. This would include:
 - early years to enhance attachments
 - opportunities for young people to increase awareness and choices around healthy relationships
 - and work with families to address negative family dynamics
- Comprehensive targeted publicity campaigns to support residents of Portsmouth recognising they have a role in preventing DVA

2. Improved systems and processes

- Systems that encourages empowerment and choice for victims and increase the likelihood of prosecutions
- Joined up processes to ensure those most at risk are receiving the right response across:
 - safeguarding services (e.g. joining up police Children and Young People and victims of DVA reporting) including between adult and children services
 - pathways (e.g. improving the pathway and links between MARAC and MASH processes)

- and within themes (e.g. building a framework around early help, multi-agency teams, adults with multiple needs and locality network meetings)
- Make use of audits (internal and external) to inform and develop practice
- Partnerships and services that are fit for purpose and transparent with clear lines of accountability to relevant boards
- A partnership that encourages innovation and promotes best practice as well as holding one another to account; that recognises the benefits of sharing information and that safety, including safeguarding children, is a shared priority
- The voice of victims and children to be considered in service and system design
- Strengthen the role of the community in tackling DVA by encouraging people to help themselves and each other using community based support

3. Specialist services

- Specialist services that are flexible to meet the needs of victims and children to minimise the risk of harm from domestic violence and abuse
- Refuge and community housing options and community outreach being available to meet individual needs of victims and their children
- Develop the MARAC process to ensure that those most at risk are receiving the right response
- Increase the use of enforcement options

Action plan

1	Recommendations: Early Intervention and Prevention				
	Aim	Action	Outcome	Lead agency	Target date
1.1	Embed systems within schools to ensure all children develop an understanding of healthy relationships	Offer a PSHE traded service to schools to ensure healthy relationships are discussed	50% of schools purchase the traded service	EHP ¹⁰	March 2018
		Work with the voluntary sector to identify funding to deliver "It's a RAPP" in primary schools	Group provision delivered in schools	C&F ¹¹	Dec 2018
		Engage identified trailblazer schools in restorative practice	6 trailblazer schools are engaged, trained and developed an action plan	WDG ¹²	Dec 2017
1.2	Increase awareness of domestic abuse within the community	Targeted awareness raising for specific groups (e.g. older people, BAMER etc) and friends and family	Increased visits to the SPP website	SPP ¹³	March 2019
		Explore the use of technology to support victims to understand and manage their own risks at the earliest opportunity	Resource available	C&F	Sept 2018
1.3	Improve links between police and schools when children experience DVA	Police and education to embed Operation Encompass in the city	All Portsmouth schools trained	Police	Dec 2017

¹⁰ Early help and prevention

¹¹ Children and families

¹² Workforce Development Group

¹³ Safer Portsmouth Partnership support team

1.4	Encourage local employers and businesses to develop domestic violence and abuse policies for their own staff	Summit to be held with local businesses	10 local businesses have their own DVA policy for staff	C&F	Dec 2017
1.5	Improved response by professionals to victims of DVA	Write bespoke E Learning course	New course available	C&F	Jan 2018
		Review specialist DVA training	New DVA training delivered	C&F	Sept 2017
		Audit attendance on DVA training	Consistent attendance on DVA training from across the voluntary sector and adult and children's workforce	C&F	Dec 2018

2	Recommendations: Systems and Processes				
	Aim	Action	Outcome	Lead Agency	Target date
2.1	Improve the early help and multi-agency response across all agencies including recognising complex needs of some victims	Deliver VAWG funding to support couples in unhealthy relationships	Reduction in children coming in to care where DVA is an issue		March 2019
		Specialist domestic abuse provision (EIP and new refuge and outreach provider) to support the "team around the worker" model	Increase in cases managed by other agencies (to be benchmarked)	C&F/ OPCC ¹⁴	March 2019
2.2	Implement stronger futures strategy	Supporting victims embedded within the Integrated Prevention and Early Help provision	Audits of cases demonstrate that while retaining focus on the child, the needs of parents are also addressed	PSCB MESCC ¹⁵	March 2019
		Improved multi-agency response	More contacts to MASH lead to co-ordinated targeted early help rather than referrals to social care	C&F	Sept 2018
2.3	Develop a coordinated community response where all agencies involved must work in an integrated and coordinated way with each other in response to the strategy	Develop working arrangements with Portsmouth MASH	Reduced repeat contacts to the MASH as a result of domestic abuse	C&F	Sept 2018

¹⁴ Office of the Police and Crime Commissioner

¹⁵ Portsmouth Safeguarding Children's Board Monitoring and Evaluation Scrutiny Committee

2.4	Commissioners of all public services to ensure all contracts set out clearly the expectations of providers in relation to the identification and response to DVA	Providers can identify and respond to victims of DVA	Contract reviews demonstrate requirements met	PH ¹⁶ / CCG	Ongoing
2.5	Improved partnership working	Explore co-location of DVA services	DVA provision co-located with other services in the city	C&F	Sept 2017
2.6	Increase the use of processes and resources to hold perpetrators to account	Increase in the use of DVPN/O's	5% increase per year	Police	Mar 2018
		Increase in arrests, charges and conviction rates of perpetrators	33% of arrests result in an outcome	Police	Mar 2018
		CP plans identify risks posed by DVA and identify appropriate actions that hold the perpetrator to account for these	100% of CP plans	PSCB MESC	Dec 2019
2.7	Improved assessment process	Review assessment tools that complement the DASH for specialist DVA services	Alternative assessment tools available	C&F	April 2018
2.8	6 monthly performance management reporting	Review current DVA performance reporting including an increase in outcome measures	6 monthly reporting to DVA strategic review group	CS	Ongoing

¹⁶ Public Health

3	Recommendation: Specialist Services				
	Aim	Action	Outcome	Lead Officer	Target date
3.1	Specialist DVA provision to meet demand	Increase provision to 7 IDVA's within EIP	No vacancies	C&F	Sept 2017
		Recommission refuge and outreach provision including a service that is responsive to the needs of children	New service operational	C&F/OPCC	April 2018
		Up2U to be delivered in other areas	Consistent income to support delivery of Up2U in Portsmouth	C&F	March 2019
3.3	Models of intervention to meet client need	Develop a range of options how to support victims of DVA	Identify and introduce models of intervention	C&F	April 2018
3.4	Hampshire constabulary review intervention model for supporting victims assessed as high and medium risk	Review police first response	All first response officers received updated DVA training	Police	Dec 2017
			Completion of academic work looking at standard risk response	Police	Dec 2018
		Review implementation of neighbourhood policing teams response to safeguarding medium risk victims	Consistent approach across neighbourhood police teams	Police	Dec 2017
3.5	Develop peer and volunteer support	Employ coordinator to develop resource	Volunteers available to support victims	C&F	March 2018
3.6	Improved referral process	Explore pan-Hampshire MARAC steering group	Increase referrals to MARAC from agencies other than police	C&F	March 2018
		Develop DVA single point of contact so any victim is referred through a central point	Single point of contact operational	C&F	Apr 2018

		Promote Victim Support offer to those assessed at standard risk	Victim support details on SPP website	C&F	June 2016
3.8	Resource to manage YP on parent/carer abuse	Who's in Charge programme for parents abused by their children embedded within group work provision	3 groups delivered per year	Early Support	September 2017
		Explore potential for Up2U to be developed further	Resource available	CS	March 2019

GLOSSARY OF TERMS

BAMER	Black, Asian, Minority Ethnic and Refugee
DVA	Domestic Violence and Abuse
DVPN/DVPO	Domestic Violence Protection Notice/Order
EIP	Early Intervention Project
FGM	Female Genital Mutilation
HBV	Honour Based Violence
IRIS	Identification and Referral to Improve Safety
IDVA	Independent Domestic Violence Advocate
MASH	Multi-Agency Safeguarding Hub
NICE	National Institute for Health and Care Excellence
OPCC	Office of the Police Crime Commissioner
PARCS	Portsmouth Abuse Rape Crises Service
PCC	Portsmouth City Council
PSAB	Portsmouth Safeguarding Adults Board
PSCB	Portsmouth Safeguarding Children's Board
SDAC	Specialist Domestic Abuse Court
SDAS	Southern Domestic Abuse Service
SPP	Safer Portsmouth Partnership
VAWG	Violence Against Women and Girls