

**Manchester City Council
Report for Information**

Report to: Communities and Equalities Scrutiny Committee – 6 September 2018

Subject: Domestic Violence and Abuse - Update

Report of: Chief Operating Officer - Neighbourhoods

Summary

This report was requested by the Community and Equalities Scrutiny Committee in order to provide Members with a progress update on implementation of the Domestic Violence and Abuse Strategy 2016 – 2020.

Recommendations

The Committee are invited to consider and comment on the information contained in this report.

Wards Affected:

All Wards

Alignment to the Our Manchester Strategy Outcomes (if applicable)

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	

A liveable and low carbon city: a destination of choice to live, visit, work	The Delivering Differently Strategy aims to improve the lives of those in our city that are affected by domestic violence and abuse through better co-ordinated services that safeguard and support victims and any children impacted by living with abuse
A connected city: world class infrastructure and connectivity to drive growth	

Contact Officers:

Name: Ian Halliday
Position: Domestic Violence and Abuse Manager
Telephone: 0161 234 1284
E-mail: i.halliday@manchester.gov.uk

Name: Delia Edwards
Position: Domestic Abuse Reduction Co-ordinator
Telephone: 0161 234 3583
E-mail: d.edwards1@manchester.gov.uk

Name: Julie Heslop
Position: Strategic Head of Early Help
Telephone: 0161 234 3942
E-mail: j.heslop@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

'Delivering Differently – Manchester's Domestic Violence and Abuse Strategy 2016-2020'

1.0 Introduction

- 1.1 This report seeks to provide Members with an update on progress during the first two years of the four year lifespan of the 'Delivering Differently' Domestic Violence and Abuse Strategy
- 1.2 The report describes activity and outcomes across the five service pledges set out in the Strategy, namely:
 - Preventing abuse
 - Supporting people to seek help
 - Managing safety
 - Training and developing the workforce
 - Adapting delivery models to changing need and demand
- 1.3 The report also provides Members with an update on the Community Safety Partnership's discharge of its statutory responsibility to conduct Domestic Homicide Reviews

2.0 Background

- 2.1 'Delivering Differently – Manchester's Domestic Violence and Abuse Strategy' was launched on the 17th June 2016. The details were set out in the report considered by the Committee on 20th July 2016.
- 2.2 'Delivering Differently' was the result of extensive study of research and data, and a comprehensive consultation and co-design process conducted during the course of 2015. These processes helped us to understand more about the factors behind domestic abuse, and the evidence base for initiatives and approaches. They told us that we were good at helping victims in crisis but needed to do more to help them recover, and also more to intervene early and prevent them getting to crisis point.
- 2.3 The strategy had, upon its launch in 2016, three ambitions, which were:
 - Improve the lives of those affected by DV&A through better co-ordinated services that can respond sensitively and efficiently
 - Ensure a more co-ordinated approach that enables early identification and improved response that safeguards and supports victims and their children
 - Reach out to under-represented groups and hard-to-reach communities by finding new ways to address this important issue

Additional to the second of these three ambitions is an intention to place greater focus on perpetrators of abuse, through robust challenge and enforcement but also provision of appropriate programmes for those who acknowledge their issues and are motivated to change their behaviour.

- 2.4 Responsibility for the delivery of the Strategy is seen as the responsibility of Adult and Children's Safeguarding and of the Community Safety Partnership (CSP) with the CSP holding primacy and leading on governance.

- 2.5 Following launch of the Strategy, an action plan was developed, containing a range of actions organised under each of the five service pledge headings. Operational progression of these actions has been the responsibility of the member agencies and organisations of the Domestic Violence and Abuse Forum chaired by Deputy Leader, Councillor Sue Murphy. Examples of this work across the five service pledge areas, or 'workstreams', follow in section 3 below.
- 2.6 More recently, the Forum has refreshed and streamlined the action plan and taken the opportunity to re-organise it under four headings that align more closely with those of the Government's Violence against Women and Girls Strategy, and the Mayor's Policing and Crime Plan. These headings are:
- Preventing abuse
 - Provision of services
 - Pursuing perpetrators and changing behaviour
 - Partnership working and workforce development
- 2.7 Strategic oversight of progress of the action plan is provided by the Domestic Violence and Abuse Strategy Group, which meets quarterly with lead officers and the Deputy Leader and is chaired by the Chief Operating Officer – Neighbourhoods. Regular update reports are also provided to the CSP Board, and to the two Safeguarding Boards.

3.0 Achievements and Developments

- 3.01 The past twelve months has seen increasing focus of Council, partner and GMCA investment on a range of schemes and initiatives related to the second of the Delivering Differently ambitions, strategically shifting over time the emphasis of our approach towards prevention and early intervention. Identifying issues and addressing them at the earliest opportunity prevents escalation of risk, harm and impact, and ultimately reduces the cost of domestic abuse to agencies, services, communities and the local economy.
- 3.02 A number of those schemes and initiatives are described in the following five sub-sections, including some with a particular focus on the impact of domestic violence and abuse on children and young people. They include:
- Operation Encompass
 - Safe and Together
 - Programme STRIVE
 - Bridging to Change

While the DV&A action plan headings have recently been re-organised, as described in paragraph 2.6 above, for the purpose of this report we have set out descriptions of these schemes and initiatives according to the five original Delivering Differently service pledges and workstreams.

3.1 Workstream 1 – Preventing Abuse

3.1.1 Operation Encompass – this initiative was the brainchild of a Police Sergeant and his wife, a teacher, and first trialled in Devon in 2011. It has now been adopted by over 20 Police Force areas across the country.

3.1.2 The concept is simple but highly effective - Police officers attending a domestic incident in an evening / overnight provide schools with information prior to the next school day about children from their school who were present in the home when the incident occurred.

3.1.3 The intention of Encompass is then that staff in school, armed with this information prior to the next school day commencing, are able to put in place such overt and/or silent support measures within school that may be necessary to help and support those children. Silent support measures may include:

- Flexible application of school rules for example uniform, homework etc.
- Understanding and flexibility in expectations in terms of behaviour or school work
- Opportunities for 1-1 time with teacher
- Reviewing lesson plans to ensure they are appropriate for the child on the day
- Having arrangements in place for spare uniform, lunch etc.
- Children knowing who in school they can talk to if they are anxious, upset etc.
- Checking and monitoring collection arrangements at the end of the day

while 'overt' measures may include:

- Talking to parents
- Using Early Help pathways to accessing additional support
- Working with children on development of safety planning.
- 'Healthy Relationships' class sessions
- Sharing information with the school's identified MARAC representative

3.1.4 A phased roll-out of Encompass across the city's schools took place during the current school year, with those in the North of the city going live last September and the remainder in Central and South from January 2018.

3.1.5 Feedback from 69 Heads and Designated Safeguarding Leads surveyed in June 2018 highlighted numerous case examples of where this notification has helped schools put timely and beneficial support in place to those children when they have attended school the next day, or be aware of the circumstances if the child has not attended. Some quotes from Heads and DSLs included:

- 'Brilliant idea – simple but sensible'
- 'Able to make sure the children were supported straight away and able to talk to families easily'
- 'Immediate information so immediate support can be provided'

- ‘Really helpful to have immediate and detailed alerts’
- ‘An excellent vehicle to support children and families’

3.1.6 Implementation and further development of Encompass across the city continues to be overseen by a steering group comprising officers from GMP, Community Safety Partnership and the Safeguarding in Education Team. A formal, GM-wide roll-out of Encompass, in accordance with the model followed in Manchester to date, will go live in October 2018. It is hoped that this will lead to the ability to share information across Borough boundaries where children live in one borough but go to school in a neighbouring one.

3.1.7 The Community Safety Partnership is working with colleagues in GMP and the GMCA to arrive at a range of measures that will enable monitoring of the impact of Encompass and the outcomes generated for children and young people that are the subject of notifications. In the meantime, the feedback from Designated Safeguarding Leads highlighted in paragraph 3.1.5 gives a good indication of the potential benefits of a process that is both simple and cost effective.

3.2 Workstream 2 – Managing safety

3.2.1 Our partners at Talk Listen Change have continued to provide the Bridging to Change programme, which works with perpetrators over a series of up to 10 sessions to identify and address their issues, while supporting the victim and children. Bridging to Change is complemented by a shorter, four week ‘Motivation to Change’ programme that prepares potential participants for the longer intervention.

3.2.2 Demand for places has continued to grow through the year, more recently in conjunction with the embedding of the Safe and Together approach, and with it greater focus on those within a family who need to address and change their behaviour.

3.2.3 Further funding from within the CSP has been found to continue the provision through 2018-19, though a challenge going forward into 2019-20 and beyond will be to be able to identify and maintain sufficient funding available for delivery to all those identified as suitable for engagement should demand for places on the programme continue to increase at the rate seen during the past twelve months.

3.3 Workstream 3 – Supporting people to seek help

3.3.1 **LGBT IDVA service provision** – this innovative GM-wide service hosted by Manchester has been in operation since February 2017 and, as at February this year, dealt with over 160 referrals, of which 69 have been from within the city. The subjects of those referrals have received a range of specifically support measures from trained staff, and the latest progress report contains some excellent case study examples of the impact of those measures for the victims concerned. The Mayor’s Office agreed in March 2018 to underwrite a two-year extension to funding, securing contributions from all of the GM Boroughs including Manchester.

3.3.2 **FGM Grants Programme** – The FGM/FM/HBVA Grants Programme has facilitated delivery of a range of community programmes to raise awareness of and tackle FGM in the city, including award of a grant through NESTAC to a community group partnership to deliver a peer mentor and health advocate programme that is being delivered by women in the community in order to raise awareness and support the prevention of FGM. This particular grant is also increasing the capacity for counselling and one to one support.

3.3.3 MCC colleagues are currently working with MMU, the Home Office and GMCA on preparations for hosting of a national conference in December 2018 on FGM designed to stimulate a conversation about how we engage with and work in partnership to support victims of this practice. It is anticipated that the event will enable communities to be more widely heard in discussion of the issue, and lead to shaping and development of new practical interventions.

3.3.4 **'So-called' Honour Based Violence** - colleagues in Manchester have been working collaboratively with their counterparts across GM on development of a co-ordinated multi-agency action plan to deliver work under each of the four key themes of the 'So called' Honour Based Violence and Abuse Strategy. The HBVA grant programme has enabled funding for Independent Choices to extend their Domestic Abuse helpline hours and for the delivery of community outreach to provide one to one support at the earliest opportunity. Work on HBVA has a focus on younger people, includes work with schools colleges and universities and involves participation in a community radio programme.

3.4 Workstream 4 – Adapting delivery models in response to changing needs and demands

3.4.1 A key task within this workstream has been to work towards development of a robust performance reporting framework for the domestic violence and abuse agenda. Work to date has centred on drawing together all known information about DV&A related performance measures and reporting arrangements into one place, with a view to developing a coherent framework of measures that focuses on impacts and outcomes across all aspects of the agenda.

3.4.2 An 'impact and outcomes map' has been developed and endorsed by the DVA Strategy Group at its meeting on 16th April this year. This product is organised under each of the headings in the DV&A Work Plan and will serve as a basis of measuring progress of the actions therein. Further work is ongoing with colleagues in Performance Research and Intelligence (PRI) to develop it into a product that will accord with existing corporate dashboards and enable future reporting of impact and outcomes to Council Committees, the Community Safety Partnership and the Safeguarding Boards.

3.4.3 Additionally, in May of this year, Council colleagues compiled and submitted a joint Boards response to the Government's consultation on domestic violence and abuse. This extensive exercise consisted of some 65 questions on a range of themes, and we await their digestion of responses received from across the country, and reflection of that in future legislation, policy and practice. A GM-

wide response was also submitted, following a workshop of Council leads and other public and voluntary sector organisations with a footprint across the city region.

3.5 Workstream 5 – Training and developing the workforce

3.5.1 Workplace domestic abuse policies - Officers from the Community Safety Team are working with to Cityco, the City Centre Management Company, to promote development of workplace domestic abuse policies amongst the major retailers and other employers in the city, and to engage them in support of awareness raising campaigns run at various times of the year.

3.5.2 This work is being complemented by wider promotion across the city of Public Health England / Business in the Community's recently developed Toolkit for Employers.

3.5.3 Learning from Reviews - as mentioned in paragraph 6.5 later in the report, Council and partner staff, including those that are members of bodies such as Manchester Housing Providers Partnership are being given the opportunity to access learning products and events related to the conduct of Serious Case Reviews, Safeguarding Adult Reviews and Domestic Homicide Reviews.

4.0 Impact of domestic abuse on children and young people

4.1 As indicated in the introduction to this report, a number of the initiatives developed and implemented over the past 12 months have had a focus on addressing the impact of domestic violence and abuse on children and young people.

4.2 Safe and Together - One of the most significant such developments has been the launch and roll-out of the 'Safe and Together' approach to working with families where domestic violence and abuse is an issue.

4.3 Since the launch of Safe and Together last October, nearly 100 practitioners, from Social Care, GMP, Health and Education services have completed e-learning or are an identified 'Safe and Together Champion'.

4.4 From interviews with practitioners and audits we are seeing good evidence of the model being used in practice which includes partnering with the survivor, keeping children safe and together with the non-offending parent, and some good examples of intervention with the perpetrator through partnership with the Bridging to Change programme described in section 3.2 above. A multi-agency Safe and Together Board, chaired by Service Manager (South Assessment Teams) is overseeing the implementation of the model and will continue to do so over the coming months.

4.5 Locality briefings have taken place to continue to promote the model and the Safe and Together champions meet on a regular basis to evidence impact and outcomes.

- 4.6 **Operation Encompass** - as detailed in section 3.1 above, Operation Encompass is an initiative that is helping staff in schools across the city to be aware of and support children who may be affected by domestic abuse in their family that has involved Police attendance. Further development around Encompass will focus on developing and promoting clear pathways into appropriate support and services where staff in schools identify issues they may not be able to provide sufficient support for within the school setting.
- 4.7 **Programme STRIVE** - a further development intended to reduce the impact of domestic abuse on children and families is Programme STRIVE. A formal, funded roll-out of STRIVE is planned across GM during the next 12 months, and will provide another element of early help and intervention, in this case in response to 'standard risk' incidents / crimes. Learning from the original pilot phase of STRIVE has been absorbed and has led to development of a fully funded and commissioned model where teams of trained volunteers work closely with local Police co-ordinators to provide early identification and signposting to advice and support with issues that may have been behind the incident that Police responded to. Roll-out of the new STRIVE model will take place over four phases in a 12 month period commencing in November 2018.
- 4.8 **Police notifications and triaging** – work has been ongoing to address this recommendation arising out of the OFSTED report on Children's Services. A series of multi- agency workshops conducted a system review of the arrangements and identified some strengths and weaknesses within Police practice. These are being addressed in the short term through locality duty social work teams providing support to assist with the triage process and an additional eight Police officers being trained to play a part in this work.
- 4.9 A longer-term, sustainable approach to notifications and triage will form part of the reform of 'front door' and MASH arrangements. GMP will be relocating resources to support locality based arrangements with an enhancement to the Early Help Hubs. Testing of these integrated, locality based arrangements is scheduled to commence in early 2019.
- 4.10 **Communication and engagement with young people** - GMCA have been leading on development of a tailored communication and engagement campaign about domestic violence and abuse that is aimed at young people, and has been co-designed by them. The programme was launched on the 6th July this year and will be rolled out across schools over the next academic year, including a number of identified schools in Manchester.

5.0 Funding and Commissioning

- 5.1 Colleagues on the Integrated Commissioning Panel are working with the DV&A Strategy Group, to begin the re-commissioning of a range of DV&A services where the current contracts are soon to expire. Review and analysis of the current arrangements and impact is being undertaken to inform the recommissioning process, including evaluation of current services, reviewing demand and considering learning from best practice in order to provide a clear rationale for future plans. An options appraisal looking at refuge and outreach

services is also being developed, which explores a range of commissioning and delivery options within a strategic and GM context.

- 5.2 A significant funding challenge for the Council and partners is to be able to identify and direct sufficient resources to 'pump prime' the strategic shift to a comprehensive and consistent range of early help and intervention measures across all of our localities, while still ensuring a sufficient and satisfactory response to the demand for support and services for high risk victims, which currently remains at a high level and which cannot be ignored.
- 5.3 To address this challenge, at least in part, a team of colleagues from Children's Services, Community Safety, Adult Care and PRI are co-ordinating a bid for monies from the Children Affected by Domestic Abuse Fund recently advertised by the Home Office. Success of this bid would provide an opportunity to make significant progress towards establishment of such a co-ordinated, locally-based range of provision designed to identify and resolve issues early, before risk and impact of domestic abuse escalate, and with them the cost of providing support and recovery.
- 5.4 In addition to submitting a Manchester-specific bid to the Fund, we will also be supporting a GM-wide bid being developed by GMCA, which will, if successful enable the development of some additional provisions linked to Programme STRIVE that will complement our local early help and intervention offer.

6.0 Conduct of Domestic Homicide Reviews

- 6.1 The Community Safety Partnership is the statutory lead body for the conduct and administration of Domestic Homicide Reviews, in accordance with the Home Office's guidance.
- 6.2 Since the requirement to conduct DHRs came into effect in 2011, the Partnership has led eleven reviews. Two reviews are currently ongoing, one jointly with colleagues in Salford due to the level of engagement of those concerned with agencies in that Borough.
- 6.3 Each of the reviews has generated a range of single and multi-agency actions. Oversight and monitoring of the multi-agency actions is the responsibility of the Community Safety Partnership Board, who receive regular quarterly updates on progress at their meetings.
- 6.4 Council staff and those from partner groups and agencies have the opportunity to engage in learning from the recommendations and findings from DHRs, through a combination of '7 minute briefings' and learning reports. Arrangements are also in hand with Manchester Safeguarding Boards (MSB) for DHR 'learning events' to be delivered where appropriate, through incorporation of DHRs into the MSB's ongoing programme of learning from Serious Case Reviews and Safeguarding Adults Reviews.
- 6.5 Staff in the Community Safety Unit have been conducting some analysis of the common features and themes emerging from the thirteen DHRs commenced or

completed to date. This work will be used to inform the work of the DV&A Strategy Group to continually refine, improve and develop our response to domestic violence and abuse across the city. Some of the common features included:

- 'going under the radar' – neither victim or perpetrator being known to agencies or subject of a risk assessment or referral to MARAC
- Substance misuse and / or mental health issues, principally amongst perpetrators but in some cases also the victim
- Rapid escalation of issues and risk in situations where people with complex issues and vulnerabilities had entered into relationships (an emerging issue amongst recent reviews)

6.6 In addition, these findings will also be being shared with colleagues across Greater Manchester over the coming months, as part of an initiative to create a GM-wide repository of learning from reviews, to inform the strategic response to the issue across neighbouring Boroughs and the city region as a whole.