WIRRAL COUNCIL

SUSTAINABLE COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE

23 NOVEMBER 2011

SUBJECT:		DOMESTIC ABUSE ON WIRRAL
WARD/S AFFECTED:		ALL
REPORT OF:		BILL NORMAN
RESPONSIBLE	PORTFOLIO	COUNCILLOR GEORGE DAVIES
HOLDER:		
KEY DECISION?		NO

1.0 EXECUTIVE SUMMARY

- 1.1 The Councils Corporate Plan 2011 2014 includes a goal to reduce antisocial behaviour and improve community safety. That goal is a focused upon providing advocacy and support to protect survivors of domestic abuse. It builds on the effective partnership working that has led to reductions in repeat incidences of abuse in the highest risk cases.
- 1.2 The Report shows that the reported cases of domestic abuse in Wirral are increasing (300 extra cases in 12mths August 2010 August 2011) and that 80% of cases involve child protection issues. The purpose of this report is to provide information to Members on the scale of reported domestic abuse on Wirral and the action being taken to reduce the problem.

2.0 RECOMMENDATION/S

2.1 Members consider the contents of the report.

3.0 REASON FOR RECOMMENDATION/S

3.1 This Report is part of the agreed work programme of the Scrutiny Committee in its role as the scrutiny body for the activities of the Crime and Disorder Partnership.

4.0 BACKGROUND AND KEY ISSUES

4.1 The definition of domestic abuse on which this report is based is:-

"Any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are, or have been, intimate partners or family members, regardless of gender and sexuality."

(Family members are defined as mother, father, son, daughter, brother, sister and grandparents, whether directly related, in-laws or step-family.)

4.2 The national scale of domestic abuse

- 4.2.1 Data from Co-ordinated Action Against Domestic Abuse (CAADA) shows that during 2010 2011:-
 - Throughout England, Wales and Northern Ireland, 224 Multi Agency Risk Assessment Conference (MARAC) operated.
 - The average rate of domestic abuse cases returning to MARAC within a 12 month period was 22%.
 - 70% of the victims of abuse had dependent children.
- 4.2.2 In January 2011 the Department of Health published its Equality Impact Assessment (EIA) on guidance for commissioners of Health Services to reduce violence against women and girls. They reported that:-
 - On average, two women in England and Wales are killed every week by a current or former male partner.
 - Domestic abuse accounts for 16% of all violent crime, rising to 24% in certain local authority areas.

4.3 The scale of reported domestic abuse on Wirral

- 4.3.1 It is acknowledged that not all domestic abuse is reported to statutory or voluntary sector organisations. However, the reported levels of domestic abuse on Wirral illustrate a rising trend.
- 4.3.2 Merseyside Police records shows that Wirral had the second highest number of domestic abuse incidents recorded on Merseyside, (5,717 in 2010/11).
- 4.3.3 This figure represents an increase of 640 incidents, or 11% on 2009/10 levels when 5077 incidents were reported.
- 4.3.4 During the 12 months ending August 2011:-
 - There have been 1054 Domestic Abuse incidents in the Wirral reported to the Wirral Family Safety Unit (FSU). An increase of 300 incidents, or 42% on the previous year.
 - During the period April August 2011 a total of 480 referrals have been made to the FSU. Compared to the same period in 2010 this represents an increase of 48%.
 - Of the 1054 incidents 368 have been assessed as involving a high risk of further abuse to the victim, which represents an increase of 14% on the previous year.
 - Birkenhead and Tranmere ward has for the last 5 years recorded the highest levels of domestic abuse referred to the Family Safety Unit. From a peak of 46% of all referrals on Wirral in 2005, the ward still retains the highest number of referrals and represents 25% of the total number of referrals made to the Family Safety Unit.

4.3.5 During the 12 months ending August 2011 analysis of cases referred to the Family Safety Unit shows that:-

Victim

- The most common victim age group is 22-25.
- The most common victim ethnicity is UK White.
- 80% of victims are either pregnant or already have children, a percentage that remains unchanged from last year.
- Most WFSU clients have suffered serious and extensive abuse. 10% of the victims admitted suffering from domestic abuse for 6 years or longer.
- 4.3.6 For perpetrators the profile is as follows:-

Perpetrator

- The perpetrator range has remained unchanged from the previous year with the majority of perpetrators contained within the 26-40 age range.
- 27% have problems with alcohol, which represents a small reduction on the previous year's total.
- 22% have drug related issues.
- 4.3.7 In 2010/11 Merseyside Police data shows that 16% of all reported Rape offences were domestic related or involved a family member.
- 4.3.8 A methodology (Ref:1) that can be used to estimate the costs associated with domestic abuse was published for the Home Office in November 2009. The methodology was part of the Violence Against Women and Girls Strategy, and was designed to assist commissioners of services associated with domestic abuse. It uses British Crime Survey estimates for the previous 12 months.
- 4.3.9 Use of this tool shows suggests that on Wirral the true level of domestic abuse may be higher than is being reported and that victims of domestic abuse were concentrated within the younger age groups.

Age of Victim	BCS estimated number of incidents 2008
16 – 19	915
20 – 24	571
25 – 34	537

- 4.3.10 The Family Safety Unit play a key role in safeguarding children affected by domestic abuse. A Children's Safeguarding Officer is a full time member of the Family Safety Unit team; necessary because 80% of all cases of domestic abused managed by the Family Safety Unit involve children.
- 4.3.11 Analysis also reveals that during 2010 2011 the Children's Safeguarding Officer within the FSU finalised a total of 591 cases of domestic abuse where children were involved in the relationship.
 - 32% of these cases were already open to CYPD at the time of referral to FSU.
 - 434, or 73%, of the cases involving children were signposted to additional support services.

• 46 children required a Team Around the Child (TAC) meeting to be convened

4.4 **Repeat victimisation**

- 4.4.1 One of the means by which the Family Safety Unit monitor their performance is by measuring the number of cases supported at MARAC meetings who then are referred, following a further incident of abuse, to MARAC for a second time within a period of 12 months.
- 4.4.2 Effective safety planning managed by the Wirral Family Safety Unit seeks to prevent this from occurring. The table below illustrates performance in this area. One can see, by comparing the results of the first quarter of 2011/12 MARAC performance across Merseyside, the effectiveness of this work on Wirral. Wirral have the highest number of high risk cases of domestic abuse being presented to MARAC, and deliver the lowest rate of repeat victimisation.

Area	Number of MARAC	Number of Repeat	
	cases	cases	
Knowsley	45	20%	
Liverpool	249	19%	
Sefton	139	24%	
St Helens	52	12%	
Wirral	301	7%	

- 4.4.3 Analysis of victims of domestic abuse accounting for this repeat victimisation rate of 7%, and appearing more than once during a 12 month period at MARAC, indicates a rising number of couples who appear locked in a cycle of alcohol and violence, and who generally do not engage with services.
- 4.4.4 The second quarter of 2011 shows that, compared to the second quarter in 2010, the number of cases in which alcohol abuse was playing a significant part in the abusive behaviour doubled, and has risen to represent 34% of all repeat cases being referred to MARAC.

5.0 RESPONSE TO DOMESTIC ABUSE

- 5.1 The Council are involved in two primary responses to domestic abuse on Wirral.
 - The fortnightly MARAC meeting.
 - The Family Safety Unit team within the Joint Community Safety Team.

5.2 Multi Agency Risk Assessment Conference (MARAC)

- 5.2.1 For the last five years Wirral Family Safety Unit have administered the domestic abuse MARAC, a multi agency meeting which has the safety of high risk victims of domestic abuse at its focus. It involves the participation of all the key statutory and voluntary agencies on Wirral who may be involved in supporting a person experiencing domestic abuse.
- 5.2.2 In Wirral support is most frequently provided by the Independent Domestic Violence Advocates (IDVA) based within the Family Safety Unit. The IDVA is a specialist advisor who has received accredited training to work with high risk victims of domestic abuse from the point of crisis, and whose focus is reducing risk and increasing the safety of victims.
- 5.2.3 The MARAC will facilitate, monitor and evaluate effective information sharing between multi-agency partners, to enable appropriate interventions to be made to safeguard "high risk" victims of domestic abuse, and their immediate family members.
- 5.2.4 In order for the MARAC to work effectively there is a common risk assessment tool for all MARAC members. Wirral have adopted the CAADA-DASH Risk Identification Checklist.
- 5.2.5 CAADA (Co-ordinated Action against Domestic Abuse) is the Home Office lead agency for the MARAC. In partnership with several other agencies, including Association of Chief Police Officers (ACPO) and Children and Family Court Advisory and Support Service (CAFCASS), they have developed the DASH Risk Identification Checklist (RIC) to assist in identifying high risk cases of Domestic Abuse, Stalking and Honour Based Violence (DASH).
- 5.2.6 The use of this risk assessment tool by MARAC agencies will:
 - Assist front line practitioners to identify high risk cases of domestic abuse, stalking and honour based violence.
 - Identify which cases should be referred to MARAC.
 - Enable agencies to make defensible decisions based on the evidence from extensive research of cases, including domestic homicides and "near misses," which underpin most recognised models of risk assessment.
- 5.2.7 Both the client and the perpetrator must be aged 18 years or over before they can be referred to MARAC. Whilst the consent of the client is always sought before a referral to the FSU/MARAC is made, this approach is not always safe or possible. In such circumstances there is legislation in place to allow information sharing without the clients consent.
- 5.2.8 In July 2011 CAADA (Co-ordinated Action Against Domestic Violence) (Ref:2) completed an inspection and reported upon the effectiveness of all MARACS operating in England and Wales. The three key findings of this report are;

- 1. Existing research indicates that MARACs (and IDVAs) have the potential to improve victim safety and reduce re-victimisation and therefore may be a highly cost-effective measure. However, as the available evidence on MARAC outcomes is relatively weak, a more robust evaluation would be required to strengthen these findings.
- 2. The three areas which interviewees perceived as core to a MARACs' effectiveness are enhanced information sharing; appropriate agency representation; and the role of the IDVA in representing and engaging the victim in the process.
- 3. Factors which were seen as supporting effective practice included having: strong partnership links (including a commitment from agencies to tackle domestic violence in general); strong leadership (through the MARAC chair); good co-ordination (through a MARAC co-ordinator); and the availability of training and induction.
- 5.2.9 Merseyside Police Public Protection Unit have analysed each of the individual MARAC inspection reports produced between November 2010 and February 2011 and conclude that Wirral have the best performing MARAC on Merseyside.

5.3 **The Family Safety Unit (FSU)**

- 5.3.1 The foundations of the FSU are built on multi agency working. Pivotal to the cohesion of this work is the co-location of key agencies, Police, Children's Safeguarding and Substance Misuse workers, who work together with a team of independent domestic violence advocates (IDVA's) all based within the FSU team.
- 5.3.2 The main purpose of the IDVA is to address the safety of victims at high risk from intimate partners, ex-partners or family members, to secure their safety and the safety of their children. Serving as a victim's primary point of contact, IDVA's work with their clients from the point of crisis to assess the level of risk, discuss the range of suitable options and develop safety plans.
- 5.3.3 They are pro-active in implementing the safety plans, which address a victim's immediate safety needs, including practical steps to protect themselves and their children, as well as longer term solutions. These plans will include actions from the MARAC as well as sanctions and remedies available through the criminal and civil courts, housing options and services available through other organisations. IDVA's support and work over the short to medium term to put clients on the path to long term safety.
- 5.3.4 All IDVAs on Wirral have received specialist accredited training and hold nationally recognised qualifications.
- 5.3.5 Whilst all agencies complete the Risk Identification Checklist prior to making the referral to the FSU, immediately upon receipt of a new referral within the FSU further checks are made, using two critical information sources, prior to a further assessment of risk being made. The two further assessments are made of the Children's Safeguarding database and Police domestic incident reporting systems.

- 5.3.6 The safety of children is one of the main priorities of the FSU Team. In support of this, a Senior Social Worker, supported by an Administration Assistant, is located in the FSU team to provide immediate advice, support and guidance to the team and MARAC partners. The post holder also sits within the Wirral Staying Safe strategy group providing expertise and knowledge on matters of Safeguarding children within a domestic abuse context.
- 5.3.7 A police officer performs the role of the Wirral Domestic Abuse Liaison Officer. This post allows all referrals to the FSU to be checked against police databases, to ensure all appropriate information and intelligence is shared with all agencies signed to the Information Sharing Protocols as part of the assessment of risk. The role also provides IDVA's with additional support when meeting clients who may pose a risk to professionals.
- 5.3.8 The Joint Community Safety Team have developed a secure internet based information sharing programme (Inter Agency Monitoring Form IAMF). The system allows for the immediate sharing of information on all FSU cases to the agencies who have signed the Wirral Domestic Abuse MARAC Information Sharing Protocol and Operating Procedure.
- 5.3.9 There are over 30 separate organisations and agencies who have signed up to the MARAC operating procedure and information sharing protocol, all of whom will refer cases into the FSU and work with the IDVA to deliver the safety package for the victim.
- 5.3.10 In 2011 the ratio of referrals from agencies on Wirral into the FSU has been as follows:-
 - Police referrals 71%
 - non-Police referrals 29%

(Non-Police referrals came from the following agencies; DASS, Arch, CYPD, self referral, PCT, Probation, Safeguarding services, Children centres, FIP, Homeless section, NHS, Wirral Partnership Homes, the Refuge and the Zero Centre.)

- 5.3.11 The IDVA ensures delivery of target hardening support to victim's homes when circumstances require it. Co-ordinated by the JCST during the period 2009 – 2011, 680 homes have been target hardened. Funding for target hardening work is provided by the Community Safety Partnership using money obtained from the Area Based Grant, BCU Fund and, this year, the Community Fund.
- 5.3.12 The result is that only 0.8% of those victims' homes were forcibly entered following target hardening. In the case of a repeat victim who suffered a further incident after the target hardening had been completed, 7% of those homes were forcibly entered by the perpetrator.

- 5.3.13 The IDVA also support victims, where appropriate, to obtain Civil Orders as a form of additional protection from further abuse. In 2010 2011, with the support of IDVA's, over 400 non molestation orders were obtained by domestic abuse victims on Wirral.
- 5.3.14 Many of the Orders contained additional Police powers, including arrest, and are utilised where criminal justice processes fail or where the client does not wish to give evidence at a criminal trial.

5.4 THE FAMILY SAFETY UNIT AND CHILD PROTECTION

- 5.4.1 The Family Safety Unit play a key role in safeguarding children affected by domestic abuse. A Children's Safeguarding Officer is a full time member of the Family Safety Unit team; necessary because 80% of all cases of domestic abused managed by the Family Safety Unit involve children.
- 5.4.2 Analysis also reveals that during 2010 2011 the Children's Safeguarding Officer within the FSU finalised a total of 591 cases of domestic abuse where children were involved in the relationship.
 - 32% of these cases were already open to CYPD at the time of referral to FSU.
 - 434, or 73%, of the cases involving children were signposted to additional support services.
 - 46 children required a Team Around the Child (TAC) meeting to be convened

5.5 DOMESTIC HOMICIDE REVIEWS

- 5.5.1 In April 2011 Government placed a new statutory requirement upon Community Safety Partnerships in the form of Domestic Homicide Reviews (DHR).
- 5.5.2 A DHR is required when the following criteria are met:-

The death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by:-

- (a) A person to whom he/she was related or with whom he/she was, or had been, in an intimate personal relationship; **or**
- (b) A member of the same household as himself/herself.
- 5.5.3 The purpose of a DHR is to:
 - (a) Establish what lessons are to be learned from the case about the way in which local professionals and organisations work individually, and together, to safeguard victims.

- (b) Identify clearly what those lessons are both within and between agencies, how and within what timescales they will be acted upon, and what is expected to change as a result.
- (c) Apply these lessons to service responses, including changes to policies and procedures as appropriate.
- (d) Prevent domestic violence homicide, and improve service responses for all domestic violence victims and their children through improved intra and inter-agency work.
- 5.5.4 Wirral is currently undertaking a DHR following a death in August 2011. The previous death which met the DHR criteria was in September 2008.

6.0 RELEVANT RISKS

- 6.1 The following risks were identified within the key areas for concern element of the interim report on domestic abuse by the Panel of the Health and Wellbeing Overview and Scrutiny Committee, who reported on this issue at their meeting of 22 March 2011:-
 - Funding for services
 - Access to legal aid
 - Services for male victims of domestic abuse
 - Provision for young women aged 16 18 years
- 6.2 Whilst the work of the Overview and Scrutiny Committee Panel is continuing in 2011 2012 the following risks still remain:-
- 6.3 Each year the Joint Community Safety Team must secure £316,992 in order to maintain the current level of service within the Family Safety Unit. Funding is in place up to 31 March 2012 only. Failure to secure replacement funding will result in there being no co-ordinated service provision, or support for victims of domestic abuse and their families on Wirral, and the loss of trained staff. All IDVA's have undergone a nationally recognised training programme at a cost of £2,000 per IDVA.
- 6.4 A loss of service will result in costs being incurred elsewhere within the Authority, since it is possible to anticipate increase in levels of the following, since other support services, for example refuge places, continue to be very limited and the IDVA service is confined to the FSU;
 - Violence
 - Homelessness
 - Safeguarding risks to children
 - Safeguarding risks to adults
 - Domestic Homicides
- 6.5 Changes to Government policy on the question of reform within the legal aid system have yet to be resolved. However, if proposed changes are implemented there would be a significant impact upon the FSU and victim's

ability to obtain orders, such as a non molestation order, a very effective tool in protecting the victims from the perpetrator of abuse.

- 6.6 Wirral is the only domestic abuse service within the region which employs a male IDVA, and offers equitable support for male victims of domestic abuse.
- 6.7 The Children and Young Peoples Department have recently commissioned, via the Early Intervention Grant, the charity Bernardos' to provide support for victims of domestic abuse aged 16 and 17 years.
- 6.8 Other risks which have been identified include Authority vulnerability during external inspection. This will be increased in the absence of a Family Safety Unit by an inability to demonstrate co-ordination of services, management of risk, robust communications and cost effectiveness of service.
- 6.9 Vulnerability may also be identified during the conduct of a Domestic Homicide Review, the purpose of which is to review the effectiveness of partnership working to prevent domestic homicides.

7.0 OTHER OPTIONS CONSIDERED

- 7.1 Currently the Family Safety Unit support victims of domestic abuse who have been assessed as being at medium risk of further abuse. It is the only IDVA service on Merseyside that does so, the remainder being confined to supporting high risk victims of abuse only.
- 7.2 Faced with increasing demand for services, 48% increase in referrals April August 2011 compared to same period last year for services on occasions, due to the level of demand caused by the numbers of high risk victims, the support available to victims assessed as medium risk has had to be withdrawn for new cases only. In such circumstances the safety planning is the responsibility of the agency to which the abuse is disclosed.

8.0 CONSULTATION

8.1 The Services of the Family Safety Unit are provided within the planning framework of the Community Safety Partnership and the consultation that is part of this partnership supported work.

9.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

- 9.1 Voluntary organisations are linked into the network providing support to victims of domestic abuse.
- 9.2 VCAW is a member of the Community Safety Partnership and the Domestic Homicide Review Panel.

10.0 RESOURCE IMPLICATIONS: FINANCIAL; IT; STAFFING; AND ASSETS

10.1 In 2009 the Home Office ready reckoner estimated cost to services of domestic and sexual violence on Wirral to be £63,230,269.

- 10.2 By continuing to monitor and measure its performance against a former national indicator NI 32, the Family Safety Unit, in addition to increased safety to the victims and their family, are able to demonstrate through the effectiveness of their safety planning work that they are saving agencies money.
- 10.3 It is estimated that the cost to agencies of every case taken to MARAC is £20,000. (Ref 3) Analysis of the last three years performance shows that, by delivering high quality safety packages for the victims of abuse, the Family Safety Unit have maintained the low numbers of victims returning to MARAC following further abuse.
- 10.4 The following table illustrates that, by preventing further abuse to victims who have been supported by MARAC, the Family Safety Unit have saved Wirral agencies a total of almost £22 million over the last 3 years.

Year	Cases at MARAC	Cases returning to MARAC	Cost of each case at MARAC £	Total saving through effective safety planning £.
2008/09	395	37	20000	7,160,000
2009/10	342	51	20000	5,820,000
2010/11	475	36	20000	8,780,000
			Total saving	21,760,000

- 10.5 For the financial year 2011-2012, with the exception of the Police Officer, who is part of the FSU Team, all other posts currently rely upon the support of external funding from the Community Fund £316,992 or the Wirral Drugs and Alcohol Action (DAAT) Team, £36,000. The Community Fund grant provides for 11 permanent contract posts within the FSU, the contracts for which are held by Wirral Council. The DAAT funding secures the contract for one post which is held by Wirral PCT.
- 10.6 The Zero Centre, the voluntary organisation working with the victims of domestic abuse, is working at maximum capacity. They do not perform IDVA role and are subject to funding cuts. They have long waiting lists for appointments, which would increase with a loss of FSU service
- 10.7 For the last 3 years a total of £100,000 per year has been spent on target hardening the homes of victims of domestic abuse. The source of this funding has been Area based Grant, Basic Command Unit fund and, in the current financial year, the Community Fund.

11.0 RISK CONSIDERATIONS

11.1 The absence of victim support services provided by the FSU would see an increased demand on Police resources as more frequent calls to domestic abuse incidents are made, and an increased burden upon Criminal Justice Agencies to provide support for victims engaged in the criminal justice system. This will arise from a lack of:-

- One to one support and safety plan provided to the victim by the IDVA.
- No target hardening of the victims home in order to exclude the perpetrator, protect the victim from further abuse and enable the victim to remain in their home, thus preventing homelessness.
- Reduction in obtaining civil orders which prevent/exclude the perpetrator from the victim's home.
- 11.2 Victims and their children would be placed at risk through reluctance to report and the lack of support.
- 11.3 It is reasonable to anticipate an increase in the number of cases which require the involvement of Children and Young People safeguarding service, and an increase in numbers requiring a higher level of intervention
- 11.4 There will be an increased burden upon Housing resources as more frequent cases of homelessness from domestic abuse occur and the victim cannot remain safely in their home.

12.0 LEGAL IMPLICATIONS

- 12.1 Section 17 of the Crime and Disorder Act 1998 details the duty of a Local Authority to consider crime and disorder implications. The Act states that without prejudice to any other obligation imposed on it, it shall be the duty of each authority, to which this section applies, to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.
- 12.2 Statutory Guidance supporting section 9(3) of the Domestic abuse, Crime and Victims Act 2004 states:-

"The Secretary of State may in a particular case direct a specified person or body within subsection (4) to establish, or to participate in, a domestic homicide review".

12.3 The persons and bodies within subsection 4 include Local Authorities.

13.0 EQUALITIES IMPLICATIONS

13.1 Equality Impact Assessment (EIA)
(a) Is an EIA required? Yes
(b) If 'yes', has one been completed? Yes

14.0 CARBON REDUCTION IMPLICATIONS

14.1 None directly arising from this report.

15.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS

15.1 There are no Planning implications directly arising from this report.

15.2 Reducing domestic abuse by providing safety planning and support for the victims of abuse is an integral part of the work of Wirral's Joint Community Safety Team. Statistics throughout this report illustrate to Members the scale of reported domestic abuse on Wirral and the levels of resource which are applied to reduce the incidence of domestic abuse.

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APPENDICES

None

REFERENCE MATERIAL

- (1) The Cost of Domestic Violence, Professor Sylvia Walby, Women and Equality Unit
- (2) Supporting high risk victims of domestic violence: a review of Multi-Agency Risk Assessment Conferences (MARACs), CAADA, 2011
- (3) Safety in Numbers CAADA 2009.

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Interim Report on Domestic abuse by Panel of the Health and Wellbeing Overview and Scrutiny Committee	22 March 2011