

DECISION-MAKER:	CABINET		
SUBJECT:	DOMESTIC ABUSE AND SEXUAL VIOLENCE SERVICES IN SOUTHAMPTON		
DATE OF DECISION:	17 FEBRUARY 2015		
REPORT OF:	CABINET MEMBER FOR COMMUNITIES		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY
NONE
BRIEF SUMMARY
<p>Cabinet is recommended to approve a single procurement exercise for a framework that covers a new domestic abuse and sexual violence (DASV) prevention and early intervention service, refuge provision and some perpetrator services. As a result of varied funding sources and current contractual obligations, the proposed implementation will be phased as follows:</p> <ul style="list-style-type: none"> • Implementation of the new commissioned prevention and early intervention services – November 2015 <i>Combining existing commissioning resources with additional short term resources to support development of prevention and early intervention services.</i> • Inclusion of additional grant funded elements to strengthen further the prevention and early intervention services – April 2016 <i>Pending approval from Cabinet following the consultation about grants to voluntary organisations in March 2015.</i> • Implementation of a reconfigured refuge service – August 2016 <p>These services support the new Southampton Against Violence and Abuse Plan (the Plan), which has been developed for 2014-2017 (Appendix 1). The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy as well as the following areas of the Council Strategy 2014 -2017:</p> <ul style="list-style-type: none"> • Prevention and early intervention • Protecting vulnerable people. • A sustainable Council. • Deliver efficiencies through working with partners <p>The prevention and early intervention and refuge elements are crucial elements of this model and support Southampton's strategic aim to become an Early Intervention city. A key principle in the new model will be a focus on helping more survivors to remain in their own home, with a commensurate focus on removing the perpetrator. This will require the redeployment of some funding from refuge provision to community based</p>

support and protection services.

The funding for the services commissioned under the proposed framework will be met from with existing Council resources.

RECOMMENDATIONS:

	(i)	To authorise a single procurement exercise for a framework that covers a new domestic abuse and sexual violence (DASV) prevention and early intervention service, refuge provision and some perpetrator services for a period of three years. The new services contribute to a number of strategic priorities in the Council Strategy 2014-17 and Safe City Strategy 2014-17;
	(ii)	To delegate authority to the Director, People, following consultation with the Head of Legal and Democratic Services to do anything necessary to give effect to the above, including, contract award; and
	(iii)	To ensure that monitoring of the outcomes detailed in the Southampton Against Domestic Violence and Abuse Plan is integrated into the performance monitoring arrangements for the Council Strategy 2014-17 and the Safe City Strategy 2014—17 and reported on a quarterly basis.

REASONS FOR REPORT RECOMMENDATIONS

1.	Southampton, through the Local Safeguarding Children’s Board (LSCB) and Safe City Partnership, has developed an ambitious but essential multiagency plan to tackle domestic violence and abuse. The stated aim is: For Southampton to be a city united in speaking out against Domestic Violence and Abuse. The ambition is to be a leading city in preventing and responding to this issue, with a strong focus on early intervention. Through this Plan, Southampton City Council will build on its strengths and take a step-change to an even more integrated approach that will bring the widest range of services, agencies and communities together to act now to prevent, reduce and end violence and abuse in the city.”
2.	There is a strong case for change. Southampton needs to make changes to address the volume of DASV, which is substantially above national average; Southampton has more than twice the national average high-risk cases (going to Multi Agency Risk Assessment Committee, MARAC); above national average reporting rates - locally 5.2% of the female population report Domestic Violence and Abuse (DVA) to the police compared to 3.6% nationally. There were 4,702 DVA calls to police last year. In Southampton there are twice as many children of high-risk victims than national average; 606 in 2012/13, 878 in 2013/14 (ONS National violence Against Women and Girls Strategy) – compared to national average of 289 for the same period. There were 217 victims reporting sexual violence to the police in 2012/13 and 236 in 2013/14. There were 1,605 calls to Rape Crisis Helpline in 2012/13 and 2,611 in 2013/14.
3.	The impact of violence and abuse on public services is very high. In Southampton (Children and Families Services in 2012/13) 28% of safeguarding referrals had DVA as a factor; Child Protection Conferences include DVA in 80% of cases – this is around 10% higher than similar national case profiles. DVA accounts for around 20% of violent crime in Southampton

	(Strategic Assessment 2012), which is higher than national average and this is reflected in Southampton's poor comparative position for violent crime against other most similar cities.
4.	<p>Services in Southampton are currently focused predominantly on higher level need across 8 different contracts and 3 different funding sources. The assessment of current service provision has highlighted the following issues:</p> <ul style="list-style-type: none"> • High volume of demand– especially at highest risk-level - impacts on service capacity; • services and investment are concentrated at higher risk levels; • there is a lack of early intervention and prevention activities; • MARAC – multi agency risk assessments struggle with the high number of cases; there is a need to focus on a wider range of risks including self-harm and strengthen perpetrator responses; • There are gaps and duplication across services – for example, insufficient mental health expertise in DV; • Services are disparate and fragmented and rely on short term funding; • There is an adult victim focus – as opposed to whole family responses, including assessing risks and relating to children and perpetrators; • The impact (including long term) of DV on children and young people is not always addressed and needs to involve more services including schools; and, • There is little or no evidence-based perpetrators' responses in place (locally or nationally) focused on changing behaviours. <p>Challenging tolerance and promoting healthy relationships is not seen as a whole city issue.</p>
5.	The future approach must prioritise helping the victim to remain in their familiar home environments. Southampton City Council's key principle will be to remove the perpetrator from the situation, allowing families, children and individuals to move forward with the least amount of disruption to their life, school environment and familiar networks, especially as they go through the emotional journey of addressing DASV in their lives.
6.	This will require the redeployment of some funding from refuge provision to community based services. Redeployment of funds will be managed to ensure Southampton retains some refuge provision (circa 10-13 refuge spaces). The allocation of the remaining refuge spaces will be guided to prioritise local residents while still participating in the wider national network of resources. This is likely to see a reduction from 69% to a lower proportion of refuge provision provided to those from other areas, but will improve access for local residents.
7.	These challenges require a new way of working. The Southampton Against Violence and Abuse Plan (Appendix 1) sets out a new approach through an integrated service model focused on zero tolerance of DASV and holding perpetrators to account. This report and its recommendations support the development of this model through commissioning prevention and early intervention and refuge services through a single DVA framework, pooling and shifting resources to focus on the priorities for Southampton.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
8.	Doing nothing is not an option. Southampton City Council needs to improve the way it works with children and families while also preventing situations from deteriorating through earlier intervention and holding perpetrators to account. This cannot be achieved if the Council does not re-commission new services as part of the new service model.
DETAIL (Including consultation carried out)	
9.	<p>The Southampton Against Violence and Abuse Plan (Appendix 1) draws on a catalogue of work undertaken since 2013, including a Briefing Paper and refuge review in 2013, additional Refuge Review (2014) and consultation with stakeholders and frontline workers (April 2014) survivors (November 2014) all of whom have fed into the Plan. The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy as well as the following areas of the Council Strategy 2014 -2017:</p> <ul style="list-style-type: none"> • Prevention and early intervention • Protecting vulnerable people. • A sustainable Council. • Deliver efficiencies through working with partners <p>Further consultations are planned with stakeholders and survivors during February and March 2015, looking in more detail at the way services are delivered.</p>
10.	The Plan sets out ambitious but essential changes to the way DASV services are provided in the future placing family working, children, early intervention and protection at the heart of future service delivery. The plan is based on zero tolerance of DASV and increased actions to hold perpetrators to account.
11.	While it is recognised that women and girls are significantly disproportionately affected by these forms of violence and abuse, the Plan also covers the smaller number of male victims as well as boys and young men affected by living with violence. The Plan recognises both genders and local communities are part of the solution in preventing violence and abuse.
12.	<p>The Plan sets out the ambitions for Southampton City Council (SCC). They are to:</p> <ul style="list-style-type: none"> • Ensure safeguarding children and young people is at the heart of the multi-agency response to Violence & Abuse, with an integrated whole family approach; • Provide more Prevention and Early Intervention measures; • Protect and prosecute through robust multi-agency interventions; • Build a strong co-ordinated community response; and, <p>Establish a new integrated service delivery model.</p>
13.	To achieve this the Council will prioritise helping the victim and their children to remain in their familiar home environments and strengthen the actions to remove the perpetrator from the situation. The redeployment of resources from some refuge spaces will go towards reducing the impact and disruption DASV can have on victim's lives as a result of temporary accommodation, changing schools and losing contact with existing support networks.
14.	Southampton City Council will not lose sight of the importance of refuge provision for both those living in Southampton and those from other areas,

	but seek a more balanced approach with an equitable focus on prevention, early intervention and reduced disruption for the victims of DASV.
15.	<p>Implementing the Plan will involve a change across the landscape of service delivery, which will be brought about by:</p> <ul style="list-style-type: none"> • Proactive partnership engagement to establish the integrated service model, drawing on Southampton City Council and Partner-provided services through an integrated multi-disciplinary team as well as new partnership arrangements; • Commissioning of identified elements within the integrated service model including prevention, early intervention and refuge provision through a single contract framework; and, • Forming an Alliance across strategic partners.
16.	This report specifically focuses on the procurement of the prevention and early intervention services from November 2015 incorporating voluntary sector grant funding from April 2016 and refuge services from August 2016. This will bring together a range of separate small contracts, grant funding and refuge resources within the wider integrated service model.
17.	The proposal to incorporate the relevant voluntary sector grant funds has been part of the wider voluntary sector grant funding proposals and formal consultation (December 2014 to February 2015). Subject to Cabinet approval in March 2015, relevant areas of grant funding will be incorporated in the wider procurement of prevention and early intervention services.
18.	Current funding for refuge provision sits within a wider contract framework relating to housing related support (supporting people contracts) which is due to end on 31 July 2016. Refuge provision is delivered by two providers (Stonewater and Stoneham) who currently provide 20 refuge beds across three properties comprising an 8 bed self-contained building, 5 further self-contained units and a 7 bedroom shared accommodation. The refuges provide accommodation with a continuum of support, from crisis through to move on and resettlement. It is provided to individual women or women with their children. Approximately 80 women were housed in Southampton refuges in 2013/14 (approx. 100 children). There is no geographical boundary applied as the refuge provision is currently fully available as part of a national network of refuge provision.
19.	A Department for Communities and Local Government (DCLG) application has been submitted for short term funding to sustain the current level of refuge provision, whilst prevention and early intervention services are expanded to strengthen provision in this area. The re-commissioning of refuge provision will release the funding for the prevention and early intervention services from August 2016 through a reduction of between 7 and 10 refuge spaces. This will leave a total of between 10 and 13 refuge spaces in Southampton, with priority given to local residents. This change will be accompanied by a focus on a range of other safe accommodation options, including supporting more victims to stay in their own homes (whilst moving the perpetrator) and supporting people who can't stay at home to secure permanent alternative accommodation quicker.
20.	<p>The reduction of refuge spaces is based on analysis of utilisation information and set out in the refuge Service Review 2014.</p> <p>The review identifies the following key issues:</p> <ul style="list-style-type: none"> • 69% of refuge utilisation is by people from outside Southampton; • Focus groups indicated their preference would be to remain in their

own home, indicating improved community support is essential (including holding perpetrators to account and removing them from the situation, supporting children to remain in familiar settings);

- Demand will constantly outstrip provision, increasingly so as neighbouring authorities reduce their refuge provision. Southampton City Council intends to maintain a position within the national resource of refuges, but in doing so the Council will work with neighbouring authorities to address the impact they may have on local services while also prioritising access for local residents;
- 45% of commissioned budget was being spent on refuge provision, with 69% of this taken up by people from other areas; and,
- Southampton provides 0.8% of the refuge provision in England, against 0.4% of the potential total population (women and children under 16 in England).

21. The Integrated Commissioning Unit will undertake a single procurement exercise incorporating the prevention and early intervention and refuge services with proposed implementation phased as follows:
- Implementation of the new prevention & early intervention services – November 2015
Combining existing commissioning resources with additional short term resources to support development of prevention & early intervention services.
 - Inclusion of additional grant funded elements to further strengthen the prevention and early intervention services – April 2016
Pending approval from Cabinet following the Grants consultation in March 2015.
 - Implementation of a reconfigured refuge service – August 2016

RESOURCE IMPLICATIONS

Capital/Revenue

22. Available funding of £512,000 currently exists within Council budgets for the total services to be provided under the proposed framework. The table below outlines where this funding currently sits within the Council.

	£
Supporting People	262,000
Grants	101,700
Communities	50,000
Health and Adult Social Care	48,800
Children's Services	49,500
Total	512,000

23. The contract for Domestic Abuse and Sexual Violence is to be let on a phased basis with elements being commissioned under the framework in three stages. The transition of services onto the new framework will impact on the total cost of the service as outlined below.

	£
Phase One 2015/16	512,000
Phase Two 2016/17	503,000
Phase Three 2017/18	472,000

24.	This proposal will achieve net savings of £9,000, and £40,000 in 2016/17 and 2017/18 respectively. This saving is achieved from a renegotiation of costs across refuge beds funded from the Supporting People programme and has already been included as part of the budget saving proposals going to Full Council 11 th February 2015.
25.	During the transition the savings will be phased as the new services are drawn from the framework. In the event that the bid to the DCLG, as outlined in paragraph 19 above, is successful, the timing of savings will be accelerated so that £40,000 is achieved on a recurring basis from 2014/15.
<u>Property/Other</u>	
26.	One property is owned by SCC. The implications for this will depend on the outcome of the procurement process and whether any provider seeks to take on the housing management of the current SCC owned property. The two other premises are owned by Housing Associations. They are being approached to explore the housing management options available.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
27.	None.
<u>Other Legal Implications:</u>	
28.	The design and the running of the procurement will be in accordance with the authority's Contract Procedure and Financial Procedure Rules. Due to the size, value and complexity of this project, the appropriate procurement rule, with the necessary Governance outlined in the above will be followed. The procurement of this contract will be run in accordance in the requirements outlined within The Public Contracts Regulations 2006 and the EU Procurement Directives 2006.
POLICY FRAMEWORK IMPLICATIONS	
29.	These proposals are aligned to the following priorities set out in the Council Strategy 2014 -2017: <ul style="list-style-type: none"> • Prevention and early intervention <ul style="list-style-type: none"> ○ Help families with complex needs to “turn around” their lives ○ Provide effective early help services for children in need ○ Enable more people to live independently in their own homes • Protecting vulnerable people. <ul style="list-style-type: none"> ○ Provide effective intervention for children in need of protection • A sustainable Council. <ul style="list-style-type: none"> ○ Effectively manage future demand for local services ○ Commission and deliver services that provide value for money and meet the needs of residents ○ Deliver efficiencies through working with partners
30.	These proposals also support the following key theme in Southampton's Healthier Lives in a Healthier City - Southampton Joint Health and Wellbeing Strategy 2013-2016 <ul style="list-style-type: none"> • Building resilience and using preventative measures to achieve better health and wellbeing.
31.	The vision set out in the Plan supports the Protecting Vulnerable People Priority in the Safe City Strategy also set out in the Healthier and safer

	priority in the City Strategy 2015-2025.
32.	<p>In addition a number of national documents have been taken into account. These are:</p> <ul style="list-style-type: none"> • NICE: Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively (2014) • In plain sight effective help for children exposed to domestic abuse (CAADA February 2014) • Call to end Violence against Women and Girls (Home Office 2011)

KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All Wards
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Southampton Against Violence and Abuse Plan 2014 - 2017

Documents In Members' Rooms

1.	None
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Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	Yes
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Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1. Equality Impact Assessment	Integrated Commissioning Unit, c/o Sandra Jerrim (Sandra.jerrim@southamptoncityccg.nhs.uk)