

**From:** **Graham Gibbens, Cabinet Member for Adult Social Care and Public Health**

**Penny Southern, Corporate Director of Adult Social Care and Health**

**To:** **Adult Social Care and Cabinet Committee – 30 November 2018**

**Subject:** Commissioning of Integrated Domestic Abuse Services Update

**Classification:** Unrestricted

**Previous Pathway of Paper:** Adult Social Care and Health Directorate Management Team – 7 November 2018

**Future Pathway of Paper:** None

**Electoral Divisions:** All

**Summary:** This report provides an update as to progress and developments within the Kent Integrated Domestic Abuse Support Services, which were commissioned in April 2017. Domestic Abuse has a significant impact on families and individuals in Kent. The number of reported incidents is increasing, along with demand in all associated agencies and services. Historically, the provision of services has been commissioned or grant funded by a wide range of agencies including the Office of the Police and Crime Commissioner, district and boroughs and Kent County Council. These disparate and complex funding arrangements led provision to be short term, and pathways unclear. Whilst there was duplication of service in some areas, gaps existed in others.

The Council worked with its partners, stakeholders and with survivors of abuse to plan to recommission new services from a pooled budget in a more integrated and outcome focussed way. In adopting an approach based on co-production and co-design, the Council has brought together service provision in a more efficient, cost effective and sustainable manner that improves services, intervening earlier and reducing harm to both adults and children.

**Recommendations:** The Adult Social Care Cabinet Committee is asked to **CONSIDER** and **COMMENT** on the update on commissioned domestic abuse services.

## **1. Introduction**

- 1.1 The Council is a significant partner in the funding and commissioning of services for those experiencing or recovering from domestic abuse and has responsibility for domestic homicide reviews in the event of the death of an individual that is considered to be as a result of domestic abuse.

- 1.2 Domestic abuse services are of interest to a range of agencies, including the Office of Police and Crime Commissioner (OPCC), districts and borough community safety partnerships and Health.
- 1.3 An executive decision (16/00014) was taken in November 2018 to commission an integrated Domestic Abuse Service and the council led on the commissioning of this from funds pooled with partners.
- 1.4 The approach brought together disparately commissioned services into a flexible, holistic service model designed to create clear client pathways and outcomes, offer greater consistency to victims, deliver operational efficiencies and facilitate improved strategic oversight of the sector.
- 1.5 The commissioning objectives were to deliver:-
  - An integrated pathway where support can be stepped up and down seamlessly
  - A single referral point and triage process “No wrong door”
  - Increased emphasis on prevention and early intervention
  - Improved services (and access) to diverse communities
  - Victims given most appropriate support
  - Increased support for standard and medium risk victims whilst maintaining support for high risk victims
- 1.6 The strengthened preventative response, enabling agencies to intervene earlier will reduce reliance on high risk, crisis interventions and ultimately reduce harm.
- 1.7 The first year of operation was intended to take stock of the resources within each contract area, with a view to developing an appropriate, holistic response during the remaining term of the contract.
- 1.8 Following an open procurement process in which key stakeholders were involved, the council awarded contracts to run from April 2017.

## 2. Context

- 2.1 The county council currently contracts directly with three support providers to deliver four area-based integrated domestic abuse support services.
- 2.2 The appointed providers are given below:-

Area	Districts	Provider
North	Dartford, Gravesham, Maidstone, Swale	Centra Care and Support
West	Sevenoaks, Tonbridge and Malling, Tunbridge Wells	Look Ahead Care and Support
East	Thanet, Dover	Oasis Domestic Abuse Services
South	Ashford, Folkestone and Hythe, Canterbury	Centra Care and Support

- 2.3 Each Provider is expected to lead, shape and strategically manage the provision of domestic abuse support in their area, over the term of the contract.

- 2.4 Commissioned services deliver a holistic package of support including refuge accommodation, Independent Domestic Violence Advisor (IDVA) support, Outreach, therapeutic support programmes, emergency welfare support and sanctuary services.
- 2.5 Partnership working is integral to the success of these contracts, with the commissioned providers working with a number of agencies, either through formal sub-contracting arrangements or more informal structures, to deliver responsive, effective support to victims of domestic abuse.
- 2.6 The cohesive approach to funding and delivering domestic abuse support has delivered added value by enabling newly commissioned services to work more coherently alongside allied services such as those within the criminal justice system and providing the evidence and platform required to be able to successfully submit bids to the Home Office and the Local Government Association, facilitating delivery of additional projects within the sector.

### **3. Service Performance**

- 3.1 As the services is new and is intended to evolve over the term of the contract, an intensive programme of contract management has been implemented during the first year of the service.
- 3.2 The contract management approach has ensured that the new model of operating has been implemented effectively by Service Providers, through mobilisation and transition, with each service delivering the core requirements of the contract, as well as local enhancements in each area.
- 3.3 Commissioners have utilised relationships with allied stakeholders such as the courts, police and districts and boroughs to take a whole-service approach in determining the development of the service in each locality to ensure effective delivery.
- 3.4 During 2017/18, existing performance monitoring frameworks were enhanced, with support providers and commissioners working together to identify an appropriate mechanism for measuring performance from year 2 of the contract term.
- 3.5 The enhanced framework for performance reporting has been in place since 1 April 2018 and was designed to give a robust overview of performance and impact of the revised service.
- 3.6 The 2018/19 performance framework includes self-reported outcomes, recognising service users as experts in their own experience.

Outcome	2017/18	2018/19 (to date)
Cessation of Abuse	57%	58%
Reduction in Risk	78%	83%
Feeling safe		77%
Optimise physical and emotional wellbeing	74%	61%
Planned move on from refuge accommodation	80%	86.5%
Optimise economic wellbeing	79%	
Economic/Financial Stability		43%

#### 4. Key Outcomes

- 4.1 Prior to the redesign and recommissioning of domestic abuse support services in Kent, services were disparate, facing increasing demand alongside static budgets, which led to waiting lists for support. The new models have delivered efficiencies by reducing administrative costs and delivering increased capacity within front line support services.
- 4.2 The new services offered support to 3313 new entrants during 2017/18. Of these 3069 were community-based clients, an increase of 991 compared to the previous arrangements.
- 4.3 Of those who used the service, 57% reported a complete cessation of abuse, an increase of 5% compared to the previous arrangements.
- 4.4 Following entry into the service, 83% of entrants experienced a recognised decrease in risk of abuse.

#### 5. Service Achievement to date

- 5.1 In addition to the increase in those who have been helped, the new integrated commissioned model has provided a platform from which other advantages have been derived. Significant achievements have been brought about within the new service since its commencement in April 2017: -
  - Establishment of a single point of contact, via the OPCC's Victim support unit
  - Extensive refurbishment of the North Kent Refuge (Dartford and Gravesham) including communal areas and client rooms.
  - Opening of new women's refuge in the Tonbridge and Malling Borough
  - Introduction of new Outreach support services across the county to support those at standard or medium risk within the community
  - Improved access to emergency accommodation
  - Securing of £344k of Home Office "Violence Against Women and Girls" Funding to deliver specialist IDVA support within two hospital settings. The project has been so successful that an additional £55k has been subsequently been secured to extend the provision in these hospitals.
  - Behavioural Insights Project – grant funding secured via the Cabinet Office to utilise the skills of the Behavioural Insights team to examine

whether the uptake of support could be improved by making small changes to the approaches made by front line police officers.

- Delivery of Equality and Diversity Workshop themed: Women with Disability and Domestic Abuse to 48 social workers
- Development of Kent-specific therapeutic programme

5.2 The Council has also recently bid for a £352k share of an £18.8million fund made available by the Ministry of Housing Communities and Local Government to provide designated resource for hard to reach groups such as those with specialist and complex needs, victims from LGBT communities and men.

5.3 The recommissioning of domestic abuse services is providing clarity between the Council's other existing or newly commissioned services e.g. those for families, mental health and substance misuse enabling clear articulation with these services and contributing to robust joint approaches.

## **6. Future Ambitions**

6.1 In addition to the operational benefits of a recommissioned model, the revised arrangements will enable strategic change to be driven forward throughout the life of the contract.

6.2 The Council has designed a specification to be flexible and responsive, enabling service to evolve and develop over the contract term, responding to the policy and legislative change, and providing a platform for innovation and strategic thinking.

6.3 A review of the initiatives so far undertaken will inform the future direction of the service. A consideration of the impact of the Home Office funded Hospital IDVA scheme and sustainable ongoing funding, a review of the revised referral process and consideration of any further development e.g. online, and the lessons learned from the BIT work, will all shape the service over future years.

6.4 The services will have a clear role to play in the ambitions and achievements that are anticipated to shortly be set out in the multi-agency Kent and Medway Domestic Abuse Strategy.

## **7. Financial Implications**

7.1 The annual cost for the new contracts is £2,517,755, of which £481,855 is contributed to externally by partners that include the Office of the Police and Crime Commissioner, Kent Fire and Rescue Service, District and Borough Councils and the Home Office. A summary of the funding arrangements and partners is provided in Appendix 1.

7.2 This commissioning activity was not designed to deliver immediate cashable savings and the county council did not propose to reduce its contribution to domestic abuse provision at a time of increasing demand. Through commissioning a more robust model of support, associated costs to the Council, such as those in social care, are anticipated to diminish.

- 7.3 The current Hospital IDVA service is fully funded by the Home Office. This funding ends on 31 March 2020, and work will begin early in 2019/20 to evaluate the impact of the project and consider the viability of continuing the project beyond this date. Engagement with the relevant NHS commissioners will commence to consider options for this.

## 8. Legal implications

- 8.1 The commissioned services contribute to the council's response to the Home Office's 'Call to End Violence Against Women and Girls' Strategy, with the main themes focussing on:
- prevention
  - the provision of good quality services and
  - improved partnership working
- 8.2 Since the inception of the strategy, the legislative landscape has changed to include forced marriage, and coercive and controlling behaviour.
- 8.3 The introduction of the Domestic Violence Disclosure Scheme and Domestic Violence Protection Orders supports the council's ambition to keep victims of abuse safe in their own communities and avoid potential or further victimisation.

## 9. Conclusions

- 9.1 Following endorsement by the Adult Social Care and Health Cabinet Committee in October 2016, the Council set about working collaboratively with its partners to establish an integrated offer funded from a pooled budget to better serve the rising needs of Kent residents who are experiencing domestic abuse.
- 9.2 Operational since April 2017, the new service offer has enabled earlier intervention and has assisted more individuals than the previous model.
- 9.3 The integration of services and pooling of resources has created a platform from which the addition of further funding and service development has been able to flourish, supported by a flexible specification and it is anticipated that this will continue throughout the life of the contract.

## 10. Recommendations:

10.1 Recommendations: The Adult Social Care Cabinet Committee is asked to **CONSIDER** and **COMMENT** on the update on commissioned domestic abuse services.

## 11. Background Documents

Record of Decision

<https://democracy.kent.gov.uk/ieDecisionDetails.aspx?ID=1981>

Adult Social Care and Health Committee Meeting 11 October 2016

<https://democracy.kent.gov.uk/ielssueDetails.aspx?Id=35925&PlanId=0&Opt=3#AI36819>

## 12. Contact Details

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## **Appendix 1 Funding Partners - Annual Contribution**

Kent County Council including Public Health	£2,035,900
District and Borough Councils	£139,798
Office of The Police and Crime Commissioner	£150,000
Home Office	£172, 057
Kent Fire and Rescue	£20,000