

From: Graham Gibbens, Cabinet Member for Adult Social Care and Public Health
Andrew Ireland, Corporate Director of Social Care, Health and Wellbeing

To: Adult Social Care and Health Cabinet Committee - 11 October 2016

Subject: **COMMISSIONING OF INTEGRATED DOMESTIC ABUSE SERVICES**

Decision No: 16/00014

Classification: Unrestricted

Past Pathway of Paper: Strategic Commissioning Board - 8 and 22 September 2016
Commissioning Advisory Board - 23 September 2016

Future Pathway of Paper: Cabinet Member decision

Electoral Division: All

Summary: 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 lead provision to be complex and pathways unclear. Arrangements are often short term and services are not well networked together. There is duplication either in geography or function whilst elsewhere gaps exist.

The Council worked with its partners, stakeholders and with survivors of abuse to plan to re-commission these services from a pooled budget in a more integrated and outcome focussed way. This approach is supported by a broad base of research and evidence from for example Joint Strategic Needs Assessment, NICE Guidance. In adopting an approach based on co-production and co-design, the Council plans to bring together service provision in a more efficient, cost effective and sustainable manner that improves services for those experiencing domestic abuse intervening earlier and reducing harm to both adults and children.

Recommendations: The Adult Social Care and Health Cabinet Committee is asked to:

- a) **NOTE** the funding for domestic abuse services from 2017/18;
- b) **COMMENT** on the proposed commissioning approach for domestic abuse provision in Kent; and
- c) **CONSIDER** and **ENDORSE**, or **MAKE RECOMMENDATIONS** to the Cabinet Member for Adult Social Care and Public Health on the proposed decision (Attached as Appendix 1) to commission integrated services for domestic abuse support and

delegate to the Corporate Director of Social Care Health and Wellbeing, or other suitable nominated officer, authority to implement that decision.

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 also 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 currently commissioned by a number of agencies, including the Police and Crime Commissioner, districts and boroughs.
- 1.3 As a result of the funding arrangements service provision for domestic abuse is complex and its pathways unclear. The lack of strategic oversight means that arrangements are often short term and unsustainable, which makes innovation difficult. There is an amount of overlap in either geography or function and existing services are not well networked together. There are also gaps in services for a number of groups including with more complex issues such as substance misuse.
- 1.4 Following endorsement by the Adult Social Care and Health Cabinet Committee in December 2015, work has been undertaken to examine how these services could be reshaped to be fit for purpose in the future.
- 1.5 Since the last report a programme of Joint Targeted Area Inspections (JTAI) have been announced by Government.
- 1.6 JTAI on the theme of domestic abuse began in September 2016. The joint inspections will be carried out by inspectorates including Ofsted, Care Quality Commission, HMI Constabulary and HMI Probation. The purpose of the inspections is to examine how well Local Authorities and their partners are working together to protect children living with domestic abuse.

2. Context

- 2.1 Based on The Home Office's 'ready reckoner' tool it is estimated that there are approximately 60,000 victims of domestic abuse in Kent and Medway at a cost of around £170m annually with about £40m of this cost connected to wellbeing and social care.
- 2.2 There have been consistent increases in domestic abuse incidents reported to Kent Police, with 3,000 more incidents in 2014/15 than in 2013/14. There are currently approximately 28,000 incidents reported to Kent Police each year.
- 2.3 Demand for support services continues to rise, with multi agency risk assessment conferences referrals rising by over 30% since 2012, and referrals for Independent Domestic Violence Advisor (IDVA) support showing a 64% increase since 2013/14. Demand for floating support services is also increasing, with utilisation for this service currently at 103% of the contract capacity. Refuges are consistently full, with lack of suitable move-on

opportunities causing issues with 'bed blocking' delaying new entrants to refuge support.

- 2.4 Recent work indicates that domestic abuse is a factor in over 4,000 family assessments a year with over 17,500 children in Kent having been exposed to domestic abuse.
- 2.5 There have been 17 incidents of domestic homicide in Kent in the last four years. The Council holds responsibility for domestic homicide reviews. The estimated cost of a domestic homicide review in an upper tier authority is in the region of £20k.

3. Summary of activity to date

- 3.1 A Commissioning Task and Finish Group, comprised of key commissioning partners including the Office of the Police and Crime Commissioner (OPCC), Kent Police, Kent Fire and Rescue Service and District and Borough Councils has worked together to formulate a collaborative approach to commissioning domestic abuse services in Kent from a pooled budget. As experienced commissioners and significant investors, it was agreed that Kent County Council (KCC) should lead on the commissioning and procurement of the revised integrated service.
- 3.2 The Commissioning Task and Finish group has undertaken significant work in devising a flexible, holistic specification for an integrated domestic abuse service, which works towards reshaping current provision to offer greater consistency and range of support across the county. Initially, a single countywide solution was put forward for discussion.
- 3.3 A wide range of consultation and engagement events have been held to support the development and co-design of the integrated service. These include:-
 - Three events with funding partners and a range of face to face meetings with individual partners
 - Two market engagement events with existing and potential providers
 - Public consultation including four face-to-face focus groups and an online survey, open from 8 June to 15 August.
- 3.4 The feedback from these events has been used to refine and define the revised model and commissioning approach proposed.

4. Commissioning Approach

- 4.1 The three largest commissioned services are Women's Refuges, IDVAs and Floating Support. Refuges and Floating Support are commissioned by KCC. The IDVA service is partnership funded, with the OPCC holding the contract.
- 4.2 All three contracts are due to end on 31 March 2017, presenting an opportunity to review and improve how the services are commissioned and delivered to ensure good levels of access and provision across the county.

- 4.3 The proposal from KCC is to integrate the three primary areas of commissioning into a holistic model of support, improving client pathways and consistency of support across Kent. Provision in the Unitary Authority of Medway is not to be included in the integrated model.
- 4.4 The commissioning objectives are 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
- 4.5 The strengthened preventative response, enabling agencies to intervene earlier will reduce reliance on high risk, crisis interventions and ultimately reduce harm.
- 4.6 The integrated service will contain elements of provisions in four essential areas:-
- Referral, Assessment and Triage
 - Accommodation
 - Community Interventions
 - Training, Awareness and Education
- 4.7 An illustration of the proposed model is provided in Appendix 2. The model ensures that a consistent countywide approach to entry into support provision and agreements and training is balanced with a localised model of support delivery.
- 4.8 An agreement will be put in place between partners, stakeholders and providers that will describe how agencies will work together to ensure that pathways are clear, services delivery is joined up and responsible agencies are held to account for the outcomes achieved.
- 4.9 Some district partners have indicated that they would prefer to retain responsibility for certain aspects of community interventions themselves. The agreement will ensure that the services delivered under these local district arrangements articulate properly with integrated model to deliver clear, measurable outcomes that give parity to the support offer to domestic abuse survivors elsewhere in the county.
- 4.8 This principle of clear articulation with provision outside the model will be particularly important in order to ensure a robust approach to those with complex needs e.g. mental health, drug/alcohol/ domestic abuse known as the “Toxic Trio”, a significant feature in many of the domestic homicides that have occurred in Kent to date.
- 4.9 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. Whilst the specification for the service will be clear and ensure a standard of service across all interventions, it will be designed to be

flexible and responsive. The service and specification will evolve and develop over the contract term, providing a platform for innovation and strategic thinking.

- 4.10 During the contract term the opportunity also exists to simplify the governance of the sector, securing the best strategic fit.

5. Procurement Timeline

- 5.1 In order to ensure seamless and continuous service provision, the new integrated service should begin on 1 April 2017 and the following milestones are in place:-

- Tender Opportunity published through the Kent Business Portal in mid-October, open for 1 month
- Outcome decided mid- December
- Outcome announced and contract awarded January 2017
- Closely managed transition and mobilisation period before go live on 1 April 2017

- 5.2 Unfortunately the next Adult Social Care and Health Cabinet Committee on 6 December 2016 will be too early to report the outcome of the tender exercise. However the subsequent one on the 26 January 2017 will be too late to allow the necessary mobilisation before 1 April 2017. Therefore it is proposed to decide the outcome between Cabinet Committee meetings and report it retrospectively on 26 January 2017.

6. Financial Implications

- 6.1 The proposed amount to be spent on the newly commissioned service in Kent is £2.3m. A summary of the funding arrangements and partners is provided in Appendix 3.

- 6.2 This commissioning activity will not deliver immediate cashable savings. The county council does 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, through increased involvement from social care and rising demands on crisis intervention will be diminished.

- 6.3 The Council's financial commitment to adult domestic abuse provision will be £2.04m. This will be supplemented by the contributions from partner agencies to swell the pooled pot to £2.3m.

7. Legal implications

- 7.1 Legal agreement between funding partners is currently being designed and legal advice is being sought.

- 7.2 In November 2010, the Home Office set out a '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

7.3 Since the inception of the strategy, the legislative landscape has changed to include forced marriage, and coercive and controlling behaviour.

7.4 Furthermore, the introduction of the Domestic Violence Disclosure Scheme and Domestic Violence Protection Orders provide improved options in keeping victims of abuse safe in their own communities and avoiding potential or further victimisation.

8. Equalities implications

8.1 An equality impact assessment for the commissioning of an integrated domestic abuse service has been completed, and a copy is available on request.

8.2 The reshaped service provides an opportunity to better serve the needs of those from diverse and hard to reach communities and those with protected characteristics.

9. Other corporate implications

9.1 The recommissioning of domestic abuse services in this way will lend itself well to improving clarity between council's other existing or newly commissioned services e.g. those for families, mental health and substance misuse.

10. Conclusions

10.1 Following endorsement by the Adult Social Care and Health Cabinet Committee in December 2015, the Council has set about working collaboratively with its partners to establish how domestic abuse services could be reshaped into an integrated offer from a pooled budget and better serve the rising needs of Kent residents.

10.2 Extensive co-design with a broad range of stakeholders has resulted in a model that provides a stable, sustainable platform for a consistent offer to survivors across the county whilst enabling local needs to be addressed in the short term, as well as providing a platform for future strategic development.

10.3 With contracts for existing services shortly coming to an end, the opportunity exists for the county council to lead on the commissioning of such a service on behalf of funding partners. The new service will begin 1 April 2017.

11. Recommendations:

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- b) **COMMENT** on proposed commissioning approach for domestic abuse provision in Kent; and
- c) **CONSIDER** and **ENDORSE**, or **MAKE RECOMMENDATIONS** to the Cabinet Member for Adult Social Care and Public Health on the proposed decision (Attached as Appendix 1) to

(i) Commission integrated services for domestic abuse support
(ii) Delegate to the Corporate Director for Social Care Health and Wellbeing or other suitable nominated officer authority to implement that decision

12. Background Documents

Record of Forthcoming Executive Decision

<https://democracy.kent.gov.uk/mglIssueHistoryHome.aspx?IId=35925&PlanId=307>

Adult Social Care and Health Committee Meeting 3 December 2015

<https://democracy.kent.gov.uk/ieListDocuments.aspx?CId=829&MId=5791&Ver=4>

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