

Corporate Policy and Strategy Committee

10.00am Tuesday 19 January 2016

Domestic abuse service redesign: developing a coordinated community response

Item number	7.1
Report number	
Executive/routine	
Wards	All

Executive Summary

This report outlines a plan to reshape domestic abuse services in Edinburgh. It includes the proposed Project Initiation Document to support the establishment of the redesign. This will include a city-wide review of all statutory agencies, commissioned services and grant provision.

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Domestic abuse service redesign: developing a coordinated community response

1. Recommendations

- 1.1 It is recommended that the Corporate Policy and Strategy Committee:
 - 1.1.1 notes the content of the report
 - 1.1.2 approves the establishment of a Project Board to govern the redesign of domestic abuse services for women and children in Edinburgh
 - 1.1.3 approves the proposals within the Project Implementation Document.

2. Background

- 2.1 Last year in Edinburgh there were around 5,500 police call outs related to domestic abuse. A third of the concern forms passed to Social Care Direct were due to domestic abuse, and on a single day, it was identified in over 50% of child protection registrations. It was the highest single reason given for homelessness of women aged 18-59. Domestic abuse is costly, in both human and financial terms. Coordination is necessary given the large number of specialist and universal services providing support to those affected. It is also essential, given limited and reducing resources, to ensure the efficient use of funding and best outcomes for people.
- 2.2 The City of Edinburgh Council, public sector partners and service providers have implemented significant improvements to the response to domestic abuse in the last five years, including the domestic abuse court and multi-agency risk assessment conferences. However, all domestic abuse services funded by the City of Edinburgh Council are facing efficiency savings. There is also widespread recognition that the current service delivery is fragmented, with overlaps and gaps. These challenges provide an opportunity to review services and develop a more efficient and co-ordinated community based response, which improves outcomes for families affected by domestic abuse.
- 2.3 In August 2015, the Council's Corporate Leadership Team agreed to a comprehensive review of domestic abuse services in Edinburgh. This will be a city-wide review of all statutory agencies, commissioned services and grant provision.
- 2.4 The aim of the review is to develop a more coordinated community response to domestic abuse and to implement the principles outlined in the multi-agency domestic

abuse policy, which was agreed by the Edinburgh Partnership and the City of Edinburgh Council in 2013.

3. Main report

- 3.1 The City of Edinburgh Council currently provides funding to 8 different domestic abuse service providers via 16 funding streams, the total cost of which in 2015/16 is just under £1.7 million. The Council's expectation is that these costs will reduce to just under £1.4 million by 2017/18. Services are also supported by a range of external funding streams, primarily the Scottish Government's Violence Against Women Fund, which ends in April 2016. A summary of current funding is set out at Appendix 1.
- 3.2 Together with commissioned services, the City of Edinburgh Council also supports provision through a range of grants from Health and Social Care, Children and Families and Services for Communities. Current services include refuge, practical and emotional support to women and children, behaviour change programmes for perpetrators and specialist support for black and minority ethnic women and women with complex needs.
- 3.3 Both statutory and specialist responses are essential, and provision needs to include a range of options. However, there is no clear pathway to assist the journey of a woman who has experienced domestic abuse from identification to timely, effective support, which is co-ordinated and proportionate to the risk and need identified. Service redesign would provide:
- development of a pathway from identified need to service provision
 - proportionate support at the right time, particularly for those families in crisis and those who fail to meet the threshold for child or adult protection
 - less duplication and complexity of provision and professionals
 - implementation of shared principles and ethos across services
 - a focus on prevention and early intervention
 - clearer funding streams and outcomes framework
 - increased partnership working to prevent working in silos
 - improved outcomes and reduced costs
 - greater co-operation between services
 - greater co-operation with specialist services, including those providing support with substance misuse and mental health.
- 3.4 The Project Implementation Document at Appendix 2 outlines the:
- definition, scope, interfaces and deliverables of the project
 - project governance
 - communication and project plan

- business case.

4. Measures of success

- 4.1 The commissioning of services to a specification agreed through collaborative consultation with service providers, service users and relevant stakeholders within agreed resources and timescales.

5. Financial impact

- 5.1 The work to reshape existing domestic abuse services will be carried out by existing staff resources at no additional cost.
- 5.2 The aim of this work is to identify a sustainable way forward for the future of domestic abuse services. Any service redesign will be take place within agreed current budgets, including future efficiency savings.
- 5.3 Any proposals for future budget changes will be subject to further reports.

6. Risk, policy, compliance and governance impact

- 6.1 There is a risk of challenge to the renewal of the contracts, which have not been previously tendered, as the documentation has no formal provision for extension. Such challenge could come from providers interested in delivering a similar range of services. However, this should be minimal as there are proposals and timescales in place for developing new services.
- 6.2 There is a small risk that some current providers may not wish to renew contracts. As these will be on similar terms as previous contracts, the risk is considered to be low. If necessary, this risk could be mitigated by increasing other contracts to cover any terminations.
- 6.3 The risks of not implementing the recommendations are that the Council and its partners will not meet the requirements of Gender Duty legislation. The gender equality duty should be applied to all policies, programmes and services.
- 6.4 Any loss of service will have an impact on public agencies and their capacity to respond to need and risk.

7. Equalities impact

- 7.1 An Equalities and Rights Impact Assessment (ERIA) was completed for the Homelessness Prevention Commissioning Plan. A further assessment will be required in respect to the proposals for domestic abuse services.

- 7.2 The re-commissioning of domestic abuse services for women either experiencing or at risk of domestic abuse will have a positive impact in that women will receive to help to access safe temporary accommodation, find or retain a home, gain independent living skills and address the negative mental and physical health impacts of domestic abuse.
- 7.3 If current services are decommissioned, there is a potentially negative impact on service users. However, they would be properly supported to either find alternative provision or to make the transition to new commissioned services. This would impact across all protected characteristics.
- 7.4 The specific services detailed in this report are for women and their children only. Other services are available for men suffering from or fleeing domestic abuse, including the Male Domestic Abuse Support Service.

8. Sustainability impact

- 8.1 The proposals in this report will help achieve a sustainable Edinburgh and will impact positively on local communities and businesses. The services will also have a positive impact on social cohesion and inclusion, and promote personal wellbeing through the reduction in domestic abuse, the prevention of homelessness and the enhancement of independent living skills.
- 8.2 The impacts of this report have been considered in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties and the outcomes are summarised below. Relevant Council sustainable development policies have been taken into account.

9. Consultation and engagement

- 9.1 A service provider consultation group will be established in January 2016 and will meet bi-monthly to review the progress of the project. Further development of domestic abuse services in Edinburgh will be carried out in consultation with service users and professionals. This will gather views regarding current services and the design of future provision.

10. Background reading/external references

- 10.1 [Coordinated Community Response Model](#)
- 10.2 [Edinburgh's Multi-agency Domestic Abuse Policy](#)
- 10.3 [Equally Safe: Scotland's strategy for preventing and eradicating violence against women and girls](#)

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11. Links

Coalition pledges	<p>P1 – Increase support for vulnerable children, including help for families so that fewer go into care</p> <p>P12 – Work with health, police and third sector agencies to expand existing and effective drug and alcohol treatment programmes</p> <p>P32 – Develop and strengthen local community links with the police</p> <p>P34 – Work with police on an anti-social behaviour unit to target persistent offenders</p>
Council outcomes	<p>CO1 - Our children have the best start in life, are able to make and sustain relationships and are ready to succeed</p> <p>CO5 - Our children and young people are safe from harm or fear of harm, and do not harm others within their communities</p> <p>CO10 - Improved health and reduced inequalities</p> <p>CO11 - Preventative and personalised support in place</p> <p>CO15 - The public are protected</p> <p>CO21 - Safe – Residents, visitors and businesses feel that Edinburgh is a safe city</p> <p>CO26 - The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives</p>

Single Outcome Agreement

SO1 - Edinburgh's citizens experience improved health and well being and reduced inequalities in health

SO 2 - Edinburgh's children and young people enjoy their childhood and fulfil their potential

SO 3 - Edinburgh's communities are safer and have improved physical and social fabric

SO 4 – Edinburgh’s communities are safer and have improved physical and social fabric

Appendices

Appendix 1: Summary of funding 2015/6

Appendix 2: Project Implementation Document

Appendix 1: Summary of funding 2015/16

Service	Service Description
Edinburgh Women's Aid – Shared Refuge	Refuge for women and children fleeing domestic abuse – 19 spaces in shared accommodation.
Edinburgh Women's Aid – 24 Hour Refuge	Refuge for women and children fleeing domestic violence – 8 individual places.
Edinburgh Women's Aid – Visiting Support	Housing support and advice for women, children and young people who have experienced domestic abuse. The service helps resettle service users into their own home.
Edinburgh Women's Aid – Children's Service	Provides support for children who are affected by domestic abuse
Edinburgh Women's Aid – Outreach Service	Provides outreach support for victims of domestic abuse
Edinburgh Domestic Abuse Court Support Service	The domestic abuse court support and advocacy service
Edinburgh's Rape and Crisis Centre	Provide emotional and practical information and advocacy to women, girls aged 12 and above and trans-genders who have experienced sexual violence at anytime of their life.
Saheliya – Visiting Support	The service offers a variety of housing related advice and support to black and minority ethnic women with mental health problems.
Saheliya – FGM and forced marriage work	Working with women and young women survivors of FGM and forced marriage; to reduce the prevalence of young women being forcibly married or mutilated; increasing access to therapeutic services, knowledge of law and human rights and responsibilities, supporting them to make decisions about their own lives.

Shakti – Refuge	Refuge for black/minority ethnic women, children and young people fleeing domestic abuse from partners/husbands, ex partners and other family members.
Shakti – Visiting Support	Provide support, advocacy and information to black/minority ethnic women, children and young people fleeing domestic abuse from partners/husbands, ex partners and other family members within a household. Shakti also helps service users to resettle into their own homes.
Shakti – Children’s Service	Support for black/minority ethnic children who have been affected by domestic abuse.
Safer Families Edinburgh	Council-run – work with men who abuse to stop their behaviour. Women's service – offers support to women whose partners are abusive.
Keymoves – Cranston St hostel	Women only hostel
Link Up	Centre for women who experience mental health problems
TOTAL FUNDING PROVIDED	£1,674,531.00
Children and Families	£416, 800.00
Health and Social Care	£255, 049.00
Services for Communities	£1,002,682.00

Domestic Abuse Service Redesign

Project Initiation Document: developing a coordinated community response to domestic abuse

Background

This Project Initiation Document (PID) has been produced to capture and record the basic information needed to direct and manage the development of a coordinated community response to domestic abuse.

In August 2015, the Council's Corporate Leadership Team agreed to a comprehensive review of domestic abuse services in Edinburgh. This will be a city-wide review of all statutory agencies, commissioned services and grant provision.

The City of Edinburgh Council has established several plans to help consider what advice, support and care services are available to the citizens of Edinburgh. Outcomes for domestic abuse are indirectly included in all of the following:

- the City Housing Strategy 2012-2017 sets out the housing outcomes the Council will work towards
- the Homelessness Prevention Commissioning Plan works towards preventing people becoming homeless wherever possible and minimising the time people are homeless
- the Commissioning Plan for Adult Social Care covers services provided by the Council and those purchased from the voluntary and private sectors; it sets out the context for the delivery of adult social care
- the Commissioning Plan for Children and Families covers services provided by the Council and those purchased from the voluntary and private sectors.

The majority of funding for specialist services comes from a combination of the City of Edinburgh Council and the Scottish Government Violence Against Women fund, both of which are coming under increasing pressure. All domestic abuse services funded by the Council are facing efficiency savings. There is widespread recognition that the current service delivery is fragmented, with overlaps and gaps. These challenges provide an opportunity to review domestic abuse services and develop a more efficient and co-ordinated community-based response, which improves outcomes for families affected by domestic abuse.

There are a number of initiatives currently underway to develop the service response to domestic abuse.

- The Domestic Abuse work stream within the Homelessness Prevention Commissioning Plan. This includes piloting new ways of delivering visiting housing support and temporary accommodation. The pilot started in November 2015 and will run for 18-24 months
- The development of a multi-agency Domestic Abuse Local Action Group in Southwest Edinburgh, which screens domestic abuse incidents and aims to intervene early by allocating cases to domestic abuse trained workers in various services.
- The city-wide roll out of the domestic abuse court, advocacy services and associated multi-agency meetings for high risk victims and perpetrators.
- The development of service pathways to engage with perpetrators by Safer Families Edinburgh, Caledonian Edinburgh and the implementation of Safe and Together.

- Edinburgh’s involvement in the development of commissioning guidelines along with Scottish Women’s Aid, COSLA and the Scottish Government.

This review of domestic abuse services will take account of and learn from this existing service landscape. It may lead to awarding new contracts to align with these initiatives and collaborative ways of working, or may produce alternative routes to market.

Project Definition

1. Project Objectives

The project aims to develop a clear pathway from an identified domestic abuse incident to service provision based on risk and need. Any review will align with the existing pilot in Housing, which started in November 2015 and will run for 18-24 months. It provides the opportunity to try innovative new ways of working to co-ordinate service pathways, processes and resources.

The project aims to:

- review and understand current service provision, both statutory and voluntary sector
- develop and refine new models of working, including learning from the existing pilots and service developments
- based on the learning from the pilot, review and where necessary re-design service specifications and develop detailed proposals for tendering (or re-procurement) of future services

The project aims to develop services which include:

- greater cooperation and less duplication of services and professionals (LEAN services)
- implementation of shared principles, assessments and ethos across services
- a focus on prevention and early intervention
- proportionate support at the right time, particularly including families in crisis and those who fail to meet the threshold for child or adult protection
- improved services and reduced costs

The review and pilot will also consider how new pathways can also meet the needs of women who experience other forms of violence; including sexual assaults, forced marriage, honour based violence and female genital mutilation.

2. Scope and Exclusions

The project will be required to take into account the Council’s reorganisation and proposed changes to localities, as well as the service landscape within Police Scotland and NHS Lothian.

The services within the review will include:

Health and Social Care

Edinburgh Women's Aid EDDACS Service

Edinburgh's Rape Crisis Centre

Saheliya - FGM and forced marriage work

Link Up

Children and Families

Edinburgh Women's Aid – Visiting support

Edinburgh Women's Aid EDDACS Service

Edinburgh's Rape Crisis Centre

Shakti – Visiting

Safer Families Edinburgh (internal Council service)

Services included in the current Housing pilot are listed below. These have already been reviewed and new service specifications have been developed.

Services for Communities

Edinburgh Women's Aid – Shared refuge

Edinburgh Women's Aid – 24 hour refuge

Edinburgh Women's Aid – Visiting support

Saheliya – Visiting support

Shakti – Refuge

Shakti – Visiting support

Keymoves – Cranston St hostel

3. Deliverables

- A quantitative and qualitative review, which will form the substance of a report to committee on subsequent procurement options.
- A report on the findings of the review, with recommendations for future service design.
- Progress reports to senior management as appropriate.
- Procurement of new services resulting from the experience of the pilot.
- The alignment of contracts across all service areas by November 2017.

4. Interfaces and Dependencies

Ongoing interfaces:

- Staff in all service areas
- Neighbourhoods (including revised localities as necessary)
- Staff in commissioned services
- Service users
- Elected members
- Commercial and Procurement Services

As required:

- Legal services
- Corporate Communications

Governance and Resourcing

The Project Board will report to the Council's Corporate Leadership Team through the Chief Social Work Officer. Reports will be provided as required to the Corporate Policy and Strategy Committee.

Project Role	Resource(s)
CLT Sponsor	Michelle Miller, Head of Public Protection and Chief Social Work Officer

Project Executive (SRO)	Alistair Gaw, Head of Children's Services
Project Board Members	Donny Scott, Service Manager Family and Community Support Phil Watt, Acting Commissioning Project Manager, Services for Communities Graeme Mollon, Re-ablement and Recovery Manager, Health and Social Care Pauline McKinnon, Pathways Manager, Health and Social Care David Maguire, Principal Officer Engagement and Involvement, Children and Families Lynette Robertson, Category Manager, Corporate Governance
Project manager	Anna Mitchell, Domestic Abuse Lead Officer
Change Manager / Senior User	Kirsten Adamson, Planning and Commissioning Manager, Children and Families
Accountant	N/A – role to be met by Project Manager
HR	Commissioned services will flag impacts on their staff as part of the review. If Council staff are impacted by recommendations, this will be raised with the appropriate Service Manager
Project assurance	Role to be undertaken by Domestic Abuse Service Providers' Group – remit to be agreed
Business analyst	N/A – role to be met by Project Manager

The membership and remit / responsibility of the project board and project team will be as follows:

Group (Frequency)	Membership	Remit / Responsibility
Project Board (Six weekly)	Anna Mitchell (Chair) Donny Scott Phil Watt Graeme Mollon Pauline McKinnon David Maguire Lynette Robertson	<ul style="list-style-type: none"> • Overall responsibility for the project • Responsible for commitment of resources • Monitoring and control of progress • Problem referral • Decision-making • Project assurance • Sign off completion at each stage • Formal closure, etc. • Escalation point

Project Team
(As required)

Anna Mitchell
Kirsten Adamson

- Day-to-day management
 - Planning, monitoring and control
 - Reporting progress
 - Management of team, contracts, and links with work-streams
-

Stakeholders, Communication and Change Management

Both a communications and an implementation plan encompassing consultation and engagement opportunities, feedback, briefings and informing of decisions will be prepared to support this project.

Key groups for whom specific engagement will be required are:

- Service users and families
- Elected Members
- Violence Against Women Partnership
- Child Protection Committee
- Adult Protection Committee
- Offender Management Committee
- Drug and Alcohol Partnership
- Total Craigroyston
- Children and Families Practice Teams
- Children and Families Prevention Teams
- Edinburgh Partnership Executive and Board
- Neighbourhood Partnerships
- Equality and Rights Networks
- EVOC
- Total Neighbourhood
- Gender-based violence lead for NHS Lothian
- Police Scotland and Domestic Abuse Investigation Unit
- Housing Teams
- Community Safety Teams
- Other key stakeholders

The implementation plan will ensure that throughout the project, these groups are well informed of progress made and are aware of the opportunities available to participate in the review of the pilot. The communications plan will inform all relevant stakeholders of the start of the pilot, the changes that are expected from them and the foyer approach to service provision.

The providers within the scope of the project can expect:

- the review to be open and transparent
- feedback from service staff and service users to be sought, taken into account and responded to
- clear communications throughout the pilot
- clear communications regarding the outcome of the review, the procurement approach and the timetable
- regular meetings between service providers and commissioning team

Service users can expect:

- to be consulted on the effectiveness of the service being piloted
- to be able to contribute to the review and see that decision making takes their views into account

Project Plan

Work streams / Key Activities	Milestone Date
Review contracts	December 2015
Score grant applications	December 2015
Reports to be submitted to:	
Council Leadership Group	December 2015
Corporate Policy and Strategy Committee	January 2016
Establish service providers group	January 2016
Consult stakeholders	Before and during pilot period
Pilot new ways of working	End by November 2017
Review and reflect on learning from pilot	End by November 2017
Consider routes to market	End by November 2017

Project Risks and Assumptions

Risks associated with this project are:

- Requirement for additional budget reductions leads to withdrawal of providers or service reductions that threaten the viability of the pilot

Assumptions associated with this project are that:

- there continues to be demand for domestic abuse services
- commissioned services involved in the pilot continue to wish to deliver these services throughout the period of the pilot and beyond
- there are no further savings required from services during the pilot period

Last year in Edinburgh, there were around 5,500 police call outs related to domestic abuse. A third of the concern forms passed to Social Care Direct were due to domestic abuse and on a single day it, was identified in over 50% of child protection registrations. It was the highest single reason given for homelessness of women aged 18-59. This complex cross-cutting issue impacts on those who work with offenders, parents, children, young people, substance misuse, mental health, housing, community safety and public protection. Domestic abuse is costly, in both human and financial terms. Research has estimated that the cost of domestic abuse to the Scottish public purse is £2.3 billion per year. The costs are high, principally because opportunities for early intervention and prevention are routinely missed, leading to more expensive interventions later.

This review will aim to develop a response to domestic abuse which is:

Efficient

The project will put initiatives in place to make it easier for staff across a range of professions to deal effectively with families affected by domestic abuse in a joined up way, using more efficient, quicker decision making processes. It will align with the existing service landscape and reduce duplication and costly 'start-stop' responses from multiple agencies.

Locality-based

The response will be locality-based, serve the identified needs of the community and make use of existing local resources.

Preventative

Processes will aim to intervene early and to provide a proportionate response to prevent further abuse.

Effective

These initiatives will result in improved outcomes for families affected by domestic abuse, reduced failure demand, lessen the need for crisis interventions and enhanced staff satisfaction. It will develop a clear and appropriate pathway for identified needs.

The business case for this project is derived from its contribution to achieving the following:

Coalition pledges

P1 Increase support for vulnerable children, including help for families so that fewer go into care.

P43 Invest in healthy living and fitness advice for those most in need.

City of Edinburgh Council outcomes

CO1 Our children have the best start in life, are able to make and sustain relationships and are ready to succeed

CO5 Our children and young people are safe from harm or fear of harm, and do not harm others within their communities

CO10 Improved health and reduced inequalities

CO11 Preventative and personalised support in place

CO15 The public is protected

CO21 Safe – residents, visitors and businesses feel that Edinburgh is a safe city

CO26 The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives

Edinburgh's Community Plan Strategic Outcomes

Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

Edinburgh's children and young people enjoy their childhood and fulfil their potential

Edinburgh's communities are safer and have improved physical and social fabric

Edinburgh's Operational Plans and Policies

Edinburgh's Adult Protection Committee Improvement Plan

Edinburgh's Anti-social behaviour strategy

Edinburgh's City Housing Strategy

Edinburgh's Multi-agency Domestic Abuse Police

Edinburgh's Multi-agency Forced Marriage Policy

Edinburgh Partnership's Community Plan and Neighbourhood

Edinburgh's Public Protection Strategy

Integrated plan for Children and Young People

Lothian Mental Health and Wellbeing Strategy

NHS Lothian Gender Based Violence Strategy

Annual Police Plan 2015/16: to improve safety and wellbeing of people, places and communities in Scotland. Priority: that violence, disorder and anti-social behaviour are reduced – protect our communities by increasing protection of violent crime, domestic abuse and hate crime offenders.

Priority: Protecting people at risk of harm

Police Operational Plans

Impact Assessments

Information relating to equalities and rights will be gathered throughout the review and pilot.