

# CHESHIRE EAST COUNCIL

## REPORT TO: Joint Commissioning Group

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**Date of report:** 21.11.14

**Report of:** Judith Gibson, CEC Development Manager

**Subject/Title:** Commissioning Paper – Domestic Abuse

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### 1.0 Report Summary

The Report sets out the current funding streams for domestic abuse services and highlights how we can streamline funding to achieve a more integrated and easily accessible family model of provision as well as the risks which pertain if we do not re-model

### 2.0 Decision Requested

Approval of funding framework for next three years and permission to proceed to procurement

### 3.0 Reasons for Recommendations

- 3.1 A new model of provision has been agreed following extensive consultation based on a more integrated and innovative adults and children's model and simplifying service access
- 3.2 Strategic agreement to three year funding of this model is needed
- 3.3 There are significant risks in not procuring services which work to the new model in terms of value for money, quality assurance and partnership approaches to safeguarding

### 4.0 Wards Affected

- 4.1 ALL

### 5.0 Local Ward Members

- 5.1 ALL

### 5.0 Policy Implications

None

### 6.0 Legal Implications

None

## COMMISSIONING PAPER FOR STRATEGIC COMMISSIONING MANAGER and ADULTS AND CHILDREN'S SERVICES DIRECTORS

### BACKGROUND

CEDAP is the partnership body overseeing domestic abuse strategy and its implementation across the Borough. All relevant Council directorates and principle partners are represented on its 'Board' – the Commissioning and Development Group (CDG).

Following extensive consultation with all stakeholders a three year strategy was launched in March 2014. This set out key priorities and an Action Plan for their achievement.

One key priority is re-modelling and re-commissioning our service model to achieve an improved and innovative whole family offer and make the most of our combined resources. These resources include the Council based high risk services (Independent Domestic Violence Advocates and Multi Agency Risk Assessment Conferencing) as well as the commissioned and non-commissioned services in the voluntary sector (Barnardo's, Arch and Cheshire Without Abuse).

### THE VISION

- **to offer individuals, families, communities and agencies what is needed to prevent domestic abuse or intervene early in households or relationships marked by domestic abuse to reduce both its scale and impact**

This means:

- Early identification
- Easier access to services (digital access and physical access via support centres as well as confident workforce)
- Engaging all those involved in support for the whole journey to safety, recovery and relationship change
- Putting service users at the heart of the service (real participation)
- Taking innovative approaches
- Offering a 'bespoke' service
- Improving interventions across the 'toxic trio'
- Systematic evaluation through an agreed outcomes framework

### STEPS SO FAR

To date we have:

- Developed and signed off a **Commissioning Strategy** setting out in more detail the revised service model
- Worked in partnership with Adults and Children's Commissioning leads to develop a **Service Specification** for the services which have been historically funded through Supporting People and a small allocation of Children's Services funding (refuge, floating support and safety/recovery work with the children of these clients)
- Secured Public Health funding for developing our **'Safer and Healthier' families work** which engages those causing harm in families

- Written support for this model into the new Service Specification through **making partner and child support a function of the new service** as well as the capacity to undertake more bespoke work with those who harm where it is safe and appropriate to do so
- established a **Domestic Abuse Hub** which will provide a single point of information, advice, referral, triage and case allocation for all clients/services by end November as part of the multi-agency team based with ChECS
- Appointed a **Lead IDVA** to oversee this Hub through additional Children's Services funding
- Based **IDVAs in Child in Need/Child Protection teams** to provide direct support and consultation to Children's Services colleagues
- Planned and recruited to a short term **Young People's Abuse Prevention post** which will map provision and pathways and identify/resolve service gaps
- Secured IDVA provision in both **hospitals and GP practices** in the South
- Begun work to address the increasingly identified occurrence of **Child to Parent Violence**

## NEXT STEP - PROCUREMENT

We need now to proceed to procurement of the commissioned elements of the agreed model if we are to reach our goal of implementation of the whole new model by 1/4/15.

This requires clarity about the funding available for the next three years and involves strengthening the current collaborative approach across Adults and Children's Services and other partners.

## RISKS OF NOT PROCEEDING TO PROCUREMENT

### 1. Failure to achieve our stakeholder agreed aim of providing a 'whole family' response

Our 3 year strategy and subsequent commissioning strategy sets out a clear direction of travel towards a more integrated family response, addressing the harm and needs present where domestic abuse affects families and communities. While our two commissioned services have sought to embrace developments towards this model they are working to (and around) a service specification which does not have this model at its core and so are not able to flex sufficiently to meet need

### 2. Continued lack of certainty about service quality and effectiveness

The quality and effectiveness of current service provision is not easily ascertained as the Supporting People model focuses on a set of standards and objectives that do not capture the range of specialist support outcomes that apply across the domestic abuse sector. While the SP and Domestic Abuse managers have sought to harmonise requirements it has proved difficult to gain adequate data from services on quantity and quality of provision. Specific reporting and evaluation requirements would be firmly built in to a new service specification

### 3. Failure to meet the demand anticipated from increased service access via the Hub/Health work

The work of the Domestic Abuse Hub and improved health service provision should result in increased referrals for those affected but as yet unknown and unsupported. Current SP contracts specify a prescribed number of clients and providers operate waiting lists for full service access. It is imperative that we move to a model where clients are triaged and prioritised in a consistent and equitable manner across the Borough so that we are confident that whatever resources we have are deployed in a way which meets safeguarding and support needs

## CURRENT MODELS – FUNDING

There is currently an array of funding models to address domestic abuse in Cheshire East including:

1. Partnership contributions to the Council based high risk services (IDVA/MARAC) – Council, CCGs, PCC, Home Office..... These are renewed on an annual basis
2. A major three year Council commission for the two housing/floating support providers in Macclesfield and Crewe (largely former Supporting People Adults Services funding and a small amount of Children's Services funding for children of adult service users)
3. Smaller specific commissions for Children's Services or Health based work, most of which are short term
4. Significant contribution from the charitable sector largely through the work of Cheshire Without Abuse – national charities and local Business (300k p.a.)

## COUNCIL FUNDING - ADULTS and CHILDREN'S

PROVISION	ADULTS CONTRIBUTION	CHILDREN'S CONTRIBUTION
<b>Refuge and Floating Support</b> Bases Crewe and Macclesfield Providers Arch and Barnardo's	£620,499  (former Supporting People funding)	<i>It is my understanding that £36k of the £620k is a contribution from Children's Services but I am unable to confirm this via Finance. This was in the original service outline.</i>
<b>IDVA/MARAC service</b>		£75,632 core team  <i>Base Budget</i>  £60k (IDVA at ChECS/Hub and training) <i>additional CS funding via Director Children's Services</i>
<b>Children and Young People's Group work Co-ordination</b>  Provider – Cheshire Without Abuse		£19k <i>funding via Director Children's Services additional funding</i>
<b>Safer Families (Change work with perpetrators and their families)</b>  Provider – Cheshire Without Abuse and Barnardo's		£16,250 <i>(one off – additional CS funding via Director Children's Services)</i>  <i>This covers the quarter from Aug – Oct spanning the end of the Health funding and the start of Public Health funding</i>
<b>TOTAL</b>	£620,499	£131,250

### PROVISION FUNDED BY OTHER COUNCIL SOURCES

PROVISION	AMOUNT	COUNCIL SOURCE
<b>Domestic Abuse Development Adviser/Partnership Manager</b>	£54,795	this is described as 'Core Budget' – unsure if this can be attributed to Children's or Adults
<b>Core IDVA/MARAC Service</b>	£40k	Community Safety Partnership <i>Ends this financial year – CSP say budget has transferred to PCC. Seeking confirmation of future contribution from PCC</i>
<b>Target Hardening</b>	£5k	Housing <i>Has been offered regularly but is not a core commitment</i>
<b>Young People's Abuse Prevention Co-ordinator</b>	£50k	Council Tax underspend <i>One off, one year</i>
<b>Sexual Violence 'Aftercare'</b>	£48k	<i>Council contribution to sub regional commissioning model</i>
	<b>£197,595</b>	

### PARTNER CONTRIBUTIONS

PROVISION	AMOUNT	FUNDING SOURCE	COMMENT
CORE IDVA/MARAC	£26,595	East and South CCGs	Annual commitment
CORE IDVA/MARAC	£27,500	Home Office	Ends March 16
CORE IDVA/MARAC	£9,750	Cheshire Constabulary	Annual commitment
CORE IDVA/MARAC	£40,000	Police and Crime Commissioner	£35k next year
CORE IDVA w/e hours	£8,624.75	Police and Crime Commissioner	Ends March 15
CORE IDVA/MARAC	£74,163	Partnership funding carry forward	
HEALTH IDVAs	£32,000 £16,000 £16,000 £51,000 £17,500	PCC (Macc DGH) East CCG (Macc DGH) PCC (Leighton DGH) South & VR CCG (Leighton DGH) South & VT CCG (GP practices Crewe/South)	ends March 16* “ “ April 15 onwards ends Jan 15* ends Sep 15
SAFER FAMILIES	£65k	South & VR CCG	Aug 13 –July 14
SAFER AND HEALTHIER FAMILIES	£95k	Public Health Transformation Fund Bid	Nov 14 - March 16
CHESHIRE WITHOUT ABUSE		Charitable funding - extends current provision significantly	

## COMMISSIONING STRATEGY MODEL APRIL 2015

We hope to sustain and simplify Adult and Children's Services contributions for three years, including the re-commissioning of the two community support services, as follows:

PROVISION	ADULTS	CHILDREN'S	ELEMENTS OF PROVISION
REFUGE and COMMUNITY SUPPORT CREWE COMMUNITY SUPPORT MACCLESFIELD	£600k <i>Slightly reduced current contribution</i>	£120k <i>Includes current contributions to community and programmes work</i>	Secure refuge Dispersed housing Support Centre 1 to 1 adult and child victims Group work adult and child victims User groups Partner support for men on 'safer & healthier families' programme Peer support Volunteering
DOMESTIC ABUSE HUB <i>Access to all services- high risk IDVA/MARAC and community support</i>	<i>Staff seconded from above provision</i>	£50k <i>Lead IDVA and BSO</i>	Information, advice, referral, triage, allocation, participation in Children's 'MASH' type processes All cases, all pathways All DA cases held on a single database

## STAFFING

HUB: 1 Lead IDVA, 1.5 staff seconded from commissioned community support, 0.5 Business Support based on 500 high risk referrals, 800 lower or unknown risk referrals + range of calls for advice and information

REFUGE 1.5 FTE added to and integrated with Service Provision for Crewe Community Provider

EACH OF CREWE AND MACCLESFIELD COMMUNITY BASES – NB it is not our intention to stipulate staffing levels but to indicate the size of the funding package and invite bidders to present their staffing and interventions model. However we expect to see a multi-skilled workforce including staff with specialisms in work with men, children and young people, group facilitation, training. We believe a team is likely to comprise:

1 manager

4-6 floating support staff including at least 1 male

2 child worker staff

1 Business Support Officer

## CORE IDVA/MARAC SERVICES 2015-16

Core IDVA/MARAC provision remains a Council based service funded by partners and thus is not commissioned. We continue to work towards strengthening local multi-agency commitment which includes for 2015-16:

Adults	£75k
CCGs	£26.5k
Police	£9.75k
Children's	£20k
PCC	£35k
Home Office	£27,5k
Community Safety Partnership?	
<b>TOTAL</b>	<b>£193.75k</b>

We estimate that approximately 5 IDVAs, one manager and one Business Support Officer are required = £260k (plus the Lead IDVA at ChECS/Hub separately accounted for above). This is based on an anticipated 500 high risk referrals in this year.

It is estimated that Cheshire East has 600+ high risk victims and it may be that increased ease of service access at the Hub will enable us to identify those not known. This will increase demand on these high risk services.

## ENHANCED PROVISION

We are working with CCGs and the PCC to secure long term funding for hospital IDVAs and to replicate the IRIS GP project in the north of the Borough. It is not envisaged that the IRIS GP work will require long term commitment but only the potential to refresh GPs on an annual basis. However we would like to see the extension of the IRIS GP work with GPs in the north of the Borough.

We also look forward to implementation of our 'toxic trio' model approach to addressing the harm associated with domestic abuse in families and particularly to engaging men in taking responsibility for their behaviour and improving the co-ordination of systems which hold them to account and support them in that challenge.

## CONCLUSION

In short we believe that we can offer an improved service for more victims and offer better value for money for the Council and partners through consolidating funding to re-model commissioned provision as set out above and seek approval from budget holders to proceed on this basis.