

**Report of the Cabinet Member for  
Services for Children and Young People**

**Cabinet – 16 February 2017**

**CITY & COUNTY OF SWANSEA  
OPTIONS APPRAISAL FOR THE FUTURE DELIVERY OF DOMESTIC  
ABUSE SERVICES COVERED IN THE SCOPE OF THE FAMILY SUPPORT  
COMMISSIONING REVIEW**

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| <b>Purpose:</b>                    | The purpose of this Options Appraisal is to outline the process, findings and set out New Models of Delivery for the Domestic Abuse Cluster of the Family Support Commissioning Review                                                           |
| <b>Policy Framework:</b>           | Sustainable Swansea: Fit for the Future<br>Social Services and Wellbeing (Wales) Act 2014 (SSWBA)<br>Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015                                                                 |
| <b>Reason for Decision:</b>        | Decision on the recommendations of the preferred option on the future delivery model for the Domestic Abuse Cluster of the Family Support Commissioning Review based on fully informed and robust evidence.                                      |
| <b>Consultation:</b>               | Corporate Management Team<br>Cabinet Members<br>Legal, Finance and Access to Services.<br>Child and Family Services, Poverty and Prevention and Education.<br>South Wales Police, Health and Third Sector Organisations.                         |
| <b>Recommendation(s):</b>          | It is recommended that:<br><br>1) That the preferred option (2) outlined in section 3 of this report as a measure to improve performance, make the service more robust, and make efficiencies, is appropriate to take forward to implementation. |
| <b>Report Author(s):</b>           | Julie Thomas, Jane Whitmore                                                                                                                                                                                                                      |
| <b>Finance Officer:</b>            | Chris Davies                                                                                                                                                                                                                                     |
| <b>Legal Officer:</b>              | Lucy Moore                                                                                                                                                                                                                                       |
| <b>Access to Services Officer:</b> | Rhian Miller                                                                                                                                                                                                                                     |

## **1.0 Purpose & Summary**

- 1.1 This Review is of services supporting children and families where Domestic Abuse or relationship difficulties have been identified and is a strand of the wider Family Support Commissioning Review. It is a cross-service review between Child & Family Social Services and Poverty & Prevention, but there are clear interdependencies with other service areas, principally with Police, Education, Health and the Third Sector.
- 1.2 In July 2016, Members and the Corporate Management Team agreed Swansea's vision for the delivery of Family Support Services across the Continuum of Need in addition to the desired outcomes for service users. Details of this can be found in section 2.1 and 3.2 of Appendix 1.
- 1.3 This report is asking for approval to move forward with implementation of the recommendations.

## **2.0 Background**

- 2.1 This review forms part of the wider Family Support Commissioning Review, the full scope of which can be found in Appendix 2. The Domestic Abuse cluster focuses on the current Domestic Abuse Hub Pilot and the partnership organisations in Swansea providing support for victims and perpetrators of Domestic Abuse and their families.
- 2.2 One in 5 children live in households where there is domestic abuse. The link between children's exposure to domestic violence and onset of behavioural problems is well researched. Severe and persistent behavioural problems in young children are associated with a wide range of adverse outcomes, not only in childhood but throughout the life course and even extending into succeeding generations. Many different areas of life may be affected – mental and physical health, education and employment, homelessness, relationships and parenthood. The Welsh Adverse Childhood Experiences (ACE's) study by Public Health Wales identified domestic violence as a significant factor for children contributing to longer term health problems, including adopting self-health harming behaviours, depression and substance use. Children who live in households where domestic violence is a feature are more likely to perform poorly in school, more likely to be involved in crime and less likely to be a productive member of society.
- 2.3 The costs of domestic violence to society, in financial and economic terms, as well as the social impact, currently and for future generations are significant. In Wales, it is estimated to be £303.5 million a year. This can be broken down into £202.6m service costs and £100.9m in lost economic output. This does not include any element of human or emotional cost which research suggests costs Wales, on average, an additional £522.9m (this does not include any costs associated with sexual violence or other forms of abuse).

- 2.4 This review does not propose any savings; however the Option 2 proposal will enable services and pathways to be better co-ordinated, outcomes measured and services commissioned more effectively in the future resulting in less duplication use of evidence based interventions, and importantly healthier partner relationships and ultimately safety and good outcomes for families. The DV Hub as it exists currently, intervening with support earlier, and in a timely way has enabled Child and Family Services to manage demand more effectively at its front door. The Hub and the resulting ability to better manage demand is a key factor in the success of the Safe LAC Reduction Strategy. Further information on the DV Hub can be found in Appendix 3.
- 2.5 As part of the review process a service comparison has been completed to compare the current service model, cost, outputs and performance with other areas (Neath Port Talbot, Bridgend).
- 2.6 In two authorities it was evident that, apart from statutory services within Child and Family, there were very little early intervention and prevention projects and support available to victims and perpetrators of Domestic Abuse.
- 2.7 It is clear that Swansea is further ahead in its provision for children and families than other neighbouring Local Authority areas. Swansea has a strong Domestic Abuse partnership which has benefitted in strengthening the services we provide and promoting an open dialogue amongst all agencies involved. By providing a range and mix of services we are able to fulfil the different needs of families and children. Services that cater to user's specific needs will always aim to provide the right service at the right time. The issue that requires resolution is the delay in receiving support for some families, and for others support being offered by a multitude of services. As part of the systems review families told us they did not want to tell their story to a multitude of professionals and experience multiple assessments.

### **3.0 Options Appraisal**

- 3.1 An Options Appraisal Workshop was held on 7th December to consider the options available for the Domestic Abuse provision once the Hub pilot ends in March 2017. Involved in these discussions were stakeholders from external agencies such as Swansea Women's Aid, Hafan Cymru and BAWSO. Additional internal stakeholders included Councillors, Heads of Service and Team managers from both Child and Family and Poverty and Prevention. Additionally, a number of service users also attended to give input into the impact that these options could have.
- 3.2 The options were scored against an agreed set of priorities;
- Clear referral pathways to provide coordination of support
  - Single assessment to avoid duplication
  - Holistic family approach

- Meets the outcomes of family support review (as set out in stage 1)
- Meets the principles of the Social Services and Wellbeing (Wales) Act 2014 and Violence against Women Domestic Abuse and Sexual Violence (Wales) Act 2015
- Requires limited to no set-up cost and is financially sustainable
- Is measured effectively through a robust performance framework

### 3.3 Alternative Delivery Models

| <b>Option 1</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
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| <b>Key Characteristics</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <p>Conclude the current pilot and implement the Domestic Abuse Hub as it currently operates. That is all Police Protection Notices (PPN's) from the police are screened, lead worker identified and information passed on where there is a lead worker already coordinating support for the family. If there is no lead worker, the Hub can take on this role, working with family to identify needs, agree options and solutions and assist them to achieve these. The Hub also delivers the Equilibrium healthy relationships program on a 121 and group basis to perpetrators, victims and young people both male and female.</p>                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>Advantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | <b>Disadvantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <ul style="list-style-type: none"> <li>• Timely approach</li> <li>• Lead worker support</li> <li>• 'I tell my story once and that's enough'</li> <li>• Pulling in expertise and not pushing service user out - broker in</li> <li>• Minimum duplication</li> <li>• Right person at the right time</li> <li>• Multi agency co-located team</li> <li>• Preventing escalation of need</li> <li>• Have ownership of support offered and outcomes achieved</li> <li>• Focus on early intervention and prevention</li> <li>• Early intervention approach will lead to reduction in high risk cases (potentially in the long term and not measurable in the short term)</li> <li>• Lead workers already in place can access information and advice from the Domestic Abuse Hub</li> </ul> | <ul style="list-style-type: none"> <li>• Saturation - not enough capacity to meet the needs</li> <li>• Lack of agency buy in</li> <li>• Budget pressures - no additional resource available</li> <li>• Part of the Hub resource is reliant on seconded staff members</li> <li>• Part of the Hub is reliant on grant funding</li> <li>• Difficult to see short-term financial benefits (some of these would be generational)</li> <li>• Difficult to measure outcomes for families who are not receiving direct intervention from the Domestic Abuse Hub</li> </ul> |
| <b>Option 2</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>Key Characteristics</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <p>Conclude the current pilot and implement the Domestic Abuse Hub with transformation in-house to form clearer partnership pathways. In practice, this would mean that in addition to screening the PPN's, all referrals for support</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |

from multi agency professionals and our partners will be collated at a single portal via the Hub. Using the partnership document, the service best matched to assist the family to develop their own options and solutions will be agreed and their expertise pulled in to provide the right intervention at the right time for the right family.

The partnership document will be created across Swansea's Family Support Continuum of Need in collaboration with all services and professionals who deal with families where domestic abuse has been identified. This will include South Wales Police, ABMU Health Board and Western Bay Youth Offending Service as well as other third sector agencies.

| <b>Advantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | <b>Disadvantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
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| <ul style="list-style-type: none"> <li>• Timely approach</li> <li>• Lead worker support</li> <li>• 'I tell my story once and that's enough'</li> <li>• Pulling in expertise and not pushing service user out - broker in</li> <li>• Minimum duplication</li> <li>• Right person at the right time</li> <li>• Multi agency co-located team</li> <li>• Preventing escalation of need</li> <li>• Have ownership of support offered and outcomes achieved</li> <li>• Focus on early intervention and prevention</li> <li>• Early intervention approach will lead to reduction in high risk cases (potentially in the long term and not measurable in the short term)</li> <li>• Lead workers already in place can access information and advice from the Domestic Abuse Hub</li> <li>• A coordinated whole family approach</li> <li>• Complies with the values and principles of the Social Services Well Being Act</li> <li>• No duplication</li> <li>• Centralised point for collating needs analysis information</li> <li>• Ability to identify and Inform commissioning</li> <li>• Ability to identify gaps in service</li> <li>• Closes the gaps and increases likelihood that families are accessing support</li> <li>• Identification of service pressures</li> </ul> | <ul style="list-style-type: none"> <li>• Saturation - not enough capacity to meet the needs</li> <li>• Requires full partnership agreement and commitment to design and deliver</li> <li>• Budget pressures - no additional resource available</li> <li>• Part of the Hub resource is reliant on seconded staff members</li> <li>• Part of the Hub is reliant on grant funding</li> <li>• Difficult to see short-term financial benefits (some of these would be generational)</li> </ul> |

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| and solution focussed approach to address them                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>Option 3</b>                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <p><b>Key Characteristics</b></p> <p>Revert back to original processes prior to the Domestic Abuse Hub pilot. PPN's which are completed by the Police will be sent directly to Child and Family for information sharing only. Those not meeting the threshold for statutory intervention will be closed with no further action. Some cases could be signposted to third sector organisations for prevention services.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>Advantages</b>                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Disadvantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <ul style="list-style-type: none"> <li>• Number of organisations are aware of the issues</li> <li>• Multiple support options (if criteria met)</li> </ul>                                                                                                                                                                                                                                                                 | <ul style="list-style-type: none"> <li>• Eligibility criteria often leaves some families unable to access support</li> <li>• Duplication of services</li> <li>• Scatter gun approach to services</li> <li>• No joined up working – unable to 'close the loop'</li> <li>• 'I tell my story over and over again to different people'</li> <li>• Unable to measure outcomes/needs met</li> <li>• Focus on crisis intervention</li> <li>• Increased workload on the IAA team</li> <li>• Missed opportunities for early intervention leading to increased demand and workload within the supported care planning teams</li> </ul> |
| <b>Option 4</b>                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <p><b>Key Characteristics</b></p> <p>Child and Family Services would work with families where the PPN indicated that the child had or was likely to suffer significant harm as a result of the incident. All other PPN's would be closed on the basis that third sector organisations had received notification and could provide support.</p>                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>Advantages</b>                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Disadvantages</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <ul style="list-style-type: none"> <li>• Identifying high-end support needs for children</li> <li>• No additional staff required in the local authority</li> <li>• Minimal resource (inc financial) required in short term</li> <li>• Focus on high risk cases</li> </ul>                                                                                                                                                 | <ul style="list-style-type: none"> <li>• No targeted early intervention support</li> <li>• Escalation of need leading to increased demand and workload within the supported care planning teams</li> <li>• Eligibility criteria often leaves some families unable to access support</li> <li>• No sight of support in other service areas</li> <li>• Process driven - outcomes which</li> </ul>                                                                                                                                                                                                                              |

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|  | <p>are unmeasurable</p> <ul style="list-style-type: none"> <li>• Support level would depend on victim seeking the help needed and not offered support directly</li> <li>• Potential saturation of services in the third sector</li> <li>• Service users accessing known organisations which may not be the right services</li> <li>• No current agency in place to do this work</li> </ul> |
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3.4 Following the stakeholder workshop the preferred option which scored the highest was option 2 – to conclude the current pilot and implement the Domestic Abuse Hub through transformation in-house to form clearer partnership pathways. A full scoring matrix for each model outlined below can be found in Appendix 4.

3.5 It was noted that there is further work needed to develop these pathways, achieved by;

- Further exploring commissioning arrangements for Domestic Abuse support through the Supporting People Grant and through the Third Sector Change Fund
- Alignment of partnership working identified through the PSB through the appointment of the Domestic Abuse Key 3 Project Worker looking at the interrelated issues of mental health, substance misuse and domestic abuse
- Expanding partnership arrangements with Health via full contribution to the Health Visitor post in the DA Hub
- Expanding partnership arrangements with Education via contribution to the EWO post in the DA Hub
- Further work is required with Police to support a change in the way they respond to incidents of domestic violence in real time and maximise the opportunities for direct support to be offered rather than just completion of a PPN (domestic violence notification form).
- In addition it will be important to ensure this review identifies the cross cutting themes from other reviews, particularly EOTAS in relation to the behaviour and wellbeing strategy to be developed.

3.6 The financial summary grid in Appendix 5 outlines the costs for all of the options considered in the alternative delivery models.

3.7 The current pilot model consists of funding from a variety of sources with staff brought together through secondment arrangements. If the pilot ceased all post holders would return to their substantive posts, therefore Option 3 and 4 which explores this may seem to have a savings attached to them as the financial analysis shows, however the staff would simply return to their substantive posts and the costs of these posts would return

to their existing service, mainly Child and Family and Adult Services. Additionally, the financial sustainability of Option 3 and 4 has scored low in the scoring matrix because if we do not intervene early through preventative activity as outlined in Options 1 and 2, costs will rise in the long term.

- 3.8 The purpose of this commissioning review is to bring services together, working more effectively in partnership to improve outcomes for children and families. By intervening early with the right service at the right needs will be prevented from escalating. This will reduce the need for higher level expensive specialist interventions which will reduce costs in the medium term. Most importantly it will improve outcomes for children and families. This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working. The preferred option 2 sees all the funding managed in one place to achieve efficiencies and economies of scale and allow for better flexibility and opportunity for growth.

#### **4.0 Preferred Option- Legal Implications**

- 4.1 The Domestic Abuse Hub and partnership pathways is directly aligned with the values and principles of the SSWBA. This is reflected in the purpose and value steps developed for the Domestic Abuse Hub. The development of these partnership pathways will ensure there is consistency of approach, values and principles across all Domestic Abuse services in Swansea, this directly relates to statutory guidance available in part 9 of the SSWBA which requires local authorities to arrange for co-operation with relevant partners.
- 4.2 The Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 concentrates on early identification and providing support from appropriate services in a timely manner under the 'Ask and Act' duty. Option 2 directly links with this duty as it aims to identify those experiencing Domestic Abuse at an earlier stage and provide support to stop the escalation and risk.
- 4.3 Option 2 benefits from grant funding and any prerequisite conditions to spending of funds must be complied with.

#### **5.0 Preferred Option – Financial Implications**

- 5.1 The preferred option outlines all funding streams identified for the DA Hub aligned within Poverty and Prevention as opposed to the current hybrid of Poverty and Prevention, Adult Services and Child and Family streams, the current funding arrangements are outlined below:



| <b>Current Funding Sources</b>            |          |                |
|-------------------------------------------|----------|----------------|
| Child & Family                            | £        | 165,000        |
| Adult Social Services                     | £        | 130,000        |
| Prevention Fund                           | £        | 220,000        |
| Families First                            | £        | 65,000         |
| Police & Crime Commissioners Grant        | £        | 45,000         |
| Other (Health)                            | £        | 60,000         |
| <b>Total Budget Available for 2017-18</b> | <b>£</b> | <b>685,000</b> |

5.2 Further opportunities to apply for funding through the Home Office Transformation Fund for Domestic Abuse will become available in 17/18. This fund is specifically for new and innovative preventative ideas to tackling the problem and intervene earlier, working in partnership with Police, Health and the Third Sector. The preferred option 2 gives a platform to bid for this type of funding for future sustainability.

## **6.0 Preferred Option – HR Implications**

6.1 The HR implications associated with the preferred option will include bringing all posts currently seconded under the Hub pilot arrangements into one line management structure and securing changes to contract details to clarify where substantive posts sit.

## **7.0 Consultation**

7.1 The domestic violence strand of the Family Support Commissioning Review has been informed by an independent full systems review of the service in 2015. This was a cross cutting review, involving Police, Health, Education, Housing and representatives from the independent sector. Victims, perpetrators, children and young people were consulted as to what mattered to them and this feedback was used to develop the systems and practice within the Domestic Violence hub. The current review, and the proposed option 2 recommendation, relates more to the development of streamlined pathways to provision which is an important theme identified by service users and professionals within the previous consultation.

7.2 As a result of the feedback collated from service users during the systems thinking review which showed a clear preference towards option 2, it was agreed that the level of consultation already completed would satisfy requirements should option 2 be agreed there is no need for further consultation. This will also apply if option 1 is agreed.

## **8.0 Equality**

8.1 An EIA screening form was completed and given that the preferred option is not proposing any changes, it is agreed that there will be little to no impact for any protected groups. As a result, a full EIA has not been deemed necessary.

8.2 In the event that the preferred option is not agreed, the EIA suggests that further consultation will be required to understand the impact that other options may have on these protected groups. In this scenario, a full EIA will be required.

**Background Papers:**

Background Paper – Case Study

Background Paper – Gateway 2 Report

**Appendices:**

Appendix 1 – Commissioning Gateway Review Report & Stages Checklist

Appendix 2 – Family Support Review Scope

Appendix 3 – Background to Development of DV Hub

Appendix 4 – PDF Options Scoring Matrix

Appendix 5 – New Models Scoring Matrix Financial Summary

Appendix 6 – Prevention Business Case