
A separate report is submitted in the private part of the agenda in respect of this item, as it contains details of financial information required to be kept private in accordance with Schedule 12A of the Local Government Act 1972. The grounds for privacy are that it refers to the identity, financial and business affairs of an organisation

Scrutiny Coordination Committee
Cabinet

26 September 2018
2 October 2018

Name of Cabinet Member:

Cabinet Member for Policing and Equalities – Councillor A Khan

Director Approving Submission of the report:

Deputy Chief Executive (People)

Ward(s) affected:

All

Title:

Modernising Domestic Abuse Services and Sexual Violence and Abuse Services

Is this a key decision?

Yes – this relates to financial matters in excess of £1,000,000 in a financial year and will have an impact on city-wide services.

Executive Summary:

Domestic abuse is a manifestation of one person (or persons) exerting power and control over an intimate partner or other family member. While the Home Office definition encompasses those over 16 years of age, it can feature in relationships between people as young as 13 or over 60; be perpetrated by children against their parents; and involve the wider family. Domestic abuse can take many forms including, but not limited to, psychological, physical, sexual, financial and emotional abuse. It also includes honour-based violence and forced marriage.

Sexual violence and abuse is sexual activity with perpetrators using force, making threats or taking advantage of victims without their consent. Often victims and perpetrators know each other and sexual abuse can also be a form of domestic violence, but sexual abuse can also involve people with no previous connection.

Coventry's Domestic Abuse Strategy 2018 – 2023 was considered / approved by the Police and Crime Board, Health and Wellbeing Board, adults and children's safeguarding boards and Scrutiny Co-Ordination Committee. It incorporates the city's approach to addressing domestic abuse, including honour-based violence and forced marriage.

Coventry City Council commissions a range of services that aim to address domestic abuse and sexual violence and abuse by protecting and supporting victims and influencing the behaviour of offenders. We are proposing that:

- The domestic abuse service model and specification is revised and updated and services are commissioned in 3 Lots (a victim and children's service for information, advice and community based support, a supported accommodation service and a perpetrator service) over a period of 5 years with two 2-year options to extend. The local authority's financial investment in these services will remain at existing levels, but the contract value will reduce by 3% to reflect the cessation of funding contributed by the West Midlands Police and Crime Commissioner.
- The sexual violence and abuse counselling service specification is revised and updated. The service is recommissioned based on the existing budget over a period of 5 years with the option to extend to mirror the domestic abuse contracts. The model for this service will not change.

It is proposed that domestic abuse and sexual violence and abuse services are commissioned as separate entities but are procured concurrently.

In order to get best value from these services and enable successful bidders to establish strong and meaningful relationships among local partners, the contract will run for five years with two 24 month extensions available, giving a possible contract length of 9 years. It is proposed that the services are procured via competitive tender with contracts commencing 1 July 2019. The commissioning process for a longer term contract will seek to gain additional value from providers.

The proposal is based on the latest evidence about what works to improve quality and outcomes and what local Coventry people want from our services, following consultation with the general public, service users and wider stakeholders, engagement with the provider market and consultation with domestic abuse commissioners in the West Midlands and across the country.

The anticipated costs per annum of all contracts, which will be funded by the Council core funding and the Public Health grant, will be £1,347,955.

Recommendations:

Scrutiny Co-ordination Committee is requested to:

- (i) Consider the report and forward any comments onto Cabinet for their consideration

Cabinet is recommended to:

- (i) Approve the proposal to commission domestic abuse services and a sexual violence and abuse service and grant permission to issue a tender to procure in line with the proposed model and timescale
- (ii) Delegate authority to the Director of Public Health and Wellbeing and the Director of Finance and Corporate Services to award and implement the contracts for domestic abuse services and a sexual violence and abuse service

List of Appendices included:

Appendix 1: Domestic abuse summary needs assessment and evidence base
Appendix 2: Sexual violence summary needs assessment and evidence base
Appendix 3: Demand and proposed targets

Background papers:

None

Other Useful Documents:

Coventry Domestic Abuse Strategy 2018 - 2023

Has it been or will it be considered by Scrutiny?

Yes

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

The matter has been considered by Procurement Board

Will this report go to Council?

No

Report title: Modernising Domestic Abuse Services and Sexual Violence and Abuse Services

1. Context (or background)

- 1.1 Domestic abuse is a manifestation of one person (or persons) exerting power and control over an intimate partner or other family member. While the Home Office definition encompasses those over 16 years of age, it can feature in relationships between people as young as 13 or over 60; be perpetrated by children against their parents; and involve the wider family. Domestic abuse can take many forms including, but not limited to, psychological, physical, sexual, financial and emotional abuse. It also includes honour-based violence and forced marriage.
- 1.2 The World Health Organisation defines sexual violence as "a wide range of sexually violent acts which can take place in different circumstances and settings. These include, for example: rape within marriage or dating relationships; rape by strangers; unwanted sexual advances or sexual harassment, including demanding sex in return for favours; sexual abuse of mentally or physically disabled people; sexual abuse of children; forced marriage or cohabitation, including the marriage of children; denial of the right to use contraception or to adopt other measures to protect against sexually transmitted diseases; forced abortion; violent acts against the sexual integrity of women, including female genital mutilation and obligatory inspections for virginity; forced prostitution and trafficking of people for the purpose of sexual exploitation."
- 1.3 Rates of reported domestic abuse are significantly higher in Coventry compared with the rest of England, although similar to the West Midlands region. Between April 2016 and July 2017 there was 8022 calls in Coventry to West Midlands Police that were initially classified as domestic abuse – an average of 16 calls every day. Over the same period there were 2763 domestic abuse crimes and 4287 non-crime domestic abuse incidents in the city. The under-reporting of domestic abuse is well documented and so the actual level of domestic abuse in the city will be significantly higher. Data from the West Midlands Police show that there were 22 honour-based violence and 9 forced marriage incidents reported in Coventry between January 2015 and March 2018. The majority of honour based violence and forced marriage incidents involved individuals of Asian ethnicity, at an overall rate of 6.0 per 10,000 (1.8 per 10,000 of the Asian population per year). Further detail on the scale and trends of domestic abuse can be found in appendix A.
- 1.4 There was a total of 121,187 sexual offences recorded by the police in England and Wales in the year ending March 2017 which represents a 14% increase on the previous year and is now at the highest recorded level since April 2002 when the National Crime Recording Standards came into being. The Crime Survey for England and Wales showed that around 5 in 6 victims (83%) did not report their experiences to the police. The increase in sexual offences recorded by the police is thought to be driven by improvements in recording practices and a greater willingness of victims to come forward to report such crimes, including non-recent victims. In the year ending March 2017, Coventry had a rate of 1.6 sexual offences per 1,000 population, which is lower than rates recorded across the West Midlands (2.0 per 1,000) and England (1.9 per 1,000). In the year June 2015- May 2016 there were 938 adult rapes and 524 child rapes recorded by the West Midlands police. It is estimated that approximately 193,000 adults living in the West Midlands have been victims of some form of sexual violence at some stage of their adult lives, of whom 42,460 live in Coventry.
- 1.5 The impact of domestic abuse and sexual violence and abuse is considerable on individuals and society as a whole. The impact on individuals can include physical injury and death, emotional trauma, and loss of income and home for both victims and their families. Domestic abuse has a considerable impact on local services, including:

- housing services affected by the number of people presenting as homeless
- children’s social care where there are concerns about the welfare of children or young people
- adult social care where vulnerable individuals are living with domestic abuse
- health service treating physical and emotional injuries
- criminal justice agencies

1.6 The Coventry Domestic Abuse Strategy 2018-2023 estimates the cost of domestic abuse in Coventry to be around £34.8m per annum; with human and emotional costs estimated at an additional £60m per annum.

1.7 Earlier this year, and following consideration by SCRUCO and other partnership boards, the City’s Domestic Abuse strategy was adopted. The strategy has four overarching strands: prepare, prevent, protect and pursue. To support work on sexual violence a “Strategic Statement” will be considered by the Police and Crime Board which sits alongside the Domestic Abuse strategy. A separate working group incorporating professionals from the Council, Police and third sector will oversee work on sexual violence, abuse and sex work.

1.8 Development and implementation of the domestic abuse strategy is a key deliverable in the Police and Crime Commissioner’s Coventry Crime Community Safety Plan 2018.

1.9 Existing services

1.9.1 Currently, the City Council commissions a range of services aimed at supporting victims and changing the behaviour of perpetrators:

1	<p>Community based support for victims domestic abuse</p> <p>This service offers emotional and practical support to ensure that victims and their children are protected from harm. The service provides:</p> <ul style="list-style-type: none"> • A telephone helpline and website • Single point of access (SPoA) for victims and professionals • One to one support for victims, including an Independent Domestic Abuse Advisor (IDVA) supporting victims through the criminal justice system • Domestic security to help victims remain in their own homes
2	<p>Supported accommodation for victims</p> <p>This service offers accommodation and emotional and practical support to ensure that victims and their children fleeing domestic violence and needing accommodation are protected from harm. The service provides:</p> <ul style="list-style-type: none"> • Emergency accommodation (with housing costs met by Housing Benefit where eligible) • Support for victims who are living in emergency accommodation
3	<p>Perpetrator service</p> <p>This service delivers a programme called Brighter Futures which challenges and helps change perpetrators' behaviours.</p>

4	<p>Children and young people's service</p> <p>This service offers emotional support to children and young people living in a family experiencing domestic abuse. The service provides:</p> <ul style="list-style-type: none"> • One to one support for children and young people • Specialist advocacy service for Children and Young People to support their parents and carers to increase their understanding of the effects of domestic abuse on their children
5	<p>Sexual violence counselling service</p> <p>This service offers counselling to victims of sexual violence and abuse to people aged 5 years or above, emotional support and advocacy and an Independent Sexual Violence Advisor Service (ISVA). The ISVA supports victims through the criminal justice process if that option is taken. In addition, a number of educational opportunities to schools and community groups are provided to raise awareness of the issue.</p>

1.9.2 Domestic abuse contracts (contracts number 1-4) commenced in 2014 on a contract term of 2 years with one 2 year option to extend. These contracts represented a significant change to previous provision which involved nine separate services across five providers; the new range of provision was commissioned to operate as a partnership under the umbrella of Coventry Domestic Violence and Abuse Support Service (CDVASS), with a considerable degree of collaboration required between individual providers.

1.9.3 Demand for service provision exceeds supply and is increasing in line with both the strategic ambition to improve reporting rates and actual increases in police-reported offences (Appendix A). For example, the community based service received 957 referrals in 2015/16 and 1,464 referrals in 2017/8; and the Children's service has increased the number of people it supported year-on-year at levels above commissioned targets.

1.9.4 The sexual violence counselling service contract (contract number 5) also commenced in 2014 on a contract term of 3 years with two 1 year options to extend.

1.9.5 Council spend on these services is £1,347,955. Until 31 March 2018, the Police and Crime Commissioner contributed a further £35,415.

1.9.6 Domestic abuse service contracts have been extended and expire on 30 June 2019. The sexual violence and abuse counselling service contract expires on 31 August 2019, with a break clause of 30 June 2019.

1.10 Domestic abuse strategy

1.10.1 Coventry's Domestic Abuse Strategy 2018 – 2023 was considered / approved by the Police and Crime Board, Health and Wellbeing Board, adults and children's safeguarding boards and Scrutiny Co-Ordination Committee. It incorporates the city's approach to addressing domestic abuse, including honour-based violence and forced marriage.

1.10.2 Service provision which meets the needs of the local population is just one strand of activity needed to address domestic abuse and key identified priorities within the strategy requires commissioned services to:

- demonstrate compliance with the West Midlands Domestic Violence and Abuse Standards
- have effective information sharing agreements
- collect consistent data to demonstrate effectiveness in addressing needs
- improve support for groups that are under-represented or face additional barriers to accessing services
- break the cycle of abuse within families by specifying that commissioned services take a “whole family” approach
- provide access to safe accommodation by strengthening links between providers of refuge accommodation and frontline staff responding to reports of domestic abuse as well as with housing providers to support victims’ access to permanent accommodation
- be robustly reviewed to ensure safeguarding procedures are in place and that staff are trained to recognise and appropriately manage safeguarding issues
- deliver interventions to change the behaviour of perpetrators

1.11 Sexual Violence Strategic Statement

1.11.1 There is currently no strategy on sexual violence. The issue was excluded from the domestic abuse strategy it is a separate and distinct issue. Instead, a strategic statement is being developed to set out the intent of the Council and how we intend to address sexual violence. The draft Strategic Statement is set out in Appendix C.

1.12 Learning from Inspections and Reviews

1.12.1 Learning from serious case reviews and the 2016/17 Joint Targeted Area Inspection (involving Ofsted, Care Quality Commission, HMI Constabulary and Fire & Rescue Services and HMI Probation) into the multi-agency response to children living with domestic abuse in England have been considered. Their findings highlighted a number of improvements required to better address domestic abuse, including:

- upscaling prevention of domestic abuse
- focussing more on the perpetrator of domestic abuse
- clarity about how to navigate the complexities of information sharing
- consistent and comprehensive quality assurance standards, including compliance with safeguarding children policies and procedures and robust quality assurance/contract management processes
- recognising that domestic abuse is always a child protection issue and must be approached with this as the mind set of professionals, that there must be a child focus to all interventions

1.13 Housing and homelessness

1.13.1 To take advantage of synergies between homelessness and domestic abuse services, a newly created homelessness commissioner post will take overall responsibility for the contract management of domestic abuse services. The responsibility for contract management of the sexual abuse and counselling service will remain with Public Health.

1.13.2 The number of units of domestic abuse refuge accommodation commissioned varies widely. Across the West Midlands, there are approximately 8.5 domestic abuse refuge bed spaces per 100,000 population. The City Council currently commissions 54 units, a total of 15.4 units per

100,000 population. In addition, there are other, non-commissioned, domestic abuse refuge bed spaces in Coventry operated by a local charity using self-generated funds. However, occupancy rates in the commissioned accommodation service is high and some clients are declined provision.

- 1.13.3 Coventry is currently bidding for additional monies from the Ministry of Housing, Communities & Local Government's 2018/20 fund for domestic abuse services, including refuge and other safe accommodation, to help local areas meet the priorities for domestic abuse services. Previously the West Midlands Region were successful in securing funding. The bid focusses on providing additional caseworkers to liaise with local authority housing departments on clients' housing needs to address difficulties in moving victims from refuge accommodation into permanent housing. The bid will also include provision of specialist refuge places for under-represented groups.

1.14 Early Help and Safeguarding

- 1.14.1 The understanding and early identification of emotional abuse and neglect, including domestic abuse is a key priority for the Coventry Safeguarding Children Board.
- 1.14.2 The Council's Early Help Strategy 2016 and Parenting Strategy 2018 – 2023 both recognise the importance of effective early help having a positive impact on the outcomes of children, young people and families. Part of the Council's vision for Early Help included the development of Family Hubs in Coventry from which a range of Council services are offered. Partner organisations including community and voluntary are or will be part of the offer as provision develops.
- 1.14.3 Family Hubs use Signs of Safety as their key operating model to work collaboratively with families and children to conduct risk assessments and produce action plans for increasing safety and reducing risk and by focussing on strengths, resources and networks. Commissioned domestic abuse services will be required to work alongside the principles of Signs of Safety.

1.15 Identification and Referral to Improve Safety (IRIS)

- 1.15.1 IRIS is a general practice-based domestic abuse training support and referral programme and is commissioned by Coventry and Rugby Clinical Commissioning Group. Core areas of the programme are training and education, clinical enquiry, care pathways and an enhanced referral pathway to specialist domestic abuse services. It is aimed at women who are experiencing domestic abuse from a current partner, ex-partner or adult family member. IRIS also provides information and signposting for male victims and for perpetrators. Training of local GPs in Coventry commenced in 2018/9.

1.16 Police and Crime Commissioner

- 1.16.1 The West Midlands Police and Crime Plan 2016 – 2020 highlights domestic abuse, incorporating forced marriage and honour-based violence, as a priority, stating the Office of Police and Crime Commissioner has *“made a huge investment in the force's Public Protection Unit and that focus on intervention, prevention and protection will continue. Sentinel is the force's flagship policy to improve awareness and training for officers and staff, as well as encourage victims to come forward. I will work closely with the Preventing Violence against Vulnerable People programme to ensure it delivers real changes across the public sector to protect victims.”*

1.16.2 The Police and Crime Commissioner (PCC) is responsible for commissioning services for victims of crime. The PCC also commissions a region-wide domestic abuse perpetrator service, called My Time, which is a 30 week programme and has capacity for 12 perpetrators from Coventry per annum.

1.16.3 From 2014 to 2018, the PCC has contributed £35,415 per annum towards victim services commissioned by the City Council on a year-by-year agreement. The PCC did not renew this funding contribution from April 2018 as part of a programme to centralise its spending and commission more services on a regional footprint.

2. Options considered and recommended proposal

2.1 Services to be commissioned

2.1.1 Commissioned specialist services are part of the City's response to domestic abuse and sexual violence and abuse and their work should complement and be complemented by the wide range of statutory and universal provision provided to victims and perpetrators including health services, Family Hubs, schools, police and probation.

2.1.2 Domestic abuse and sexual violence and abuse are separate, but sometimes related, issues and will be procured as separate contracts on a concurrent timeline.

2.1.3 In line with the domestic abuse strategy and following the benchmarking exercise and consultation with a range of stakeholders, the current suite of services have been refined into a new model which seeks to provide:

- a holistic approach to addressing domestic abuse, including victim and perpetrator services
- rapid and easy access into services which is designed around the victims' journey
- a commitment to contract flexibility and continual service improvement and the ability to develop across the life of the contract to meet new and emerging issues, changes in population profile and changes in guidance and legislation
- an increased focus on prevention

2.1.4 Reflecting the priority for services to support an improvement in preventative approaches, services will be required to deliver an enhanced training programme and support the development of a network of domestic abuse 'champions' within partner agencies. The 'champions' model is used in a number of areas, whereby individuals from a range of organisations are trained in supporting victims and becoming the 'go to' people from their team or organisation in relation to domestic abuse.

2.1.5 The proposed domestic abuse service will be commissioned for an initial contract period of 5 years, with two further two-year options to extend, allowing for a maximum contract length of 9 years. The proposed service will be commissioned in three separate Lots, with bidders able to apply for one or more of the Lots. The Lots will be:

- Lot 1 - Victim and Child Services for information, advice and community based support, delivering:
 - Telephone helpline
 - Case management for victims, including support for victims engagement with the criminal justice system
 - Domestic security

- Emotional support for Children and Young People
- Aftercare / follow up support
- Training around working with victims
- Lot 2: - Victim Supported Accommodation, delivering:
 - Supported accommodation
 - Case management for victims, including support for victims engagement with the criminal justice system, for victims in supported accommodation
- Lot 3 – Perpetrator programme, delivering a group programme
 - Training around working with perpetrators

2.1.6 It is anticipated that integrating contracts and offering a longer contract term will enable efficiencies through reduced overheads and the tendering process. All services will be required to demonstrate how they will scale up provision should further funding become available over the contract term.

2.1.7 Further, a sexual violence service will be re-commissioned on similar contract terms.

2.1.8 Due to the strategic priority of domestic abuse across a variety of Council functions and the significant demand for these services in Coventry, it is proposed that the Local Authority's financial contribution to these contracts remains at current levels.

2.1.9 Due to the length of the contract, the need for contract flexibility identified through consultation and the domestic abuse strategy's focus on data and evaluation, each service will be required to take part in a 2 yearly service improvement cycle. This cycle will involve a self-assessment and needs analysis by providers, including consultation with service users and stakeholders, and the development of a service improvement plan, with both requiring approval from the Council's Domestic Abuse Strategic Group. Due to the length of the proposed contract, a series of break clauses will be included to coincide with required production of a service improvement plan.

2.2 Victim domestic abuse services (Lots 1 and 2)

2.2.1 The existing victim services receives an average of 2,892 helpline calls per year, provides casework support (including specialist Independent Domestic Violence Advocate support through the criminal justice system) for an average of 498 victims, provides emergency accommodation for an average of 126 victims and their families fleeing domestic abuse per year and provides domestic security measures to 100 victims to help them continue to live in their own homes per year. The existing children's service receives an average of 111 new referrals per annum and between April 2015 and December 2016 supported 273 children and young people. However, we know that provision does not meet all need.

2.2.2 The number of commissioned specialist housing units per head of population is significantly greater than the regional average and the new model seeks to maintain the minimum number of 54 units of supported accommodation; the commissioning process may generate an increase in this provision. The model seeks to procure a mix of shared refuge-based units and family units, including a range of suitably sized accommodation.

2.2.3 The two Lots will deliver:

Lot 1 - Victim and Child Services for information, advice and community based support	Lot 2 - Victim Supported Accommodation
● A telephone helpline offering information, advice and guidance	● A variety of supported accommodation units to provide safe and appropriate

<ul style="list-style-type: none"> • Case management for victims, including specialist provision for Black, Asian, Minority Ethnic and Refugee victims and other victims who may be under-represented or face additional barriers to accessing services including men, lesbian, gay, bisexual and transgender communities, older people and people with care and support needs • Follow-on support for victims who have accessed supported accommodation, including advice, guidance and peer support • Specialist support to children, providing emotional support for children and young people • Domestic security to homes where the victim has left the perpetrator and wants to remain living safely in the property • Training and support of people working or volunteering in statutory and universal services in how to ask about domestic abuse and respond safely to disclosures. 	<p>temporary accommodation for single victims and families, including increased specialist provision for Black Asian Minority Ethnic and Refugee victims and supported accommodation suitable for other groups who may be under-represented or face additional barriers to access including men, lesbian, gay, bisexual and transgender communities, older people and people with care and support needs</p> <ul style="list-style-type: none"> • Case management for victims living in supported accommodation, including increased specialist provision for Black Asian Minority Ethnic and Refugee victims and other groups who may be under-represented or face additional barriers to access • Follow-on support for victims who have accessed supported accommodation, including advice, guidance and peer support.
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2.2.4 Reflecting the results of consultation undertaken, the service will:

- adopt a 'no wrong door' approach rather than the current Single Point of Access, allowing victims to access any element of provision quickly
- provide emotional support for children as part of mainstream activity, rather than provided by a separate Lot, supporting an approach which seeks to coordinate and improve support for the non abusing parent and the child
- increase BAMER provision, including an initial requirement that a minimum of 30% of supported accommodation should be suitable for BAMER communities, addressing issues including cultural issues, language needs and immigration status. Provision will be subject to change through the contract lifespan depending on local need. Current contracts specify a minimum of 20% of accommodation should be specific to BAMER communities, whereas 33% of the population are from non-white British ethnicities.

2.2.5 The aim of all victim services will be to provide emotional and practical support to ensure that victims and their children are effectively safeguarded. They will also be responsible for increasing the general awareness of domestic abuse.

2.2.6 Key to the service will be raising victim's awareness and understanding of domestic abuse and providing support to raise their confidence and resilience, enable them to exit violent relationships and decrease the likelihood of them becoming a repeat victim. This type of support is integral to the suite of services within the new victim model i.e. accommodation, active case management and after care.

2.3 Domestic abuse perpetrator service (Lot 3)

2.3.1 On average, 182 perpetrators are supported on the existing behaviour change programme every year, with 72 completing the programme.

2.3.2 The previous round of domestic abuse service commissioning specified that the successful bidder of the perpetrator service would deliver a specific programme called Brighter Futures. Brighter Futures is a 10-week programme based on solution-based therapy. Since this, a number of new perpetrator programmes have been developed and the proposed new service will seek to secure a programme delivering the best outcomes for the City.

2.3.3 Reflecting the results of consultation undertaken, the new model will:

- Improve follow up, stakeholder feedback and evaluation of outcomes
- Improve coordination of the various perpetrator programmes operating in the City

2.4 Sexual violence counselling service

2.4.1 A total of 8,218 victims were supported by the existing sexual violence service, including 6617 people who contacted the helpline. Performance by the service exceeds targets set out by the Council's contract as the provider successfully obtains funding from a range of other sources to supplement provision.

2.4.2 Consultation involving stakeholders and service users strongly indicates that the current model is highly valued and, while there are capacity issues and waiting times, the model delivers positive outcomes for individual service users. The needs analysis has revealed increasing demand for the service and, as a result, the main change to the model is a greater emphasis on prevention. In broad terms, the model will deliver:

- A helpline and website
- Counselling (both in group settings and one to one)
- Independent Sexual Violence Advisor (ISVA) service including Children's ISVA (ChISVA)
- Group support, befriending and mentoring
- Proactive and effective signposting to other relevant services (both commissioned and non-commissioned) in order to achieve the best possible long term outcome for client if they present with multiple/complex needs
- Preventative activities designed to educate and ultimately reduce levels of sexual abuse and violence in Coventry. For example working with children in primary and secondary schools.

2.5 Options considered

2.5.1 A cross-directorate board provides oversight for the procurement of these services and has considered a number of options, prior to, and following consultation. These have included:

2.5.2 **To not recommission a perpetrator service.** A number of other areas do not commission a perpetrator service, with provision delivered by Police and Crime Commissioners and other criminal justice agencies or not at all. Many non-local authority funded programmes are commissioned on shorter length contracts or as pilot projects. It is considered essential to have a strategic approach to preventing victimisation which includes a locally commissioned perpetrator programme, which avoids the risk of funding withdrawal from other commissioning bodies and which runs alongside support for victims. The domestic abuse strategy highlights the importance of perpetrator programmes to prevent and reduce incidents and as such this option is not preferred. It is however, important that local frontline arrangements are developed to better co-ordinate use of the various aspects of provision available within the city.

- 2.5.3 **To commission accommodation alongside homelessness services.** Domestic abuse housing support is specialist, requiring additional safety and security to protect victims and also to be part of a network of refuges around the country in order to support resettlement of vulnerable victims. As such, this option is not preferred.
- 2.5.4 **To insource services.** During the benchmarking exercise, regional and comparable local authorities were asked about their views on insourcing. Key issues cited for not insourcing included the lack of specialism required to safely deliver domestic abuse and sexual violence abuse services and that issues such as victims' fears around their immigration status, victims' concern of disclosing significant personal detail to public authorities and the greater likelihood that a victim or perpetrator may be an employee of a large organisation like a local authority would introduce significant new barriers to access and prevent people from seeking support.
- 2.5.5 **To commission services in partnership with other local authorities.** The potential to jointly commission services was explored as part of the benchmarking interviews with neighbouring and West Midland local authorities. Due to differing timelines the opportunities for this were limited and as such this option is not preferred.

3. Results of consultation undertaken

- 3.1 The consultation process in relation to procurement followed on from additional recent consultation which informed the development of the domestic abuse strategy. Engagement included interviews with domestic abuse commissioners from a range of regional and comparable local authorities, one-to-one interviews with incumbent and other providers, stakeholder workshops, and a surveymonkey questionnaire. In total, 9 local authority domestic abuse commissioners were interviewed, 8 organisations took part in one-to-one interviews, 54 individuals attended stakeholder workshop sessions and 278 individuals completed a surveymonkey questionnaire (49% of whom have either used existing services or had a close friend or family member who has used existing services, 7% of whom were members of the public who have not used existing services, 14% of whom work or volunteer for existing services, 26% of whom work alongside existing services and 4% declining to state a response).
- 3.2 Engagement activities focussed on understanding the strengths and weaknesses of the existing model and identifying how outcomes and improvements highlighted in the domestic abuse strategy could be implemented.
- 3.3 Commissioners responsible for domestic abuse services across the West Midlands and from urban areas with Children's Services with a good or outstanding OFSTED rating were interviewed as part of a benchmarking exercise. This research identifies that in recent years most areas have increasingly integrated services which were historically provided by smaller, targeted, specialist services. As a minimum most areas have a community/victim focussed service and a refuge / accommodation service. Almost always these are commissioned externally and provided by specialist providers in the voluntary sector. Most commonly cited gaps in provision include insufficient capacity to meet demand, move-on accommodation, provision to support change among perpetrators and long term / follow-up support.
- 3.4 In summary, key issues identified through the consultation included:
- The range of domestic abuse and sexual violence and abuse services available in Coventry are good but funding and capacity offered through the local authority contract, while greater than in many other areas, is insufficient to meet the needs of all victims

- Stronger partnership working among commissioned and non-commissioned domestic abuse services and stronger leadership from the City Council is needed to make best use of existing resources and attract additional funding and capacity
- The model should reflect better the needs of victims, offering more rapidly accessible support at the first point of contact and supporting better continuity of care for victims engaged in services
- The model and contract arrangements should be flexible to enable innovation among providers and reflect changes in need throughout the contract length
- The existing model supports victims and children individually and is not designed to provide a “whole family” approach needed to reduce the intergenerational aspect of domestic abuse
- The needs of many under-represented groups or those who face additional barriers to accessing services, including BAMER and LGBT communities, older people, adults with care and support needs, and men are specialist in nature and not always well served through existing provision
- The funding of perpetrator services is contentious and more focus should be given on the evaluation on the efficacy of interventions
- There needs to be a stronger focus on prevention, however, this may mean a shift in resources which may be difficult to manage given the current demand on frontline services.

3.5 The results of the consultation were in line with the key issues identified through the consultation recently conducted in the development of the domestic abuse strategy. The Equalities and Consultation Analysis identifies the range, mediums and outcomes of the consultation exercise.

3.6 Issues raised through the consultation will be used to draft the service specification. Prospective bidders and professional stakeholders will be able to comment on the model prior to the commencement of formal procurement process.

4. Timetable for implementing this decision

4.1 Subject to approval, the tender process will start in October 2018 for both contracts. The domestic abuse and sexual violence and abuse contracts will commence 1 July 2019.

5. Comments from the Director of Finance and Corporate Resources

5.1 Financial implications

The proposed contract value for provision of domestic abuse services for the initial five year contract term is £5,764,800 (£1,152,960 per year). This represents a reduction of £35,415 per annum compared to the existing contract value as a result of the cessation of funding provided by the Police and Crime Commissioner (PCC). It is understood the PCC ceased its funding contribution to centralise its domestic abuse spending. The contract is resourced from £158k of Public Health Grant and £995k of core budget.

The contract value for provision of sexual violence and abuse services for in the initial five year contract term is £974,975 (£194,995 per year). This contract is fully funded from Public Health grant.

5.2 Legal implications

Any procurement exercise undertaken and contracts awarded in relation to these services will be undertaken pursuant to the Council's internal Rules for Contract and The Public Contracts Regulations 2015.

The current contractors have agreed to extend their contracts on existing terms and conditions until 30 June 2019 (to 30 August 2019 in respect of the sexual violence and abuse counselling service).

The Care Act 2014 specifies that freedom from abuse and neglect is a key aspect of a person's wellbeing and local authorities have a duty to provide advice and support to prevent the care and support needs arising from domestic abuse. In addition the Housing Act (1996), Homelessness Act (2002) and Homelessness Reduction Act (2017) specify that local authorities have a duty to provide housing advice and meaningful help to anyone who is homeless or at risk of becoming homeless.

The Childrens Act 1989 outlines a range of responsibilities for local authorities and other bodies to take steps to prevent, and respond to, harm to children. The Adoption and Children Act 2002 clarifies that any impairment of a child's health or development as a result of witnessing domestic abuse (or the ill-treatment of any another person) is included in the definition of "harm" in the 1989 Act.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The services support the Council Plan's vision to help to make communities safer, improve the health and wellbeing of local residents and protect our most vulnerable people by keeping children and adults safe from harm and improving services for people experiencing domestic abuse.

6.2 How is risk being managed?

There are a number of risks associated with re-commissioning a service of this size. Risks are proactively managed by the project group and executive board. Key risks are:

- **Provider market:** Many areas have reported the number of providers delivering domestic abuse services is falling and market development is essential to encourage responses to the tender process.
- **Services do not consider and respond to family and children's needs:** Reflecting the priority to deliver a "whole family" approach to reduce the intergenerational cycle of

domestic abuse, the Victim and Children's Service for information, advice and community based support will be required to provide emotional support to children, including inreach provision to clients accessing other contract Lots. Throughout the life of the current children's service contract, capacity has been insufficient to meet demand, and by incorporating these services it is intended that providers will have greater flexibility to fluctuate the level of provision depending on need. As part of the wider model, it is intended that a panel, chaired by the local authority, will identify priority children to access emotional support.

6.3 What is the impact on the organisation?

The commissioning process will enable the Council to commission services that are value for money and provide support for victims of domestic abuse and sexual violence and abuse. Services will be commissioned with an increased focus on supporting preventative approaches. Good performance from commissioned services should reduce the number of repeat incidents of domestic abuse and the social, housing and welfare costs associated with these.

6.4 Equalities / EIA

The discharge of the duty under section 149 of the Equality Act 2010 has been addressed as part of the commissioning process for the service. An Equality Consultation Analysis has been completed and updated on a regular basis and will be included in the tender documentation.

The Equality Consultation Analysis confirms that the new contract will seek to positively address inequalities experienced by people experiencing domestic abuse, including female and male victims, Black Asian Minority Ethnic and Refugee victims, children and young people, people with care and support needs, people from LGBT communities and older people. The new service model will ensure a more robust approach to that those people who are currently under-represented in current service provision or who are known to face additional barriers to access.

In line with the findings of the ECA, the new contract will strengthen data collection and that, in particular, data in relation to non-binary gender types, sexual orientation and pregnancy/maternity will be more consistently recorded to assist evaluation.

6.5 Implications for (or impact on) the environment

N/A

6.6 Implications for partner organisations?

Domestic abuse and sexual violence and abuse affect a number of partner agencies, including the police and other criminal justice agencies, social care and housing providers, the Sexual Abuse Referral Centre (SARC) and health services.

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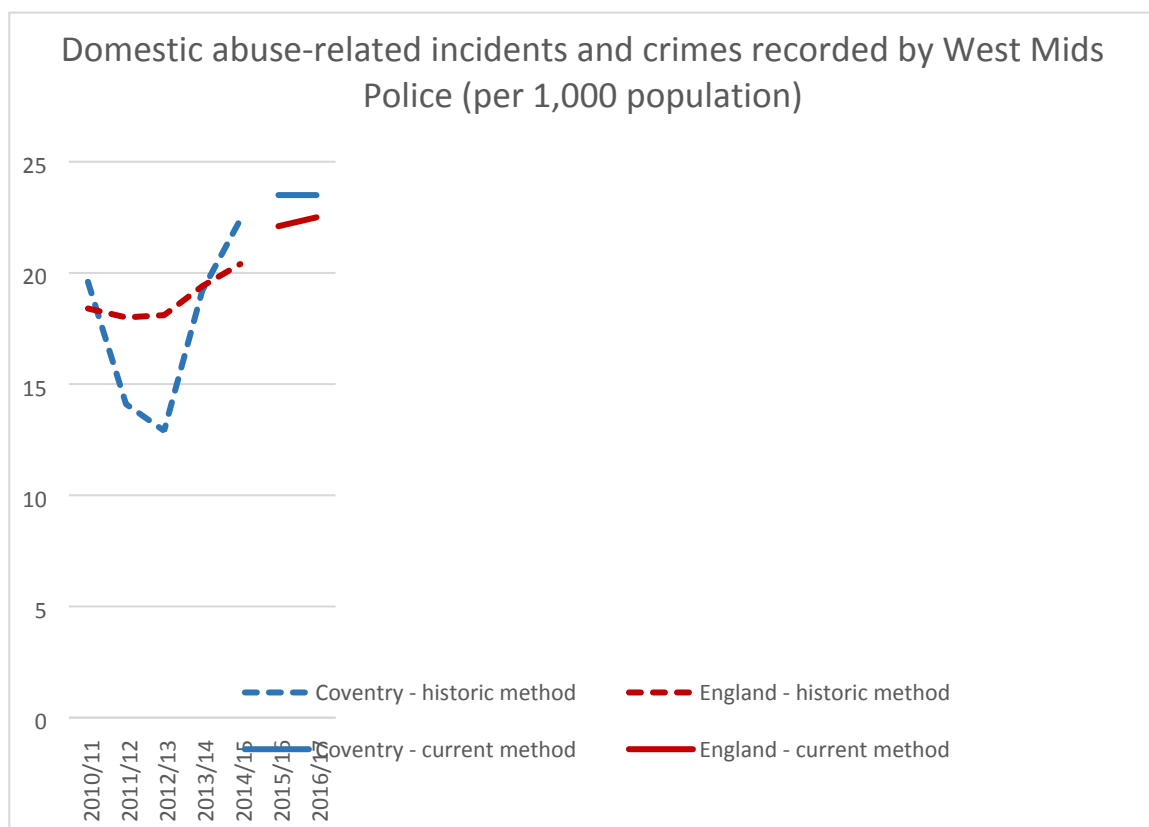
Appendix A

Domestic abuse in Coventry – a summary of need

Crime and non-crime data

Data from the West Midlands Police shows that there were **5,771 incidents of domestic abuse** recorded between April 2016 and March 2017. This is a **reduction of 201 incidents (-3.4%)** from the same time period in 2015/16. These included both crime and non-crime incidents.

The Public Health Outcomes Framework provides some indication of trends of reported domestic abuse incidents over a longer time period. The method of calculation was changed between 2014/15 and 2015/16 and the two methods are not directly comparable. The below chart shows reported incidents and crimes for the West Midlands Police area as a whole (including Coventry) and the England average between 2010/11 and 2016/17.



Data on domestic abuse trends by protected characteristics such as age, gender and ethnicity of perpetrators / victims were not available.

Domestic abuse involving children

According to the West Midlands Police data from April 2016 to March 2017, **53%** of domestic abuse cases involved children. That is an **increase of 15.8%** from the same period during 2015/16. Exposure to adverse childhood experiences like domestic abuse impacts on future violence, victimisation or perpetration, and lifelong health and opportunities.

Data from level 4 social care children and family assessments show that in 2016/2017 **56.3%** of cases in Coventry involved domestic abuse; this is a decrease from **60.6%** in 2015/2016. These cases represent children for whom there is a child protection concern, and therefore the highest level of need.

Police response to domestic abuse incidents

Between April 2016 and July 2017 in Coventry there were 8022 calls to West Midlands Police that were classified initially as domestic abuse; 127 of these were not attended by the police. A sample of 10 of these calls showed that this was for a variety of reasons including: the alleged perpetrator leaving of their own accord, the police were no longer required, responsibility for the incident being handed over to another agency or individual. The data indicate that the lack of police presence does not necessarily mean that a risk assessment had not been carried out.

Preventing domestic abuse

Domestic abuse is everybody's business – it is important to recognise that domestic abuse has an impact on the lives of the victims, the offenders, children, and the community and that often, suffering is hidden from view.

This year saw a significant decrease in the number of repeat incidents of domestic abuse – 291 between April 2016 and March 2017 compared to 565 over the same period in 2015/16. 6.7% were repeat victims; with the repeat incident rate falling from 9.5% in 2015/16 to 6.7% in 2016/17.

While overall domestic abuse figures remained stable (falling by 3.4% although the significant of this is not clear) the decrease in the repeat incidents is thought to be a positive impact from improvements in the support provided by police and partner agencies; and management of repeat offenders – reducing repeat victimisation.

Addressing sexual violence

The Council have commissioned a sexual violence prevention programme. This is intended to raise awareness and educate young people about sexual violence, appropriate behaviour, and consent. It is being delivered to children, young people, teachers and parents in schools and youth groups. Further work is underway to develop an intimate partner violence prevention programme alongside this.

Service usage

Helpline/single point of access and victim community-based support

From April 2015 to September 2016, the service dealt with 4,338 calls (including referrals from professionals, advice, helpline, etc.) – giving an average of 2,892 calls per year.

From April 2015 to December 2016 (seven quarters), the service accepted 872 referrals – giving an average of 498 per year. The vast majority (96.7%) of referrals are female.

Victim supported accommodation

The service provided support to 221 people over the seven quarters from April 2015 to December 2016, that is, an average of 126 per year. The vast majority of people (98.2%) are female. The most common age range of people supported is 18-34; making up 70.1% of those supported. Location data is available on 57% of people supported – with most referrals from the wards of Foleshill, Henley, Radford and Lower Stoke. However, we do not have location data for 43% of referrals.

Children and young people’s service

Between April 2015 and December 2016 the service received an average of 111 new referrals every year, and supported, on average, 273 children / young people. The majority were supported on a short-term basis of around 0-3 months or 3-6 months; and only a small proportion (9%) of service users were supported for more than six months. Of the 163 cases that were closed, the majority (58%) were because work with the child / young person had been completed within the quarter for which there was data.

Three-year data (with no double counting) are available for the numbers of individual children who received support (assessments and interventions, and partial support) from children’s services. This totalled **280** over three years, increasing each year.

Year	Number of children receiving support
2014/2015	86
2015/2016	88
2016/2017	106

Perpetrator service

On average, 238 perpetrators began support each year – an average of 182 perpetrators were on the programme every year, and 72 completed the programme. The vast majority (93.6%) of perpetrators accessing the service are male – mostly aged 25-34 (44%); or 35-44 (29%). The majority commit either verbal (31%) or physical abuse (29%) – note that some may commit more than one form of abuse. Of the 262 perpetrators accessing the service between April 2015 and September 2016, the most common postcode was CV6 (32%) followed by CV2 (21%) and CV3 (18%).

Prevalence of domestic abuse

Data from 2015/2016 showed a significantly higher rate of domestic abuse in Coventry compared with the rest of England, although similar to the West Midlands region¹. For this reason domestic abuse has been identified as a priority by the Coventry Community Safety Partnership Board.

Data from the West Midlands Police between April 2016 and July 2017 show that there were 8022 calls in Coventry to West Midlands Police that were initially classified as domestic abuse. Over the same period 2763 incidents were later categorised as domestic abuse crimes and 4287 as non-crime* domestic abuse incidents. Women were victims of domestic abuse crimes five times more often than men: 2189 crimes had female victims compared with 419 with a male victim. The average age of victims was 26 years old. Children were involved in or witnessed 1133 crime incidents and 1757 non-crime incidents.

¹ Public Health England (n.d.) Domestic abuse – public health profiles
<https://fingertips.phe.org.uk/search/domestic%20abuse>

In 2016 Coventry was estimated to have a population of 352,900². The average age was 33 and is decreasing, which has implications for the burden of domestic abuse in the city.

Prevalence of honour-based violence and forced marriage

Data from the West Midlands Police show that there were 22 honour-based violence and 9 forced marriage incidents in Coventry between January 2015 and March 2018. The majority of incidents involved individuals of Asian ethnicity, at an overall rate of 6.0 per 10,000 (1.8 per 10,000 of the Asian population per year). Unfortunately there was insufficient data to enable a comparison with the rest of the West Midlands.

At ward level, the highest number of incidents occurred in Foleshill (10 of 31), which according to the 2011 census has the highest Asian/Asian British population in the city and is a known area of high deprivation³. The data do not suggest however that incidents are concentrated in one particular area of the city.

² Insight, Coventry City Council (2017) Coventry's Population Estimate 2016
file:///C:/Users/Cvnat445/Downloads/Coventry_s_Population_Estimate_2016_v2.pdf

³ Corporate Research (2011) Foleshill Ward Profile

Appendix B

Sexual violence in Coventry – a summary of need

National Background

The 2017 Crime Survey for England and Wales (CSEW) estimated that 12.1% of adults aged 16 to 59 have experienced sexual assault (including attempts) since the age of 16, equivalent to an estimated 4 million victims. An estimated 3.6% of adults have experienced domestic sexual assault (including attempts) - sexual assault perpetrated by a partner or family member. Around three times as many adults experienced sexual assault (including attempts) by a partner (3.1%) than by a family member (0.9%).

The year ending March 2017 CSEW estimated that 2.0% of adults aged 16 to 59 experienced sexual assault (including attempts) in the previous 12 months, equivalent to an estimated 646,000 victims.

There were 121,187 sexual offences recorded by the police in England and Wales in 2016/7. The number of sexual offences recorded increased by 14% compared with the previous year and is now at the highest recorded level since April 2002 when the National Crime Recording Standards came into being.

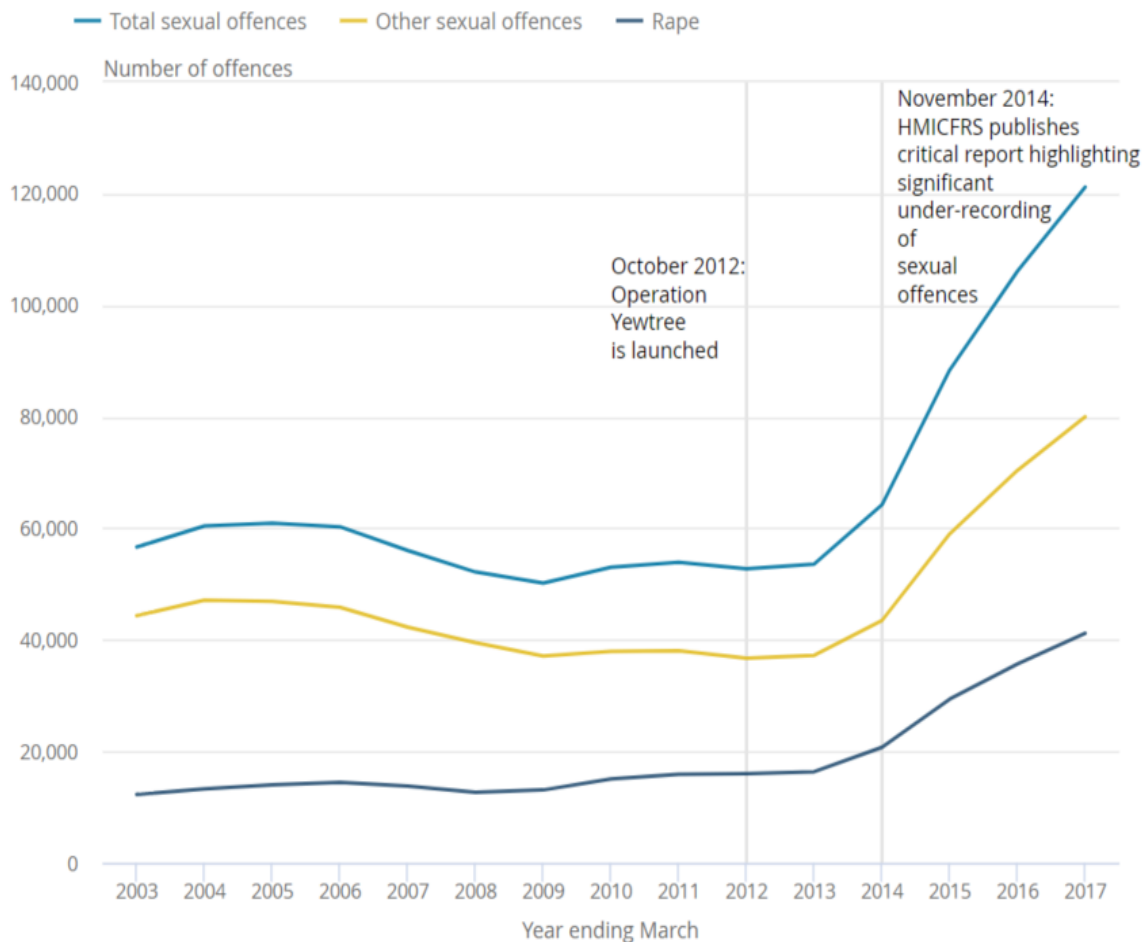
The CSEW suggests that around 5 in 6 victims (83%) did not report their experiences to the police.

The increase in sexual offences recorded by the police is thought to be driven by improvements in recording practices and a greater willingness of victims to come forward to report such crimes, including non-recent victims. However, the 2017 HMICFRS PEEL (Police Effectiveness, Efficiency and Legitimacy) report rated West Midlands Police as inadequate in terms of crime recording and it is estimated that the force fails to record over 440 reported sexual offences per annum.⁴

The chart below shows the total number of sexual offences reported to the police in England and Wales between 2013 – 2017.

⁴ <https://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/west-midlands/>

Figure 2: Police recorded sexual offences, by offence type, year ending March 2003 to year ending March 2017



Source: Police recorded crime, Home Office

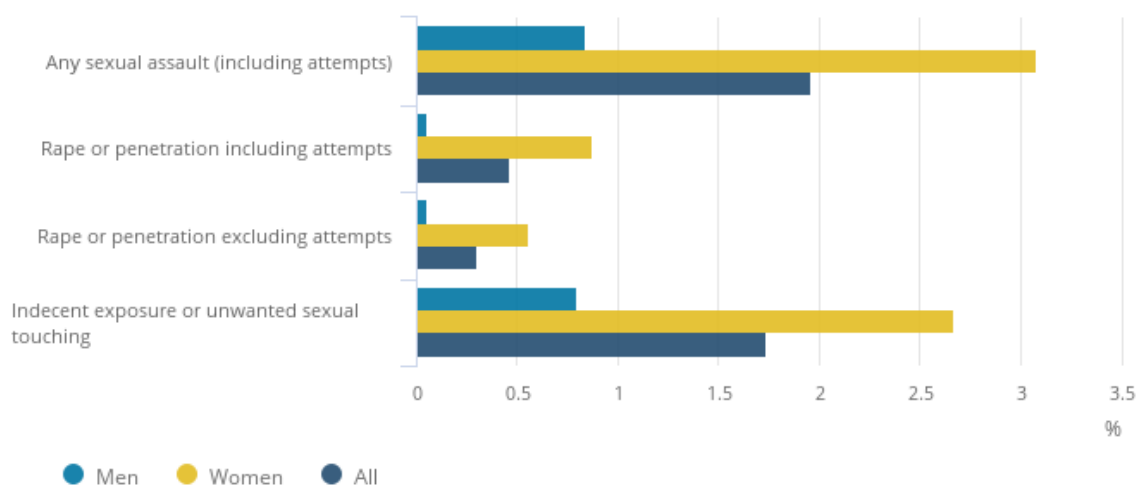
The rises in recorded offences may be attributed to a number of factors including:

- Extensive media coverage including significant police operations like Yewtree.
- International coverage and social media campaigns #metoo
- An increase in victims confidence to report (establishment of the Victims Code of Practice and the role of the Victims Commissioner)
- The advent of police and crime commissioners who commission local services to support the needs of victims.
- The role of Local Criminal Justice Boards, who's role it is to establish priorities for their local area with the agreement of criminal justice partner agencies including the police, the crown prosecution service, the probation services (NP & CRC's) , Youth Justice, Her Majesty's Courts and Tribunal Service and police and crime commissioners.
- Locally, much work has been done to promote sexual assault services to the other commissioned services.

The CSEW demonstrates that females are disproportionately affected by sexual assault, particularly for offence types involving rape or penetration.

Figure 4: Prevalence of sexual assault in the last year for adults aged 16 to 59, by sex and type of sexual assault

Year ending March 2017, Crime Survey for England and Wales



Source: Crime Survey for England and Wales, Office for National Statistics

Local context

In 2016/17, Coventry had a rate of **1.6 sexual offences per 1,000 population**, which is lower than West Midlands's 2.0 and England's 1.9. For both Coventry and England, but there has been a trend of yearly increase since 2010/11.

It is estimated that approximately 193,000 adults living in the West Midlands have been victims of some form of sexual violence at some stage of their adult lives - over 20% i.e. 42,460, live in Coventry.⁵

In the year June 2015-2016 in the West Midlands region the reports of sexual offences increased by 22% on the previous year⁶. In this same year there were 938 adult rapes and 524 child rapes recorded by the West Midlands police.

As noted in the review of the Health and Wellbeing Strategy for Coventry, this increase can be attributed to a range of factors. There has been wider encouragement for those who have experienced sexual violence to report these crimes. There has been an increase in disclosures of

⁵ West Midlands Needs Assessment, GHK Consulting, 2011

⁶ ONS (2017) Recorded Crime Data at Police Force Level

historical sexual abuse; this increase in the reported numbers should be viewed as positive because crimes which may have gone unrecognised are now being reported.

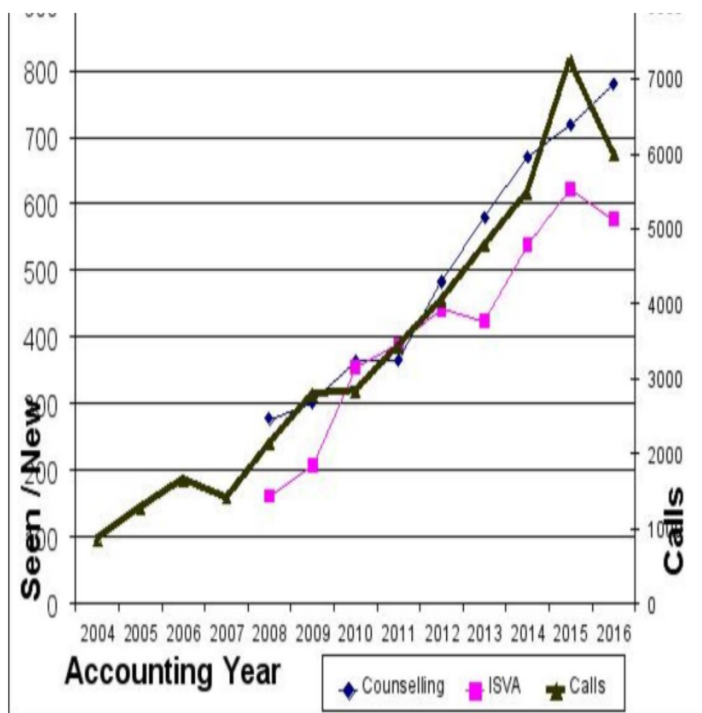
In the 12 months up to Sept 2016, **565 sexual offences were reported in the City**, compared with 500 the previous years.

Local service usage

Use of Coventry’s sexual assault counselling service provides three core services – counselling a helpline and Independent Sexual Violence Advisor support. Use of these services in 2017/18 was as below:

Activity	Annual target	Full year result	% against full year target
No. people using the service (specified in contract)	50	563	375%
No. of people using the service (added value to core contract resources)	500	1385	277%
ISVA service number of service users + (added value to core contract resources)	400	1504	376%
Advocacy & emotional support	75	102	136%
No. of calls to helpline	N/A	6617	N/A

Demand on all elements of the service has been increasing. The below graph (taken from the service’s 2016/7 annual report), shows the trend of service demand since 2004:



As can be seen from the above graph, there was a steep rise in calls to the helpline in 2015-2016 that has fallen back in 2016-2017. This year’s figure represents a 10% increase on the 2014-2015

Profile of service users

- The vast majority of new clients contacting the service are female, which corresponds with the gendered nature of sexual violence. In 2016/17, 89% of new clients were female.
- The majority of sexual offences recorded by the police (78%) involved a victim aged under 30. Just under half (49%) of victims were aged under 16.⁷
- In Coventry there are an estimated 10,000 child victims of rape and sexual abuse in the 0-16 year age band.⁸

Prevention pilot

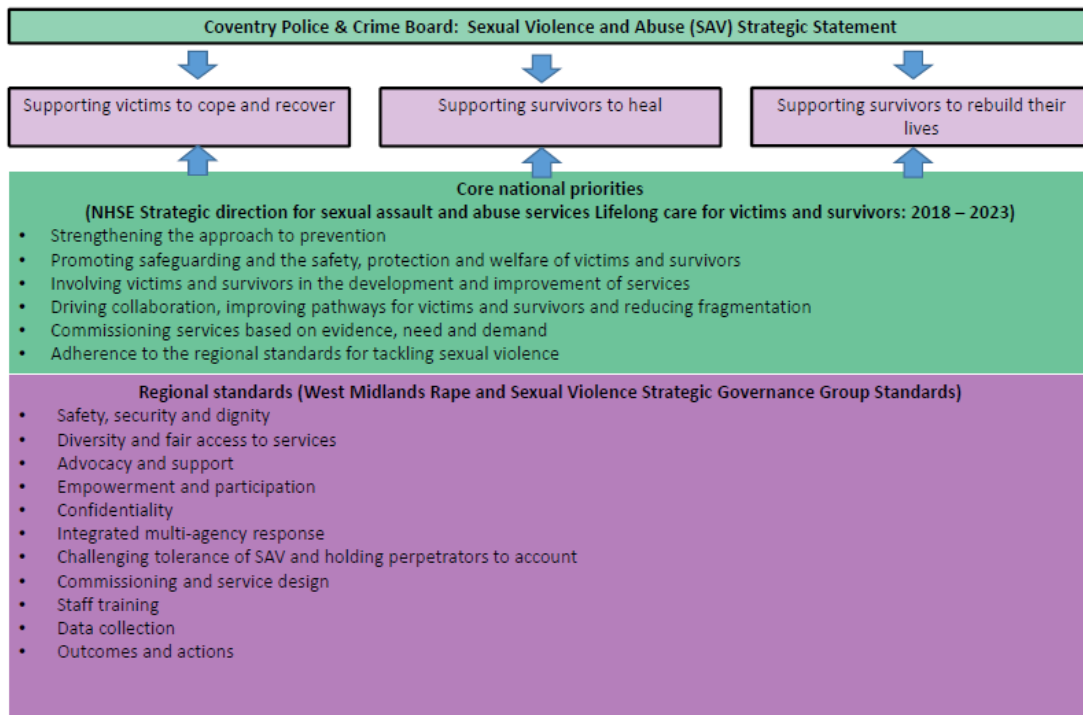
During 2017/18 a local agency successfully delivered the Intimate Partner Violence Prevention Programme (IPVPP), commissioned by Public Health, to young people 13-21 years and over, within schools or educational settings and to teaching staff. The project focused on targeting children who were particularly vulnerable to sexual violence or abuse or who faced other barriers that increased their vulnerability.

Some 1,337 young people have been reached throughout the course of the project, via 72 sessions at 12 locations, including 940 girls and 386 boys and 11 non-binary young people. This far exceeded the target for the project of 450 children and young people. The project was also successful in reaching a diverse range of young people with 60% of workshop attendees coming from a Black and Minority Ethnic (BME) background.

⁷ ibid

⁸ Cawson et al. 2000 & NSPCC, 2011

Appendix C - Sexual Violence Strategic Statement



The Police & Crime Board recognises the impact of sexual violence on communities and is committed (along with key stakeholders) to tackling this issue. The support this work the strategic statement sets out 3 ambitions, supporting victims to:

1. Cope and recover
2. Heal
3. Rebuild their lives

The sexual violence group which sits as a sub group under the police and crime board will monitor work to tackle sexual violence including preventative work.

There is a recognition that those reporting sexual violence or abuse may not want to take a criminal justice route, therefore the strategic statement supports the notion that wherever the report is made, victims will be dealt with appropriately and sensitively and referred to the service best placed to assist them wherever they are on their journey to recovery.



SARC – Sexual Assault Referral Centre based at George Elliot Hospital dealing with forensic processes and evidence collection.

Counselling & support service - Therapeutic interventions including counselling and emotional support on a one to one basis or in groups. Accessible to all aged 5 years and onwards. Access to Independent Sexual Violence Advisors (ISVA). **Police** also have specialist victim and witness care units.

Commissioning model (2019)

- Helpline
- Website
- ISVA provision
- Tailored facilities to accommodate all protected groups for counselling
- One to one counselling services
- Group counselling services
- Prevention offer (training)
- Outreach to under-represented groups
- Specific focus on:
 - Reducing waiting times for adult counselling
 - Developing stronger links with other PH commissioned services and maturing the referral pathways
 - Prevention - working within primary schools
 - Communication – promoting the service to encourage reporting/disclosure

Key Performance Indicators to be monitored as part of the Police and Crime Board sub group

- Increase in number of reports to helpline (particularly under-represented groups)
- Increase in self-reported mental wellbeing after 6 months of counselling (baseline – year one, increase thereafter)
- Client led performance improvement (evidence of change, based on feedback)
- Decrease in repeat victimisation monitored over 5 years
- Decrease in average waiting times for over 18's to access counselling services
- Decrease in the number of 5 to 11 years old requiring services over time (after 5 years 20% less victims)