



Haringey Council

Report for:	Environment and Community Safety Scrutiny Panel – 28 January 2015	Item Number:	
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Title:	Scoping report – Violence Against Women and Girls
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Report Authorised by:	Cllr Barbara Blake Chair of the Environment and Community Safety Scrutiny Panel
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Lead Officer:	Robert Mack, Senior Scrutiny Officer (Scrutiny), Rob.mack@haringey.gov.uk 0208 489 2921
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Ward(s) affected: All	Report for Key/Non Key Decisions:
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1 Describe the issue under consideration

- 1.1 The Panel has agreed to undertake a piece of in-depth work on the issue of Violence Against Women and Girls. It is proposed that the Panel will focus specifically on domestic violence and abuse and in particular, whether joined-up and co-ordinated systems and procedures are in place to ensure that it is picked up at an early stage by health services.
- 1.2 The following provides a proposed scope and terms of reference for piece of work for agreement by the panel.

2 Cabinet Member Introduction

2.1 N/A

3 Recommendations

- 3.1 That the scope, terms of reference and objectives set out in this report for the project be agreed.

4 Other options considered

4.1 N/A

5 Background information

5.1 Under its agreed terms of reference, the Environment and Community Safety Scrutiny Panel can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues.

5.2 In this context, the Panel may:

- Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
- Conduct research, community and other consultation in the analysis of policy issues and possible options;
- Liaise with external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working; and
- Make recommendations to the Cabinet or relevant nonexecutive Committee arising from the outcome of the scrutiny process.

5.3 Cabinet Members, senior officers and other stakeholders were consulted in the development of an outline work programme for Overview & Scrutiny Committee and its scrutiny panels, which was agreed at the meeting of 31 July 2014.

Comments of the Chief Financial Officer and Financial Implications

6.1 There are no financial implications directly arising from this report. Work to support the review will be carried out by officers of the council and other stakeholder organisations and costs met from existing resources. Any resultant recommendations will need to clearly set out any financial implications.

7 Head of Legal Services and Legal Implications

7.1 The functions of the Scrutiny Review Panels are included at paragraph 6.03 of the Articles of the Constitution and their procedures are set out in the Overview and Scrutiny Procedure Rules in Part 4, section G of the Constitution. There are no other immediate legal implications arising from this report.

8. Equalities and Community Cohesion Comments

8.1 Overview and scrutiny has a strong community engagement role and aims to regularly involve local stakeholders, including residents, in its work. It seeks to do this through:

- Helping to articulate the views of members of the local community and their representatives on issues of local concern
- As a means of bringing local concerns to the attention of decision makers and incorporate them into policies and strategies
- Identifying and engaging with hard to reach groups

- Helping to develop consensus by seeking to reconcile differing views and developing a shared view of the way forward
- The evidence generated by scrutiny involvement helps to identify the kind of services wanted by local people
- It promotes openness and transparency; all meetings are held in public and documents are available to local people.

8.2 Engagement processes will be used as part of the work of the Panel and will seek to include a broad representation from local stakeholders. It is expected that any equalities issues identified within the consultation will be highlighted and addressed in the conclusions and recommendations reached by the panel.

9. Head of Procurement Comments

9.1 Not applicable.

10. Policy Implications

10.1 It is intended that the work of the Panel will contribute and add value to the work of the Council and its partners in meeting locally agreed priorities. In particular, domestic violence is one of the priorities within the Haringey Community Safety Strategy for 2013 -2017.

11. Use of Appendices

None

12. Local Government (Access to Information) Act 1985

Environment and Community Safety Scrutiny Panel

Scope and Terms of Reference for Project on Violence Against Women and Girls

1 Introduction

1.1 The Environment and Community Safety Scrutiny Panel has agreed to undertake a piece of in-depth work on the issue of Violence Against Women and Girls. It is proposed that this will focus specifically on domestic violence and abuse and, in particular, early detection and intervention by health services.

2 Background

Introduction

2.1 The role of overview and scrutiny in respect of crime and community safety is to scrutinise the work of the Crime Reduction Partnership i.e. partnership activities. Specific scrutiny of the Police within London is undertaken by the London Assembly through its Police and Crime Committee. Work undertaken by the Panel on this issue should therefore focus on local partnership activity in respect of community safety. In addition, the issue cuts across other partnership bodies such as the Health and Wellbeing Board, the Safeguarding Adults Board and the Local Safeguarding Children Board.

Definitions

2.2 The term “Violence Against Women and Girls” originates from the United Nations Declaration (1993) on the elimination of violence against women. This defined violence against women and girls as: *“Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”*

2.3 It includes the following types of abuse and crimes:

- Sexual violence, abuse and exploitation
- Sexual harassment and bullying
- Stalking
- Trafficking and forced prostitution
- Domestic violence and abuse
- Female genital mutilation
- Forced marriage
- Crime committed in the name of “honour”.

2.4 It is now widely used as the term to describe a range of types of crime and abuse that are predominantly carried out against women and girls, such as domestic and sexual violence. For example, the term is now used by the government and the Mayor’s Office for Police and Crime.

- 2.8 The government definition of domestic violence and abuse is: 'Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality'
- 2.9 This can encompass, but is not limited to, the following types of abuse:
- Psychological;
 - Physical;
 - Sexual;
 - Financial; and
 - Emotional
- 2.10 "Controlling behaviour" is defined as "a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour."
- 2.11 Coercive behaviour is: "an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim."
- 2.12 The Government definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.
- 2.13 On the 18th Dec the government announced the creation of a new offence of coercive and controlling behaviour. The maximum penalty for the new offence will be five years imprisonment and a fine. The new law will help protect victims by outlawing sustained patterns of behaviour that stop short of serious physical violence but amount to extreme psychological and emotional abuse. Victims of coercive control can have every aspect of life controlled by their partner, often being subjected to daily intimidation and humiliation.
- 2.14 Coercive and controlling behaviour can include the abuser preventing their victim from having friendships or hobbies, refusing them access to money and determining minute aspects of their everyday life, such as when they are allowed to eat, sleep and go to the toilet.

Prevalence

- 2.15 Domestic violence and abuse is probably the most prevalent form of Violence Against Women and Girls. The 2012/13 Crime Survey of England and Wales self-completion module on intimate violence provides, despite some issues in respect of the methodology used, a general overview of the scale of it. The module covered experience of emotional, financial and physical abuse by partners or family members as well as sexual assaults and stalking by any person. In 2012/13, the module included a special focus on the nature of partner abuse. The findings of this included the following:

- 7.1% of women and 4.4% of men who reported having experienced any type of domestic abuse in the last year, equivalent to an estimated 1.2 million female victims of domestic abuse and 700,000 male victims;
- Overall, 30.0% of women and 16.3% of men had experienced any domestic abuse since the age of 16, equivalent to an estimated 4.9 million female victims of domestic abuse and 2.7 million male victims;
- Women were more likely than men to have experienced intimate violence across all headline types of abuse asked about;
- In the last year, partner abuse (non-sexual) and stalking were the most common of the separate types of intimate violence: 4.0% of women and 2.8% of men reported having experienced partner abuse (non-sexual); 4.1% of women and 1.9% of men reported having experienced stalking; and
- Two per cent of women and 0.5% of men had experienced some form of sexual assault (including attempts) in the last year.

2.16 Recent statistics relating to Haringey show the following:

- There were 4061 incidents of domestic violence reported to the police between October 2013 and September 2014. This represented a 26% increase during the period, which was the 4th highest in London. All London boroughs also recorded an increase during this period. Haringey's rate is the 13th highest rate in London.
- Over half of all DV offences occur at the weekend. It peaks during the summer months, with July to September recording the highest number of offences per month. There is also a peak around Christmas;
- 93% of offenders are male, particularly between the ages of 18 and 34;
- Domestic violence victims are mostly aged 21-30. Over one-third of domestic violence victims have been the victim of another offence in the previous 12 months;
- Ex-partner (42.1%) and husband (33.2%) is the most likely relationship between victim and perpetrator;
- Domestic violence was a concern in 75% of child protection cases;
- Over two thirds of offenders flagged with DV issues are identified as having mental health issues; and
- Half of offenders are recorded as having a substance misuse issue.

Community Safety Partnership Response

- 2.17 The Community Safety Partnership's response to Violence Against Women and Girls continues to develop. A partnership audit was undertaken by an organisation called Standing Together Against Domestic Violence in 2012 and this identified a number of gaps in services. Governance structures were amended in response to this.
- 2.18 Action is co-ordinated by partners from Haringey's Community Safety Partnership and led by the Violence Against Women and Girls Strategy Group, which is chaired by the Director of Public Health. The Strategy Group is responsible for undertaking a wide range of work including the development of practice. It has a broad membership of over 20 senior officers, which includes the Police, NHS organisations, Probation and Children and Adult Services.
- 2.19 In addition, there is a Violence Against Women and Girls Advisory Group that comprises of directors and chief officers of specialist violence against women and girl services operating within the borough. There is also a Practice Network. This meets twice yearly and has a wide membership.
- 2.20 Within the Council, there is a Strategic Lead for Violence Against Women and Girls. This role involves co-ordinating the response across the Community Safety Partnership as well as ensuring that there are effective links with other relevant priorities, such as safeguarding and health and wellbeing. There are three additional posts within the Children and Young People's Service (CYPS) working specifically on domestic violence and violence against women and girls. A Violence Against Women and Girls Co-ordinator has been temporarily recruited to support the Strategic Lead within Community Safety.
- 2.21 Funding for Violence Against Women and Girls comes from a number of sources. Funding is received from the Mayor's Office for Policing and Crime (MOPAC), which the Council matches through its community safety budget. In addition, Public Health provide funding for work in two distinct areas; prevention work amongst young women and for a domestic violence worker to address issues associated with alcohol through Haringey Advisory Group on Alcohol (HAGA). The Housing Options and Support Service provide funding for the Hearthstone services associated with housing and the Senior Practitioner in CYPS. Some funding for services also comes from London Councils as part of pan-London initiatives. The different grant funding schemes work to different timescales.
- 2.22 The current strategic approach by the Partnership for tackling the issue was included within the Community Safety Strategy 2013-2017. This was based on;
- Haringey's Community Safety Strategic Assessment 2012/13
 - The 2012 Joint Strategic Needs Assessment chapter on domestic and gender based violence.
- 2.23 Actions arising from the strategy were as follows:
- To establish a single, strategic commissioning lead for domestic violence;
 - To improve data collection and agree a robust and meaningful set of

performance indicators;

- To improve awareness raising in the community and in schools;
- To roll out the IRIS (identification and referral) project in GP surgeries;
- To increase the provision of safety planning support for high risk victims;
- To increase the uptake of accredited perpetrator programmes; and
- To develop an understanding of – and measurements for - wider gender-based offences (e.g. female genital mutilation, forced marriage, sexual crimes).

2.24 A delivery plan was developed to take forward these actions. Most of the actions have been progressing to plan but there have been delays in progressing the IRIS project due to funding not being identified and a difference in views about the approach to domestic violence in primary care. .

Support for Victims and Survivors

2.25 A range of services are provided to support victims and survivors of domestic violence. This includes national, regional and local services. A number are funded by statutory agencies within Haringey, including the Council, NHS and Police. Of particular note are the following;

- Hearthstone Domestic Violence Advice and Support Centre; This was set up in 2003. Its main focus is on housing support but it can also provide advice and referrals on access to a range of services that are offered by statutory and voluntary sector partners.
- Solace Women's Aid; They are commissioned to provide;
 - Emergency refuge accommodation and floating support for women and girls over the age of 14 who have experienced any form of abuse; and
 - The POW Project, which is a peer education pilot project working with young women aged 16 years plus to raise awareness of violence against women.
- Nia are commissioned to provide support to women with complex needs, including a refuge with six bed spaces.
- Haringey Advisory Group on Alcohol (HAGA); This provides support for domestic violence victims who have substance abuse issues or who live with someone who does.
- Independent Domestic Violence Adviser (IDVA) This is provided by Nia. Haringey has 3 full-time IDVAs. The IDVAs provide independent one-to-one support of victims of domestic violence and support for victims who are assessed as high risk of harm. The IDVA also plays a key role at the Multi Agency Risk Assessment Conference (MARAC) where information about high risk domestic abuse victims is shared between local agencies.
- Multi Agency Risk Assessment Conference (MARAC); This is commissioned from Standing Together Against Domestic Violence and

deals with cases that are considered to be high and very high risk of harm. It meets on a four weekly basis and looks at instances where there is felt to be a serious risk of injury or homicide and undertakes risk assessment and management.

3. Scope of Work by Environment and Community Scrutiny Panel

Objectives

- 3.1 The Panel met on 10 November 2014 to receive an overview on the issue from the Interim Strategic Violence Against Women and Girls Lead and determine which specific areas of the issue to focus their work upon. The Panel agreed that the scope of the Panel's work would focus upon early intervention and prevention of domestic violence and abuse and, in particular, a focus of the development of improved links with NHS services and the work conducted by schools and colleges in raising awareness with children and young people on violence against women and girls, as well as gaps in services, such as promotion and publicity.
- 3.2 After further consideration of the proposed scope and terms of reference, it is now proposed that the project focuses just on NHS health services in the first instance. Both specific areas initially selected by the Panel (NHS Services and schools and colleges) for the focus of the work are complex areas involving a significant number of stakeholders. It was therefore felt that it would not be possible to cover both areas adequately in the time available before the end of this Municipal Year. The issue of the development of links with schools and colleges can be looked at in due course if the Panel and the Overview and Scrutiny Committee wishes.

Terms of Reference/Objectives

- 3.3 To consider and make recommendations to the Overview and Scrutiny Committee on how the Council and its partners address early intervention and prevention in domestic violence and abuse and specifically;
 - The development of improved links between Violence Against Women and Girls services with NHS services; and
 - Any gaps in services, particularly in respect of increasing levels of awareness amongst professionals and the community.

Sources of Evidence:

- 3.3 Suggested sources of evidence for the review are as follows:
 - Research documentation and relevant local and national guidance;
 - Interviews with key stakeholders and local organisations; and
 - Practice in other local authority areas.

4. Project Plan

Evidence Session 1:

Date: 12 January 2015

Aim/Objective:

To gain an understanding of how local NHS Primary Care services currently address the issues of prevention and early intervention and work together with Community Safety partners, including;

- The role of GPs;
- Links with other primary care services, such as dentists;
- Implementation of NICE guideline ph50 Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively;
- Identification and Referral to Improve Safety (IRIS).

Evidence session 2:

Date: 9 February 2015

Aim: To consider how NHS Community Health, acute and mental health services address the issue of early prevention and work together with Community Safety partners, including;

- The role of health visitors and other community health professionals;
- Mental health, drug and alcohol issues;
- Acute services including Accident and Emergency and maternity services; and
- Implementation of NICE guideline ph50 Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively;

Evidence session 3:

Date: 2 March 2015

Aims/Objectives:

- To agree appropriate conclusions and recommendations for the review.

5. Stakeholders

- Environment and Community Safety
- Public Health
- Haringey Clinical Commissioning Group
- NHS England
- Local Medical Committee
- Whittington Health
- North Middlesex Hospital
- Barnet, Enfield and Haringey Mental Health Trust
- Haringey Healthwatch

