

## **TRAFFORD COUNCIL**

**Report to: Executive**  
**Date: 13<sup>th</sup> December 2021**  
**Report for: Decision**  
**Report of Executive Member for Communities and Partnerships**

### **Report Title**

**Part One Report: Domestic Abuse Strategy and Delivery Partner Proposal**

### **Summary**

**This report provides Members with an overview of the Council's Domestic Abuse Strategy and proposals to engage a preferred service delivery partner to support strategy implementation and delivery.**

### **Recommendation(s)**

**It is recommended that the Executive:**

- 1. Note the Domestic Abuse Strategy; and**
- 2. Approve the proposal to appoint the preferred service delivery partner as identified in the report; and**
- 3. Delegate authority to Corporate Director of Adult Services, in consultation with the Corporate Director of Governance and Community Strategy to agree the contractual terms and conditions for service delivery.**

**Contact person for access to background papers and further information:**

**Name:**  
**Rhys Dower, Domestic Abuse Manager,**  
**Jo Bryan, Public Health Programme Manager**  
**Extension: RD 07816 118425/ JB 0783 486 9661**

**Background Papers: None**

Relationship to Policy	Health and Wellbeing
Framework/Corporate Priorities	Targeted Support
Relationship to GM Policy or Strategy Framework	<p>The provision of safe accommodation and supporting victims of domestic abuse links in with the;</p> <ul style="list-style-type: none"> <li>- Greater Manchester Strategy</li> <li>- Greater Manchester Gender Based Violence Strategy</li> <li>- Violence Against Women and Girls Strategy</li> </ul>
Financial	<p>In Trafford, Domestic Abuse is conservatively estimated to cost the health, social care and criminal justice system in excess of £8million per annum, (this is expected to be higher as the estimate is based on 2008/09 figures). There is strong evidence to support the 'invest to save' case for Domestic Abuse prevention across all services. New Economy (2014) analysis quantified the public value cost of a Domestic Abuse incident, identifying a potential 'public value' benefit of £10,738 per incident prevented.</p> <p>In 21/22, TMBC received funding of £432,696 from MHCLG and anticipate receiving a similar amount in 22/23.</p> <p>There are financial implications in securing funding for safe accommodation for a five year period using governments Domestic Abuse Grant.</p>
Legal Implications:	<p>The Domestic Abuse Act 2021 received royal ascent in April 2021, and is enshrined in law.</p> <p>The new Act includes a legal duty for local authorities to provide support to victims of domestic abuse and their children within safe accommodation.</p> <p>Legal Advice has been provided in respect of procurement requirements. Further legal advice will be secured in respect of contractual terms and conditions.</p>
Equality/Diversity Implications	<p>Trafford council will provide safe accommodation services which will tailor support to the needs of those with protected characteristics. There will be a positive impact on diverse groups of victims of domestic abuse.</p>
Sustainability Implications	None
Carbon Reduction	None
Resource Implications e.g. Staffing / ICT / Assets	None
Risk Management Implications	<p>Safe accommodation supports us in our management of risks in terms of preventing Domestic Homicide, serious case reviews, and other serious safeguarding reviews.</p>

Health & Wellbeing Implications	Provision of support to victims of domestic abuse underpins Trafford's Health and Wellbeing Strategy in addressing the wider determinants of health and wellbeing and directly impacting the health and wellbeing of victims of domestic abuse.
Health and Safety Implications	none

## 1.0 Background

- 1.1 Joint Strategic Needs Assessments (JSNAs) were introduced by the Department of Health (DOH) in April 2008 to strengthen joint working between the National Health Service (NHS) and Local Authorities.
- 1.2 The Domestic Abuse Act (2021) places a statutory duty on Tier One authorities, with support from their Boards, to conduct a local needs assessment to determine the level of need for support within safe accommodation in their area. Trafford Council commissioned an external consultant to complete a Domestic Abuse Joint Strategic Needs Assessment ("JSNA") and to co-develop a Domestic Abuse Strategy.
- 1.3 Further legislative changes are expected as a result of the Victims Bill which is currently being progressed through government. The Victims Bill will embed key victim rights contained in the Victim's Code into law. New legislation is likely to result in additional duties and considerations for authorities.
- 1.4 In October 2021 the executive received a report which provided members with information on the scope and outcome of the Domestic Abuse Joint Strategic Needs Assessment ("JSNA") and the planned activities which would enable the Council to co-develop a Domestic Abuse Strategy in order to respond to identified priority areas.
- 1.5 The October Executive report also confirmed that in order to further develop and then implement the strategy moving forward, the Council will need to explore its current contractual position, its future service requirements and based on those requirements, take steps to identify a viable delivery partner post March 2022.
- 1.6 This report provides Members with an overview of the Council's Domestic Abuse Strategy and proposals to engage a preferred service delivery partner to support strategy implementation and delivery.

## 2.0 Domestic Abuse Strategy ("The Strategy")

- 2.1 In Trafford we are committed to enabling our residents, their families, and communities to live a healthy life, free from abuse and violence. We will support this by reducing the impact of domestic abuse on the population of Trafford by developing and implementing a sustainable system wide approach to prevention, early intervention, response, and support.
- 2.2 To develop our whole system response the JSNA highlighted some key areas for us to focus on in terms of our priorities for the next three years. Through this work we were able to identify the key gaps and areas we should focus on over the next three years to strengthen our response.

2.3 The Strategy sets out the actions we will take to reduce the impact of domestic abuse on the population of Trafford by developing and implementing a sustainable system wide approach to prevention, early intervention, response, and support.

2.4 Our four strategic priorities are:

- Ensure that all individuals experiencing domestic abuse are identified as early as possible and offered support that meets their needs
- Ensure that support for families is co-ordinated enabling the whole family to recover from the impact of the abuse
- Ensure our multi-agency system is joined up to make the process of seeking help for individuals, families and communities as effective as possible.
- Ensure our communities are able to spot the signs of abuse and both challenge it when it occurs and know where to get help.

2.5 Delivering these priorities will be everybody's business and we will balance being ambitious with ensuring we target our resource and efforts on the key objectives we know we need to deliver immediately over the next few years.

2.6 The table below highlights our strategic ambitions and focus under each of these priorities based on the research we have conducted to understand what is needed in Trafford. These

Priority	Objectives
Individual	1. All victims of domestic abuse have access to safe accommodation and support within it, including children
	2. Service provision is accessible without delay to victims, their children, and perpetrators including from all protected characteristic groups or where there is a complexity of need
	3. A unified offer of support for those concerned about their behaviour within intimate and family relationships
Family	4. A coordinated safeguarding approach to assess the needs of each family member to ensure support plans are 'whole family' focussed
	5. Developed pathway for families experiencing domestic abuse that stay together
	6. Access to recovery support for children and the non-abusive parent
Community	7. A public awareness communications strategy that focusses on i) understanding domestic abuse, particularly non-physical forms of violence (such as economic abuse and coercive control), ii) where to get support and ii) removes barriers in seeking help
	8. A coordinated bystander approach within the community to ensure the public are confident in recognising abuse and dealing with disclosures with an initial focus on employers
	9. A multi-agency pathway for children and young people experiencing domestic abuse in the family home or their own dating relationships
System	10. Develop full system response to domestic abuse across primary care
	11. Aligned approach to domestic abuse and sexual violence
	12. Consistent data collection across all agencies in relation to domestic abuse including demographic and need related data so that we develop a better understanding of all those impacted by domestic abuse
	13. Coordinated training programme for professionals in all 'people facing' roles with a programme being made available for elected members.
	14. Clear expectations communicated to schools, and partner agencies about their commitments to training staff under their safeguarding arrangements.
15. Provision of an internal domestic abuse policy for Trafford Council staff and a commitment to encourage employers across Trafford to develop Domestic Abuse Employment Policies which focus on supporting victims, and providing appropriate time off.	

specific objectives will be measured through the Domestic Abuse Partnership (DAP). The following sections of the strategy will provide an overview of each priority in turn, and the rationale for our approach. Overall we have thirteen objectives we will work towards to deliver our priorities.

### **3.0 Service Delivery Partner Proposal**

- 3.1 It is a legal requirement under the Domestic Abuse Act 2021 for Trafford Council procure the provision of associated safe accommodation services.
- 3.2 Trafford Council currently has the following contractual arrangements for the delivery of services linked to its Domestic Violence framework:
- Refuge and Accommodation Support Service in Trafford running to March 2022;
  - Move-on Accommodation which is a service that enables victims of domestic abuse to move into accommodation following their stay in the refuge and for the support staff that are needed to facilitate their independence and recovery. This contract runs to March 2022;
- 3.3 Trafford Council needs to procure service delivery via a contract that can be quickly adaptable as national priorities shift and funding levels change. This year saw the passing of the Domestic Abuse Act 2021 with a huge number of requirements for Trafford Council. The current Victims Bill is progressing through parliament and will bring about further changes that will need to be responded to quickly and it would be to the advantage of the Council to have a flexible contract in place to ensure that provision of these services can be secured without delay and further adapted to respond to future requirements.
- 3.4 In order to ensure the successful implementation and delivery of the Council's Domestic Abuse Strategy, and adhere to and respond to legislative requirements, the Council must secure a contractual delivery partner for the future.
- 3.5 The Council has undertaken an options appraisal to determine the most viable route to delivery partner engagement. Legal and procurement advice has been considered and the proposal below has been recommended by the Council's internal Domestic Abuse Strategic Group.
- 3.6 It is proposed that Council enters into a five year contract for the delivery of key services linked to the Domestic Abuse Strategy with the preferred delivery partner to enable Trafford to continue to provide associated safe accommodation services to support victims of domestic abuse.

### **4.0 Other Options**

- 4.1 There are no other options to consider. It is a legal requirement under the Domestic Abuse Act 2021 for Trafford Council procure the provision of associated safe accommodation services. A delivery partner must be secured to ensure the successful implementation and delivery of the Council's Domestic Abuse Strategy and to ensure that vital services are provided to victims of Domestic Abuse in Trafford.

## 5.0 Consultation

- 5.1 Victim/Survivor and Professional Consultations were completed as part of the Domestic Abuse Strategic Needs Assessment which has informed our approach in the development of the Council's Domestic Abuse Strategy:
- Overall 69 victims and survivors gave consent to answering the survey, however only 39 of those completed it;
  - A number of questions in the survey were not mandatory, enabling victims to skip any questions that they may have found triggering or harmful to them.
- 5.2 A Public Consultation on the proposed key priorities set out in the Domestic Abuse Strategy was completed on 30<sup>th</sup> September 2021 which has informed our approach in the development of the Council's Domestic Abuse Strategy. We sought feedback on these proposals to check that we are focusing on the things that will make the biggest difference and matter most to our communities and colleagues. Participants did not have to experience domestic violence or abuse to take part as the views of local residents as well as professionals supporting those affected by domestic abuse are sought. The consultation was done via an online survey, which was promoted through social media channels and key partner networks. The consultation received 31 responses in total. Please see appendix 1 for the findings of the public consultation.

## 5.0 Reasons for Recommendation

- 5.1 In accordance with legislative requirements Trafford Council must procure the provision of associated safe accommodation services for victims of domestic abuse in Trafford. A delivery partner must be secured to ensure that vital services are provided to victims of Domestic Abuse in Trafford.

**Key Decision:** Yes

**If Key Decision, has 28-day notice been given?** Yes

### Exempt Information

By virtue of Paragraphs 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by The Local Government (Access to Information) (Variation) Order, the following information has been excluded from Part 1 of this report and included in Part 2 of the report:

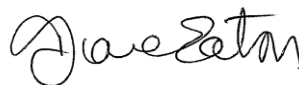
Information relating to the financial or business affairs of any particular person (including the authority holding that information)

In all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**Finance Officer Clearance** PC

**Legal Officer Clearance** DS

**[CORPORATE] DIRECTOR'S SIGNATURE** (electronic).....



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

# Appendix 1

## Introduction

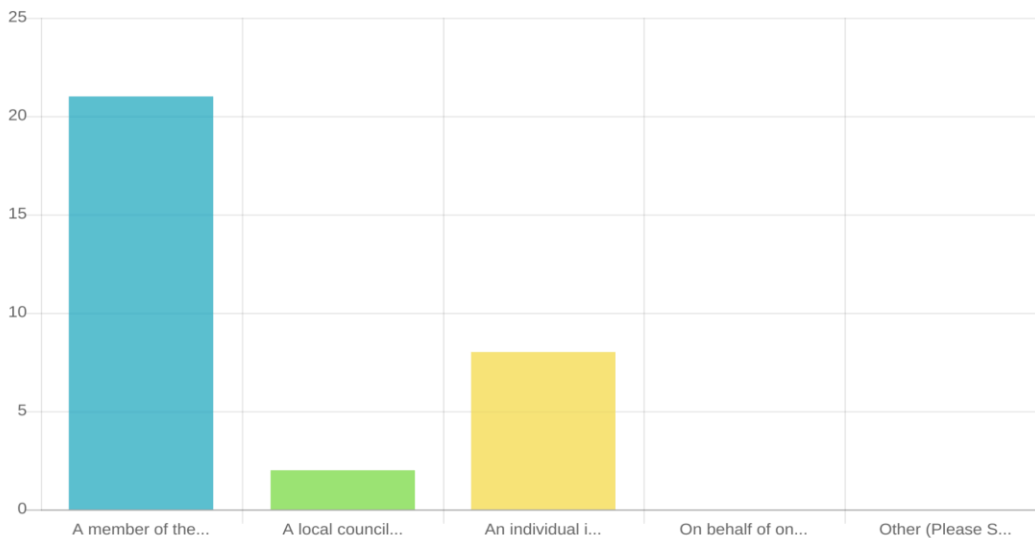
Trafford Council has recently commissioned a strategic needs assessment from Davis and Associates to understand the priorities, gaps and issues around domestic abuse in Trafford. Many victims, professionals and others provided important information on their experiences and knowledge as part of this process.

Davis and Associates have used the strategic needs assessment to draw up priorities for us to address as a Council with our wider partners. These priorities will form the backbone of our Domestic Abuse Strategy for the borough.

We would like to receive some feedback on these proposals to check that we are focussing on the things that will make the biggest difference and matter most to our communities and colleagues. You don't need to have experienced domestic violence or abuse to take part as the views of local residents as well as professionals supporting those affected by domestic abuse are sought.

Please help us understand if we are on the right track by taking this short survey. It will only take five minutes to complete. The survey closes at midnight on Thursday 30<sup>th</sup> September 2021.

### 1 Are you answering this survey as:



68%<sup>(21)</sup>

A member of the public living in Trafford

6%<sup>(2)</sup>

A local councillor

26%<sup>(8)</sup>

An individual in a professional capacity

0%<sup>(0)</sup>

On behalf of an organisation or group

0%<sup>(0)</sup>

Other (Please Specify)

31

Responses

**2** If you are answering as a professional or on behalf of an organisation/ group. Please specify your profession or group here:

IDVA

lawyer

Trafford Council

Nurse

Team Leader

STRIVE project at TLC: Talk Listen Change





## 4 Is there anything you would add or change to these priorities for INDIVIDUALS?

Currently refuge is too costly for many and provision is scarce. There is a misconception every victim can access refuge which is not the reality. There is low social housing. Waiting times for accommodation safe from perpetrators are too long meaning victims are often subjected to repeated abuse increasing their risk of serious harm. Domestic abuse services have waiting lists and frontline services are extremely stretched meaning victims often do not receive immediate support again increasing their risk, and the family's risk, of further harm. The co-ordinated multi agency approach to supporting victims and making them and their children safe works but services need the capacity to be able to put this into action in every case

Yes

Identification and support for male victims

more support for children without the need for a waiting list

The wording of the first question isn't clear. Is it about individuals worried about their own behaviour?

Universal services to routinely ask individuals they come into contact with whether they are experiencing domestic abuse, is it is safe to do so, so that they have an opportunity to disclose.

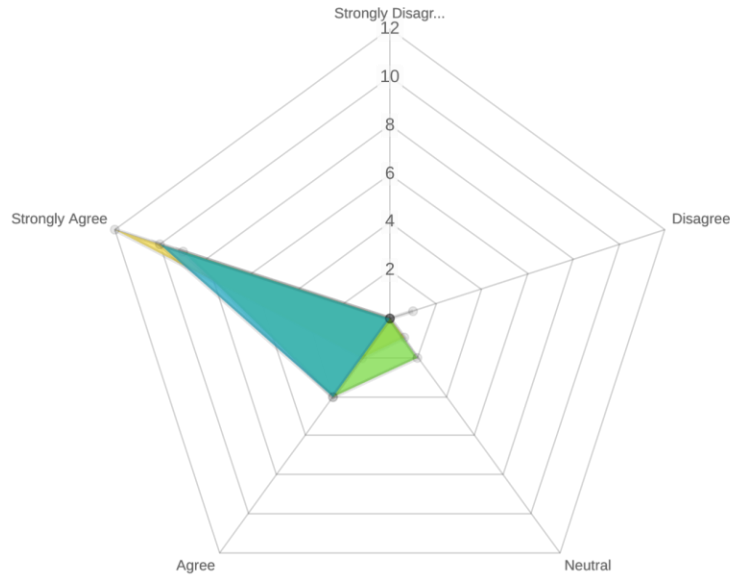
Single sex provisions are essential.

The focus seems blurred, I want to think that you would put victims (including their children) first. This feels like what your saying is that perpetrators have a parity of care and support. As a victim that feels unbalanced, almost like it's not the perpetrators fault. Whilst ultimately there may be complex issues the perpetrators are accountable

A panic button system for an immediate help

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## 5 FAMILY: Please tell us to what extent you agree that these are the right priorities for Trafford



	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Standard Deviation	Responses	Weighted Average
4. A coordinated safeguarding approach to assess the needs of each family member to ensure support plans are 'whole family' focussed	0 (0%)	1 (7%)	0 (0%)	4 (27%)	10 (67%)	3.79	15	4.53 / 5
5. Developed pathway for families experiencing domestic abuse that stay together	0 (0%)	0 (0%)	2 (13%)	4 (27%)	9 (60%)	3.35	15	4.47 / 5
6. Access to recovery support for children and the non-abusive parent to ensure	0 (0%)	0 (0%)	1 (7%)	2 (13%)	12 (80%)	4.56	15	4.73 / 5
								4.58 / 5

## 6 Is there anything you would add or change to these priorities for FAMILIES?

Yes

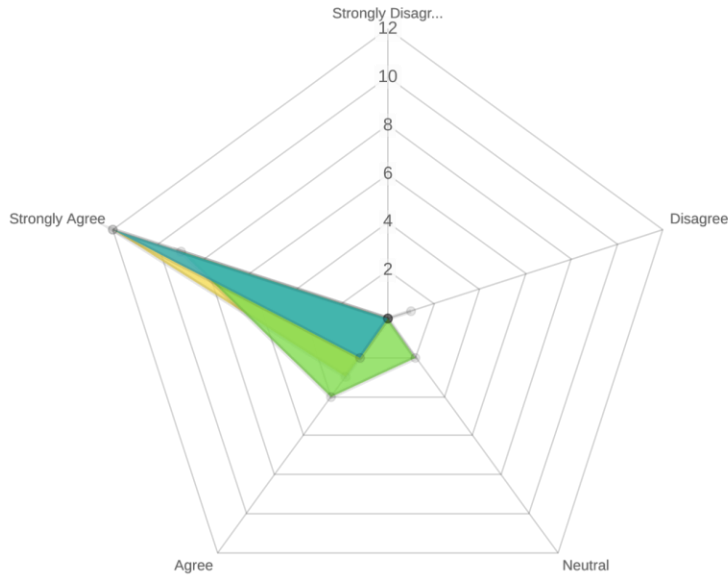
Question 6 isn't finished. There should also be pathways for families that don't stay together.

For families that stay together, safety plans need to reflect the fact that domestic abuse is not about "anger management", but rather planned coercion and control. In addition, assessments and planning for children need to recognise and reflect that witnessing domestic abuse is a form of child abuse perpetrated by the abuser. Also, a greater understanding of victims' barriers to leaving, rather than a blanket "failure to protect" their children. Often victims may have calculated the safest option may be to stay in the relationship or otherwise continue to engage with their abuser on some level. Understanding these barriers will go some way in addressing them.

These are much clearer

Q5, very unlikely that an abuser will change their ways, so not much hope of if they stay together

## 7 COMMUNITY: Please tell us to what extent you agree that these are the right priorities for Trafford



Strongly Disagree Disagree Neutral Agree Strongly Agree Standard Deviation Responses Weighted Average

### 7. A public awareness

communications strategy that focusses on i) understanding domestic abuse, particularly non-physical forms of violence (such as economic abuse, coercive control, stalking and harassment and isolation), ii) where to get support and ii) removes barriers in seeking help

0 (0%) 1 (7%) 0 (0%) 2 (13%) 12 (80%) 4.56 15 4.67 / 5

8. A coordinated bystander approach within the community to ensure the public are confident in dealing with disclosures with an initial focus on employers

0 (0%) 0 (0%) 2 (13%) 4 (27%) 9 (60%) 3.35 15 4.47 / 5

9. A multi-agency pathway for children and young people experiencing domestic abuse in the family home or their own dating relationships

0 (0%) 0 (0%) 0 (0%) 3 (20%) 12 (80%) 4.65 15 4.8 / 5

4.64 / 5

## 8 Is there anything you would add or change to these priorities for COMMUNITIES?

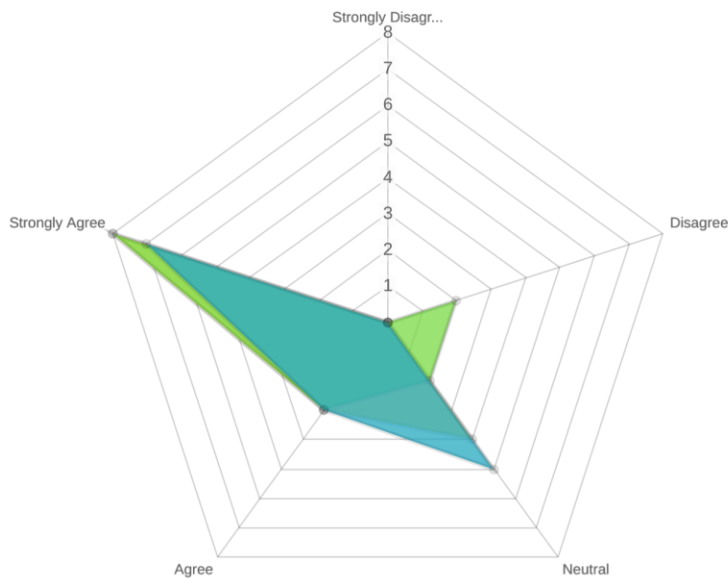
As part of 7a) campaign to attempt to dispel fears that if victims come forward for support around DV their children will be removed by social care (a fear reinforced by perpetrators increasing its prevalence). Delivery of education programmes to ensure young people can identify abusive behaviours within relationships and feel sufficiently confident to seek support should they experience DA and encourage peers to do the same

Yes

Please don't forget the lgbtq community, especially trans people. And think about how access to help can be different among different cultures. People need to know that help is available and they are always better off out of an abusive or toxic relationship but the abuser will always tell them the opposite.

Identified safe spaces that victims can present to anytime in the community to make a disclosure, with staff that are trained to respond appropriately.

## 9 SYSTEM: Please tell us to what extent you agree that these are the right priorities for Trafford



	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Standard Deviation	Responses	Weighted Average
10. Develop full system response to domestic abuse across primary care	0 (0%)	0 (0%)	5 (33%)	3 (20%)	<b>7</b> <b>(47%)</b>	2.76	15	4.13 / 5
11. Aligned approach to domestic abuse and sexual violence	0 (0%)	2 (13%)	2 (13%)	3 (20%)	<b>8</b> <b>(53%)</b>	2.68	15	4.13 / 5
12. Consistent data collection across all agencies in relation to domestic abuse including demographic and need related data	0 (0%)	0 (0%)	4 (27%)	3 (20%)	<b>8</b> <b>(53%)</b>	2.97	15	4.27 / 5

4.18 / 5

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**10** Is there anything you would add or change to these priorities for THE SYSTEM?

Yes

IRIS

Prosecute offenders. The abused person may not always have the strength to face the courts but until people are convicted of abuse and manipulation, this is not going to change.

Ensuring all staff have the right training on domestic abuse to address stereotypes and barriers to working with victims and families. Ensure that staff feel safe and empowered to challenge colleagues at all levels where they hear or see incorrect attitudes (eg "why doesn't she just leave him") or inappropriate practice. Trafford Council and their partners to ensure they are working in accordance with best available evidence, by linking up with academic institutions and areas with outstanding practice.

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# Prioritisation

This final section will ask you to help us plan how we implement these priorities. We would like you to tell us about which ones are important to you.

**11** Please list the priorities in order of those that are most important to you. Please rank the priorities 1 to 13 with 1 being the one that is most important and 13 being the one that is least important. To do this just move each priority with the mouse to the position you want it to be in.

- 1 Service provision is accessible without delay to victims, perpetrators and children including from all protected characteristic groups or where there is a complexity of need  
2.15
- 2 All victims of domestic abuse have access to safe accommodation and support within it, including children  
2.62
- 3 A unified offer of support for those concerned about their behaviour within intimate and family relationships  
3.85
- 4 A coordinated safeguarding approach to assess the needs of each family member to ensure support plans are 'whole family' focussed  
4.62
- 5 Access to recovery support for children and the non-abusive parent to ensure  
5.08
- 6 Developed pathway for families experiencing domestic abuse that stay together  
5.85
- 7 A public awareness communications strategy that focusses on i) understanding domestic abuse, particularly non-physical forms of violence (such as economic abuse, coercive control, stalking and harassment and isolation), ii) where to get support and ii) removes barriers in seeking help  
7.46
- 8 A multi-agency pathway for children and young people experiencing domestic abuse in the family home or their own dating relationships  
8.15
- 9 Develop full system response to domestic abuse across primary care  
8.54
- 10 A coordinated bystander approach within the community to ensure the public are confident in dealing with disclosures with an initial focus on employers  
8.92
- 11 Coordinated training programme for professionals in all 'people facing' roles  
10.85
- 12 Aligned approach to domestic abuse and sexual violence  
11.23
- 13 Consistent data collection across all agencies in relation to domestic abuse including demographic and need related data  
11.69

## 12 Finally, do you have any other comments on the priorities?

judiciary in family court should have mandatory DV training so the risk to victims and children can be fully identified and appreciated. This is essential for appropriate judicial decision making in child contact cases where DV is a factor. Too many victims and their children continue to experience abuse due to child contact arrangement rulings

I feel the intervention needs to start from when children are young, teach children to respect each other, teach girls [and boys] to have confidence and be able to make the right decisions, teach young boys to respect women and not see them as objects, but as equals, teach boys to be confident men without resorting to bullying and violence. But also teach young girls to respect men, and what they can offer and respect them for who they are. Teach all children there is a better way than violence, teach them mutual respect and understanding.

Please do not forget lgbq people especially trans men and women. Look at criminal prosecution for abusers and perpetrators of rape. Coercive control is an offence but many women just want to be out of the situation rather than to take it to court which is costly and mentally traumatic. This needs to be made easier.

All staff, not just front line, should receive training in domestic abuse, particular senior staff who set priorities and allocate funding.

There is a widespread issue of domestic violence within the Asian community - it took my mum over 10 years to contact the police. It's important that there is community engagement so that victims feel they will be heard and protected.

no

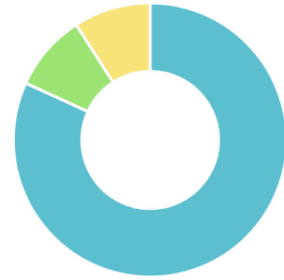
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## About you

Although this survey is anonymous, it is important for us to make sure we have heard from a wide range of people with different experiences. Please tell us a bit more about you so that we can make sure our feedback is reflective of all communities and groups.

### 13 Do you have lived experience of domestic abuse in your own intimate or family relationships?



82% (9)  
Yes

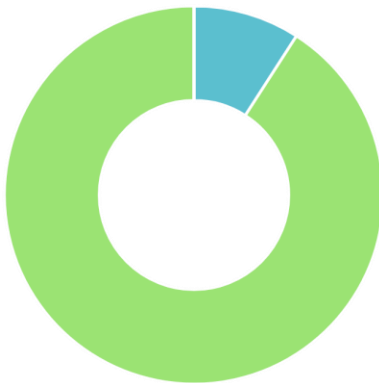
9% (1)  
No

9% (1)  
Prefer not to say

3.77  
Standard Deviation

11  
Responses

### 14 Gender



9% (1)  
Male

91% (10)  
Female

0% (0)  
Non-binary

0% (0)

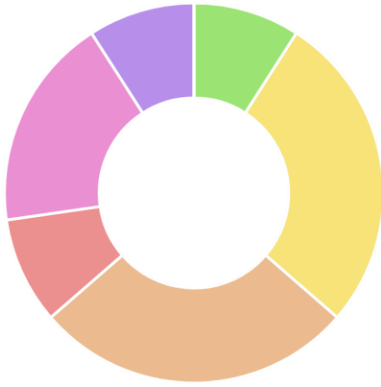
0% (0)  
Prefer not to say

0% (0)  
Other (Please Specify)

3.67  
Standard Deviation

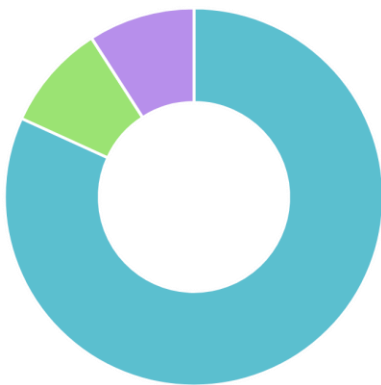
11  
Responses

## 15 Age



0% (0)	16-17	9% (1)	18-24
27% (3)	25-34	27% (3)	35-44
9% (1)	45-54	18% (2)	55-64
9% (1)	65-74	0% (0)	75+
0% (0)	Prefer not to say		
1.13	Standard Deviation	11	Responses

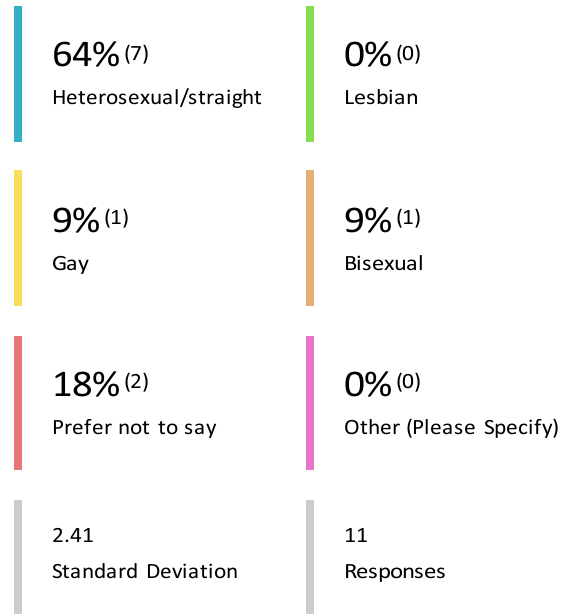
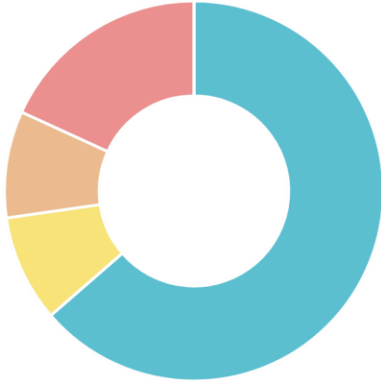
## 16 National identity/ethnic group



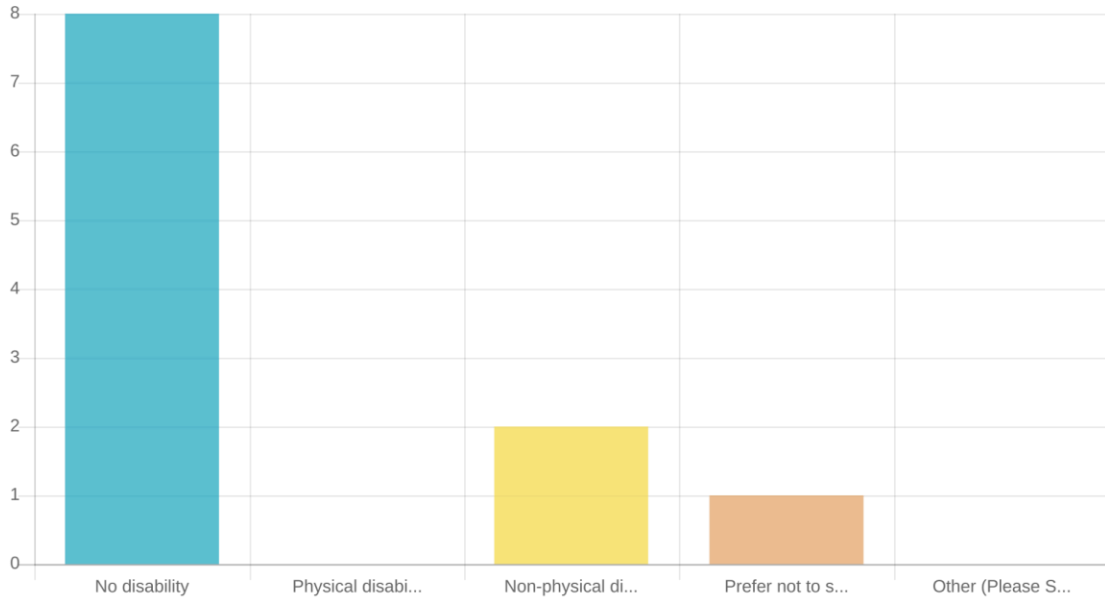
82% (9)	White/White British	9% (1)	Asian/Asian British
0% (0)	Black/Black British	0% (0)	Gypsy/Roma/Traveller
0% (0)	Mixed/dual heritage	0% (0)	Prefer not to say
9% (1)	Other (Please Specify)		
3.06	Standard Deviation	11	Responses

White Irish

## 17 Sexual orientation



## 18 Disability



73% (8)

No disability

0% (0)

Physical disability

18% (2)

Non-physical disability

9% (1)

Prefer not to say

0% (0)

Other (Please Specify)

11

Responses