

To all Members of the

## **CABINET**

## **AGENDA**

Notice is given that a Meeting of the Cabinet is to be held as follows:

**VENUE** Room 007a and b, Civic Office, Waterdale, Doncaster, DN1 3BU  
**DATE:** Tuesday, 31st January, 2017  
**TIME:** 10.00 am

### **ITEMS**

1. Apologies for Absence
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting
3. Public Questions and Statements

**(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Thursday, 26th January, 2017. Each question or statement must give the name and address of the person submitting it. Questions/Statements should be sent to the Governance Team, Floor 2, Civic Office, Waterdale, Doncaster, DN1 3BU, or by email to [Democratic.Services@doncaster.gov.uk](mailto:Democratic.Services@doncaster.gov.uk))**

Jo Miller  
Chief Executive

Issued on: Monday, 23 January 2017

Governance Officer for this meeting: Andrea Hedges  
01302 736716

4. Declarations of Interest, if any.
5. Decision Record Form from the meeting held on 17th January, 2017 for noting (previously circulated).

**A. Reports where the public and press may not be excluded**

**Key Decisions**

- |    |   |         |
|----|---|---------|
| 6. | Domestic Violence Strategy 2017-2021.   | 1 - 82  |
| 7. | Recycling and Waste Management Contract.<br><i>(Appendices 1 and 2 are exempt because they contain exempt information under paragraph 3 (information relating to the financial or business affairs of any particular person, including the authority holding that information) of Schedule 12A of the Local Government Act 1972, as amended).</i> | 83 - 98 |

**Cabinet Members**

**Cabinet Responsibility For:**

**Chair – Ros Jones, Mayor of Doncaster**

Budget and Policy Framework

**Vice-Chair – Deputy Mayor Councillor Glyn Jones**

Adult Social Care and Equalities

Councillor Joe Blackham

Regeneration and Transportation

Councillor Tony Corden

Customer, Corporate and Trading Services

Councillor Nuala Fennelly

Children, Young People and Schools

Councillor Pat Knight

Public Health and Wellbeing

Councillor Chris McGuinness

Communities, the Voluntary Sector and Environment

Councillor Bill Mordue

Business, Skills, Tourism and Culture

Councillor Jane Nightingale

Housing

**To the Chair and Members of the Cabinet**

## **DOMESTIC VIOLENCE STRATEGY 2017 - 2021**

<b>Relevant Member(s)</b>	<b>Cabinet</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Councillor McGuinness	Chris	All	Yes

### **EXECUTIVE SUMMARY**

1. This report provides an update on the new 2017-2021 Domestic Abuse Strategy.

### **EXEMPT REPORT**

2. This is not an exempt report

### **RECOMMENDATIONS**

3. The Cabinet Members are asked to comment and endorse the content of the new Domestic Abuse Strategy 2017-2021.

### **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

4. This partnership Strategy reflects the co-ordinated response to domestic abuse in Doncaster, led by the Safer Stronger Doncaster Partnership (SSDP). One of the most important aspects of responding effectively to domestic abuse is that it cannot be achieved by any single agency operating in isolation.
5. Following an independent review of Domestic Abuse in Doncaster in 2012 the Partnership have made significant progress to bring partners together to tackle this important and cross cutting issue. Key achievements have included improved governance and strategic leadership, a re-commissioned service for victims, increased awareness raising and lower risk victims receiving better support through specialist caseworkers, who also work in hospitals and GP surgeries.
6. The Growing Futures programme has enabled Children and families affected by abuse to now have access to a single lead professional co-ordinating work through a whole family approach, delivering therapeutic and educational programmes to help victims and children recover.

7. A new voluntary perpetrator programme has also been established with over 490 referrals being made and 116 service users successfully completing the programme. Intervention at this level has made a difference to families affected by abuse, who now feel safer as perpetrators now have the opportunity of changing their behaviour. This successful programme is now in the early stages of being replicated across the County, based upon the innovative approach we have taken.

## **BACKGROUND**

8. The strategy sets out the detail of how we want everyone who works with families experiencing domestic abuse to work together. It sets clear expectations and a course of action which we believe will make a difference. Bridging the gap between strategy and action is crucial to empowering and supporting people to change their lives.
9. The overall wider annual cost of Domestic Abuse in all cases for Doncaster has been independently estimated by Safe Lives to be over £122m, with the cost of support for children and young people known to children's social care, calculated at £7.5m. This represents a significant effect upon Partnership services with huge potential to reduce this impact. Reported Police incidents in Doncaster have flattened over the last three years against a continued increase in the rest of South Yorkshire. Whilst this indicates some progress has been made there remains much more to do.
10. The strategy focuses upon three key outcomes:
  - Communities and families no longer experience domestic abuse
  - Families who are vulnerable to or experience domestic abuse are identified earlier and receive effective support to stay safe; reduce repeat victimisation and recover.
  - People who use abusive behaviour are challenged and provided with effective support to change or face the consequences of their actions.
11. Our Partnerships commitment to protecting and supporting families experiencing domestic abuse recognises that we must also work with perpetrators to support them to change their behaviour, and at the same time work to change the culture of acceptance of abuse, through education public awareness and so enable earlier intervention.
12. We recognise that the real experts in what works are the people who have used our services and one of the key planks of the new strategy is providing the opportunity for service users to participate in the planning, commissioning and delivery of our services. Recently a new website has been launched which has been shaped and designed with the involvement of service users.

13. Likewise we know that domestic abuse isn't isolated as a single issue in families lives, in many cases it is coupled with mental ill health substance misuse and other complicating factors including the effects of poverty and disadvantage. It can happen anywhere to anyone and can take many forms from physical to emotional abuse and coercive control.
14. Domestic abuse is everyone's business and it is essential that we work together in a coordinated way ensuring that everyone understands what domestic abuse is, knows how to respond to it and where to get support if they need it.

## **OPTIONS CONSIDERED**

### **Option A**

15. Do nothing - this is not a realistic option given the wide ranging impact of DA in Doncaster and the significant cost to individuals and partnership agencies.

### **Option B**

16. Gradual or partial implementation of the strategy – there is an option to choose elements of the strategy to progress, which would achieve some positive outcomes but the impact would be significantly reduced and would take some time to achieve the transformational change required.

### **Option C: Recommended Option**

17. Full implementation – this will require significant leadership and buy in from partners as well as tough choices and decisions about commissioning services in the future. However outcomes can continue to be achieved in the short medium and long term for victims, families, our communities and partner agencies.

## **REASONS FOR RECOMMENDED OPTION**

18. Option C would mean that we can ensure from the outset that the work is fully supported by a range of partners and there is commitment to embed and integrate domestic abuse into commissioning and mainstream service provision, programmes and planning. It will also enable us to get on with some immediate tasks, continuing to work with Growing Futures, who have been a key contributor to this strategy.

Evidence clearly shows that the whole family approach is working and we need to ensure we maximise our resources, eradicate any duplication, respond to the gaps we have identified and improve our understanding of what works through focusing on outcomes.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

19.

	<b>Outcomes</b>	<b>Implications</b>
1.	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	<p>The integrated and longer term vision if this strategy will impact upon all of the Councils key priorities. For example:</p> <ul style="list-style-type: none"> <li>• Reducing the cost of DA to the economy, to public services, young people and individuals and the community.</li> </ul>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>Significant impact on children and young people, safeguarding serious cases. Major impact on health (A &amp; E admissions, mental health, substance misuse and GP attendance)</p>
	<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>Supporting people to be in work and economically active, helping them resolve home related issues and thus facilitating them into work where appropriate.</p> <p>Improving community environments including reducing anti-social behaviour and levels of crime.</p>
	<p>All families thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	<p>Identifying victims and perpetrators or potential perpetrators at a much earlier stage and preventing escalation of issues. The provision of therapeutic support to victims and families will significantly reduce the impact enabling families to thrive.</p>
	<p>Council services are modern and value for money.</p>	<p>The Strategy has included an examination of best practice to ensure we are using the very latest thinking to produce modern and value for money services.</p>
	<p>Working with our partners we will provide strong leadership and governance.</p>	<p>The governance arrangements proposed within the strategy will ensure effective and strong leadership of the priorities and actions.</p>

## **RISKS AND ASSUMPTIONS**

20. All risks and assumptions will be outlined in the detailed action plan and overseen by the relevant accountable board.

## **LEGAL IMPLICATIONS**

21. Local Councils play a vital and central role in tackling domestic abuse.
22. The council has statutory obligations surrounding the safeguarding of children and vulnerable adults and the council may have statutory homelessness duties to some victims of domestic abuse under part vii of the housing act 1996 (as amended).
23. The decision maker must be aware of their obligations under section 149 Equality Act 2010, the Public Sector Equality Duty (PSED). It obliges public authorities, when exercising their functions, to have 'due regard' to the need to: Eliminate discrimination, harassment and victimization and other conduct which the Act prohibits; Advance equality of opportunity; and Foster good relations between people who share relevant protected characteristics and those who do not.
24. The relevant protected characteristics under the Equality Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also covers marriage and civil partnerships, but only in respect of eliminating unlawful discrimination.
25. The decision maker must ensure that they have seen the due regard statement. The duty must be exercised in substance, with rigour, and with an open mind and is not a question of ticking boxes. It is for the decision-maker to decide how much weight should be given to the various factors informing the decision, including how much weight should be given to the PSED itself. The duty is a continuing one and there should be a record/audit trail of how due regard has been shown. It is not sufficient for due regard to be a "rear-guard action" following a concluded decision. The decision maker must also pay regard to any countervailing factors and decide the weight to be given to these, which it is proper and reasonable to consider; budgetary pressures, economics and practical factors will often be important.

## **FINANCIAL IMPLICATIONS**

26. Currently DMBC contribute almost £1m towards Domestic Abuse Services. This £1m is funded by a variety of sources, mainly Public Health, Police & Crime Commissioner and DMBC General Fund. There is a risk that some elements of this funding will not continue beyond 16/17 and this may impact upon DA services in the future.
27. There was an anticipated reduction in funding from the Police and Crime Commissioner to support the Domestic Abuse Perpetrator programme and therefore plans are now in place to develop a county wide programme, offsetting the local impact in Doncaster.

28. A decrease in funding from Public Health may have an impact on the provision of caseworker support to victims and the delivery of training to partners. A business case has been submitted to the Better Care Fund Board for consideration of alternative funding.

### **HUMAN RESOURCES IMPLICATIONS**

29. On-going training for the workforce will be required to ensure staff have the knowledge and skills to identify the different forms of domestic abuse they are likely to encounter. In addition, the workforce will benefit from training to enable them to work towards changing the current culture of behaviour and acceptance of domestic abuse in Doncaster. Managers will need to work with human resources to influence and support the development and updating of policies and procedures in the workplace to ensure employers meet their duty of care for their employees' wellbeing.
30. Reductions in funding may have implications for DMBC staff and these will be considered in line with our own internal Policies.

### **TECHNOLOGY IMPLICATIONS**

31. There are no specific technology implications at this stage. The planned new integrated solution for LOCYP, AHWB and DCST aims to seamlessly join up case management, with new processes, higher quality data and intelligence, directly supporting the delivery of Outcome 2 of the Domestic Abuse Strategy. Planned integration with partners, also puts us in a strong position to deliver this more effectively through the use of technology specifically procured for this purpose instead of having to work around legacy not fit for purpose systems.
32. The planned Single Business Intelligence Store project together with the delivery of the Data Quality Action Plan will also support the objective outlined in the Strategy to 'Improve the quality and use of data, research and local intelligence across the partnership to inform commissioning and target resources more effectively and efficiently to address levels of need and risk'.
33. Where additional requirements are identified for new, enhanced or replacement technology to support the delivery of the Domestic Abuse Strategy 2016-2020, these would need to be considered by the ICT Governance Board (IGB) in line with the agreed ICT governance processes.

### **EQUALITY IMPLICATIONS**

34. A full equality impact assessment has been completed as a consequence of this strategy and all relevant considerations have been undertaken as part of this assessment.

### **CONSULTATION**

35. There has been consultation with key agencies, services, front line workers, key stakeholders including some members and service users as part of the development of the strategy. There would need to be further consultation as the strategy is implemented.



## **BACKGROUND PAPERS**

36. None.

## **REPORT AUTHOR & CONTRIBUTORS**

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# **DONCASTER DOMESTIC ABUSE STRATEGY 2017-2021**

**Final  
Jan 2017**

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- Progress of Performance Indicators
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DRAFT

## Forward

Domestic abuse is one of the biggest challenges we face as a partnership. We know so much about the dreadful effects it has on individuals, their families and the wider community. We work hard to respond appropriately and effectively to reports of domestic abuse, and over the last three years we have significantly improved our response, and are starting to see the positive impact of the work we are doing.

But we also know that a great deal of abuse is never reported to the police or other services. We hear many families explain that abusive behaviour is perceived as normal for them. We see the evidence of abusive behaviour in relationships between young teenagers. High risk cases in Doncaster continue to be higher than average, and we have had two Domestic Homicides since our last strategy in 2012.

So three years on from our strategic review of Domestic Abuse, and the resulting strategy, I'm in no doubt that we now need to build on this, reflect on what has worked, and identify our priorities for the coming years.

Our strategy development day in October 2015 brought together all the key partners to do just that, and this new strategy for 2017-21 is the result.

Our agreed vision and philosophy of practice is to develop our whole family approach and integrated partnership working, as this is the most effective way to ensure that families receive the support and protection they need.

This strategy will detail how we want everyone who works with families who may experience domestic abuse to work together. It sets clear expectations and a course of action which we believe will make a difference. Bridging the gap between strategy and practice is crucial to empowering and supporting people to change their lives.

Our Partnership's commitment to protecting and supporting families experiencing domestic abuse recognises that we must also work with perpetrators to support them to change their behaviour, and at the same time work to change the culture of acceptance of abuse, through education and public awareness, and so enable earlier intervention.

The whole family approach is working, and we need to ensure we maximise our resources, eradicate any duplication, respond to the gaps we have identified, and improve our understanding of what works through focusing on outcomes. We recognise that the real experts in what works are the people who have experienced using the services we provide, and one of the key planks of our new strategy is that we want to provide the opportunity for service users to participate in the planning, commissioning and delivery of services.

We are committed to challenging the acceptance of abuse, recognising it is an issue across the county, nationally and internationally. There may be opportunities to work with our colleagues in a wider partnership to tackle aspects of this shared priority at a county or regional level. Equally we understand that front line services need to be accessible for our residents, and that victims are listened to and their needs responded to the first time they tell someone about their abuse.

Domestic abuse is everyone's business, and it's essential that we work together in a coordinated way ensuring that everyone understands what domestic abuse is, knows how to respond to it, and where to get support if they need it.

Likewise we know that domestic abuse isn't isolated as a single issue in family's lives, in many cases it is coupled with mental ill health, substance misuse and other complicating factors including the effects of poverty and disadvantage. However domestic abuse can happen anywhere as it has many forms from physical to emotional abuse and coercive control and can affect anyone.

Doncaster continues to go through considerable change in difficult circumstances. We recognise the competing priorities faced by agencies but never before has coming together in partnership been more important to tackle the significant issues resulting from and associated with domestic abuse. I believe we can be proud of the achievements made in recent years and this new strategy renews our dedication and commitment to working together to tackle domestic abuse.

I'm therefore delighted to commend this four year strategy as the Chair of the Safer Stronger Doncaster Partnership and the Doncaster Domestic Abuse Chief Officers' Group.

**Chief Superintendent Tim Innes**  
Chair of Safer Stronger Doncaster Partnership

## 1.0 Introduction

This partnership strategy reflects the coordinated response to domestic abuse in Doncaster, led by the Safer Stronger Doncaster Partnership. One of the most important aspects of responding effectively to domestic abuse is that it cannot be achieved by any single agency operating in isolation. This strategy therefore sets out a 'call to action' and an agreed way of working with adult victims, perpetrators of domestic abuse and with any child or young person living in a household or with the consequences of domestic abuse.

Families<sup>1</sup> have a wide range of needs and may be experiencing a number of issues which contribute to, or initiate the domestic abuse. The response therefore needs to be tailored to the needs of individual families and may involve a range of professionals from both statutory and voluntary organisations working together. This presents a challenge of avoiding duplication, maximising the use of resources, and ensuring consistency of service. It also requires a shared vision and shared philosophy of practice.

This strategy therefore seeks to focus our commissioning arrangements and provision of services, and sets out how we will further improve our response to domestic abuse over the coming years.

Two supplementary documents which are being produced to support the delivery of the strategy and services for Domestic Abuse are:

- A financial and sustainability plan
- A workforce development plan with an agreed competency framework for practitioners

### 1.1 Our Strategic Vision

***“In Doncaster people no longer experience Domestic Abuse”***

*Our vision, agreed by Partners at our Strategy Development Day (Oct 2015), is aspirational and is for a Doncaster where domestic violence and abuse is recognised as unacceptable, and people live safe and happy lives free from abuse.*

*Anyone experiencing domestic abuse, whether being abused, being the abuser or witnessing abuse within the home environment, has access to the support they need at the time they need it, to be safe and recover, or address their behaviour.*

In fulfilling this vision families should be seen as equal partners with professionals supporting them; whether this is a rapid response to protect victims or to challenge unacceptable harmful behaviour from perpetrators.

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<sup>1</sup> Families in the context of this strategy is anyone living with or affected by domestic abuse, which may or may not include children under the age of 18yrs old (24yrs SEND).



Children and young people have a right<sup>2</sup> to have their voice heard with an entitlement to information which assists them to participate and engage with services that support their needs.

We continue to work in an environment of rapid change which means that we have to constantly look at new ways of working with new models for investment, integrated commissioning and delivery of services. We have worked in an integrated way and 'think family' approach for a number of years through the MARAC, IDVA service and Domestic Abuse Caseworkers, as well as Stronger Families<sup>3</sup> and more recently through Growing Futures<sup>4</sup> to name a few.

This way of working will be strengthened through:

- the increased use of the early help assessment with support through the Early Help Hub
- better information sharing for more complex cases through the Multi-agency Safeguarding Hub (MASH) and Adult Safeguarding arrangements
- working practice focused on agreed shared outcomes

However, to make further gains and maximise the use of precious resources, we need to improve the use of our collective intelligence through:

- effective use of data,
- listening to staff working with families and in the community and also
- hearing what victims (adults and children) and perpetrators tell us.

This will enable us to understand needs more fully; provide a better understanding of families' vulnerability or behaviours and thereby target resources more effectively where they are needed most.

## **2.0 The National Context**

### **2.1 Definition of Domestic Abuse**

In March 2013<sup>5</sup> the Government announced a shared definition for domestic abuse which 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. This can encompass but is not limited to the following types of abuse:

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<sup>2</sup> United Nations Convention on the Rights of the Child 1989

<sup>3</sup> Doncaster's response to Troubled Families agenda

<sup>4</sup> Growing Futures is Doncaster's DfE Innovation funded project to transform mainstream social work and family support practice to support long term recovery for children from domestic abuse.

<sup>5</sup> <https://www.gov.uk/government/publications/new-government-domestic-violence-and-abuse-definition>

- psychological
- physical
- sexual
- financial
- emotional

“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.

“Coercive behaviour is defined as 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.”

This 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.

## **2.2 National Research<sup>6</sup>**

Contemporary academic research about the nature and types of domestic abuse are continually developing with evidence from practice constantly evolving and informing our knowledge and understanding. Unfortunately, there is no collective academic agreement on these typologies and the complexities of domestic abuse. This can lead to practice being determined by differing philosophy and standpoints which conflict.

Despite this, research is informing policy and in turn is reflected in Doncaster’s local provision. This includes:

- Response to domestic abuse incidents taking account of multiple incidents as a potential pattern of abuse, rather than investigating single incidents in isolation
- Increased focus on teenage relationships and the support needed for young people experiencing abuse in their intimate relationships
- Teen to parent abuse which recognises that this form of abuse is likely to involve a pattern of behaviour that can include physical violence and coercive control, and a parent can find it difficult to access support tailored to their family’s needs. In this situation young people are often seen as perpetrators rather than as vulnerable people, and this needs to change.
- The impact of domestic abuse on the adult victim and on children – even once they have achieved safety – is often severe and long-lasting.

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<sup>6</sup> See ‘Research references’ Appendix 4

- Perpetrator services need to proactively identify risks posed by perpetrators to victims and identify other forms of behaviour that are wider than their intimate relationship, including criminal activity and abuse in the community.

Research also indicates that responses to domestic abuse need to be informed by assessment which identifies risk to victims and the type of abuse in individual families.

These are identified as:

- Intimate partner terrorism – which is mainly present in abusive relationships between heterosexual couples, and follows the gendered model of domestic abuse (i.e. a male perpetrator controlling a female victim), which leads to severe injury and chronic impact for the victim, both mentally and physically
- Violent resistance (also known as co responsive abuse) – which occurs when a victim of domestic abuse responds violently to their abuser in direct response the abuse s/he is suffering
- Situational couples' violence - where arguments escalate to aggression and physical violence, and the arguments may be attributable to or fuelled by external factors (e.g. alcohol misuse).

### **2.3 The National Strategy for Domestic Abuse**

The national strategy '*Ending Violence against Women and Girls Strategy 2016 – 2020*<sup>7</sup>' although focused on women and girls, the Government is clear that abuse happens to men and boys as well, and that the definition and responses available apply regardless of gender.

Over the last five years the Government has introduced a range of new tools to support agencies to protect victims of abuse and manage perpetrators effectively, including:

- Domestic Violence Protection Notices and Orders
- Domestic Violence Disclosure Scheme (Clare's Law)
- Forced Marriage (Anti-social behaviour, Crime and Policing Act 2014)
- Female Genital Mutilation (Serious Crime Act 2015)
- Modern Slavery Act (2015)
- Controlling or coercive behaviour in intimate or familial relationships (Serious Crime Act 2015)

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<sup>7</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/505961/VAWG\\_Strategy\\_2016-2020.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/505961/VAWG_Strategy_2016-2020.pdf)

The key messages within the national strategy are:

- The prevalence of domestic abuse and sexual violence since 2010 has dropped and total prosecutions for VAWG offences have reached the highest levels ever recorded
- That sustained progress will only be made if national and local agencies and the community work together to prevent domestic abuse in the first place.
- The key pillars of the approach – prevention, provision of services, partnership working and pursuing perpetrators remain relevant from the 2010 strategy.
- There is a need to break the intergenerational consequences of abuse
- A need to tackle the multiple needs and disadvantage associated with, or the consequence of domestic abuse, such as substance misuse; homelessness; offending behaviour; gang involvement; prostitution or mental ill health.
- Local commissioners to deliver a secure future for rape support centres, refuge and FGM and Forced Marriage Units, whilst all services move to an early intervention and prevention approach as the norm, not only a crisis response.

#### **2.4 Wider legislation and policy for working with families**

There have been a number of legislative changes and areas of policy re-focus since our last domestic abuse strategy that are remodelling the way we think and work with adults; children and young people and with families. These include:

- The Health and Social Care Act 2012<sup>8</sup>
- The Care Act 2014<sup>9</sup>
- Children and Families Act 2014<sup>10</sup>
- Working Together to Safeguard Children (WTG) 2015<sup>11</sup>

Individually they have brought specific requirements for local delivery, for example:

- The Health and Wellbeing Board to lead the development of a local Joint Strategic Needs Assessment to understand the current and future health and social care needs of local communities (Health and Social Care Act 2012)
- Adult Safeguarding Board to lead a multi-agency local adult safeguarding system that seeks to prevent abuse and neglect and stop it quickly when it happens (The Care Act 2014)
- Confirming responsibilities on partners for inter-agency working and co-operation to safeguard and promote the welfare of children through the Local Safeguarding Children Board (WTG 2015)

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<sup>8</sup> [http://www.legislation.gov.uk/ukpga/2012/7/pdfs/ukpga\\_20120007\\_en.pdf](http://www.legislation.gov.uk/ukpga/2012/7/pdfs/ukpga_20120007_en.pdf)

<sup>9</sup> <http://www.legislation.gov.uk/ukpga/2014/23/part/1/crossheading/safeguarding-adults-at-risk-of-abuse-or-neglect/enacted>

<sup>10</sup> <http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted>

<sup>11</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf)

## 2.5 What this means for our local Domestic Abuse Strategy

Collectively the national agenda has moved from a risk led approach that had the effect of focusing resources on the highest risk cases or most vulnerable victims, to an approach which now also prioritises prevention and early intervention. It seeks to meet the needs of the whole family earlier and in so doing reduce the risk of escalation and serious harm in the longer term.

It challenges partners to assess risks and concerns together recognising that multiple needs require a collective response. It also requires an understanding of the interrelationships within families and the communities and culture in which they live. The statutory duties to co-operate and to work collectively, across sectors and agencies with families are evident. There is an expectation that services for adults, children, young people and the community take a whole family integrated approach to address vulnerability; support those most at risk and challenge behaviour that impacts on positive outcomes now and into the future.

This requires partners; especially those with commissioning responsibilities, to ensure their organisational plans derive from the Joint Strategic Needs Assessment (JSNA) to provide help earlier and focus resources on evidence informed practice and research.

The key points that have informed our local strategy and action plan are:

- **Reduction of prevalence through:**
  - Early intervention by all agencies
  - Education
  - Culture change
  - Opportunities for victims to seek help safely
  - Effective perpetrator interventions
  - Assessment and response to multiple needs
- **Increased reporting through:**
  - Police response
  - Confidence in criminal justice system
  - Improved understanding of violence and abuse incl. Coercive control
  - Bystander programmes<sup>12</sup>
- **Increased prosecutions and convictions through:**
  - Evidence led prosecutions
  - Enhanced support through the criminal justice system for victims
  - Effective use of new technologies
- **Reduction of re-offending and breaches of orders through:**
  - Effective perpetrator interventions
  - Integrated family approach
  - Effective sanctions for breaches

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<sup>12</sup> Bystander programmes are initiatives to empower people to challenge unacceptable behaviour and intervene safely if needed

### 3.0 Doncaster's Context

Domestic and sexual abuse has been a key priority for the Safer Stronger Doncaster Partnership (SSDP) since 2010. In 2012 an independent review of Doncaster Domestic Abuse Services by the NSPCC and KAFKA UK led to a new Domestic Abuse Strategy for 2012 - 2015 being launched.

In 2013 it was agreed that since not all sexual abuse occurs in the context of a relationship, it was important not to merge the two, and a stronger focus on Sexual Abuse was needed. A separate Sexual Abuse Theme Group was established, a strategic review of Sexual Violence and Abuse was carried out and a separate strategy on Sexual Violence and Abuse developed.

The Partnership have agreed in developing this new Domestic Abuse Strategy for 2017 to 2021 that a separate strategy is still required for sexual violence and abuse which maintains an equal and specific focus on these issues.

This Domestic Abuse Strategy is therefore focused on domestic abuse alone, which includes sexual abuse in intimate domestic relationships in line with the national definition.

#### 3.1 Our Achievements

In developing this new strategy we have reviewed the work of the partners to learn what has worked and to recognise the achievements made from 2012 to 2015. Some of these achievements are illustrated through 'quotes' and feedback from service users

- **Commissioned new support services for victims** including the refuge which is consistently fully occupied, 8 dispersed housing units and floating support service which has supported 146 families.
  - ✓ "This place has helped me stand up on my own two feet"
  - ✓ "I can meet or speak with staff when I need support"
  - ✓ "The door is always open"
- **Established a new team of Domestic Abuse Caseworkers** in 2014 within the Council, working with Stronger Families service to support victims of domestic abuse who are not at high risk, including a worker based at the hospital and two working directly with GPs. Caseworkers have supported 936 clients since the team was established.

- ✓ 'great news! the social worker has closed case. So pleased. I feel like we've got a new start and you really kept me going even when I didn't think I'd ever get to this day.'
  - ✓ 'there was nothing like this when I was being abused years ago. You just had to cope on your own. I wish I'd had someone like you to talk to.' (clients mother)
  - ✓ 'not had a drink for a month! No way would I have gone to DDAS without you that first time.'
  - ✓ 'get keys for new house next week. Can't believe how much difference it made you coming to housing with me.'
- **Developed and commissioned a new service to support perpetrators of abuse** to change their behaviour – Foundation4Change was established in July 2014 and has worked with 152 people to change their abusive behaviour with a 21% reduction in police call outs in respect of their clients, and 96% of service users saying they would recommend the programme.
    - ✓ the 'effects on children' module had been *"very emotional"* as for the first time they realised what effect their behaviour was potentially having on their children
    - ✓ *"my wife is a lot happier" and "my relationship with my child has improved so much after doing this course"*.
    - ✓ one customer specifically commented that is what they needed (to be challenged) as without that challenge they would stop making progress towards changing their thought processes.
    - ✓ One customer had gained a lot from the alcohol module, as this was a part of their life they were trying to change (they had identified alcohol abuse as a main contributing factor to their domestic abuse).
  - **Delivered a multi-agency prevention and education programme** to promote the message to our communities and young people in schools that domestic abuse is not acceptable.
  - **Developed and piloted an innovative programme to work with young people who are abusive to their parents.** The "Getting On" programme through joint working between the Youth Offending Service, Community Safety and Stronger Families, which is now being rolled out by the Doncaster Children's Services Trust through Growing Futures.
  - **Implemented a workforce development plan and trained 2000 staff** in all agencies to identify and respond effectively to domestic abuse

- **Established a Domestic Abuse Hub, with Police and IDVAs co-located.** Together with the police restructure we have enhanced the service for high risk victims through joint working and improved communication concerning criminal cases. This is also part of the Multi Agency Safeguarding Hub (MASH) which brings together a wider range of safeguarding professionals under one roof.
- **Restructured the South Yorkshire Police response to domestic incidents** which has streamlined the way cases are managed, from initial report, to risk assessment, investigation and prosecution of offenders.
- **Targeted the offenders most at risk of causing serious harm** and managed them proactively using an Integrated Offender Management approach through joint working with Police and Probation officers.
- **Reviewed and streamlined our Multi-agency Risk Assessment Conference** and taken over its administration from South Yorkshire Police. 631 high risk cases have been managed by the MARAC in the 12 months to 31/3/16
- **Used the new Domestic Violence Protection Notices and Orders** to enable families to stay safely in their home rather than having to leave to escape an abuser. Our Safe and Secure service, managed by St Leger Homes, provides for a quick and effective response which ensures the security of property.

### **3.2 What we know about domestic abuse locally**

To build on these achievements we have also reviewed our data and other local intelligence to understand the current position and new baseline. We will use this baseline to improve the collection and analysis of data to measure progress and the impact of this strategy.

Full detail of the local data and intelligence available is in Appendix 2.

#### **3.2.1 Local data and intelligence**

The most accessible data for domestic abuse is through:

- Domestic Homicide Reviews (DHR)
- South Yorkshire Police recorded incidents;
- High risk cases reviewed at MARAC;
- Information available from Doncaster Children's Services Trust case management data and through Stronger Families casework.



A summary of this local intelligence highlights:

- The 4 local domestic abuse homicide reviews since 2011 tell us:
  - Domestic abuse needs to be seen as a safeguarding issue by the wider workforce, who, in turn, need to be trained to ask the correct questions and respond appropriately
  - The workforce needs training to identify different forms of domestic abuse
  - Health practitioners need to screen for domestic abuse beyond the focus of their scheduled activity and need to recognise the links between domestic abuse, mental health and substance misuse
  - Victims of domestic abuse who may not be accessing services, e.g. older victims, need to be aware how to access help and support
  - The wider family and services did not recognise that men could be victims.
  - In situations where couples separated the victims thought they would now be safe without recognising the potential escalation of violence and the danger they could still be in.
- Police data shows an increase in incidents since 2006/7 with a flattening trend line over the last 3 years. This is in contrast to South Yorkshire region where incidents continue to increase. This could suggest that some of the early interventions introduced through the last strategy are beginning to work.
- MARAC data over the last 3 years show:
  - The numbers of high risk cases referred are well above the average against both regional and national figures and SafeLives benchmark.
  - The number of children affected has increased to over 800 in each of the last 2 years
  - Although there has been a reduction of cases over the period the percentage of repeat cases remain higher than regional and national figures. This could be due to a greater reduction of cases overall with the number of repeat referrals being maintained.
  - The percentages of cases of victims with protective characteristics (BME; LGBT; Disability) are all below the regional and national figures and SafeLives recommended range against demographic information.
  - The number of male victims is similar to regional and national. However the number of young people referred saw a sharp increase in 2014 although this reduced last year
  - There is a disproportionately higher level of referrals from the Police than other partners against both regional and national figures.

The MARAC data would suggest that Doncaster has a far higher number of high risk cases than other areas, while also maintaining a significant number of repeat

referrals of difficult cases. It could also suggest that there is a greater awareness with the public about domestic abuse through campaigns, although reported incidents have reduced slightly.

The data shows that there may be a lack of understanding about intimate partner abuse and a general acceptance of cultural norms within some communities and some relationships leading to a lack of assessment and response.

Likewise risk assessment does not appear to be routine with some partners being reliant on Police to respond. This lack of routine assessment by services is a significant concern as some high risk cases could be missed with earlier interventions not deployed to support which are standard and medium risk.

- Children's Social Care data and Stronger Families information show:
  - Domestic abuse is the most frequently recorded concern being present in 39% of assessments which may be affecting 1,880 children. This has been consistent over a number of years
  - These cases also show multiple needs with a significant proportion having a range of two to four other concerns present and a number of families with five or more concern factors detailing highly complex needs.
  - These needs and concerns continue to be parental drug and alcohol misuse, mental ill-health with an increasing number with some form of learning need or disability. There is also evidence of some of these concerns identified in children and young people within the family, including abuse towards parents.
  - Families display and suffer other factors including: poverty, parental ability, housing and finance issues and poor general health and emotional wellbeing.

The finding from this data is not a surprise and shows a recurrent trend which could lead to an acceptance that this is a normal part of life for some families. It isn't normal and although protection and specialist services can do much to support families to recover in the short term there is a need for greater engagement of wider family services. This includes prevention through education and services that promote health and wellbeing.

### **3.2.2 What do local people say?**

There are many examples of client satisfaction with some services. However, we have limited information through wider public consultation.

In summary what we do know is:

- While some adults recognise domestic abuse is a problem and unacceptable they see this as a private matter and an accepted part of life. This also extends to acceptance of aggressive behaviour in the community which in part, is fuelled by misuse of alcohol and drugs.
- In contrast although children and young people recognise domestic abuse is an aspect of many of their lives or their friends' lives, they want to change this but are not sure how to.
- Staff members delivering local services express the need to assess risk sooner and respond more effectively through collective effort with the whole family. They state there should be greater understanding of what works with individual family members including direct work with children. Many staff express a lack of confidence in working with perpetrators as well as not seeing this as their job.

### **3.2.3 The cost of domestic abuse**

There is a real and quantifiable cost which impacts on service providers. This is in terms of the length of time and intensity of provision required to promote recovery and build resilience where domestic abuse is identified at relatively high levels of risk.

Using national figures:

- It is estimated that upwards of 27,060 of women and girls aged 15 to 59 in Doncaster have experienced an incident of abuse or sexual assault in their life.
- Estimates for Doncaster show for high risk cases to MARAC the cost to services for adults is over £12m and will exceed this by the year 2020 if the rate continues or increases
- Earlier intervention could reduce High Risk case costs by £4m if services assess need earlier and intervene
- The overall wider public cost of domestic abuse in all cases for Doncaster is estimated to be over £110 million
- The cost of support for children and young people known to children's social care is calculated at £7.5m in cases where domestic abuse is a factor, along with other factors
- In high risk cases the wider human and emotional cost for adult victims in Doncaster could be three times the cost of services

### **3.3 Where we are now and implications for the future**

Progress has been made, but families in Doncaster continue to experience significantly higher levels of domestic abuse compared with neighbouring local authorities and against national figures and benchmarks. Domestic abuse presents at relatively high levels of concern through Children's Social Care, or referral to MARAC as high risk mainly through Police responses.

Headway has been made to identify domestic abuse earlier through the Stronger Families agenda<sup>13</sup> with the expanded criteria which includes domestic abuse as a concern factor for support.

We are also seeing signs of early identification through early help assessments logged through the Early Help Hub for families with children. However, this has not yet become routine practice through all services for all people.

Until 2015, most of the service responses to domestic abuse focused on either victims or perpetrators, and not the effect on children and young people in the family. Doncaster Children's Services Trust has secured £3m of DfE Innovation funding (April 2015 to Dec 2016) to address this gap in provision. This project is known as Growing Futures<sup>14</sup> and is developing new therapeutic practice and innovative ways of thinking and working with families alongside mainstream services. We are eager to learn from this work and look to sustain practice where this is shown to work. The aim is to address the long term harm caused by domestic abuse, which can emerge in new relationships and future generations through continued acceptance of *"that's just the way life is"*.

Doncaster has also committed to working differently with perpetrators of abuse. Our last strategy introduced our innovative work with perpetrators, from the voluntary Foundation 4 Change Service, to the use of Integrated Offender Management with our highest risk offenders. We are developing this work through our focus on the whole family, and by identifying abusive behaviour earlier we can support people to change before serious harm is done. However, if perpetrators resist support they must face the consequences of their actions.

Our experience in the last two years, through our programme and whole family working show that many abusers have experienced trauma and abuse in their own lives. Therefore punitive actions alone make little difference other than entrench attitudes which continue to present in abusive behaviour in both existing relationships, including transference of behaviours to their children, or in new relationships. Our experience also shows that many families want to stay together but just want the abuse to stop.

For these reasons we are committed to supporting people who are behaving abusively to understand their life experience, appreciate what abusive behaviour is, and how it affects their partner and any children, and to learn how to change their behaviour and live without abuse.

We are committed to equality and diversity and recognise that domestic abuse has specific gender and cultural issues, as well as additional vulnerabilities for people with disabilities, or who are older or younger than the average victim profile.

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<sup>13</sup> Stronger Families is the Doncaster response to the Government's Troubled Families programme.

<sup>14</sup> Growing Futures is a partnership approach lead by Doncaster Children's Services Trust to transform practice with families to reduce emotional harm from domestic abuse and support recovery in the short and long term

However we need to do more to understand and respond in specific situations, differentiating support for specific needs and circumstances. The attitude towards women and girls generally requires a specific focus and in some cases protection from physical mutilation. In addition gender and traditional roles in some communities should not maintain inherent inequality which harbours potential abuse, including forced marriage of either girls or boys.

Much of the national policy and research resonates with the local picture. A strategy to tackle domestic abuse in all its forms therefore requires a whole system and whole place approach through;

- a shared philosophy and common practice through a whole family approach
- Commissioning which requires services to co-operate with a knowledge and understanding of multiple needs and operate in a complex environment.
- direct action with the people who live and work in Doncaster on domestic abuse and on wider issues such as drugs and alcohol misuse; homelessness; anti-social behaviour; active citizenship and community well-being.

#### **4.0 What we want to achieve and how we will do it**

Our collective intelligence through national research and policy, local achievements and what we currently know has developed a clear picture of the future and objectives we want to achieve and how we need to work together to deliver them.

As partners it is essential that we share a common purpose and work towards joint outcomes that meet the needs of all victims of domestic abuse, including children and young people who suffer harm due to their experience within their family home.

This strategy sets out our strategic outcomes and outcomes, based on a whole family approach through integrated working. It also challenges us to take a whole place approach to some common issues which continue to inhibit long term and sustained change.

Our approach provides the most effective model of identifying vulnerabilities and supporting adults and children and young people who may have complex needs. We intend to make sure this happens in a safe and coordinated manner with families with both victims and perpetrators.

#### **4.1 Strategic Outcomes and Key Objectives toward 2021**

Our outcomes and objectives have been developed taking into consideration the national strategy to end domestic abuse, specifically: Preventing violence and abuse; Provision of services and Pursuing perpetrators<sup>15</sup>. Government's explanation of

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<sup>15</sup> Ending Violence against Women and Girls Strategy 2016-2020 (March 2016)

Partnership Working and our own local aspirations are threaded throughout the strategy to develop a culture of thinking and working differently to fulfil our mutual goals.

#### **4.1.1 Outcome 1 - Communities and families no longer accept or experience domestic abuse**

Objectives:

- Provide education to children and young people so they know abusive forms of behaviour are not acceptable and they are equipped to make healthier relationship choices in the future
- Increase the visibility and communication of domestic abuse and gender inequality with the public to challenge the social and cultural norms and attitudes that perpetuate acceptance and inequality.
- Influence and support the development of policies and procedures in all workplaces to support organisations to act responsibly for the wellbeing of their employees.
- Equip stakeholders<sup>16</sup> to identify and challenge the acceptance of domestic abuse and violence in families and whole communities.
- Increase confidence amongst victims including children and young people to report incidents of domestic abuse as early as possible and know their voice will be heard and responded to.

#### **4.1.2 Outcome 2 - Families who are vulnerable to or experience domestic abuse are identified earlier and receive effective support to stay safe; reduce repeat victimisation and recover.**

Objectives:

- Identify families vulnerable to domestic abuse or identify actual abuse, assess the level of risk and the impact this has, act swiftly to safeguard and protect all victims.
- Improve the quality and use of data, research and local intelligence across the partnership to inform commissioning and target resources more effectively and efficiently to address levels of need and risk.
- Provide the workforce in contact with those who may be affected by domestic abuse with the knowledge and skills to increase their understanding and identification of risks to respond to individual needs and behaviours within a family.
- Provide a range of services to support the holistic needs and recovery of victims which are appropriate to their age, gender, and ability or other circumstances (e.g. physical, legal, cultural, social, or emotional wellbeing).
- Improve the response to victims from professionals so they are effectively supported and protected from the first time they seek help, extending this to their family to promote resilience and recovery

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<sup>16</sup> Stakeholders are defined as any person living or working in Doncaster

- Ensure an effective and efficient multi agency response through MARAC for those victims who are at greatest risk and in need of immediate protection, but offers choice to support short and longer term recovery.

**4.1.3 Outcome 3 - People who use abusive behaviour are challenged and provided with effective support to change or face the consequences of their actions.**

Objectives:

- Identify abusers at an earlier stage in their offending behaviour so they understand the consequences of their actions before they come into contact with the criminal justice system and are motivated and supported to change their behaviour
- Utilise the various Criminal and Civil Justice options including new legislation (coercive control) to protect the safety of victims, bring offenders to justice, and protect children and young adults in need of care and protection.
- Build on the Integrated Offender Management Approach and improve working practice between MARAC and MAPPA to manage risk, disrupt offending behaviour and ensure that offenders including serial perpetrators face the consequences of their actions

Our outcomes and objectives are clear with specific actions to address these in the 2016/2017 action plan. This action plan will be reviewed annually along with the performance scorecard to measure progress (Appendix 3).

## 5.0 Our Finances and Resources

We have a clear understanding of the services we expect to focus on the immediate response to risk from perpetrators and the short and longer term recovery for victims. We also know the universal<sup>17</sup> services that we expect to have awareness of abuse and respond appropriately following assessment.

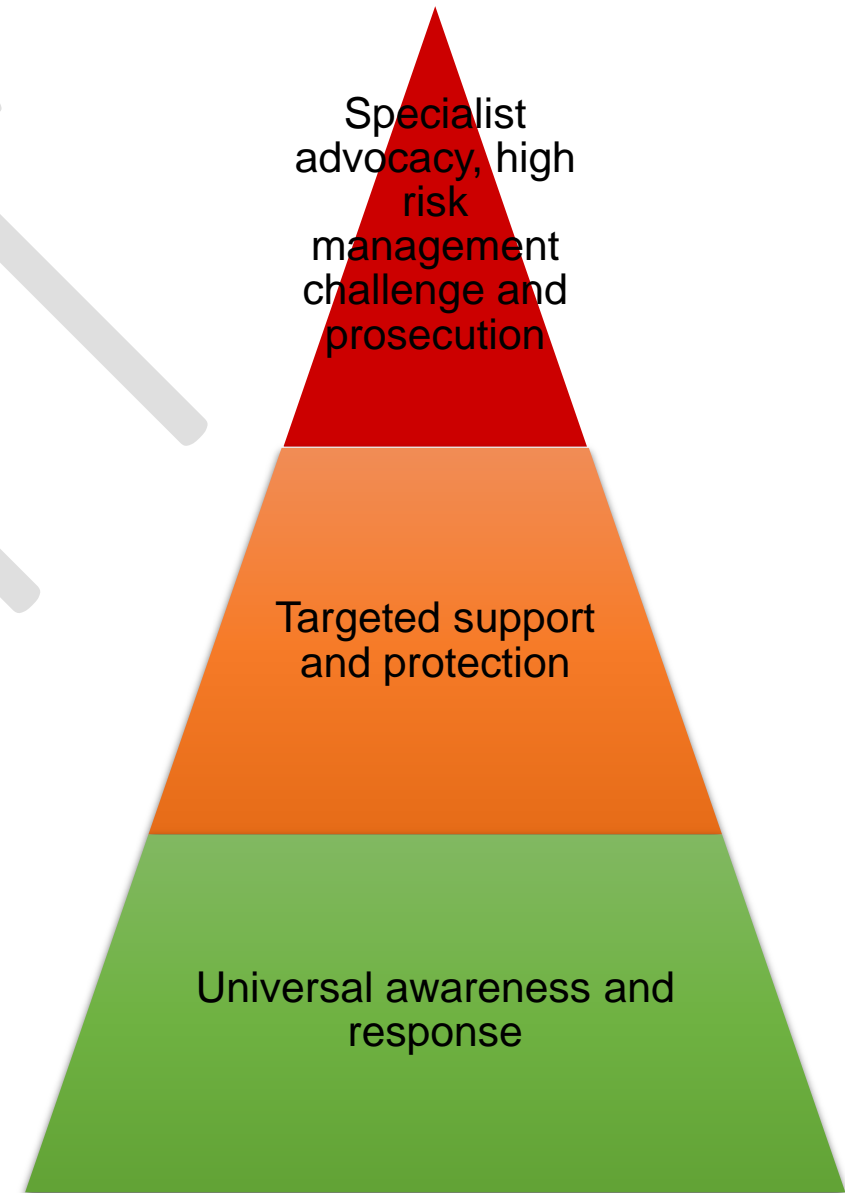
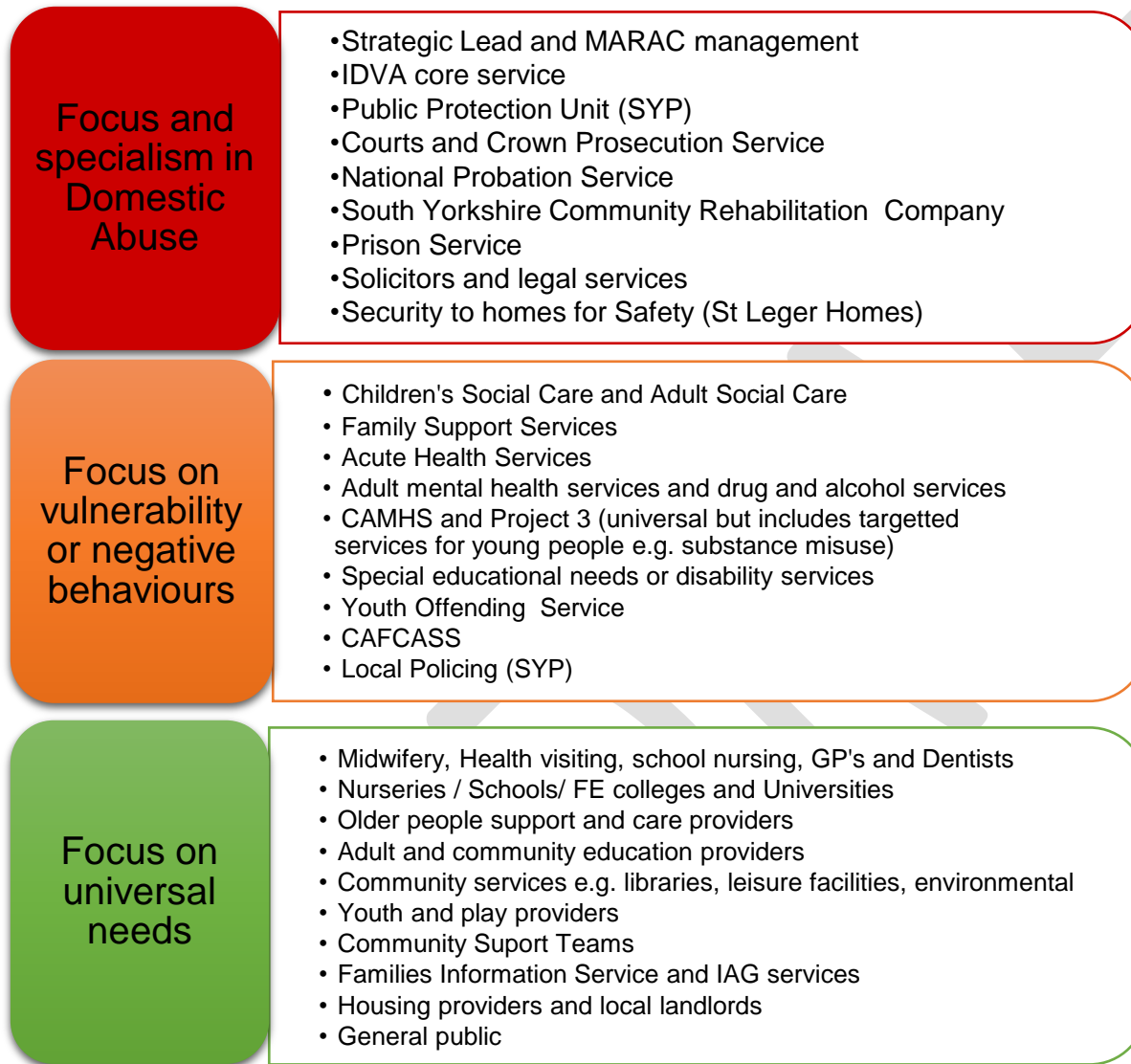
The first diagram shows the focus of core funded mainstream services, along with other local support when domestic abuse is suspected or identified at whatever level of risk. It should be noted that each service at whatever level will work together as part of a team with the family to address individual needs and behaviours. All services will maintain a focus on the rights of families to access universal services such as schools, health services and community services, while providing any targeted or specialist intervention or support.

The second diagram details additional services which are currently available but have short term funding. The ambition is to move away from short term funding so these additional targeted and specialist services become mainstream.

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<sup>17</sup> Universal Services are those who support basic needs or requirements to live a happy, healthy, sociable and prosperous life. They include education, health and community services.

## Core funded mainstream services and other local support





### Additional Domestic Abuse Services (Individually funded)

<b>Direct work with families</b> Key: W = women; G&B – girls and boys; YP = young people	<b>Adult victims</b>	<b>Perpetrators</b>	<b>Children and Young People</b>
Independent Domestic Violence Advisor additional capacity (DMBC) specialist workers who support 'high risk' victims/survivors of domestic abuse	x		
Domestic Abuse Case Workers (DMBC) supporting medium/standard risk victims. Some work with couples on healthy relationships	x		
Young Persons Violence Adviser (DMBC)	x		x (YP)
Domestic Abuse Navigators (DCST) specialist work with the whole family to support victim and child recovery and challenge perpetrators to support change in behaviour	x	x	x
Refuge and floating Support (Riverside)	x		x
Foundation UK - Custody suite support and Working Towards Change & Foundation for Change programmes		x	
Changing lives (victim programmes)	x (W)		x (G&B)
Specialist Mental Health and Drug and Alcohol Workers (DCST & ADS)	x	x	x
Domestic Abuse help line (Riverside)	x	x	x

In addition there are:

- services which are independently funded and delivered by the voluntary and community sector; private organisations; not for profit organisations and charities
- programmes that have domestic abuse as criteria or focus for support e.g. Stronger Families Programme (funded until 2020 subject to performance)

## 6.0 Governance and how partners will work together

### 6.1 Governance of the Strategy

This Strategy is owned by the Safer Stronger Doncaster Partnership (SSDP) on behalf of Team Doncaster. The SSDP Board has the strategic lead for Domestic Abuse, including conducting domestic homicide reviews, MARAC, contracting support services and partnership working at strategic and operational levels, including collaboration with service users.

This Strategy and the annual delivery plans will be led collectively by the Domestic Abuse Chief Officer Group holding lead officers and partner agencies to account for its implementation and for the impact of service delivery (Appendix 4).

The Domestic Abuse Theme Group will be tasked by the Chief Officer Group (COG) to support the delivery of the strategy and to produce bi-monthly performance reports which the COG will monitor and report directly to the SSDP

### 6.2 Working with other Strategic Boards

The Chief Officer Group do not intend to replicate the work undertaken by other Boards but this strategy does provide the context and approach from which commissioning and service delivery should be driven for Domestic Abuse and where there are multiple needs. This approach supports the priorities of a number of other Strategic Boards with the intention to maximise impact through joint leadership.

<b>Health and Well Being Board</b>	Theme 3 – Area of Focus on Families <sup>18</sup> The Stronger Families Programme is delivered – one of the six eligibility criteria is Domestic Abuse  Agencies identify families, assessing them holistically, monitoring progress against identified needs, working with whole families and implementing the 5 family intervention principles through a lead professional model
<b>Children and Families Board</b>	Doncaster Children, Young People & Families Plan 2011 – 2016 <sup>19</sup> Outcome 1: Children and young people are healthy and have a sense of wellbeing Outcome 3: Children and young people are free (and feel free) from harm

<sup>18</sup> Doncaster Health and Wellbeing Strategy 2016-2021

<sup>19</sup> Interim Plan 2015 – 2016

<b>Children Safeguarding Board</b>	Strategic Priority 3 Doncaster has effective arrangements for responding to key safeguarding risks.... promoting early identification & support to prevent escalation of risk to keep children safe
<b>Adult Safeguarding Board</b>	Strategic Objective 3 <sup>20</sup> Key deliverable 3.1 Develop a Safeguarding Adults Preventative Strategy that outlines Doncaster’s approach to preventing adults at risk from abuse
<b>Enterprising Doncaster Board.</b>	Significant impact on business through lost time due to impact of Domestic Abuse (DA). Contributing to changing the culture, getting businesses to adopt a DA policy for their staff. Getting the message out that DA is not acceptable.

At times the Domestic Abuse Chief Officer Group will identify complex problems or poor outcomes within the arena of Domestic Abuse and related issues. Under these circumstances there will be discussion between the Chair/s of relevant Boards to agree how this work will be progressed under a joint agreement. This will be determined by their respective priorities and responsibilities or statutory duties. This may result in joint commissioning arrangements but will be led by one strategic board to avoid confusion or duplication of effort

Bi-monthly performance reports and outcomes of any reviews will also be circulated to other Boards for information and comment and to ensure Domestic Abuse is aligned with any specific priorities and work programmes across Doncaster.

### **6.3 Individual Partner responsibility and accountability**

The SSDP through the Chief Officer Group will provide leadership to improve the outcomes and well-being of adult victims, children and young people affected by domestic abuse; alongside challenging and holding to account perpetrators of abuse.

However, it is the responsibility of individual partners to evidence the work they do to improve performance and measure the impact of their service provision through their own governance or contractual arrangements.

In the majority of circumstances partners are able to achieve this through the intelligence and analysis available through the JSNA and JSIA, in addition to their own service level information to respond to presenting needs.

<sup>20</sup> Doncaster Safeguarding Adults Partnership Board Strategic Objectives 2013-16 – Revised 10.6.14

Individual partners will therefore continue to focus on specific key performance areas for which they are responsible, but agree to work to common objectives and approach through this strategy.

The agreed ways of working and guiding principles to support this work are detailed in section 6.4

## **6.4 A Common approach and philosophy of practice**

In addition to the objectives detailed in section 4.1 is a philosophy of practice and model of working that needs to be embedded across Doncaster for both direct work with families and as a partnership.

### **6.4.1 Whole Family and Integrated Working**

A whole family approach and integrated working provide the most effective model of identifying vulnerabilities and supporting families who need help or protection.

There is strong evidence that practice which promotes a 'think family' approach is effective in promoting health and wellbeing and helps tackle some of the most complex problems in family life. However this includes domestic abuse even if the perpetrator has left the family home, but remains in contact with the victim or children, or moves on to a new relationship and family. This need to be undertaken in a manner that does not escalate risk or collude with perpetrators.

Whole family and integrated working are inextricably linked as one worker<sup>21</sup>; even if they take a holistic view of a family's needs is unlikely to make an impact and sustained improvement if other agencies do not work with them to achieve shared outcomes.

The key ingredients to achieving a successful whole family approach are when services for adults and children, where children are involved, share a common purpose and share information; there are clear lines of accountability but have shared assessments; and multi-agency working takes account of all the family's needs

In addition, tailoring evidence based services to the diverse and different needs of individual family members, with the support from a lead practitioner<sup>22</sup> who builds trust and empowers them to take control provides the best chance of success.

Families should also have multiple access points for help and support and every worker in Doncaster irrespective of which agency or organisation they work for across children's and adults' or services for the community should have the

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<sup>21</sup> Workers are defined as any person paid to work with adults or children in any capacity from universal to specialist services. This includes staff from public or private organisations or the VCS.

<sup>22</sup> A Lead Practitioner is any worker from the range of practitioners who are in contact with a family and are best placed to co-ordinate services around a particular child/young person or adults needs.

opportunity to identify and assess the risk of domestic abuse. Doncaster will capitalise on these assets across the partnership to strengthen our joined up support.

#### **6.4.2 Shared Principles**

The following guiding principles and agreed ways of working have been developed to support a risk led approach and longer term recovery.

- 1) Listen to the voice of adult victims and child or young person to understand their journey and life experience to engaging them in the design and delivery of services they need.
- 2) Whole family working through knowledge and understanding of their holistic needs and the community in which they live.
- 3) Strengths based approach to working with families and communities recognising their skills, knowledge and experience when developing action plans.
- 4) Early intervention and prevention approaches to working that respond more quickly to risks, vulnerability and prevent escalation
- 5) Focus and emphasis on reducing the impact of parental / adult vulnerabilities and behaviour to promote better outcomes and safeguard children and young people
- 6) Involve the workforce and individual workers in understanding needs and issues of working with adult victims, children and young people and perpetrators to inform practice and service delivery
- 7) Deliver evidence and research based practice that is focused on outcomes and learning from what works including innovative practice.
- 8) Joint commissioning through pool budgets or shared resources to understand needs, support planning, deliver services and measure impact.

#### **6.5 Partnership response to complex issues, poor outcomes or performance**

As a partnership we know that a strong collaborative approach is vital to seeing sustained impact on domestic abuse. We need to understand some problems in more depth and formulate a joint response. Many indicators are linked together and therefore a focus on one alone will have no real impact in the longer term if the root causes are not commonly understood and addressed in combination.

For this reason the Chief Officer Group will concentrate its efforts by identify each year one or two priorities for a 'deep dive' review on which to target its combined resources. This will follow an annual review of the outcomes through the action plan or performance scorecard which could lead to a focus on:

- a specific outcome area; or
- a focus on a combination of indicators, or

- a theme that promotes a culture of working that leads to sustained and consistent practice across a number of organisations

### **6.5.1 How priorities will be identified for 'Deep Dive' review**

It is vital that all partners understand the complexity of some issues and challenges of delivering on some outcomes. It is therefore important that the decision making of any 'deep dive' reviews to address some issues are open and transparent and inclusive of all partners. It is important that the focus is on the issue or poor outcome rather than individual partners and therefore the method and practice should reflect this approach.

Collectively the Chief Officer Group will identify annually one or two key issues that they want to address which could be identified through data or other intelligence. There will be a clear rationale why this is important and what the outcome of the review is seeking to achieve.

Any decision for a deep dive review will take account of, but not be limited to:

- Strategic fit – national, regional or Borough wide
- Impact on the population
- Long term trend or future impact of a poor outcome
- Resource implications
- Agency and named lead

The practice of reviews will take account of the guiding principles and agreed ways of working in Section 6.4.2. A methodology will be agreed appropriate to the type of review. The partnership has used Outcome Based Accountability (OBA) to date where data can be used to project trend.

## **7.0 How Partners will measure progress and success**

The Partnership agrees that tackling Domestic Abuse is a shared priority for all agencies and in order to achieve value for money, it is important that we quality assure the work we do both in terms of the individual service user's experience, but also the overall effectiveness of services. We are innovative in our approach and look forward to the Government's publication of the National Statement of Expectations, against which we can benchmark our provision.

In support of this there are a number of different ways the partnership will measure progress and the impact of the strategy.

### **7.1 Annual Action Plan**

This Strategy has an action plan to progress the objectives and work towards the outcomes detailed in section 4.1. This will be reviewed throughout the year by the Chief Officer Group with an annual report detailing progress and the impact this has made. This annual review will determine the following years plan.

Where there is concern over progress in an area of practice or outcome the partnership may decide on a 'deep dive' review to understand the issue in more detail and help overcome any challenges or barriers identified.

## **7.2 Progress of Performance Indicators**

Annually the partnership will formally review the Performance Scorecard (Appendix 3) to monitor improvement. This review may identify areas where improvement has slowed or the trend causes concern. The partnership will discuss with the lead partner who has responsibility for these specific indicators their plans for improvement with the intention to provide support to change the current or trend position.

It may be that the partnership identifies this area of work for 'Deep Dive' review

## **7.3 How services work together and have confidence in their work**

Section 6.4 identifies how partners will work together and although it is not for the partnership to monitor individual partner's performance beyond agreed scorecard indicators the Chief Officer Group will use some key measures to understand how partners are working together. Initially these will be:

1. An increase in Early Help Assessments and Stronger Families eligibility – use and impact for domestic abuse.
2. Increase in the percentage of referrals to MARAC from other partners using the current baseline of 23%
3. Increase in access and take up of training across partners to work with:
  - a) children and young people suffering domestic abuse and
  - b) working with perpetrators

The partnership may identify further measures in coming years. Where measures identify concerns for the Chief Officer Group this could lead to a 'Deep Dive' review to support and overcome any challenges that partners face, both individually and collectively.

## **7.0 Annual Action Plan 2017/2018**

Attached as appendices

## 9.0 Abbreviations

SYP	South Yorkshire Police
DAC	Domestic Abuse Caseworker
CAMHS	Child and Adolescent Mental Health Services
CAFCASS	Children and Family Court Advisory and Support Service
FE College	Further Educational College
IAG	Information, Advice and Guidance
DMBC	Doncaster Metropolitan Borough Council
DCST	Doncaster Children's Service Trust
ADS	Adult Drug Service
SSDP	Safer Stronger Doncaster Partnership
MARAC	Multi-agency Risk Assessment Conference
IDVA	Independent Domestic Violence Advocate
COG	Chief Officer Group
DA	Domestic Abuse
JSNA	Joint Strategic Needs Assessment
JSIA	Joint Strategic Intelligence Assessment
OBA	Outcome Based Accountability
MASH	Multi-agency Safeguarding Hub
FGM	Female Genital Mutilation
VAWG	Violence Against Women and Girls
DHR	Domestic Homicide Review
NSPCC	National Society for the Protection and Prevention of Cruelty to Children.
KAFKA	Kafka Brigade UK & Ireland Limited
DDAS	Doncaster Drug and Alcohol Services
LGBT	Lesbian, Gay, Bisexual and Transgender
BME	Black and Minority ethnic
DFE	Department of Education



**10.0 Appendices**

Appendix 1 References to Research

Appendix 2 What we know about Domestic Abuse locally

Appendix 3 Doncaster Partner Agency Performance Scorecard

Appendix 4 Domestic Abuse Chief Officer Group Members

Appendix 5 Growing Futures cost estimate references

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- <http://www.safelives.org.uk/sites/default/files/resources/Getting%20it%20right%20first%20time%20-%20complete%20report.pdf>
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1.0 Data and local Intelligence

Currently the information available to the partnership relating to domestic abuse is data from South Yorkshire Police; the Multi Agency Risk Assessment Conferences (MARAC) and Doncaster Children’s Services Trust for children known to children’s social care. This data is a useful and important baseline for this new strategy which will be used to measure progress over the next 4 years.

1.1 South Yorkshire Police data<sup>23</sup>

Police data shows over the last 3 years a flattening trend line (Figure 1). This is in contrast to South Yorkshire region where incidents continue to increase (Figure 2).

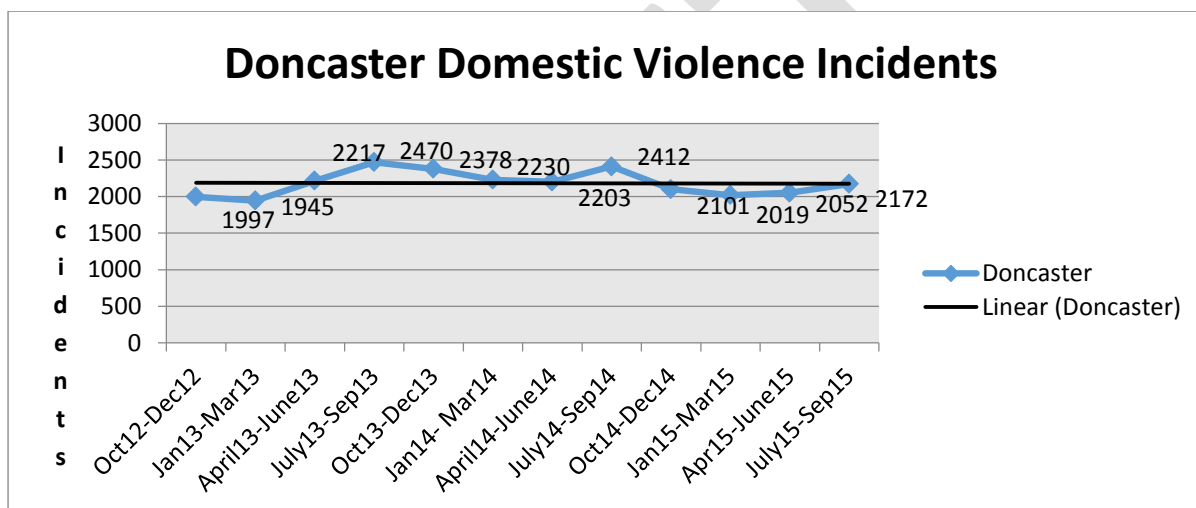


Figure 1

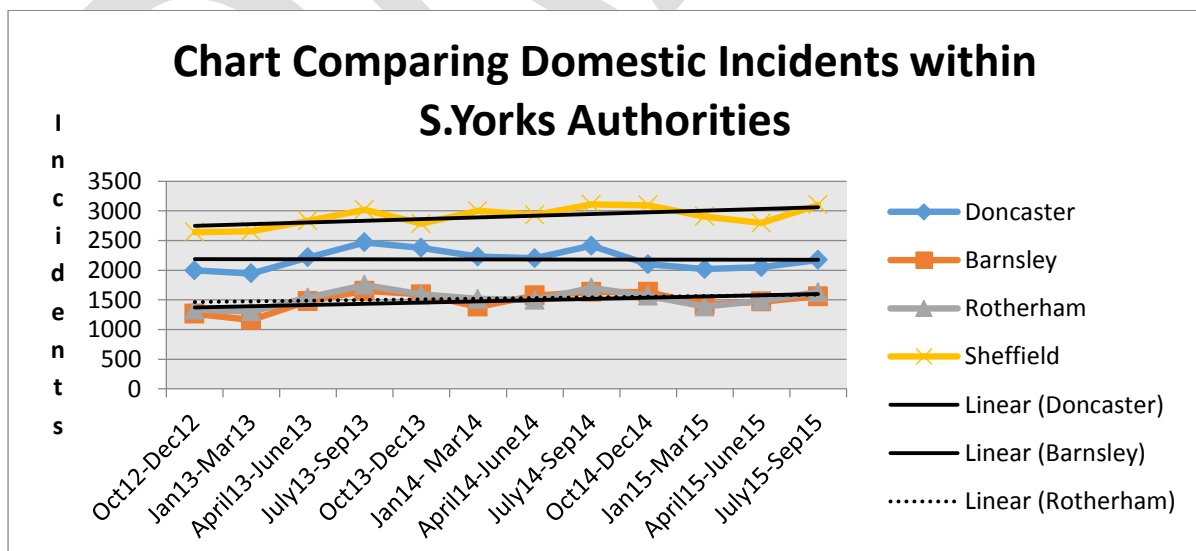


Figure 2

<sup>23</sup> SYP data Oct 2012 to Sept 2015

A review of previous year's data prior to the introduction of new intervention services and practice show a year on year increase in Doncaster with a greater rate of increase than our neighbouring authorities (Figure 3).

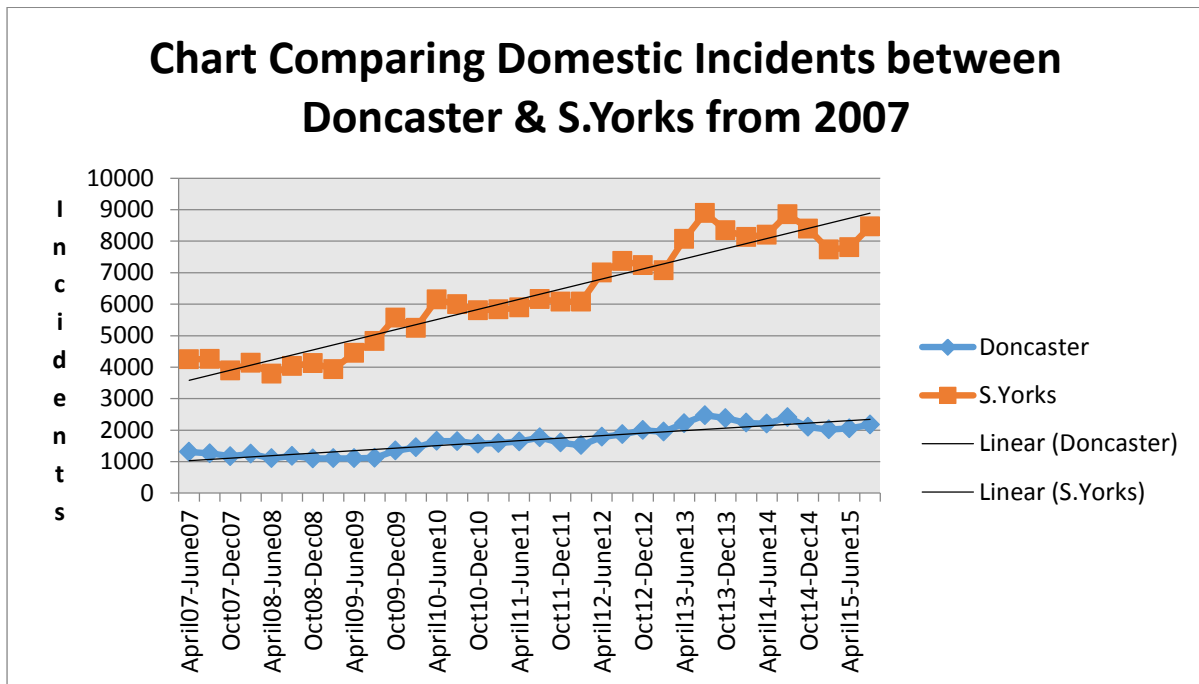


Figure 3

## 1.2 Multi Agency Risk Assessment Conferences (MARAC) data<sup>24</sup>

Analysis of this data in Figure 4 shows:

- The number of cases discussed at MARAC in Doncaster is high with an average 169 more victim cases discussed per annum above the 500 recommended by SafeLives<sup>25</sup>
- This equates to a 3 year average of 54 cases for every 10,000 population against a South Yorkshire Police (SYP) Force area population of 43/10,000; SafeLives recommended 39/10,000 and national average of 30/10,000
- In the cases at discussed the numbers of children in these households peaked in 2014 at 890 from 652 in 2013 and although this has reduced in 2015 remained at over 800 children
- The SafeLives recommended range of repeat cases at MARAC is 28% to 40%. In Doncaster repeat cases are at the top of this range with a 3 year average of 39% against a SYP average of 31% and nationally 25%. In 2015 the repeat cases peaked at 43%.
- In the 3 groups identified of victims with protected characteristics<sup>26</sup> (BME; LGBT; Disability), Doncaster's figures are all below the SafeLives recommended; SYP and national levels

<sup>24</sup> MARAC data Jan 2013 to Dec 2015

<sup>25</sup> SafeLives are a national charity dedicated to ending domestic abuse

- The number of male victims referred to MARAC over the 3 years, is similar to SYP and national figures and was within the lower range of 4% to 10% recommended by SafeLives for 2013 and 2014, although this dropped to 3.80% in 2015.
- Victims aged 16-17 years old referred to MARAC have increased since 2013 from 5 to 8 in 2015 although there was a peak of 19 in 2014

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<sup>26</sup> Equality Act 2010

## MARAC Data (January 2013 to December 2015)

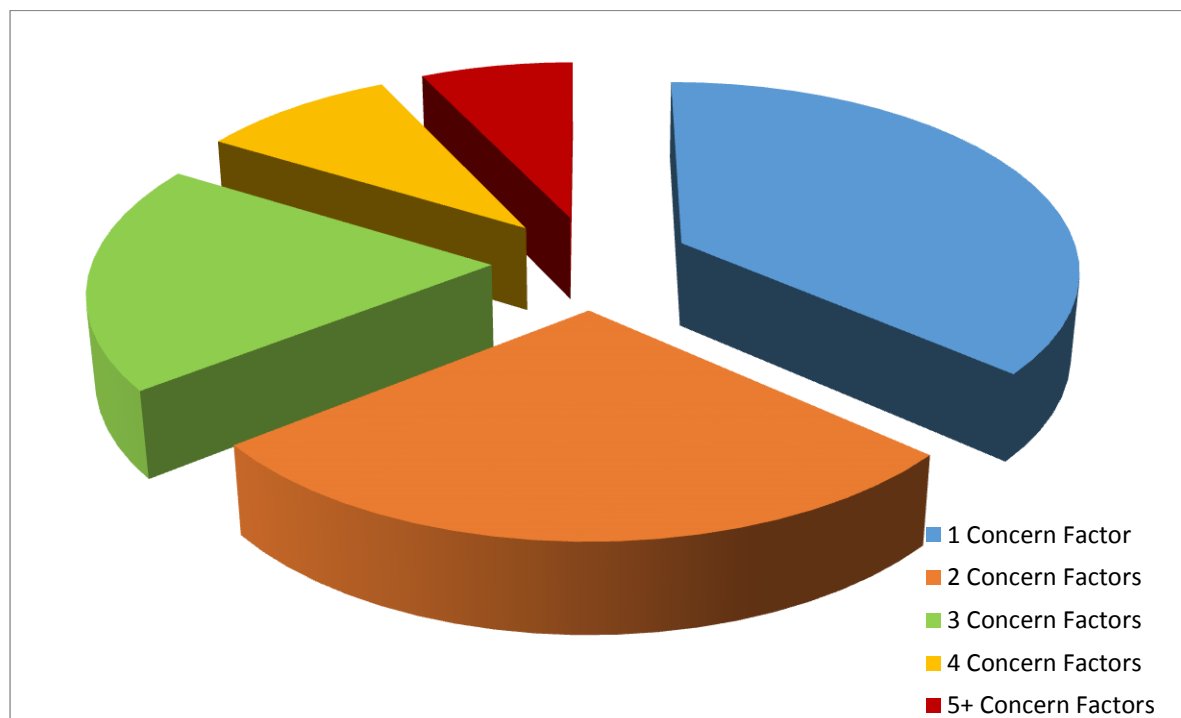
Indicator	National figure	Most similar force group	SafeLives recommends	Police force area	Doncaster			
	3 year ave.	3 year ave.		3 year ave.	3 year ave.	2013	2014	2015
Cases discussed	74045	16572	-	2377	669	631	746	631
Recommended cases	98683	10283	N/A	2240	500	500	500	500
Cases per 10,000 population	30	39	40	43	54	51	60	51
Children in household	94438	22131	N/A	2787	782	652	890	804
Year on year change in cases	12%	6%	N/A	7%	11%	26%	23%	-15%
Repeat cases	25%	27%	28% - 40%	31%	39%	35%	38%	43%
BME	15%	10%	12%	11%	8%	7.60%	6.60%	9.00%
LGBT	1%	1%	5%+	1%	1%	0.60%	1.10%	0.60%
Disability	4%	3%	17%	1%	0%	1.10%	0.30%	0.00%
Males	4%	5%	4% - 10%	4%	5%	5.50%	4.60%	3.80%
Victims aged 16-17	914	277	-	47	11	5	19	8
Cases where victims aged 16-17	1%	2%	-	3%	3%	4.50%	2.60%	1.30%
Police referrals	62%	66%	60% - 75%	66%	82%	84%	86%	77%
Referrals from partner agencies	38%	34%	25% - 40%	34%	18%	16%	14%	23%

Figure 4

### 1.3 Children's Social Care data<sup>27</sup>

An analysis of assessments carried out by Doncaster Children's Trust presents a picture of the kinds of multiple and complex needs that often accompany each other for families in need of support.

The chart shows the proportion of families with 1 or more concern factor from 4,859 Child and Family Assessments recorded. 40% of these assessments are still open cases within Children's Social Care.



Of all child and family assessments completed (4,859) by Doncaster Children's Services Trust Workers in 2015/16 Parental Domestic Violence was the most frequently recorded concern factor in 39% (1,880) of these. Of these,

- 28% (532) also had a concern factor of parental alcohol misuse
- 31% (592) also had a concern factor of parental mental health
- 25% (471) also had a concern factor of parental drugs misuse
- 2% (30) also had a concern factor of a learning disability

The next most frequent was parental mental health which featured in 22% (1,108) of all initial assessments completed. Of these,

- 50% (555) also had a concern factor of parental domestic violence
- 27% (294) also had a concern factor of parental alcohol misuse
- 27% (294) also had a concern factor of parental drugs misuse
- 5% (51) also had a concern factor of a learning disability

<sup>27</sup> DCST data April 2015 to March 2016

## 1.4 Doncaster Stronger Families Programme

The Stronger Families Programme has domestic abuse as one of the 6 criteria for eligibility for support. An analysis of services working with these families' shows a much wider range of needs present in the families. Below is a list of additional issues affecting families which need to be planned when responding to need.

- Engagement with universal services
- Emotional Wellbeing
- Housing
- Finance
- Health
- Employment and training
- Parenting ability
- Children's behaviour at home and progress in school or nursery
- Safeguarding

It is clear that families who suffer domestic abuse suffer both in the short and longer term with a number families having multiple factors present which impact on parenting or carer capacity and family functioning.

## 2.0 Consultation and what people say

### 2.1 *What some adults and children and young people say*

A significant part of delivering this strategy is through earlier intervention and supporting the development of healthier relationships for future generations to come. There is currently no significant local data or research to understand what children and young people think is a healthy relationship or their attitude to domestic abuse. The only research available which asks children and young people in Doncaster their opinion is through the health and wellbeing survey<sup>28</sup> which explores their health beliefs and behaviours. Although this is a valuable survey and offers some insight to sexual relationships, conclusions relating to healthy relationships or potentially abusive relationships cannot be drawn

Through the Growing Futures Innovation programme four focus groups were convened by OPCIT Research<sup>29</sup>. Two of these focus groups were with young people to understand their current understanding of domestic abuse. Participants were aware of domestic abuse, with some living in households and experiencing it first-hand. In contrast to the 2 adult focus group participants who felt domestic abuse in a relationship was a private matter, young people said that it was unacceptable, although they didn't know what to do about it.

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<sup>28</sup> The Doncaster Children and Young People's Health and Wellbeing survey 2015 (Primary and Secondary age pupil reports)

<sup>29</sup> OPCIT Research are Growing Futures DfE funded external evaluators



In response to young people's OPCIT Research have been commissioned to work with Club Doncaster Foundation to research with young people why domestic abuse is spatially acute in the area and what young people want to do about this. Results from this research will be available in December 2016 and will be used to inform this strategy

## 2.2 What Domestic Abuse and Family Services say...

In developing this strategy, we have consulted with stakeholders working with adults, children and young people who have been affected by domestic abuse. It is clear they want us to:

- Speed up the identification of domestic abuse and ensure victims and their families receive earlier help
- Provide proactive support to the whole family in the round, not just individual family members in isolation – ensuring that the right intervention from the right professional is available, including perpetrators of abuse.
- Understand and meet the needs of victims of domestic abuse, working towards long term recovery and independence
- Ensure better evaluation of what works to make families safe, and keep them safe
- Listen to victims experiencing abuse, learning from their experiences and capture the full costs of late intervention

## 3.0 The financial cost of domestic abuse

There is a very real cost which impacts on service providers in terms of the length and intensity of provision required to promote recovery and build resilience where domestic abuse is identified at relatively high levels of risk.

To estimate the costs for Doncaster we have used national figures to calculate the actual and potential implications for partners and families.

<b>Doncaster's Population<sup>30</sup></b>	<b>304,185</b>
• Women and girls age 15 to 59 years	approx. 90,200
• National figures estimate that 30% of women and girls will have experienced an incident of abuse or sexual assault, each year In Doncaster this could be.	27,060
• Estimates for actual domestic abuse <sup>31</sup> based on population figures for each year in Doncaster this could be	9,384

<sup>30</sup> ONS estimated residential population mid 2014

<sup>31</sup> <http://crimereduction.homeoffice.gov.uk/domesticviolence/domesticviolence072.htm>

	Estimated costs <sup>32</sup>	By 2020 estimates (inflation at 2.9% per year BoE)
Victim costs per person (physical and mental health; criminal justice and others incl. Housing, employment and civil legal) <sup>33</sup>		
• High Risk	£18,730	£20,999
• Medium and Standard Risk	£12,630	£14,160
MARAC cases (High Risk) 3 year ave. <sup>34</sup> 669 @ £18,730 =	£12,530,370	£14,048,331
All other Cases 8,715 @ 12,630 =	£110,070,450	£123,404,400
Children's Social Care costs <sup>35</sup> and numbers of children <sup>36</sup> per category where domestic abuse is a concern factor with other needs:		
Children in Need 329 @ £3,243	£1,066,947	£1,120,294
Child Protection Plan 202 @ £4,270	£862,540	£905,667
Children in Care 93 @ £59,984	£5,578,512	£5,857,437
Total	£7,507,999	£7,883,398

Frequently, victims of domestic abuse who receive support after a number of attempts to access services are likely to display mental health and other complicating factors which impact on their other relationships, including any children in the family. National estimates calculate the human and emotional costs for adult victims to be 3 times the cost of services.

<sup>32</sup> See 'Cost Estimates and references' section for detail

<sup>33</sup> SafeLives Saving Lives, Saving Money – MARAC and high risk domestic abuse,

<sup>34</sup> Doncaster MARAC data Yrs. Jan 13 to Dec 2015

<sup>35</sup> Growing Futures Innovation Bid March 2015 with inflationary increase

<sup>36</sup> DCST March 2016

## SAMPLE

Key Measure	Awareness and rate of Domestic Abuse across Doncaster	Lead Agency	Lead Officer	Report Frequency	Target	Target Date	Baseline Source	RAG
	Number of professionals accessed Domestic Abuse training	DMBC Community Safety	Sandra Norburn	Quarterly				
	Number of professionals accessed Domestic Abuse awareness sessions	DMBC Community Safety	Sandra Norburn	Quarterly				
	Number of young people accessed the Domestic Abuse Advocacy Programme	DMBC Community Safety	Sandra Norburn	Quarterly				
	Number of children and young people accessed the Domestic Abuse awareness sessions through PSHE	Public Health	Steve Presley	Quarterly				
	Number of cases reviewed by MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Reduce to 500		SYP	Green
	Number of children in cases reviewed by MARAC	South Yorkshire Police	Karen Taylor	Quarterly			SYP	Green
	Number of repeat cases reviewed by MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Reduce by 25%, to 236		SYP	Red
	% of repeat cases reviewed by MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Reduce by 25%, to 30%		SYP	Red
	The rate of repeat victimisation of domestic abuse across the borough	South Yorkshire Police	Karen Taylor	Quarterly			SYP	
	Number of victims / families in refuge accommodation	Riverside		Quarterly				
	Total number of all domestic incidents non-crime and crime	South Yorkshire Police	Karen Taylor	Quarterly			SYP	
	% of domestic incidents non-crime & crime where there have been children present	South Yorkshire Police	Karen Taylor	Quarterly			SYP	
	Number of domestic incidents non-crime	South Yorkshire Police	Karen Taylor	Quarterly			SYP	
Number of domestic incidents crime	South Yorkshire Police	Karen Taylor	Quarterly			SYP		

## Key Measure

MARAC referrals	Lead Agency	Lead Officer	Report Frequency	Target	Target Date	Baseline Source	RAG
MARAC referrals from South Yorkshire Police	South Yorkshire Police	Karen Taylor	Quarterly			SYP	Green
MARAC referrals from A&E	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from RDaSH	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from GP's	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from Adult Mental Health Service	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from Housing	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from Children's Social Care	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from Community Local Authority Early Help Services including Stronger Families	South Yorkshire Police	Karen Taylor	Quarterly				
MARAC referrals from other agencies	South Yorkshire Police	Karen Taylor	Quarterly			SYP	Green
Referrals & Domestic Abuse Cases	Lead Agency	Lead Officer	Report Frequency	Target	Target Date	Baseline Source	RAG
Number of restraining orders	South Yorkshire Police		Quarterly				
Number of DVPN issued	South Yorkshire Police		Quarterly				
Number of DVPO issued	South Yorkshire Police		Quarterly				
Referrals & Domestic Abuse Cases	Lead Agency	Lead Officer	Report Frequency	Target	Target Date	Baseline Source	RAG
Number of referrals received (IDVA'S)	DMBC Community Safety	Sandra Norburn	Quarterly			DMBC	Green
% of referrals received with children (IDVA'S)	DMBC Community Safety	Sandra Norburn	Quarterly			DMBC	Red
% of repeat referrals from previous year (IDVA'S)	DMBC Community Safety	Sandra Norburn	Quarterly			DMBC	Green
% of repeat referrals received with children (IDVA'S)	DMBC Community Safety	Sandra Norburn	Quarterly			DMBC	Green
% of 'repeat repeat' referrals (IDVA'S)	DMBC Community	Sandra Norburn	Quarterly			DMBC	Yellow

	Safety	n					
% of 'repeat repeat' referrals received with children (IDVA'S)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
Number of referrals received (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of referrals received with children (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of repeat referrals (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of repeat referrals received with children (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of 'repeat repeat' referrals (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of 'repeat repeat' referrals received with children (DAC's)	DMBC Community Safety	Sandra Norbur n	Quarterly			DMBC	
% of referrals in Referral & Response where Domestic Abuse is a factor	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 30%, to 42%		DCST LL	
% of 'repeat' referrals in Referral & Response in the last 12 months	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 30%, to 21%		DCST LL	
% of 'repeat' referrals in Referral & Response in the last 12 months where Domestic Abuse is a factor	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 30%, to 20.8%		DCST LL	
Total Number of Children in Need	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 135, to 1,219		DCST LL	
% of Children in Need where there is a Single Assessment and Domestic Abuse is a factor	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 10%, to 40.3%		DCST LL	
Total Number of Children on Protection Plan	Doncaster Children's Services Trust	Claire Harris	Quarterly			DCST LL	
% of Children on Protection where there is a Single Assessment and Domestic Abuse is a factor	Doncaster Children's Services Trust	Claire Harris	Quarterly			DCST LL	
Total Number of Children Looked After	Doncaster Children's Services Trust	Claire Harris	Quarterly	Reduce by 5 to 15, to 474 to 484		DCST LL	
% of Children Looked After where there is a single assessment and Domestic Abuse is a	Doncaster Children's	Claire Harris	Quarterly	Reduce by 1% to 3%, to		DCST LL	

factor	Services Trust			37.7% to 38.5%				
% of Children referred to Early Help where Domestic Abuse is a presenting issue	Doncaster Children's Services Trust	Claire Harris	Quarterly				DCST EHM	
<b>Perpetrator Outcomes</b>	<b>Lead Agency</b>	<b>Lead Officer</b>	<b>Report Frequency</b>	<b>Target</b>	<b>Target Date</b>	<b>Baseline Source</b>	<b>RA G</b>	
Number of restraining orders issued to perpetrators	South Yorkshire Police		Quarterly					
Number of DVPN issued to perpetrators	South Yorkshire Police		Quarterly					
Number of DVPO issued to perpetrators	South Yorkshire Police		Quarterly					
Number of perpetrators referred to 'Foundation for Change' for programme	Foundation for Change	Nikeisha Braggar	Quarterly					
% of repeat referrals referred for 'Foundation for Change' for programme	Foundation for Change	Nikeisha Braggar	Quarterly					
% of referred perpetrators accessing 'Foundation for Change' for programme	Foundation for Change	Nikeisha Braggar	Quarterly					
% of referred perpetrators completed 'Foundation for Change' for programme	Foundation for Change	Nikeisha Braggar	Quarterly					
Number of perpetrators referred to 'Community Rehab Team' for 'Building Better Relationships' programme	Community Rehab Team	Joan Cox	Quarterly					
% of repeat referrals referred for 'Building Better Relationships' programme	Community Rehab Team	Joan Cox	Quarterly					
% of referred perpetrators accessing 'Community Rehab Team' for 'Building Better Relationships' programme	Community Rehab Team	Joan Cox	Quarterly					
% of referred perpetrators completed 'Community Rehab Team' for 'Building Better Relationships' programme	Community Rehab Team	Joan Cox	Quarterly					
Number of perpetrators referred to 'Community Rehab Team' for 'Respectful Relations' programme	Community Rehab Team	Joan Cox	Quarterly					
% of repeat referrals referred for 'Respectful Relationships' programme	Community Rehab Team	Joan Cox	Quarterly					
% of referred perpetrators accessing 'Community Rehab Team' for 'Respectful Relations' programme	Community Rehab Team	Joan Cox	Quarterly					
% of referred perpetrators completed 'Community Rehab Team' for 'Respectful Relations' programme	Community Rehab Team	Joan Cox	Quarterly					

Perpetrator & Victim Profiles	Lead Agency	Lead Officer	Report Frequency	Target	Target Date	Baseline Source	RA G
Number of Perpetrators causing harm aged 17 and below referred to MARAC	South Yorkshire Police	Karen Taylor	Quarterly			SYP	Green
% of victims referred to MARAC aged 16-18	South Yorkshire Police	Karen Taylor	Quarterly	Reduce to 2.1%		SYP	Green
% of male victims referred to MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Recommendation 4 - 10%		SYP	Red
% of BME victims referred to MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Recommendation 12%		SYP	Green
% of LGBT victims referred to MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Recommendation 5%+		SYP	Red
% of victims with a disability referred to MARAC	South Yorkshire Police	Karen Taylor	Quarterly	Recommendation 17%		SYP	Red
% of victims with mental or physical ill health referred to MARAC	South Yorkshire Police		Quarterly				

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## Domestic Abuse Chief Officer Group Members

Appendix 4

<b>Name</b>	<b>Designation</b>	<b>Agency</b>
Chief Supt Tim Innes	Chair	South Yorkshire Police
Markye Turvey	Deputy Director	Community Rehabilitation Company (CRC)
Andrew Russell	Chief Nurse	Doncaster CCG
Helen Conroy	Head of Service	Public Health
Suzannah Cookson	Head of Quality and Designated Nurse for Safeguarding and LAC	Doncaster CCG
Sarah Sansoa	Commissioning Manager	DMBC Commissioning
Karen Johnson	Assistant Director	DMBC Communities
Bill Hotchkiss	Head of Service	DMBC Community Safety
Sandra Norburn	Dom and Sexual Abuse Theme Lead	DMBC Community Safety
Sarah Mainwaring	Head of Probation	National Probation Service (NPS)
Jackie Wilson	Director of Quality Performance and Innovation	Doncaster Children's Services Trust (DCST)
Phil Hayden	Programme Manager Growing Futures	Doncaster Children's Services Trust (DCST)
Riana Nelson	Assistant Director	DMBC Children's Commissioning



1. £2,832 (2010) or **£3,243** (2014) [3.4% average inflation per year over the period] (Holmes L, McDermid S, Soper J, Sempik J and Ward H, (2010) *'Extension of the cost calculator to include cost calculations for all children in need'*, Centre for Child and Family Research (CCFR), Loughborough University)
2. £3,728 (2010) or **£4,270** (2014) [3.4% average inflation per year over the period] (Holmes L, McDermid S, Soper J, Sempik J and Ward H, (2010) *'Extension of the cost calculator to include cost calculations for all children in need'*, Centre for Child and Family Research (CCFR), Loughborough University)
3. £36,524 (13/14 Children's Services Estimates England, Chartered Institute of Public Finance and Accounting). These costs can often be much higher e.g. a standard residential placement costs £2,100 - £4,450 p.w. or £109,200 - £231,400 p.a. in Doncaster the actual cost is **£59,984**
4. *SFR36\_2013\_LA Tables*
5. Berridge D., Biehal N., Henry L.(2012) *Living in Children's residential homes*, DfE
6. *Children's Homes data pack* (2014), DfE
7. Walby S (2009), *'The Cost of Domestic Violence: Up-date 2009'* Lancaster University)
8. SafeLives Saving Lives, Saving Money – MARAC and high risk domestic abuse 2015 <http://www.caada.org.uk/policy-evidence/policy-and-research-library>
9. Smith, K., Osborne, S., Lau, I., & Britton, A. (2012). *Homicides, firearm offences and intimate partner violence 2010/2011: Supplementary volume 2 to Crime in England and Wales*. London.)
10. Bank of England Inflation Calculator is used throughout the report to adjust costs for inflation.

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# Domestic Abuse Strategy Annual Action Plan 2017/2018

## RAG Rating Guide

Red	Action date passed and not complete, or Action not expected to be complete in time with significant impact on the work
Amber	Action not started but in timescale, or Slow progress with some impact on the work but expected to be complete within timescale.
Green	Action complete, or Action expected to be complete within timescale with no adverse impact on the work

## Overview of Strategic Outcomes and Key Objectives

<b>Outcome 1:</b>	<b>Communities and families no longer accept or experience domestic abuse</b>	<b>Principle Lead from COG</b>
1.1	Provide education to children and young people so they know abusive forms of behaviour are not acceptable and they are equipped to make healthier relationship choices in the future	Bill Hotchkiss  Doncaster Metropolitan Borough Council
1.2	Increase the visibility and communication of domestic abuse and gender inequality with the public to challenge the social and cultural norms and attitudes that perpetuate acceptance and inequality	
1.3	Influence and support the development of policies and procedures in all workplaces to support organisations to act responsibly for the wellbeing of their employees.	
1.4	Equip stakeholders <sup>1</sup> to identify and challenge the acceptance of domestic abuse and violence in families and whole communities.	
1.5	Increase confidence amongst victims including children and young people to report incidents of domestic abuse as early as possible and know their voice will be heard and responded to.	

<b>Outcome 2:</b>	<b>Families who are vulnerable to or experience domestic abuse are identified earlier and receive effective support to stay safe; reduce repeat victimisation and recover</b>	<b>Principle Lead from COG</b>
2.1	Identify families vulnerable to domestic abuse or identify actual abuse, assess the level of risk and the impact this has, act swiftly to safeguard and protect all victims.	Jackie Wilson  Doncaster Children's Services Trust
2.2	Improve the quality and use of data, research and local intelligence across the partnership to inform commissioning and target resources more effectively and efficiently to address levels of need and risk.	
2.3	Provide the workforce in contact with those who may be affected by domestic abuse with the knowledge and skills to increase their understanding and identification of risks to respond to individual needs and behaviours within a family.	
2.4	Provide a range of services to support the holistic needs and recovery of victims which are appropriate to their age, gender, and ability or other circumstances (e.g. physical, legal, cultural, social, or emotional wellbeing).	
2.5	Improve the response to victims from professionals so they are effectively supported and protected from the first time they seek help, extending this to their family to promote resilience and recovery	
2.6	Ensure an effective and efficient multi agency response through MARAC for those victims who are at greatest risk and in need of immediate protection, but offers choice to support short and longer term recovery.	

<b>Outcome 3:</b>	<b>People who use abusive behaviour are challenged and provided with effective support to change.</b>	<b>Principle Lead from COG</b>
3.1	Identify abusers at an earlier stage in their offending behaviour so they understand the consequences of their actions before they come into contact with the criminal justice system and are motivated and supported to change their behaviour	Nat Shaw  South Yorkshire Police
3.2	Utilise the various Criminal and Civil Justice options including new legislation (coercive control) to protect the safety of victims, bring offenders to justice, and protect children and young adults in need of care and protection.	
3.3	Build on the Integrated Offender Management Approach and improve working practice between MARAC and MAPPA to manage risk, disrupt offending behaviour and ensure that offenders including serial perpetrators face the consequences of their actions	

<sup>1</sup> Stakeholders are defined as any person living or working in Doncaster

**1.1** *Provide education to children and young people so they know abusive forms of behaviour are not acceptable and they are equipped to make healthier relationship choices in the future*

**EXPECTED OUTCOMES FROM ACTIONS**

- Attitudinal and behavioural changes in children and young people with reduced abusive activity
- Schools and colleges use PSHE to promote positive relationship to children and young people
- Young people aged 13+ access specialist support when they experience abuse in their intimate relationships
- Communities are supported to challenge the cultural acceptance of domestic abuse

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
1.1.1	Produce toolkit for staff in schools, colleges, youth centres etc. to use to teach about healthy relationships	Liz Close Jayne Vose	Jan 2017	Toolkit developed and disseminated for use  Delivery of sessions in schools and colleges  Design format for feedback and evaluation of sessions  Review delivery	Records of delivery and feedback from schools	<b>COMPLETED</b>	
1.1.2	Deliver awareness sessions for the services into schools  Provide specialist support for young people 13+ experiencing relationship abuse (YPVA) and.	Sandra Norburn	From May 2016	Programme of awareness sessions planned and delivered to range of secondary schools  Records of YP 13-19 receiving support from YPVA /IDVA	Feedback from students and teachers  Number and proportional increase from Safelives baseline of YP supported  Client satisfaction surveys		
1.1.3	Deliver the Getting On Programme to tackle Teen to Parent abuse	Cherryl Henry-Leach	From May 2016	Delivery of programme to further cohorts.	Numbers and Evaluations from participants		
1.1.4	Investigate possible development of mobile phone app to track behaviour based on content of Getting On, for families to self-monitor behaviour	Julie Grant	From June 2016	Feasibility work - completed  Funding stream identified  Procurement of app provider  App developed and launched, accessed by Public	Number of downloads  Tracking of app usage  User feedback		
1.1.5	Involve young people in the development of local bystander programmes in colleges	Amy Booth  Sandra Norburn  Liz Close  Doncaster College  Doncaster	Jan 2017	Establishment of MA task and finish group to develop project plan	???		

		Foundation Cherryl Henry- Leach					
1.1.6	Involve adults in the local bystander programmes in the community	TBC	April 2017	Establishment of MA task and finish group to develop project plan			

**1.2** *Increase the visibility and communication of domestic abuse and gender inequality with the public to challenge the social and cultural norms and attitudes that perpetuate acceptance and inequality.*

**EXPECTED OUTCOMES FROM ACTIONS**

- Increase in members of public accessing promotional and awareness activity
- Increase awareness of what domestic abuse is and support available
- Increased requests for service provision and support

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
1.2.1	Develop a communications strategy that keeps domestic abuse in the public arena and gives clear messages that Doncaster will not tolerate domestic abuse and that our residents can live safe and happy lives free from abuse	TBC	Jan 2017	Comms officer resource agreed Comms strategy agreed Comms evaluation and impact measures developed	Report on activity and feedback		
1.2.2	Raise awareness of domestic abuse across Doncaster - fully utilise social media as well as traditional media channels, and targeted messages to specific groups at specific times of the year so they are relevant to those receiving them.	TBC	2016-17	Routinely questioning of all people contacting support services where they heard about the service Collate answers to identify successful media channels Align with YPVA activity	Feedback and evaluation of delivered targeted campaigns		
1.2.3	Identify a key DA champion and also engage and upskill our Elected Members who are the eyes and ears of residents in the community, so that our key messages are reinforced on the ground.	Bill Hotchkiss	Jan 2017	Key DA champion confirmed Arrange and deliver annual domestic abuse seminars for elected members Elected members complete E Learning	Feedback and evaluation of delivered targeted campaigns Report on numbers of elected members who have completed training		
1.2.4	Fully utilise community networks and wider services (e.g. licenced premises, gyms, pharmacies, GP Practices, Community Centres, etc.) and businesses to proactively work with us and promote our messages about	Liz Close Pat Hagan	Jan 2017	Work with community based team to arrange promotional activity.	Feedback and evaluation of delivered activity As part of comms strategy all activity to be monitored and		

	healthy relationships				evaluated		
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**1.3 Influence and support the development of policies and procedures in all workplaces to support organisations to act responsibly for the wellbeing of their employees.**

**EXPECTED OUTCOMES FROM ACTIONS**

- Increase in employers recognising that domestic abuse is an issue that affects their business delivery and is an occupational health issue for their workforce
- All local employers adopt a domestic abuse HR policy or, where they are a small employer, adopt best practice principles to support their workforce
- More employees accessing support through their employment

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
1.3.1	Promote model DA policy for employers to adopt, targeting large and public sector employers in year 1.	Lead officer to be identified from Enterprise Doncaster	By Sept 2017	All SSDP Partners agencies adopt DA policy for staff	Develop simple evaluation process for employers to monitor impact of policy on their staff		
1.3.2	Engage with large private sector employers to adopt DA policy in year 2	Lead officer to be identified from Enterprise Doncaster	By Sept 2018	Employers adopt policy on DA	As above		
1.3.3	Engage with Business Doncaster and Chamber of Commerce to promote adoption of DA policy by other employers – year 3	Lead officer to be identified from Enterprise Doncaster  Chamber of Commerce	By Sept 2018	Employers adopt policy on DA  Employers approach CSP for advice and support to improve their support to workforce	As Above		
1.3.4	Commissioners and contracting services across the Partnership to require provider organisations to have employee DA policies and to train their staff appropriately	TBC	Feb 2017				

**1.4 Equip stakeholders<sup>2</sup> to identify and challenge the acceptance of domestic abuse and violence in families and whole communities.**

**EXPECTED OUTCOMES FROM ACTIONS**

- Increased stake holder confidence in their ability to challenge acceptance of domestic abuse
- Reduction of tolerance of domestic abuse in families and communities

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
1.4.1	Deliver targeted multi agency training on Challenging Abusive Behaviour on rolling programme from April 2016	Sandra Norburn	From April 2016	Training sessions delivered	Number of delegates trained  Evaluation		

<sup>2</sup> Stakeholders are defined as any person living or working in Doncaster



					averages Survey of delegates re impact on practice		
1.4.2	Develop other training products, including E Learning, to ensure key messages are widely promoted.	Sandra Norburn	By Feb 2017	Refreshed workforce development plan in place	Number of delegates trained  Evaluation averages Survey of delegates re impact on practice		
1.4.3	Utilise new technology, including the new website and possible mobile app to make information easily accessible	Sandra Norburn	By Jan 2017	Copy produced for website	Hits on website and downloads of app.  Service user feedback  Staff feedback		

**1.5 Increase confidence amongst victims including children and young people to report incidents of domestic abuse as early as possible and know their voice will be heard and responded to.**

**EXPECTED OUTCOMES FROM ACTIONS**

- Increased awareness of what domestic abuse is and support available
- Increased requests for service provision and support
- Increased customer satisfaction with support received

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
1.5.1	Capture the views of service users to inform commissioning and service development.	Matt Cridge	By Jan 2017	Standard system for gathering service user feedback across agencies developed	Feedback collated for outcomes measurement		
1.5.3	Engage with non-abusive men by implementing the White Ribbon Campaign Local Authority Accreditation Action Plan.	Sandra Norburn	From Sept 2016	White Ribbon Accreditation achieved			
1.5.4	Ensure support services are accessible to anyone affected, including men, people from minority groups and those with protected characteristics under the Equality Act.	Catherine Needham	By Jan 2017	Due Regard Statement completed and aligned with comms activity  Through task and finish group, undertake review of support services and develop equality action plan to ensure compliance with Equalities Duty	<b>action completed</b>		<b>Green</b>



**2.1 Identify families vulnerable to domestic abuse or identify actual abuse, assess the level of risk and the impact this has, act swiftly to safeguard and protect all victims.**

**EXPECTED OUTCOMES FROM ACTIONS**

- Increased awareness of what domestic abuse is and support available
- Increased requests for service provision and support
- Earlier intervention in cases of domestic abuse and intimate partner abuse for young people that is risk led but aligns with vulnerability

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.1.1	Staff in all agencies trained to Ask, Assess and Act on domestic abuse as appropriate to their level of responsibility and role.	Sandra Norburn	End Jan 2017	Partnership Competency Framework on DA agreed  Reporting process agreed for agencies.	Staff Trained Evaluation scores Evidence of learning from PDR/1:1 processes.		
2.1.2	Relevant workers in all agencies trained to Risk Assess using DASH RA tool and Young Persons Risk Assessment	Sandra Norburn Cherryl Henry-Leach	Jan 2017	All relevant workers (identified in Comp framework) have been trained to risk assess using DASH  Develop and deliver training session regarding YP intimate partner abuse	Training records Referrals to MARAC  Training records Referrals to MARAC		
2.1.3	Develop and promote the referral pathway to the YPVA to ensure intimate partner abuse between 13 - 18 is identified and response risk led and aligns with child safeguarding activity	YPVA/Sandra Norburn/ DCST	Sept 2017	Networker events held with all service providers who come into contact with young people aged 13 – 24	Increased referrals to MARAC where CYP is 16/17		
2.1.4	Review support offered to CYP where intimate partner abuse is identified aligns MARAC process with safeguarding processes	Sandra Norburn/Cherryl Henry-Leach/LSCB	Feb 2017	Referral pathway clarified and disseminated	Increased multi agency meetings for 13 – 18 year olds		
2.1.5	Develop joint protocol between, CSP, safeguarding adults and DCST to ensure funding for families without recourse who are experiencing DVA, inc forced marriages and “honour” abuse in line with statutory guidance	CSP/Adult safeguarding/ Cherryl Henry-Leach	Feb 2017	Joint protocol developed and disseminated  Joint funding of cases until UKBA confirm benefits have been fast tracked  HR assessments will be informed by other assessments (i.e. DASH, s17 and s47)	Increased service user satisfaction  Increased referrals to UKBA  Increased numbers of HR assessments where DVA is a feature		
2.1.6	Develop existing training so CCB is reflected within the training and that, in line with care act 2014, impact of CCB on mental capacity is recognised, identified and aligns with DVA pathways	CSP/Adult safeguarding	Feb 2017	Workforce equipped to recognise CCB and responds appropriately with DVA aligned with safeguarding of vulnerable adults	Increased referrals to DA support inc MARAC/IDVA  Increased adult safeguarding activity where		

					DVA is a feature for vulnerable adults defined by Care Act		
2.1.7	Develop a multi agency standard assessment process to address risk and the wider needs of the family through the adoption of Signs of Safety.	DCST	Jan 2017	New assessment tool agreed.			
2.1.8	Develop our collective understanding of protection powers through training so that they are used wherever possible to contribute to the safety of victims and children	DCST	Jan 2017	Review use of protection powers in various agencies and monitor use and effectiveness			

**2.2** *Improve the quality and use of data, research and local intelligence across the partnership to inform commissioning and target resources more effectively and efficiently to address levels of need and risk.*

**EXPECTED OUTCOMES FROM ACTIONS**

- Commissioning activity is strategically informed
- Commissioning activity is jointly resourced
- Service provision responds to data trends, emerging best practice and DHR/SCR findings both locally and nationally whilst reflecting whole family, strengths based approach to domestic abuse

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.2.1	Work with partners to bring data together to identify extent of DVA and service user satisfaction	COG	June 2017	Performance analyst identified  Improved quality and range of performance data  Development of victim satisfaction multi agency data base  Accurate problem profile of domestic abuse developed and disseminated  Victim satisfaction profile developed and disseminated			
2.2.2	Transfer Doncaster Council DA service to Eclipse system to improve reporting, and efficiency, and facilitate information sharing	Sandra Norburn	Jan 2017	Reports to SSDP & COG using new dataset and Performance framework			
2.2.3	Develop standard report format bringing together quantitative and qualitative datasets.  Reports to be presented to DA Theme Group and highlights/exceptions reported to COG/SSDP		Feb 2017	Commissioning activity informed by both data trends and evidence of successes and need, as well as learning from formal reviews such as DHRs /SCRs  Impact of changes in			

				practice following DHR action plans implementation.			
2.2.4	Adopt as appropriate, the findings of our external evaluation of our local voluntary perpetrator programme, provided by Foundation 4 change, which is being undertaken by Sheffield School of Health and Related Research, in addition to recent national research undertaken through the Mirabelle Project.	Commissioners	Jan 2017 March 2017	Draft Evaluation report completed Re-commissioning exercise completed			
2.2.5	Review our indicators so our Outcome Based Accountability (OBA) methodology reflects the work being undertaken DVA features in our Health and Well Being strategy	Sandra Norburn	Jan 2017	Outcome Based Accountability (OBA) methodology reflects the work being undertaken DVA features in our Health and Well Being strategy			
2.2.6	Adopt as appropriate, the findings of our external evaluation of Growing Futures programme being undertaken by UCLAN and Opicit	DCST	Jan 2017	Whole Family approach for DVA embedded as local philosophy of practice			
2.2.7	(Re) Commission services with contracts of up to five years		Jan 2017 March 2017	Commissioning plan agreed Tendering process commenced	Progress tracked through Workforce development plan		
2.4.5	Invest in early intervention as well as crisis response in order to identify domestic abuse as early as possible, and provide effective early intervention to minimise harm, prevent escalation and safeguard our most vulnerable	DCST	Feb 2017	Commissioning plan for specialist services agreed which provides balance across the risk levels.  Universal services ensuring early intervention.			

**2.3 Provide the workforce in contact with those who may be affected by domestic abuse with the knowledge and skills to increase their understanding and identification of risks to respond to individual needs and behaviours within a family.**

**EXPECTED OUTCOMES FROM ACTIONS**

- Domestic abuse is responded to from first point of contact with victim or as soon as it is identified as a feature in the case
- Reduction, in the long term, reduction in crisis intervention in high risk situations, and an increase in earlier intervention

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.3.1	QA current DVA training to be sure that CCB and needs of workforce are embedded	TBC	Feb 2017	Increased and consistent awareness of CCB across multi agency workforce			
2.3.2	Offer a progressive programme of skills based training and	Sandra Norburn	Jan 2017	New Training and Development plan agreed	Report against Workforce development		

	development opportunities for all staff working with families who may be affected by domestic abuse	Phil Hayden Cherryl Henry-Leach Shabnim Ali	Jan 2017 Jan 2017	Early Help Service equipped and responding to DVA in line with best practice DVA linked in to adults workforce dev plan	strategy.		
2.3.3	In line with the Care Act 2014 make use of legislation to ensure effective safeguarding whilst holding perpetrators to account		Jan 2017				
2.3.4	Utilise the various Criminal and Civil Justice options including new legislation (coercive control) to protect the safety of victims, bring offenders to justice, and protect children and young adults in need of care and protection.		Jan 2017				

**2.4 Provide a range of services to support the holistic needs and recovery of victims which are appropriate to their age, gender, and ability or other circumstances (e.g. physical, legal, cultural, social, or emotional wellbeing).**

**EXPECTED OUTCOMES FROM ACTIONS**

- Mainstreamed service provision that is not short term, ring fenced and/or time limited
- All services promote whole family working approaches to domestic abuse
- The Partnership's workforce is skilled and confident to provide holistic support to victims of domestic abuse
- Victims of domestic abuse can access a range of support options that will increase their resilience and empowerment over time

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.4.1	Undertake an audit of all domestic abuse and family support provision to avoid duplication of service provision	Phil Hayden DCST	Audit completed	April 2016	Using OBA methodology for all services we will monitor agreed indicators and report to SSDP/COG on outcomes		
2.4.2	Agree a pooled budget across the partnership for provision of appropriate support services to meet the needs of all victims of domestic abuse, their children and the perpetrators	Jackie Wilson Phil Hayden Bill Hotchkiss	Jan 2017 (urgent as current funding streams expiring)	Pooled budget agreed and funding plan in place			
2.4.3	Mainstream specialist services that demonstrate evidence of success		Jan 2017	Specialist services are mainstreamed DMBC DA Service achieved leading lights accreditation			
2.4.4	Provide targeted support to children and young people, which	Liz Close		Education toolkit project completed			

	is sensitive and appropriate to their needs that links to the current Growing Futures activity	DCST	Jan 2017	DANs mainstreamed Refocus of Family Support Services			
2.4.5	Develop and provide talking therapies to support all adult victims regardless of gender, that links with mental health and substance misuse		Jan 2017	Commissioned services providing therapeutic support to adult victims Victims of domestic abuse reducing dependence of substances, including alcohol	Progress tracked through workforce development plan Outcomes star measures Service user feedback		
2.4.6	Provide a range of 1-1 interventions and group work programmes that promote and sustain effective change	Changing Lives	Jan 2017	Caseload of young people Reports from YPVA to DA theme group			
2.4.7	Develop the "Getting On" programme so that all parents living with teen to parent abuse can access support and young people being abusive can address their behaviour.	DCST	Jan 2017		Rolling programme of delivery in place.		

**2.5** *Improve the response to victims from professionals so they are effectively supported and protected from the first time they seek help, extending this to their family to promote resilience and recovery*

**EXPECTED OUTCOMES FROM ACTIONS**

- All vulnerable adults and CYP in need of protection are supported and safeguarded from the first point of them accessing help
- Increase in victims reporting DVA
- Increased victim confidence and resilience
- Increased victim satisfaction with support received
- Reduction of repeat victims (in the long term)
- Civil Justice options are fully utilised

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.5.1	Getting it right first time, ensuring accessibility of service, regardless of risk level, for all victims through provision of high quality helpline service supported by effective triage.	Sandra Norburn Cherryl Henry-Leach	Jan 2017	Case pathways reviewed Referral routes promote seamless service provision			
2.5.2	All IDVAs receive MacKenzie friend training	Sandra Norburn	Jan 2017	Victims not eligible for Civil Funding supported to obtain Civil Court orders (e.g. NMOs)	Number of cases supported through court process		
2.5.3	Pilot a Housing Officer within the Domestic Abuse Hub, who can provide immediate advice and support in relation to housing issues to both service users and staff of the police and IDVA service	St Leger Homes	Sept 2016	Housing officer collocated in DA hub.		<b>COMPLETED</b>	
2.5.4	Continue development of getting on so that a referral pathway for teen to parent	Cherryl Henry-Leach Emma Palframan/YOS	Sept 2016	Suitability criteria for "Getting On" developed that identifies risk level	Increase in appropriate referrals to "Getting On"	<b>COMPLETED</b>	



	abuse is developed and support available to both parent and abusive teen whilst waiting for allocation on "Getting On"			at point of referral to programme and at commencement of programme and support required through pre-course activity  Risk reduction recorded when families commence "Getting On"  "Getting On Program developed to support girls who abusing their parents	Risk Assessment and MARAC data  Increase in girls supported through program		
2.5.5	Improve responses where domestic abuse is a feature along- side no recourse to public funding	Cherryl Henry-Leach Sandra Norburn Amanda Hannigan Pauline Turner	Jan 2017	Develop local pathway and joint funding agreement where adults and children are included, so HRA assessment aligns with and is informed by with all other assessments required  Disseminate pathway to local partnership	Number of cases supported		
2.5.6	Provide a whole age approach to victims of domestic abuse that recognises and appropriately responds to the impacts of coercive control in line with the Care Act 2014	Amanda Hannigan	Jan 2017	Increased numbers of referrals to adult social care progressed to strategy and investigation	Number of strategy meetings		

**2.6** *Ensure an effective and efficient multi agency response through MARAC for those victims who are at greatest risk and in need of immediate protection, but offers choice to support short and longer term recovery.*

**EXPECTED OUTCOMES FROM ACTIONS**

- Robust and proactive MARAC provision to victims facing the highest risk of harm
- Reduction in domestic homicide

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
2.6.1	MARAC Accreditation process	Sandra Norburn	Jan 2017	Accreditation process successfully completed	Accreditation awarded	<b>COMPLETED</b>	
2.6.2	IDVA service – Leading lights accredited	Sandra Norburn	Jan 2017	Accreditation process successfully completed	Accreditation awarded	<b>COMPLETED</b>	
2.6.3	Undertake review of Repeat cases at MARAC to ensure effective risk management	Sandra Norburn	July 2016	Review completed	Report to DA Theme group and COG of results of review.	<b>COMPLETED</b>	
2.6.4	Continue to provide an effective Multi Agency Risk Assessment Conference for the highest risk cases and to provide specialist	Sandra Norburn SYP	Jan 2017	Ensure risk assessment processes are consistent across agencies	Report to DA Theme group and COG results of		

	support to victims combined with robust offender management	MARAC Coord		<p>Dip sampling of MARAC referrals and address any inconsistency Monitor MARAC referrals</p> <p>Annual review of repeat MARAC cases undertaken</p> <p>MARAC hearing appropriate cases</p>	reviews.		
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<b>3.1</b>	Identify abusers at an earlier stage in their offending behaviour so they understand the consequences of their actions before they come into contact with the criminal justice system
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**EXPECTED OUTCOMES FROM ACTIONS**

- Identify abusers at an earlier stage in their offending behaviour so they understand the consequences of their actions before they come into contact with the criminal justice system
- Provide a range of 1-1 interventions and group work programmes that promote and sustain effective change

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
3.1.1	Provide support and encourage motivation for perpetrators to change their behaviour from an earlier stage in their offending activity – where possible, before they come into contact with criminal justice agencies.	F4C/SYP	Jan 2017	Increased SYP referrals to F4C	Reports through commissioning activity		
3.1.2	Continue to offer the opportunity for perpetrators to receive support to recognise that they are behaving abusively	Bill Hotchkiss	Jan 2017	Perpetrator support continued beyond Dec 2016 (and mainstreamed in longer term)			
3.1.3	Provide a range of 1-1 interventions and group work programmes that promote and sustain effective change	CSP/NPS/CRC	Jan 2017	Wider range of interventions available to perpetrators			

<b>3.2</b>	Utilise the various Criminal and Civil Justice options including new legislation (coercive control) to protect the safety of victims, bring offenders to justice, and protect children and young adults in need of care and protection.
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**EXPECTED OUTCOMES FROM ACTIONS**

- Utilise the various Criminal and Civil Justice options including new legislation (coercive control) to protect the safety of victims, bring offenders to justice, and protect children and young adults in need of care
- Where possible, offenders are brought to justice, with offending activity disrupted/monitored

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
3.2.1	Improve information pathways between MARAC and MAPPAs and develop local protocol based on MAPPAs guidance, improve working practice between MARAC and MAPPAs so risk is managed and perpetrators held to account	DI Hockley Sandra Norburn	Feb 2017	License conditions address concerns shared by MARAC			
3.2.2	Identify serial perpetrators of DVA and disrupt their offending	DI Hockley	Feb 2017				
3.2.3	Prosecute where possible, utilising all new DVA legislation, inc. the new offence of CCB	Det Supt Nat Shaw	Jan 2017	All first responding police officers trained in DA Matters (or equivalent training package)  All police officers trained to recognise all forms of DVA beyond physical			



				<p>abuse (e.g. stalking, CCB) and undertake appropriate risk reduction activity</p> <p>Increased confidence in reporting to SYP by victims of DVA</p> <p>Increased prosecutions for DVA, and CCB</p> <p>Increased numbers of restraining orders imposed both after conviction and trial</p> <p>Increased numbers of DVPO's</p> <p>Increased numbers of DA Disclosures</p>			
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**3.3** Build on the Integrated Offender Management Approach and improve working practice between MARAC and MAPPA to manage risk, disrupt offending behaviour and ensure that offenders including serial perpetrators face the consequences of their actions

**EXPECTED OUTCOMES FROM ACTIONS**

- **Build on the Integrated Offender Management Approach, improve working practice between MARAC and MAPPA so risk is managed, seeking to disrupt offending behaviour and ensure that offenders including serial perpetrators face the consequences of their actions**

Action No.	Key Action	Lead Officer	Timescale	Milestones	Measure(s)	Quarterly Progress Update	RAG Rating
3.3.1	Continue to build on the Integrated Offender Management Approach to manage risk, disrupt offending behaviour and ensure that offenders face the consequences of their actions	Supt Nat Shaw	Jan 2017				

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# **EQUALITY, DIVERSITY AND INCLUSION**

## **DONCASTER METROPLITAN BOROUGH COUNCIL**

### **Due Regard Statement Template**

How to show due regard to the equality duty in how we develop our work and in our decision making.

## **Due Regard Statement**

A **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when the council plans and delivers its functions. A Due Regard Statement must be completed for all programmes, projects and changes to service delivery.

- A DRS should be initiated at the beginning of the programme, project or change to inform project planning
- The DRS runs adjacent to the programme, project or change and is reviewed and completed at the relevant points
- Any reports produced needs to reference “Due Regard” in the main body of the report and the DRS should be attached as an appendix
- The DRS cannot be fully completed until the programme, project or change is delivered.

1	<p><b>Name of the 'policy' and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the 'policy' is to equality.</b></p>	<p>The development, publication and implementation of a new Domestic Abuse Strategy for Doncaster, covering the period 2016-2020.</p> <p>This is a Partnership strategy led by the Community Safety Service, and equality is central to it. Domestic Abuse is a specific objective in the Council's Equality and Inclusion Plan. Research tells us that domestic abuse arises out of social driven gender inequality, with women being victimised disproportionately to men. In addition people who experience domestic abuse are by definition already vulnerable, but this is exacerbated when combined with other characteristics such as Age, either being young or elderly, Disability, Race, Gender, Sexual Orientation, Religion and Belief, Maternity and Pregnancy, Gender Reassignment, Marriage and civil partnership.</p> <p>In many cases these characteristics actually trigger or facilitate abuse, in others they may result in an escalation of behaviour, leading to increased risk of serious harm, and the victims finding it harder to access support for themselves and their children. For these reasons Equalities is a central theme of our Domestic Abuse Strategy. We want to ensure that everyone who needs support with domestic abuse issues is able to access the services we provide and those services are able to fully meet their needs.</p> <p>In order to ensure that domestic abuse is seen as an issue that we will not accept or tolerate, we have also ensured our Domestic Abuse Strategy is clear that, in addition to holding perpetrators to account, we will support perpetrators to address their abusive behaviour and lead abuse free relationships in the future.</p>
2	<p><b>Service area responsible for completing this statement.</b></p>	<p>Community Safety</p>

<p><b>3 Summary of the information considered across the protected groups.</b></p> <p><b>Service users/residents</b></p> <p><b>Doncaster Workforce</b></p>	<p>Information on Ethnicity, Disability, Gender and Sexual orientation, is routinely collected from service users. In respect of High Risk Cases which are subject to Multi Agency Risk Assessment conference, this data is submitted to Safelives and benchmarked against the national average and most similar areas. From this we know that our highest risk service users do not accurately reflect the demographics of Doncaster.</p> <p><b>BME</b> National 15% , South Yorks 11.7% Doncaster 9%</p> <p><b>LGBT</b> National 1.0% South Yorks 0.9% Doncaster 0.6% (Recommended 5% )</p> <p><b>Disability</b> – National 3.8 South Yorks 0.5% Doncaster 0% (Recommended 17%)</p> <p><b>Male victims</b> – National 4.7% south Yorks 4.5% Doncaster 3.8% (Recommended 4-10%)</p> <p>There is work to do to ensure that all of these group have access to services. This is why we have included a specific Equality Plan as part of the Strategy. These figures suggest that information about disability is not being routinely collected and this will be addressed as part of our performance management framework.</p> <p>The workforce providing domestic abuse service is predominantly female, reflecting the fact that a large majority of service users are female. However we also have male workers, and, where appropriate, our recruitment is open to anyone meeting the criteria. All staff receive training on domestic abuse which includes the additional barriers caused by the equalities issues, and appropriate responses, including specialist responses in line with statutory guidance. Our training also ensures that, in line with new legislation, we are increasing the workforce’s awareness of coercive control and shifting the focus on domestic violence to domestic abuse that includes non-physical violence and control. Through Growing Futures we have also developed hour length multi agency “taster” seminars that enable the wok force to increase knowledge on various aspects of domestic abuse, reflect on practice and identify additional learning they need to undertake in relation to domestic abuse. We have refreshed the joint workforce competency framework to ensure that responsibilities are clear, and to inform future redesign of our training. Through Growing Futures, and in partnership with the University of Central Lancashire, we have developed a masters level module, Developing Practice with Children and Families Living with Domestic Abuse. This well attended module has enabled us to develop multi agency domestic abuse champions who share consistency in knowledge base and</p>
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		<p>approach. We have also developed the role of the Domestic Abuse Navigator who undertake direct therapeutic practice with children and young people living with high risk domestic abuse, and mentor practitioners supporting families living with non-high risk domestic abuse. Doncaster Children's Services Trust have committed to retaining this role.</p>
<p><b>q</b></p>	<p><b>Summary of the consultation/engagement activities</b></p>	<p>In September 2015 we held a multi-agency stakeholder day which involved representatives from a wide range of statutory and voluntary services. This identified the key priorities and outcomes for the strategy. Once we have completed the draft, we intend to consult on it widely, and a separate consultation plan is being developed. This will include a residents' survey, consultation with service users, and other stakeholders .</p> <p>Local consultation and engagement highlighted that:</p> <ul style="list-style-type: none"> <li>• While some adults recognise domestic abuse is a problem and unacceptable they see this as a private matter and an accepted part of life. This also extends to acceptance of aggressive behaviour in the community which, in part, is fuelled by misuse of alcohol and drugs.</li> <li>• In contrast although children and young people recognise domestic abuse is an aspect of many of their lives or their friends lives, they want to change this but are not sure how to and would be unlikely to access support or advice from a professional or family member.</li> <li>• Staff members delivering local services express the need to assess risk sooner and respond more effectively through collective effort with the whole family. They state there should be greater understanding of what works with individual family members including direct work with children. Many staff express a lack of confidence in working with perpetrators as well as not seeing this as their job.</li> <li>• Families in Doncaster continue to experience significantly higher levels of DA compared with neighbouring local authorities and against national figures and benchmarks. DA presents at relatively high levels of concern through Children's Social Care, or referral to MARAC as high risk mainly through Police responses.</li> </ul>

<p><b>5 Real Consideration:</b></p> <p><b>Summary of what the evidence shows and how has it been used</b></p>	<p>Domestic Abuse does have an impact on groups with protected characteristics, Women, Children/Young People, pregnant Women in particular. The Strategy has recognised the gaps that do exist in access to services and a real focus of Growing Futures has been identifying and dealing with the gaps in provision that exist for Children and Young People affected through living with abuse. The whole family approach, highlighted within the strategy, brings together different sectors and professions- including services for children, adults and communities – to provide a coordinated, collective, effective response.</p> <p>The closure of Doncaster Women’s Aid in 2016 left a gap in terms of services to the BME and LGBT Communities and we are aware that BME communities often prefer to access support from services that promote the addressing of their particular needs. Working with a new organisation South Yorkshire Women’s Aid (Doncaster) grant funding has been identified to recruit a specialist worker to provide support to local BME and LGBT Communities.</p> <p>Domestic Abuse has been seen for many years as something which only happens to women. However, increasingly men are reporting incidents of domestic abuse, some of which are high risk. Last year 64 male victims were heard at the MARAC.</p> <p>So despite the fact that gender inequality and attitudes to women is often the root of domestic abuse, because most services provide gender based support to women and girls impacted by domestic abuse, the group which is likely to be disadvantaged in accessing services is actually men and boys. They may find it difficult to disclose due to feeling they will not be believed, and because they, and others, don’t recognise the treatment they are receiving as domestic abuse.</p> <p>In providing a voluntary perpetrator service which predominantly has men as its service users, we are mindful of the needs of LGBT men who are abusive. One man commented that ‘the group is not for me, it’s far too ‘male’ and not an environment I feel comfortable in’.</p>
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	<p>A group work programme for children and parents is provided called 'You and me mum' and we have recognised that this again could exclude fathers. So work is being done to adapt the content so as to be meaningful to non-abusive fathers</p> <p>Where service users have a disability or mental health issue this is often exploited by the perpetrator, who is often the person's carer, and their vulnerability to serious harm is increased.</p> <p><b>How the evidence has been used?</b></p> <p>Headway has been made to identify domestic abuse earlier through the stronger families agenda, with the expanded criteria which includes DA as a concern factor for support.</p> <p>We are also seeing signs of early identification through early help assessments logged through the Early Help Hub for families with children. Further work is taking place to ensure this becomes routine practice through all services for all people.</p> <p>The Growing Futures brand is developing new therapeutic practice and innovative ways of thinking and working with families, with the aim of addressing the long term harm caused by DA and thus preventing our younger generation re-presenting as perpetrators and victims in their own intimate relationships as they become older.</p> <p>Doncaster has committed to working differently with perpetrators of abuse and this is being further developed through our focus on the whole family. By identifying abusive behaviour earlier we can support people to change before serious harm is done. We are also mindful of female perpetrators who access our voluntary perpetrator service and have worked with the provider to deliver one to one support to females or LGBT males where appropriate to do so. We are also exploring the provision of parenting programmes for perpetrators of domestic abuse and this includes female perpetrators.</p> <p>Experience, research and consultations in the last two years show that many abusers have experienced trauma and abuse in their own lives. We are therefore committed to supporting people who are behaving abusively to understand their life experience,</p>
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	<p>appreciate what abusive behaviour is and how it affects their partner and any children whilst providing support to address wider or contributory issues such as poor mental health, substance misuse, alcohol abuse, etc.. Through the work of Growing Futures, we can now provide a range of programmes that support behavioural and attitudinal change .</p> <p>We are committed to equality and diversity and recognise that DA has specific gender and cultural issues, as well as additional vulnerabilities for people with disabilities, or who are older or younger than the average victim profile. The stated outcomes of the strategy are to provide a range of services to support the holistic needs and recovery of victims which are appropriate to their age, gender and ability or other circumstances (e.g. physical, legal, cultural, social, or emotional wellbeing). Through Growing Futures, we have provided training to our workforce to ensure they can respond appropriately to domestic abuse, in line with legislation, statutory guidance and contemporary best practice.</p> <p>Our preventative approach will also ensure earlier identification of vulnerable families or suffering from DA, assessing the level of risk within the family, and the impact this has on each member of the family, acting swiftly to safeguard and protect all victims and children.</p> <p>Work within Communities and families will provide education to children and young people so they know abusive forms of behaviour are not acceptable and through work in schools promoted through the new DA website and education toolkit we will ensure they are equipped to make healthier relationship choices in the future. We are also extending our telephone helpline service to ensure children and young people can also receive age appropriate advice either as a family member impacted by domestic abuse or as a victim in their own intimate relationships.</p> <p>We aim to increase the visibility and communication of DA and gender inequality with the public to challenge the social and cultural norms and attitudes that perpetuate acceptance and inequality. This will be done through working with employers and stakeholders (including local Councillors) to identify and challenge the acceptance of abuse and violence in families, developing policies and procedures to support organisations to act responsibly for the well-being of their staff.</p>
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		<p>Increasing the confidence of victims (particularly those from protected groups) is imperative, with them being able to recognise abusive behaviour, report incidents as early as possible and know their voice will be heard and responded to regardless of the level risk they face. Helpline staff are to receive updated training and other professionals who come into contact with victims will be provided with the knowledge and skills to increase their understanding to respond effectively to individual needs and behaviours within a family. Doncaster Children's Services Trust have also supported their social care workforce to embed domestic abuse risk assessment in practice where domestic abuse is an identified feature in a case and align responses to the domestic abuse risk with reduction of identified vulnerability within the family.</p>
6	<b>Decision Making</b>	<p>It is important that the Mayor and Cabinet understand the obligation demonstrating due regard from the review of this strategy and any changes to priorities are presented with a clear rationale and evidence base.</p> <p>The Mayor and portfolio holder have been made aware of due regard considerations through regular briefing updates reporting upon progress of the Domestic Abuse Strategy.</p> <p>As the Strategy has progressed through the Councils Governance structures the Mayor and Cabinet have been able to comment upon the content and provide feedback as to due regard considerations.</p>
7	<b>Monitoring and Review</b>	<p>The strategy is owned by Safer Stronger Doncaster Partnership which will receive regular reports from the Domestic Abuse Theme group and the Domestic Abuse Chief Officer Group.</p> <p>The Domestic Abuse Strategy will be monitored through various mechanisms which include;</p> <ul style="list-style-type: none"> <li>• SSDP Board meetings, reports and presentations to Health and Well Being Board, Adult and Children's Safeguarding Boards. Discussions are also taking place as to</li> </ul>

		<p>the Strategy being adopted as part of the DN21 project, under the 'Caring Doncaster' element.</p> <ul style="list-style-type: none"> <li>• The consideration of equality standards and impact will be a required theme of action plans and new policies.</li> <li>• Action plans developed from the strategy will be monitored through the Partnership theme board structures.</li> <li>• An annual review of the Strategy will take place and will be informed by on-going consultations with communities, established partnership forums and engagement with Elected Members.</li> </ul>
8	<p><b>Sign off and approval for publication</b></p>	<p>The community and Partnership consultation has examined a full range of evidence across all protected groups and has used the information as a basis to show due regard to the aims of the general duty.</p> <p>This has enlightened the development of the strategy, based upon the changing nature, needs and concerns of our communities and Partners.</p>

**To the Mayor and Members of Cabinet**

**RECYCLING AND WASTE MANAGEMENT CONTRACT**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Cllr C McGuinness	All	Yes

**EXECUTIVE SUMMARY**

- 1 The purpose of this report is to provide an update on the procurement of the Recycling and Waste Management Contract.
- 2 To approve the delegation to appoint the service provider for the contract within the financial parameters outlined in the report.
- 3 To approve the virement of capital funds into the Regeneration and Environment Capital Programme for 2017/18. The capital budget will allow the opportunity to purchase vehicles and equipment for the new contract and improve the affordability position by reducing the contract price.

**EXEMPT REPORT**

- 4 There are a number of financial and commercial matters contained within Appendix 1 and 2 of this report which are commercially sensitive information. APPENDIX 1 and 2 are NOT for publication because they contain exempt information within Paragraph 3 of Part 1 of Schedule 12 (a) of the Local Government Act 1972 (as amended) information relating to the financial or business affairs of any particular person (including the authority holding that information).

**RECOMMENDATIONS**

- 5 It is recommended that the decision to appoint the service provider and conclude all contractual documents for the Recycling and Waste Management Contract, together with the Supply of Vehicles and Receptacles, shall be delegated to the Director of Regeneration and Environment, in consultation with the Portfolio Holder for Communities, Voluntary Sector and Environment and the Chief Finance Officer.
- 6 It is recommended that the decision as to how the purchase of vehicles will be funded and the necessary amendments to the capital programme are delegated to the Chief Finance Officer, in consultation with the Mayor, the Portfolio Holder for Communities, Voluntary Sector and Environment and the Director of Regeneration and Environment.

- 7 It is also recommended the following items are approved as part of the appointment of the service provider:
- add the vehicle and receptacle replacements to the Regeneration & Environment Capital Programme for 2017/18;
  - virement of budget to meet the capital costs, as referred to in Appendix 1, from the Finance & Corporate Services Capital Programme, which contains the Investment & Modernisation Fund allocation, into the Regeneration & Environment Capital Programme, where this scheme will be delivered and monitored.
- 8 It is recommended that the decision to agree to a minimal extension, if required, of the current waste collection contract with SITA/SUEZ to be delegated to the Director of Regeneration and Environment, in consultation with the Portfolio Holder for Communities, Voluntary Sector and Environment and the Chief Finance Officer.
- 9 Should the total cost (including the winning tender and borrowing costs) be higher than the £8.057m budget then the contract can only be awarded after sufficient additional budget has been identified. A further report will be presented to Cabinet if sufficient additional budget cannot be identified which will detail the budget pressures and resulting procurement options.

#### **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

- 10 The Recycling and Waste Management Contract is provided to all households in Doncaster, and many commercial properties, and is one of the central services which residents expect from the Council.
- 11 The new contract will provide a modern and efficient service embracing new technology to improve the service experience for residents, with an improved recycling service meeting the three key priorities as expressed by residents during a recent consultation exercise:
- Reducing litter created during the collection process (secure containers).
  - A service that is easy to understand (simple rules, fewer containers).
  - A service that is easier for the elderly/disabled to participate in (wheeled bins are far easier to move than kerbside boxes).

#### **BACKGROUND**

- 12 The current contract provided by 'SITA/SUEZ' terminates on 4 October 2017.
- 13 Services affected by the termination of this contract are as follows:

##### **Kerbside collections of:**

- Residual waste
- Mixed dry recyclables
- Green waste
- Bulky Waste
- Clinical waste
- Asbestos waste

**Associated services** including the management of the Doncaster Waste Transfer Station, commercial waste and recycling collections, the off-take [sale] of recyclable materials and bin delivery and replacement.

- 14 Officers have worked with external technical advisors, AMEC, to bring the affected services within the scope of a new service contract. The Contract was placed out to tender on 19 October 2016 titled 'Recycling and Waste Management Contract Together with the Supply of Vehicles and Receptacles'. The advertised closing date for receipt of tenders was 9 January 2017, but recent industrial action by SITA/SUEZ staff has resulted in changes to terms and conditions and updated TUPE information now needs to be provided as part of the tender process, we have therefore extended the closing date until 6 February 2017. Contract award is expected to take place on or around 10 April 2017 with the Contract commencing on or around 24 April 2017, to allow the service provider sufficient time to purchase the vehicles and assets required to perform the contract. The service commencement date is anticipated to be 7 October 2017, however, in view of the timescales to procure bespoke vehicles it may be necessary to extend the current contract with SITA/SUEZ for a short period of time should this become necessary.
- 15 There is a requirement for transformation of the service under the existing contract to meet the requirements of the new contract within 6 months of Service Commencement. The main transformation will be to the method of collection for the kerbside [household] recycling service.
- 16 Doncaster Council's Waste and Recycling Team held a series of focus groups with residents and stakeholders between 12 and 23 October 2015. The focus groups helped to inform and shape the development work for the new waste and recycling collection contract. Service options were developed by asking residents about their priorities and preferences from a range of proven service delivery models.
- 17 Officers attended the Communities and Environment Overview and Scrutiny Panel on Thursday 29 October 2015 to provide feedback from the focus groups in terms of the options consulted upon and residents' preferences amongst those options including types of receptacle(s). An outline of the proposed Communication and Consultation Strategy for a borough wide residents' consultation programme was also given including the project time-line. Members expressed their approval for the consultation methodology as follows:
  - Online survey supported by advertising on social media;
  - Roadshows and local press adverts;
  - Paper copy surveys to complete at road shows, one-stop-shop and libraries.
- 18 Members of the Communities and Environment Overview and Scrutiny Panel were supportive of the following aims/options:
  - Increasing recycling capacity and reducing litter by introducing wheeled bins for the collection of dry recyclables.

- Comingling the collection of dry recyclables to reduce vehicles/labour costs.
  - Simplifying target recyclable materials to those specified in waste regulations (Paper, Cardboard, Glass, Metal Cans, Plastic bottles).
  - Ceasing kerbside Asbestos collections (residents can still take Asbestos to Household Waste and Recycling Centres).
  - Ceasing the separate collection of 'clinical waste' at the kerbside (residents can place offensive/hygiene waste in their residual waste bin).
- 19 Of particular relevance for the new kerbside dry recyclable service, were the range of materials suitable for the new (comingled) recycling collection service. This was analysed as part of the scoping work for the contract and considered during the focus group sessions and the consultation exercise undertaken. It was determined that pots, tubs and trays do not yield a financial return to cover the cost of collection; they tend to contribute to contamination (and loss of value) of the other recyclable materials (due to the prevalence of food in such containers) and they would negatively impact the value of the residual waste stream in terms of energy recovery energy through a reduction in the calorific value of the waste stream.
- 20 A borough wide consultation programme took place during December 2015 through January 2016. The consultation received 3009 responses: 2691 online and 318 hard copies. Service options were scrutinised by asking residents about their priorities and preferences.
- 21 To summarise the results of the focus groups and consultation it was clear that residents and members shared 3 key priorities (expectations) for a recycling collection system:
- Reducing litter created during the collection process.
  - A service that is easy to understand.
  - A service that makes it easier for the elderly/disabled to participate.
- 22 Officers attended Executive Board on 7 June 2016 to present an overview of the current service, drivers for change for the new service contract, the results of the consultation and a range of service options for the new contract. As a result members of the Executive expressed their preferences across a range of service options:
- Residual waste. Retain fortnightly collections.
  - Recycling. A range of options were discussed and members expressed their preference through the Portfolio holder for Communities, the Voluntary Sector and Environment after the meeting for two options to be tendered. 1. Fully comingled collection. 2. Partial comingled collection with glass in a separate container. Move to fortnightly collections
  - Garden waste. Cease collections over 3 months in winter. Retain fortnightly collections.
  - Recyclate management. Introduce a profit share arrangement for the sale of recyclate within the contract with income generation to be assessed every 2 years.
  - Bulky waste collections. Retain the service and include fridges (currently free) into the paid for service.



- Clinical waste collections. Place non-infectious waste [currently collected in yellow tiger striped bags] such as wound dressings and incontinence pads into residual waste bin.
  - Sharps. Let a separate contract where necessary.
  - Asbestos collection. Cease collection
  - service and sign post to Household Waste Recycling Centres and/or private contractors.
  - Trade waste and recycling. Retain as is and grow the service. Mirror the trade service operations in line with the amendments to the household recycling service.
  - Customer contact centre. Retain in-house and do not develop an option for an outsourced waste contact centre as part of the contract.
  - Capital purchase of vehicles and containers. Insert an option within the contract for Doncaster to offer capital funds to purchase vehicles / assets if rates are favourable.
  - Contract length. 8 year with an option for a 2 year extension.
- 23 Officers have developed the contract and specification in line with the preferences noted above.
- 24 Prior to publication of the tender documents discussions were held with Portfolio holder for Communities the Voluntary Sector and Environment and officers from waste management and legal services to clarify the position on the recycling options and the evaluation of those options. This resulted in the drafting of an Officer Decision Record, signed by Portfolio Holder for Communities, Voluntary Sector and Environment and the Assistant Director Environment on 9<sup>th</sup> December 2016.

## **CAPITAL BORROWING AND AFFORDABILITY**

- 25 As part of the evaluation process the Council reserves the right to decide how the vehicles are funded. Bidders have been asked to provide a price for providing the service against the specification which will also include the bidder funding the procurement of the vehicles. As the Council can currently borrow money far cheaper than the private sector, the Council has reserved the right within the tender documents to allow the Council to fund the vehicles themselves where this reduces the overall cost of the contract to the Council.
- 26 The tender documents gave three options around the possible procurement and funding of the vehicles as follows:
- 1 – Contractor Procuring and Financing
  - 2 – Contractor Procures and DMBC Finances the Capital cost
  - 3 – Council Procuring and Financing the Capital Cost
- 27 The tender evaluation will include an assessment of whether the Council's access to lower interest rates means it makes financial sense for it to buy the vehicles and lease them to the contractor.
- 28 In addition to the purchase of the vehicles DMBC also need to buy new 240 litre bins for the new co-mingled recycling service. The total cost of this is shown in Appendix 2.

## OPTIONS CONSIDERED

29 The options considered were as follows:

Option 1 – Approve the delegation of the decision to appoint the service provider

This report sets out an annual contract price as a financial parameter for the decisions going forward. The Director of Regeneration and Environment, in consultation with the Portfolio Holder for Communities, Voluntary Sector and Environment and the Chief Finance Officer will only be able to approve the appointment if the annual contract price falls within £8.057m or if sufficient budget has been identified should the total cost be higher than £8.057m.

Option 2 – Do not approve the delegation of the decision to appoint the service provider

If the delegation is not approved this will result in delays to the timetable with the potential for financial implications should a prolonged extension to the existing contract be required, which would require negotiations with the existing supplier.

Option 3 – Approve the addition of the vehicle and receptacle replacement costs to the Regeneration and Environment Capital programme for 2017/18.

The addition to the capital programme will allow the opportunity to purchase vehicles and receptacles for the new contract and improve the affordability position by reducing the contract price according to the saving made in funding the vehicles.

Option 4 – Do not approve the addition of the vehicle and receptacle replacements to the Regeneration and Environment Capital programme for 2017/18

If the addition into the capital programme is not approved, Council may lose the opportunity to reduce the contract price by funding capital costs for vehicles. In addition it would not be possible to fund the receptacles required to transform the recycling service as per the contract specification.

Option 5 – Approve the virement of budget from the Finance and Corporate Services Capital Programme, which contains the Investment and Modernisation Fund allocation, into the Regeneration and Environment capital Programme

The virement will allow the opportunity to purchase vehicles and receptacles for the new contract and improve the affordability position by reducing the contract price.

Option 6 – Do not approve the virement of budget from the Finance and Corporate Services Capital Programme, which contains the Investment and Modernisation Fund allocation, into the Regeneration and Environment capital Programme

If the virement is not approved, Council may lose the opportunity to reduce the contract price by funding the capital costs of Vehicles.

Option 7 – Approve the delegation of the decision to a minimal extension, if required, of the existing contract.

Option 8 – Do not approve the delegation of the decision to a minimal extension, if required, of the existing contract.

If the delegation is not approved and an extension is required this will result in further delays to the timetable requiring negotiations with the existing supplier and potential financial implications.

## REASONS FOR RECOMMENDED OPTION

- 30 Option 1 is recommended because it allows the Director of Regeneration and Environment, in consultation with the Portfolio Holder for Communities, Voluntary Sector and Environment and the Chief Finance Officer to make the appointment within the financial parameters stated.
- 31 Option 3 is recommended to allow the Council to maintain the opportunity to make savings on the contract price.
- 32 Option 5 is recommended to allow the Council to maintain the opportunity to make savings on the contract price.
- 33 Option 7 is recommended to allow the Council to maintain service and limit any delays and resulting potential financial impacts

## IMPACT ON THE COUNCIL’S KEY OUTCOMES

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	<b>Outcomes</b>	<b>Implications</b>
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster’s vital services</i></li> </ul>	<p>The waste and recycling service is used by all households and many commercial operations within the Borough and therefore helps to maintain a thriving economy which residents benefit from.</p>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	

	<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>The continued procurement of waste and recycling services will ensure that waste management targets can be achieved and value for money is ensured.</p> <p>Dealing with waste appropriately safeguards the environment from fly tipping and environment nuisance.</p>
	<p>All families thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	
	<p>Council services are modern and value for money.</p>	<p>The procurement of the contract will ensure that the service is delivered at market cost and is value for money.</p>
	<p>Working with our partners we will provide strong leadership and governance.</p>	<p>The new contract will be in partnership with the private and third sectors organisations.</p>

## RISKS AND ASSUMPTIONS

- 35 Without the new contract (and resources) to deliver our statutory obligations these services will either cease (we do not have the internal resources to deliver these services), or the Council will need to continue the service with SITA/SUEZ but this could only be for one more year.

## LEGAL IMPLICATIONS

- 36 Section 45 of the Environmental Protection Act 1990 places a duty on this Council as a waste collection authority to arrange for the collection of household waste in its area.
- 37 Section 1 of the Localism Act 2011 allows the Council to do anything that a person may generally do.
- 38 This contract is being procured in accordance with the Public Contracts Regulations 2015 and the Council's Contract Procedure Rules. Legal services will continue to provide support and advice throughout the process.
- 39 Each tenderer will submit two bid submissions to allow the Council to test the market to ensure that financial efficiencies can be made. The first bid is for a fully co-mingled recyclable waste collection service using a wheeled bin and the second bid is for a co-mingled recyclable waste collection using wheeled bins with a separate glass collection in a separate receptacle. Both bids will be evaluated against the same set of criteria and the tender which is the most economically advantageous bid will be selected.

- 40 As part of the evaluation process the Council has reserved its right to choose how the vehicles are funded. Bidders will submit a price for the service which will include the cost for the purchase of the vehicles and bids will be evaluated on that basis. If the Council identifies that it can fund the purchase of the vehicles itself at a lower cost the Council may exercise this option at award stage.
- 41 The current contract with SITA/SUEZ commenced on the 5 October 2009 and expired on the 4<sup>th</sup> October 2015. The contract provides that the contract term can be extended by mutual agreement by up to a further 3 years. The Council have mutually agreed with SITA/SUEZ to extend the contract term by 2 years, therefore the contract will come to an end on 4 October 2017.
- 42 The contract can be extended by up to a 12 month period by mutual agreement. If the extension is to be exercised, 12 month notice must be given to SITA/SUEZ and their agreement obtained. Any period of extension should be captured in a deed of variation.
- 43 If the successful bidder is a different organisation to the incumbent it may be that the Transfer of Undertaking (Protection of Employment) Regulations 2006 (as amended) (TUPE) will apply. The relevance of this is that any staff, whose principal or main role is with the transferring service, are likely to transfer to the new provider. Employees are entitled to transfer on their current terms and conditions. Liability in respect of the employment of the transferring staff transfers to the new employer. The legislation imposes obligations on both in old and new employer in relation to consulting with staff.

## **FINANCIAL IMPLICATIONS**

- 44 The cost will not be known until tenders are evaluated in March/April 2017. Prospective bidders have been told that the Council's current maximum operating budget for the contract is £8.057m. It is the Council's expectation that efficient processes and innovative service delivery methods will result in savings as part of the procurement exercise.
- 45 The Mayor's draft budget proposals for 2017/18 contain an efficiency saving of £200k for these services. Savings from the new collection contract will contribute to this target.
- 46 The total estimated capital cost and detailed financial implications are shown in Appendix 1.
- 47 The changes included in the new contract are outlined above and these should result in cost reductions, therefore, it is assumed the costs of borrowing will be affordable within existing waste budgets. Should the total cost (including the winning tender and borrowing costs) be higher than the £8.057m budget then the contract can only be awarded after sufficient additional budget has been identified. This may involve an adjustment to the Mayor's draft budget proposals (such as a reduction to the saving target). The final budget proposals will be approved by Council on 2 March 2017.

- 48 Financial procedure rule B.11 requires that where a project involves a capital commitment of £1,000,000 or more, a further ODR must be completed for the approval of the relevant Director and CFO in consultation with the Portfolio Holder (Finance & Corporate Services) before a formal commitment is entered into or a contract signed.
- 49 The extension of the existing contract would need to be negotiated with SITA/SUEZ and the result of this negotiation will determine any additional costs to the Council. Any such additional costs will need to be met from existing Waste & Recycling budgets.

## **HUMAN RESOURCES IMPLICATIONS**

- 50 There are no HR implications specific to this report.
- 51 It must be noted that if there is a change of service provider there may be a Transfer of staff to the new provider under TUPE. This transfer will be between the incumbent provider and the new provider and will not involve Doncaster Council.

## **TECHNOLOGY IMPLICATIONS**

- 52 There are no ICT implications specific to this report.
- 53 However, under the new contract it is intended that it will feature in-cab technology to enable the council and contractor to provide a more efficient and effective service to residents through access to real time data and service information. A business case in relation to this was agreed and approved by the ICT Governance Board (IGB) at their meeting in August 2016.
- 54 Digital & ICT teams have fed into the specification in relation to the above and will assess potential solutions for compliance with all ICT Standards and Architecture requirements and ensure that the introduction of the proposed technology has no adverse impact on the existing integrations with the Lagan Customer Relationship Management (CRM) System.
- 55 Any subsequent work needed by Digital & ICT in relation to the proposed integration cannot be quantified until the details of the solution being provided by the successful contractor is confirmed.

## **EQUALITY IMPLICATIONS**

- 56 With the exception of the cessation of the clinical waste service and asbestos service there are no Equality implications for the award of this contract – other residents' services remain unaffected despite a different approach to service delivery for mixed dry recyclables. In order to mitigate the impact on residents requiring a clinical waste service (non-infectious) the new contract will permit disposal of this waste stream within the residual waste stream. In order to mitigate the impact on residents requiring an asbestos disposal service residents will have the option to take this waste to Armthorpe HWRC or sign posting to private contractors.

## **CONSULTATION**

- 57 Consultation for the new contract has been undertaken as described earlier in this report with regard to the Focus groups, Communities and Environment Overview and Scrutiny Panel, borough wide consultation and Executive Board.
- 58 This report has been consulted on with Portfolio Holder for Communities, Voluntary Sector and Environment.

## **BACKGROUND PAPERS**

- 59 Officer Decision Record RE 16 0102, Waste Collection Contract Procurement.

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Appendix 1 - **not for publication**  
Full financial implications

Appendix 2 - **not for publication**  
Finance Spreadsheet - vehicles and bins

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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