

Portsmouth Domestic Abuse Strategy - 2020-2023

Refresh - February 2022

Introduction

Delivery of the Domestic Abuse Strategy for Portsmouth 2020-2023 was reviewed during 2021 to check progress since the strategy was approved by the Health and Wellbeing Board in January 2020 and in response to the new duty on local authorities to provide support for victims in safe accommodation. Pandemic restrictions implemented since March 2020 have had a significant impact on all aspects of life in the UK, and especially on those suffering domestic abuse. The murders of Sarah Everard, Sabina Nessa, and the many other women killed by partners or former partners over the past two years has also necessitated an update of the national Tackling Violence Against Women and Girls Strategy¹ and most recently a new framework for policing from the College Of Policing².

This strategy was approved by the Domestic Abuse Strategy Group in January 2022, and by the Health and Wellbeing Board on 9th February 2022.

Background

The Domestic Abuse Act 2021 is now in statute. The Act creates a new statutory definition for domestic abuse, improves the effectiveness of the justice system in providing protection for victims of domestic abuse and bringing perpetrators to justice and strengthens the support for victims of abuse by statutory agencies. Many of the provisions in the act will be brought into force by commencement regulations, once the necessary preparatory work has been completed. Of specific note is:

- The definition of domestic abuse (sections 1 and 2) came into effect on 1st October 2021 with section 3 (children as victims) likely to commence in January 2022.
- There are several new duties on the criminal justice system (pre, during and post court) and
- It requires local authorities to grant new secure tenancies to social tenants leaving existing secure tenancies for reasons connected with domestic abuse and Part 4 places a statutory duty on local authorities to provide Safe Accommodation.

Domestic abuse support services have also changed in Portsmouth since 2020, with voluntary sector provider Stop Domestic Abuse now providing a single point of contact for all support services in the city. Sadly, the city saw its first domestic homicides since 2004; one in December 2019 and a second in March 2021. Both will provide learning for services in Portsmouth and action plans will be monitored by the Domestic Abuse Strategy Group.

¹Published in July 21 and updated November 21

² <https://www.college.police.uk/article/police-action-against-men-who-harm-women-girls>

The DA Act 2021 (part 4) requires all local authority areas to undertake a needs assessment focused on the needs of those people accessing safe accommodation. To avoid duplication and improve co-ordination, the findings from the safe accommodation needs assessment and recommendations arising from it, have been incorporated into this strategy (see new Priority F).

As in previous years, the council's communications team delivered a revised and refocused 'Is this Love?' campaign in 2020 which saw significant increases in 'reach' likely to translate into raised awareness across the city. Over 900 young people and nearly 1600 adults completed the 'Is your relationship healthy?' quiz and more people visited the Safer Portsmouth Partnership webpages for more information and/or help - almost three times as many as in 2019/20 (11,200 compared to 3,778 in 2019/20). Face to face delivery in schools was severely hampered by pandemic restrictions so on-line recourses were created and delivery extended into July. However, funding has been identified to expand and sustain delivery of this work in schools through the new contract with Stop Domestic Abuse. A new focused reference group has also been established to incorporate recommendations for the 2021 campaign which began on 7th December.

As set out in the 2020-2023 action plan, a new DA Practitioners Forum was established in 2021. This group welcomes the involvement of all front-line staff in the city and has been consulted as part of the review process (see section D).

Less progress has been made in relation to holding perpetrators to account (see page 5 for data analysis), but police colleagues have increased awareness of the 'Claire's Law' - the right to ask and the right to know - to be given information on the offending history of a new partner. It is hoped this will help to reduce the number of unhealthy relationships.

Vision and ambition

To recap, the main aims of this strategy are to make sure:

- Everyone in the city - especially young people - understand what a healthy relationship looks like
- Everyone in the city knows how to access safe accommodation if necessary and where to get the right support for their needs³
- Professionals understand both the presenting and underlying needs of adults and families struggling with unhealthy or abusive relationships
- There is a clear measurable, process to access the right support and that support is provided for as long as required to keep adults, children and families safe
- Those who use coercive control, unhealthy or abusive behaviour are held to account and supported to change insofar as this is possible.

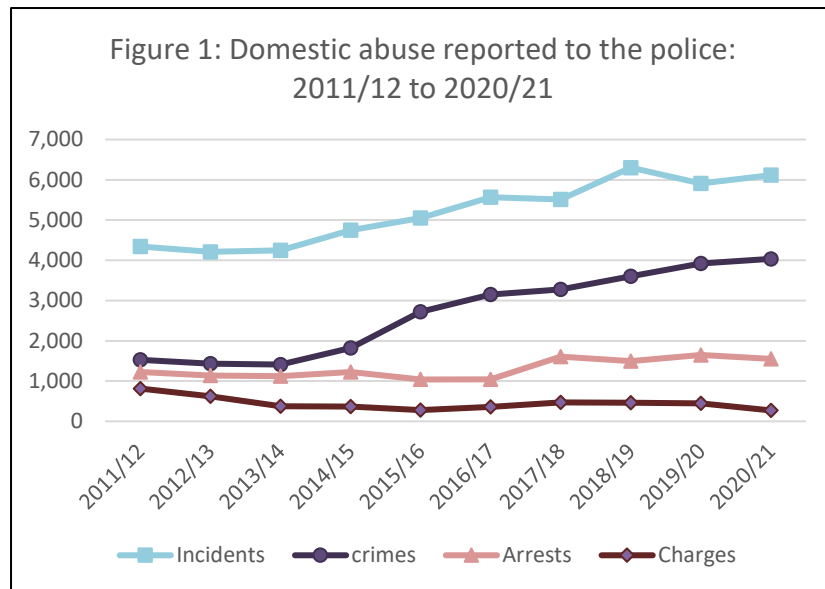
After reviewing the local evidence and delivery arrangements, the vision and ambition identified two years ago remain largely the same, with the addition of '**understanding how to access safe accommodation**' and '**providing appropriate level and type of support for those who access safe accommodation**'.

³ Updated January 2022

Part One - Section A - What is the data telling us?

Since this strategy was published in January 2020, we have developed a comprehensive performance framework and monitored progress against agreed measures to understand more about service delivery and to track progress against the delivery plans. The data and commentary below are extracted directly from the Domestic Abuse Monitoring Framework 1st April 2020 - 31st March 21⁴ and the first six months of 2021/22 (1st April to 30th September 2021) or from the Strategic Assessment for Crime, Anti-Social Behaviour, Substance Misuse and Re-offending 2020/21 (<https://www.saferportsmouth.org.uk/strategic-assessments>)

Demand - Domestic abuse continues to be the largest known driver of violent crime, accounting for 45.7% (n2,856) of assaults and accounts for 18% of all recorded crime in the city. Since last year, the proportion of assaults driven by domestic abuse has increased by 5 percentage points (from 40.1%), **although there has been a numerical reduction 120**. This increase in the proportion is thought to be due to the restrictions on socialising in public places resulting in bigger reductions in other drivers of violent crime.



There has been a long term upward trend in domestic abuse incidents and crimes recorded by the police over the last decade (Figure 1). This is thought to be largely due to improvements in police recording following the 2014 and 2018 HMIC Data Integrity reports. The most recent report found that approximately 10% of reported violent crimes were still not recorded.⁵ Increases in police recorded incidents and crimes are also thought to be partially due to campaigns raising awareness of the signs of unhealthy and abusive behaviours and giving information about how people can seek advice and support.

During 2020/21, 6,113 domestic abuse incidents were reported to the police, a 4% (n208) increase from 2019/20 (Figure 1). Of these, 4,036 (66%) were recorded as crimes (of all types) which is a **3% (n114) increase, compared with increases of 7% in Hampshire⁶ and 6% nationally.⁷**

⁴ See Appendix A

⁵ The 8.7 percent of reported crimes that go unrecorded include violence and domestic abuse offences. <https://www.justiceinspectors.gov.uk/hmicfrs/publications/hampshire-constabulary-crime-data-integrity-inspection-2018/#violence-against-the-person>

⁶ Hampshire Constabulary Strategic Assessment 2020/21

⁷ [Crime in England and Wales: year ending March 2021 - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk)

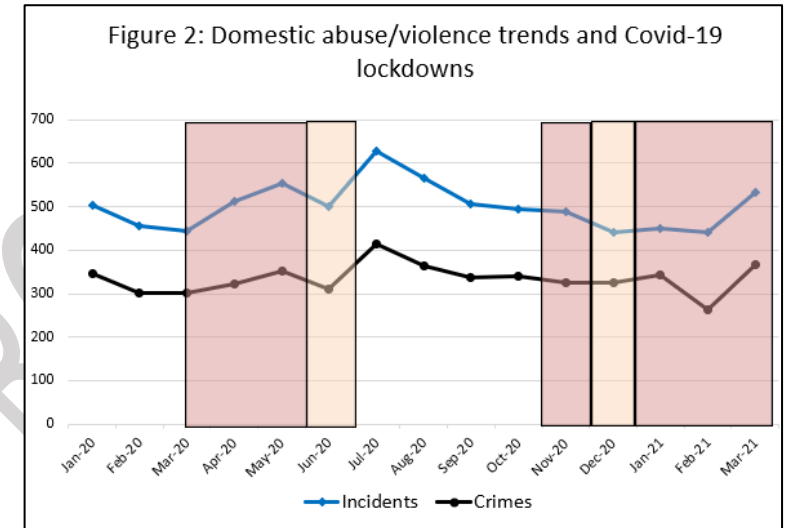
The increase in incidents and crimes from 2019/20 is likely to be driven by a peak in July 2020 (Figure 2). This coincided with the easing of lockdown measures when people may have had more freedom to seek help, but previous data has also shown that there is usually a peak in the summer months. The data for Q1 & Q2 shows that domestic abuse incidents and crimes have continued to increase (by 7%, n266 and 13%, n277 respectively). This could be a result of the successful Is the Love campaign.

Comparable data for other areas is not available yet for 2020/21, but in 2019/20 Portsmouth's **rate of domestic abuse crimes and incidents** combined was 27.5 per 1,000 population, which is **higher than for Hampshire and nationally** (18 per 1,000 and 23 per 1,000 respectively).⁸ The rate of domestic abuse related crimes was 18.2 per 1,000, which is again higher than Hampshire (12 per 1,000) and nationally (13 per 1,000).⁹

The 2018 Office of National Statistics (ONS) report¹⁰ found only 17.3% of domestic abuse by partners was reported to police nationally, which means that **the number of incidents is a significant underestimate**. Given this level of under-reporting and the recording issues highlighted in the previously mentioned HMIC report, it is a continued **challenge to assess the level and patterns of need in relation to domestic abuse in the city with any real accuracy**.

The most recent Crime Survey for England and Wales (CSEW March 2020) estimated that 7.3% of women and 3.6% of men aged 16 to 74 had experienced DA in the last year.¹¹ This equates to approximately 5,650 women and 3,000 men aged 16-74 in Portsmouth or a total of **8,650 victims** of DA in 2019/20.¹²

The **proportion of arrests leading to a charge reduced substantially from 27% in 2019/20 to 17% in 2020/21** (see Figure 1) and had fallen to 9% in the first six months of 2021/22. There were 271 charges in 2020/21, which is a 39% (n174) reduction since 2019/20 but this is three times fewer charges than in 2011/12 (n814). **This is in the context of an increase in DA incidents and crimes**. The impact of COVID-19 on cases going to court is likely to have influenced the decisions to charge perpetrators. There has been a fluctuating trend for successful outcomes of DA cases in court, but this proportion has remained above 70% for the last seven years. However, **the number of court cases heard in Hampshire has almost halved over the last couple of years from 1,070 in 2018/19 to 564 in 2020/21**. While some of these reductions are likely to be a consequence of the pandemic, the reductions began in 2018/19 so further investigation of this reduction in charges and cases being heard is recommended. While we do not have CPS data specifically for Portsmouth, since the Specialist Domestic Abuse Court was discontinued, and



⁸ Calculated from the performance data received from Hampshire constabulary.

⁹ Figures for Hampshire and England & Wales were downloaded from the ONS data tool: [Domestic abuse in England and Wales - Data Tool - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domestic-abuse-in-england-and-wales-data-tool)

¹⁰ This is the most recent detailed report that looks at this aspect:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabusefindingsfromthecrimesurveyforenglandandwales/yearendingmarch2018

¹¹ [Domestic abuse victim characteristics, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domestic-abuse-victim-characteristics-england-and-wales)

¹² Using ONS mid-2020.

there are other variations between police and CPS data,¹³ we can give an estimate of attrition by assuming that the 78% rate of successful outcomes applies to Portsmouth and applying this to the number of charges. This would equate to only an **estimated 5% of domestic abuse crimes resulting in a successful court outcome. This is the lowest proportion in the last decade (the average for the decade was 12%)** and is largely due to the reduction in crimes resulting in a charge. It is recommended that the partnership investigate this further to ensure that victims are getting the support and outcomes that are important to them.

We also know that the single biggest predictor for children becoming either perpetrators or victims of domestic abuse as adults is whether they grew up in a home with domestic violence.¹⁴

- The impact of domestic abuse on very young children is often underestimated and the impact on school age children could affect their ability to achieve.¹⁵ **Low educational attainment and insecure family environments are risk factors for young people** in relation to entering the criminal justice system. Portsmouth's Strategic Assessment for Crime, Anti-Social Behaviour, Substance Misuse and Re-offending 2020/21 (p 46) reported that FTE rates had decreased locally but remained higher than national or 'family group' rates. Any reduction is likely to be due to the pandemic and unlikely to be sustained over the medium to long term.
- The number of **children known to be living with high-risk DA** increased by 11% (n67) to 688 in 2020/21, but this measure tends to fluctuate and 2019/20 was a year with a lower number of children (n621 compared with 733 in 2018/19). The MARAC¹⁶ process has since been reviewed and moved to a weekly meeting rather than fortnightly. Police processes have also developed in line with the Police domestic abuse strategy such that the police High Harm Team should provide a consistent link to the weekly MARAC meetings and takes responsibility for enforcement actions allocated to the highest risk perpetrators.

Section C - Monitoring progress

This section has been updated using data and commentary from the Domestic Abuse Monitoring Framework presented to the DA Strategy Group in June 2021.

Calls for Service

There have been increases in referrals to medium and high-risk victim support services over the last three years, although the proportion who were engaged by these services has reduced over the same period, suggesting that engagement may be limited by capacity or that some referrals were

¹³ See: Graves, S. *Domestic Violence & Abuse Monitoring Framework: 2020/21 for more detail.*

¹⁴ Unicef 2006 *Behind Closed Doors: The impact of domestic violence on children.*

¹⁵ Byrne & Taylor (2007) *Children at risk from domestic violence and their educational attainment: Perspectives of education welfare officers, social workers and teachers.*

¹⁶ Multi Agency Risk Assessment Conference

inappropriate. The number of standard risk referrals to Victim Support was much lower in 2020/21 than previous years, which is likely to be linked to a change in service or referral process associated to Covid-19 restrictions. However, the number receiving support was not unusually low. Referrals to Up2U and the number receiving support have been reasonably stable for the past four years.

Priority A - Promoting healthy relationships

Many of the measures in this section of the report are new and therefore cannot be compared with previous years. However, the substantial increase in unique views to the DA pages on the SPP website demonstrate the success of this year's Is This Love Campaign in raising awareness.

Work is still ongoing to develop the measure for recording GP and practice nurse appointments where domestic abuse is discussed. Different practices and staff use different codes to capture this information.

However, only half of schools currently have their Health, Relationship and Sex Education school policy available on their website available on request, numbers of 'Right to know' disclosures and 'Right to ask' applications were still relatively low (but on an upward trend), and referrals from health services were still low. Workforce training was largely on-hold in 2020/21 due to restrictions on groups meeting, only starting virtually in January 2021.

Priority B - Improve identification and assessment

There has been an increase in the number of cases involving DA for Solent NHS Adult Mental Health, which could reflect more clients experiencing domestic abuse or improving awareness in this service. Many of the other measures are new so there is limited trend data in this section.

The proportion of referrals from health providers remains substantially lower than during the period when the IRIS training for GP's was running, which indicates that the education and simpler referral method was likely to have encouraged more referrals from GP's. This also suggests that there are likely to be people who would benefit from a referral from their GP that are not currently being assisted.

From 1st July 2021 the new specialist domestic abuse provision combined three separately commissioned services in to one provider for all victims at high and medium risk, those who need safe accommodation and support, support for children, group provision and support for those who use abusive and unhealthy behaviours and want to change. This has improved the assessment process and provision now includes three Lead Community Based Navigators who specialise in providing support for this with high-risk, health and other complex needs.

Data from the new Children's Social Care computer system has recently become available and will provide consistent data in future on the number of cases being identified and offered support when people approach the council (or are referred) for help. For example, the number of referrals into children's social care, the number of single assessment framework and the number early help assessments where domestic abuse is a factor. This helps to understand demand which in turn helps to make sure we have the right services and service capacity.

Priorities C and D overlap considerably with the Hampshire Constabulary Domestic Abuse Strategy. This a broader strategy across the whole Hampshire and IOW areas and is more difficult to report on for Portsmouth only.

Priority C - Challenge and support those who use abusive or unhealthy behaviours

The number of Up2U Creating Healthy Relationships (CHR) clients who completed the programme was lower than in 2019/20, but numbers of completions are generally low due to the time and resource commitment for this programme and not helped by delivery being put on hold due to Covid; all six completers experienced a reduction in their risk to their partners. 31 people were referred by the police to CARA¹⁷ workshops, which is fewer than half of those referred in 2019/20. This is likely to be largely due to the workshops being unable to run during Q1 & Q2 as they involve group work, and this was not possible with Covid restrictions. For Q3 & 4, provision changed to 1-2-1 phone interventions.

The current data highlights that very few people who are using abusive or unhealthy behaviours are accessing and completing interventions.

Priority D - Hold those who use coercive control and violence to account

- There were 607 perpetrators linked to offences that were high risk, but this is the first full year of data so no comparisons can be made with previous time periods.
- There were 522 repeat perpetrators of DA offences in 2020/21, an increase of 8% (n37) since 2019/20 and this measure has been increasing over the last three years.
- Of significant concern is the continued increase in the number of repeat victims; in 2014/15, 210 victims reported more than one offence, 444 in 2016/17 and 760 in 2020/21. This may be due to an increase in historic crimes being recorded and although this does account for some of the increase, (in 2016/17 there were 27 repeat victims who had also reported historic offences, and this rose to 114 in 2020/21), there has still been a 55% (n229) increase in repeat victims since 2016/17 (rather than the 71%, n316 including historic offences.)
- While there has been a fluctuating trend for successful outcomes of DA cases in court, the proportion has remained above 70% for the last seven years. However, the number of cases heard in Hampshire has almost halved over the last couple of years from 1,070 in 2018/19 to 564 in 2020/21.
- The proportion of arrests leading to a charge has reduced substantially from 27% in 2019/20 to 17% in 2020/21. There were 271 charges in 2020/21, which is a 39% (n174) reduction since 2019/20 but this is three times fewer charges than in 2011/12 (n814). This is in the context of an increase in DA incidents and crimes. The impact of Covid-19 on cases going to court is likely to have influenced the decisions to charge perpetrators.

¹⁷ An intervention designed to raise awareness of domestic abuse as part of a conditional caution. <https://hamptontrust.org.uk/program/cara/>

- The numbers of DVPN and DVPOs have remained low; there were 19 DVPNs and 18 DVPOs in 2020/21.

This data shows that we are not being successful in holding those who use controlling, abusive or violent behaviours to account, particularly during this pandemic. While DA incidents, crimes and repeat perpetrators are continuing to increase, the number of arrests, charges and cases heard at court have dropped considerably. The national police lead for Violence Against Women and Girls, DCC Maggie Blythe is quoted on the College of Policing website:

*'Violent men who harm women and girls should be in no doubt that we are coming after them. We are going to increase the use of our unique police powers to relentlessly pursue perpetrators, manage offenders and disrupt their activities'*¹⁸

Priority E - Are we making a difference?

The data gathered from current specialist services is limited in the city - as it is across the UK¹⁹ - and 'success' looks different for different people, so it is hard to measure in raw numbers whether existing services are making a difference to the lives of service users.

- There have been high levels of risk reduction (approximately 90%) from service users accessing the Refuge, Portsmouth IDVA Project, and Stop Domestic Abuse.
- The percentage of repeat victims at MARAC has increased from 23% in 2019/20 to 25%, there was a 30% (n37) numerical increase in repeat victims at MARACs.
- Due to a new client information system, there are new reporting mechanisms relating to new cases open to Children's Social Care with DA as an issue that are stepped up to a CPP or stepped down to CIN. The data will be available from April 2022.

This data shows that where service users are accessing and engaging with medium, high risk and safe accommodation support, these services are helping most clients to reduce their risk. However, there has been an increase in repeat cases to MARAC that may be linked to the current reduction in our ability to hold perpetrators to account.

The new feedback survey for service users is now live, with the online survey available for use from 13th May 2021 and the paper survey a couple of weeks later. It is hoped that the new single contract with Stop Domestic Abuse will improve completion rates and provide good on-going client feedback about the services provided.

¹⁸ <https://www.college.police.uk/article/police-action-against-men-who-harm-women-girls>

¹⁹ There is such disparity across local authority areas in relation to recording domestic abuse that, research in 2016 on behalf of the Local Government Association had to use the number of incidents to assess costs to local authority services.

More detailed analysis on domestic abuse can be found in the community safety strategic assessment ((<https://www.saferportsmouth.org.uk/strategic-assessments>)

Safe Accommodation Needs Assessment - key findings

Safe accommodation includes refuges, dispersed accommodation provided with support, sanctuary schemes/properties that have received enhanced physical security and other forms of accommodation such as respite rooms or managed moves.^{20 21} The Domestic Abuse Act 2021 requires local authorities to undertake an annual needs assessment and develop a three-year strategy that ensures the right support is provided to victims and children living in safe accommodation.

There were 128 referrals to Portsmouth Refuge in 2020/21, which is similar to the number received in 2019/20 (n129). The number of declined referrals however was less in 2020/21: 23% (n39) compared to 58% (n75) in 2019/20. An additional five refuge spaces were provided in July 2020. Whilst most residents are from out of the local area (91% (n.81)), data provided indicates that residents are more likely to flee from nearby/commutable areas to Portsmouth. This may be due to wanting to remain nearby any support networks of family and friends.

Gaps in local data from services which may be accessed by victims of domestic abuse, around protected characteristics (ethnicity, disability and sexual orientation) makes it difficult to gauge how easily these groups are able to access local services. Further, it has not been possible to assess true level of demand for safe accommodation, outside of refuge, such as managed moves (local authority housing) or properties that have undergone extra physical security. It is therefore likely that demand for all types of safe accommodation in Portsmouth is higher than we know.

Case studies evidence that there are additional barriers faced by victims with protected characteristics and complex needs due to lack of appropriate or any access to safe accommodation. The Portsmouth refuge does not currently accept male survivors²², survivors who have a high level of mobility need/disability such as wheelchair access, no recourse to public funds (NRPF)/limited leave victims or those with substance misuse issues. This can result in victims being placed in unsuitable accommodation that does not meet their needs. In some cases, this means victims are unable to leave their abusive perpetrator.

Feedback from those accessing safe accommodation was mainly positive and it is apparent that key workers provide a vital service: emotional and practical support to victims who have left abusive relationships, and all believed support with housing, including keeping their current home safe, was the highest priority. Support around mental health, finances/benefits and transitioning to new accommodation was the next highest priority.

²⁰ Statutory guidance provided alongside the legislation has detailed the definition of safe/relevant accommodation - 'Delivery of support Survivors of Domestic Abuse and their Children in safe accommodation' <https://www.gov.uk/government/publications/domestic-abuse-bill-2020-overarching-documents>

²¹ A managed move is where someone in a council or housing association property is moved on the basis that they are not safe in their current accommodation.

²² Floating support is provided to male victims, as well as emergency hotel accommodation

Victims of abuse may become homeless if they flee their homes and are unable to return due to risk of further abuse. Under the Domestic Abuse Act 2021, victims of abuse will automatically be considered in priority need,²³ and no longer need to prove they are vulnerable. PCC Housing Service received 200 homeless applications due to domestic abuse in 2020/21, which is a 31% (n47) increase from the previous year and a continuation of an upward trend over the past three years (Figure 9.13). This accounted for 9.8% of all homeless applications (Figure 9.14).

It is important to note that this does not include those who have been supported in a refuge, even though victims residing in a refuge are considered legally homeless. Rather, these contacts are recorded as an 'approach' to Housing Needs and are not categorised by reason for the approach. Thus, the homelessness application data does not provide an accurate representation of domestic abuse victims experiencing homelessness and capturing 'approaches' that are domestic abuse related is recommended.

Learning from DHRs

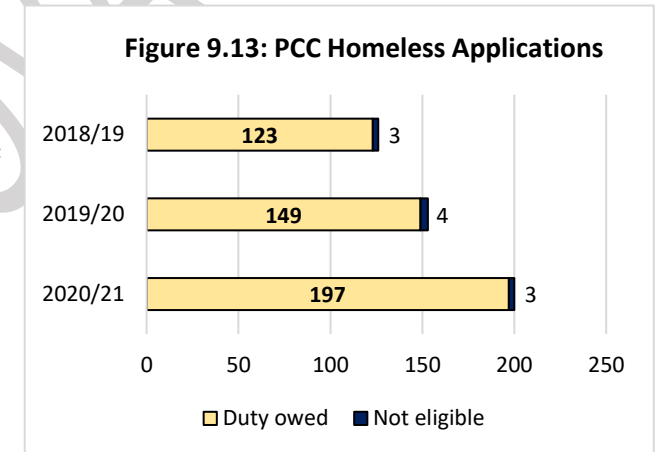
Although final reports on both DHRs are yet to be approved by the DHR Sub-Group of the Health and Wellbeing Board, one of the key recommendations is likely to focus on training of GPs and other health staff. Currently training is provided by Health services in isolation from other agencies in the city. Improving training of health staff was identified in the previous strategy as a priority but progress has been limited and the action will be included in the delivery plan in due course.

All recommendations will be tracked by the Domestic Abuse Strategy Group, on behalf of the Health and Wellbeing Board.

Section C - Current specialist services

Commissioned and other specialist services:

- Stop Domestic Abuse - commissioned by Portsmouth City Council (PCC) and the Office of the Police and Crime Commissioner (OPCC) funds refuge provision, outreach for victims assessed at high and medium risk, Up2U: Creating Healthy Relationships for those who use abusive or unhealthy behaviours and want to change and support for children
- Victim Care Service (previously Victim Support) - commissioned by the OPCC, provides support to victims assessed at standard risk
- Hampton Trust - commissioned by the OPCC to provide an intervention designed for perpetrators to raise awareness of domestic abuse as part of their conditional caution (also known as CARA)



²³'Priority need' is a criterion that Local Authority use to determine if a homelessness application is accepted.

- National Probation Service (NPS) - provide Building Better Relationships for high-risk offenders, help for those with fewer risk factors linked to their abuse and Creating Safer Relationships delivered directly by NPS case workers.
- PARCS²⁴ - commissioned by PCC (Adult Social Care) provides counselling for victims of sexual violence and domestic abuse
- Yellow Door - commissioned by the OPCC and PCC provide outreach support to victims of sexual violence
- Family Safeguarding Service employs specialist adult mental health, domestic abuse, and substance misuse practitioners to provide:
 - Specialist advice, including Team around the Worker guidance
 - Specialist assessments and planning with families
 - Direct work on a 1:1 or group work basis with adults who care for children
 - Up2U: Family Practice
 - Access to specialist adult referral pathways when required

Grant funded services:

- A variety of specialist domestic abuse services have generated income from a variety of grant options including the OPCC, central government and other funders (i.e. Big Lottery). However, considering Covid, much of this funding is short term in response to Covid demand.
- Portsmouth, with support from the Isle of Wight, has secured £550,000 from the *Safer Streets Fund (Home Office)*. This will support initiatives to combat violence against women and girls more broadly including - see Appendix A for details - however the money needs to be spent by April 2022 and could be seen as a short-term fix.
- A variety of 'added value' provision is provided by the specialist domestic abuse services who work in the city,
- Voluntary sector partners and other public services, (e.g., midwives, health visitors, substance misuse services, housing etc.) support victims through their core delivery

The financial challenge

Total cost of current specialist provision has increased:

Funding source	2020	2021
Portsmouth City Council (all council budgets)	755,759	1,395,569
Police and Crime Commissioner (some provision includes Hampshire)	382,455	1,228,997
Additional time limited grant funding for a range of services	949,514	544,605

²⁴ Portsmouth Abuse and Rape Counselling Service

Total	£2,087,728	£3,169,171
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Research shows that early intervention with both victims and perpetrators saves lives and money. Funding these services with reducing council budgets and time-limited grant funding continues to provide financial challenge. Funding has been inconsistent, short term and sometimes lacks co-ordination. We do not anticipate increases in funding for local authorities and most of the grant funding identified above ends in March 2022 or 2023. The level of investment in services is therefore a key issue. The development of the 'family safeguarding model' has already secured some additional funding but the remodelling existing services around our clients is still a pressing priority.

Section D - What are the key issues for practioners?

Practioners were asked to what extent they felt the key issues set out in the original strategy document had been addressed. Of the 15 issues identified in the 2019 workshops, seven have been successfully addressed, or are almost complete. Those that remain related mainly to the management of perpetrators. See Appendix B.

Part 2 - Focus for 2022-23

Delivery Plan

The RAG rated progress report between Jan 2020 and September 2021 was agreed by Domestic Abuse Strategy Group in October 2021:

- A. Promote healthy relationships - **AMBER** (7 actions - 1 COMPLETE, 3 AMBER, 2 RED, 1 GREEN)
- B. Improve identification and assessment - **AMBER** (6 actions - 1 AMBER, 2 COMPLETE, 1 RED, 2 GREEN)
- C. Challenge and support those who use abusive or unhealthy behaviours - **RED** - (4 actions - 1 COMPLETE, 2 RED 1 GREEN)
- D. Hold to account those who use coercive control and violence - **RED** (6 actions - 5 RED, 1 COMPLETE)
- E. Improve performance monitoring, quality assurance and workforce development - **AMBER** (6 actions - 1 GREEN, 1 RED, 2 AMBER, 1 COMPLETE, 1 N/A)

The following delivery plans highlight priority activity for the coming year and retain the RAG rating above. Completed actions have been removed. In addition to the AMBER and RED actions for existing priorities, this review has identified the need for a sharp **focus in the coming year** (2022/23) on:

Priority C - Challenge and support those who use abusive or unhealthy behaviours

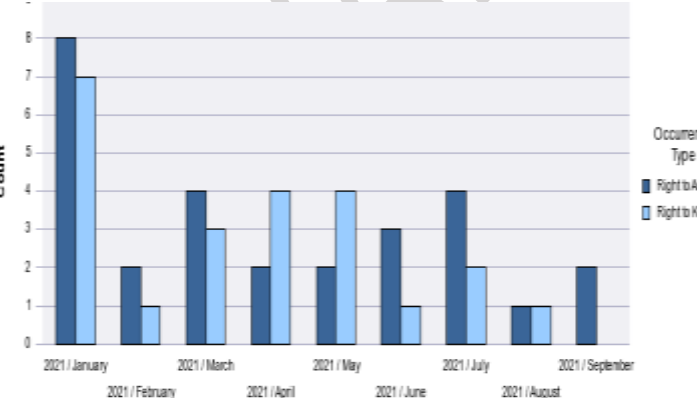
Priority D - Hold to account those who use coercive control and violence

Priority F - Provide safe accommodation and support to those who need it

Priority A: Promote healthy relationships

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG
A1	Influence the development of sex and relationship education implementation	Offer advice and guidance to schools in developing the new PSHE framework	<p>Evidence of influence in school policies</p> <p>75% (42 of 56 schools) have policy available on website</p>	Hannah Byrne	PCC undertake an annual audit on publicly available RSHE policy (referring to the National RSHE Guidance) in the Winter/Spring term.	AMBER
A2 COMPLETE						

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG
A3	Improve identification in early help services Athena (midwives) and ECHO (health visitors)	Work with Early Help to ensure questions asked about unhealthy behaviours/relationships recorded and appropriate action taken	Safeguarding concerns identified by maternity services - 190 (up from 77 in 19/20) - 38% increase Disclosures to Health Visitors 486 (down from 535 19/20) - 10% reduction	Kelly Pierce/Danni Honey/Karen Davies	Whilst the Health Visiting service saw a reduction of 10% (n.49) of families where DA has been a factor, Maternity Safeguarding referrals where DA has been identified as a concern increased by 38% (n. 46). 81% (n.154) (above extract from DA Safe Accommodation Needs Assessment)	AMBER/ RED
A4	Review agency processes so that workers feel empowered to call planning meetings to resolve difficulties	Develop and support the leadership skills of individual professionals to work with adults to work more closely together where there are no children in the family	Support/training provided	Alison Lawrence (Portsmouth Safeguarding Adults Board - PSAB) and Bruce Marr	PSAB will audit processes related to domestic abuse in 2022 to establish whether workers feel empowered to call local planning meetings to resolve difficulties. See also E3	AMBER - stalled by Covid
A5	Raise awareness of 'Right to know'/'Right to ask'	Work with Police to raise awareness	Increased number of requests - monitored quarterly	Dee Hutchinson (Police Lead)	Domestic Violence Disclosure Scheme: Training and education in the DVDS RTK for all staff. There has been an increased use of RTK disclosure while perpetrators are in custody. Promoting the use to Officers responding to incidents for earlier identification and disclosure in earlier stages of the relationship.	AMBER

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG																														
					<p>PORTSMOUTH RTA: Portsmouth: 28 RTK: Portsmouth 23</p>  <table border="1" data-bbox="1232 287 1926 686"> <caption>RTA and RTK Counts in Portsmouth (2021)</caption> <thead> <tr> <th>Month</th> <th>Right to Ask (RTA)</th> <th>Right to Know (RTK)</th> </tr> </thead> <tbody> <tr> <td>2021 / January</td> <td>8</td> <td>7</td> </tr> <tr> <td>2021 / February</td> <td>2</td> <td>1</td> </tr> <tr> <td>2021 / March</td> <td>4</td> <td>3</td> </tr> <tr> <td>2021 / April</td> <td>2</td> <td>4</td> </tr> <tr> <td>2021 / May</td> <td>2</td> <td>4</td> </tr> <tr> <td>2021 / June</td> <td>3</td> <td>1</td> </tr> <tr> <td>2021 / July</td> <td>4</td> <td>2</td> </tr> <tr> <td>2021 / August</td> <td>1</td> <td>1</td> </tr> <tr> <td>2021 / September</td> <td>2</td> <td>0</td> </tr> </tbody> </table> <p>Right to Ask applications were slightly lower the first quarter of 2021, but the trend suggests continued growth Right to Know was at its highest this quarter and has been trending upwards for 2 years. DVDS RTK has been identified as a theme for improvement in the DA Learning Panels District reviews. The findings have been presented to frontline Officers and the importance of consideration of RTK at every domestic incident regardless of whether a crime has been committed to ensure early identification of serial perpetrators. Force wide training for frontline staff has been planned with new guidance to assist officers and Inspectors authorising.</p>	Month	Right to Ask (RTA)	Right to Know (RTK)	2021 / January	8	7	2021 / February	2	1	2021 / March	4	3	2021 / April	2	4	2021 / May	2	4	2021 / June	3	1	2021 / July	4	2	2021 / August	1	1	2021 / September	2	0	
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A6 - No progress after 18 months - removed - RAG RED																																				
A7 COMPLETE																																				

Priority B: Improve identification, assessment, and safety planning

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG
B1	Ensure NHS and other health services actively identify signs and symptoms and respond appropriately to disclosures of domestic abuse (see also A3)	Develop regular audit of health services including GP surgeries	Increased no. of referrals from health services Paper to H&WBB executive re GP referrals.	Chair - Domestic Abuse Steering Group/Bruce Marr	The proportion of referrals from health providers remains substantially lower than during the period when the IRIS training was running, which indicates that the educational input, and simpler referral method, was likely to have encouraged more referrals from health providers. This also suggests that there are likely to be people who would benefit from a referral from health services that are not currently being assisted.	RED
B2 REMOVED - RAG RED						
B3 COMPLETE						
B4 COMPLETE						
B5 COMPLETE						
B6 COMPLETE						
B7	NEW MEASURE To raise awareness and develop skills for working with parents where there is parental conflict	To deliver reducing parental conflict and Up2U Family Practice training to relevant professionals across the Children and Families workforce	Numbers attending training Analysis of training feedback Stakeholder event to embed provision	Amy Ford / Kelly Pierce	New measure - funding is currently until the end of March 2022 and awaiting confirmation of new funding rounds.	

Priority C: Challenge and support those who use abusive or unhealthy behaviours

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG
C1 COMPLETE						
C2	Conditional Cautioning Relationship Abuse (CARA - awareness raising programme)	Establish status of programme and measures of success	Reduction in call outs/arrests re DA for those completing the intervention Number of repeat perpetrators: Q2 20/21 263 Q2 21/22 326	OPCC Lisa Allum	Latest data from Lisa Allum: Q1 (2021-22) – 19 intimate partner referrals (12 male, 7 female) and 1 male non-intimate partner referral Q2 (2021-22) – 15 intimate partner referrals (12 male, 3 female) and 1 male non-intimate partner referral Evaluation of effectiveness pending	POLICE ACTION AMBER
C3	Up2U Creating Healthy Relationships - understand impact and sustainability	Work with Stop Domestic Abuse to review performance measures.	Number of referrals Numbers starting and completing programme Reduction of risk	Bruce Marr/Amy Ford	The agreed measures provided are: Active referrals to Up2U Creating Healthy Relationships (CHR) Proportion of referrals receiving support from Up2U CHR Number of CHR clients who completed programme. % of CHR completers who experienced a reduction in risk (no data yet)	AMBER

	Objective	Action	Suggested measure	By Whom	Update January 2022	RAG
					Funded resource is limited therefore there will be significantly lower numbers involved than victim services.	
C4	Explore models of interventions with perpetrators that support victims remaining at home, including temporary accommodation	Work with landlords (inc. local authority) to explore temporary accommodation and 'Amber House'.	More victims remaining at home where it is safe for them to do so	Teresa O'Toole/Sayma Begum	Recommendation for PCC housing to join Domestic Abuse Housing Alliance - See new priority F	RED
C5	NEW MEASURE To raise awareness and develop skills for working people who use abusive or unhealthy behaviours	To deliver I-ASCC (Identify, Assess, Support, Challenge and Change) and Up2U Family Practice training to relevant professionals across the workforce	Numbers attending training Analysis of training feedback	Amy Ford	New measure - funding is currently until the end of March 2022 however training provision will be mainstreamed and therefore if there is a need can continue to be delivered	

Priority D: Hold to account those who use coercive control and/or violence

	Objective	Action	Measures	By Whom	Update January 2022	RAG
D1	Increase use of Domestic Abuse Prevention Notice/Orders ²⁵ (DAP Notice is pre-court up to 72 hours, DAP Order used as after court action)				Due to be updated by the police in March 2022 to be aligned and consistent with Police DA strategy	
D3	Consistent police response to coercive control and violence.				Due to be updated by the police in March 2022 to be aligned and consistent with Police DA strategy	
D4	Share information regularly on perpetrators to enable more collaborative working				Due to be updated by the police in March 2022 to be aligned and consistent with Police DA strategy	
D5	Increase arrest rate				Due to be updated by the police in March 2022 to be aligned and consistent with Police DA strategy	

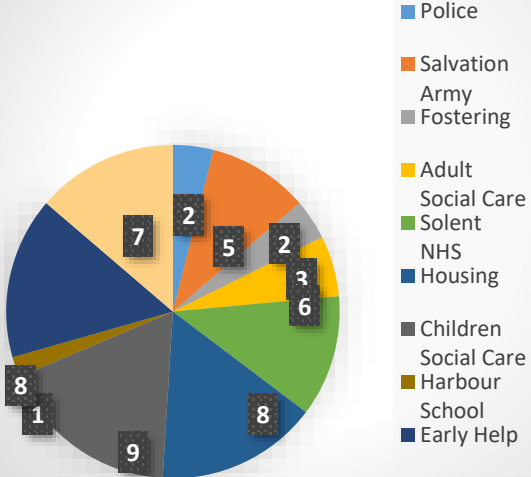
²⁵ The Domestic Violence Protection Notice will change to the Domestic ABUSE protection notice is the DA Bill is passed into law - estimated

	Objective	Action	Measures	By Whom	Update January 2022	RAG
	and conviction rate					
D6	Prevent perpetrators assessed as standard risk from escalating				Due to be updated by the police in March 2022 to be aligned and consistent with Police DA strategy	

Priority E: Improve performance measures, quality assurance and workforce development

	Objective	Action	Measures	By Whom	Updated January 2022	RAG
EI - COMPLETE						
E2	Develop new measures of success including on-going programme of service user interviews providing real time feedback on service quality including	TBC - once interviews with service users complete. Agreement from DA strategic group on new measures - see G below	Report to DA Steering Group	Hayden Ginns/Lisa Wills/Sam Graves	Survey complete but not being used consistently yet. DA Performance Monitoring Framework in place	RED

	Objective	Action	Measures	By Whom	Updated January 2022	RAG
	the voice of the child					
E3	Develop multi-agency audit programme	Work with health and other partners on process similar to existing programme in Children's Social Care (subgroup to meet 6 monthly to review cases?)		Rachael Roberts/Alison Lawrence/LW	Update Sept 21 (emailed Alison L for update) In progress - Portsmouth Safeguarding Adults Board currently scheduled to undertake DA audit in 2022	AMBER
E4 - N/A (Marac IT)						
E5 - COMPLETE						
E6	Sustain multi-agency training	Multi-agency training to be offered	8 training days per year	Stop Domestic Abuse / Johnny Bolderson	The chart below shows the number of delegates that have attended training and departments. This data has been collected from the 2021 register for the following training dates 17 th Feb, 19 th April, 18 th May, 17 th June and 14 th September. Spaces per training day - 16 Total training spaces for above dates - 80 Amount of delegates that attended training dates - 51	AMBER

	Objective	Action	Measures	By Whom	Updated January 2022	RAG
					<p data-bbox="1375 201 1899 245">Responding to DV Training</p>  <ul data-bbox="1733 357 1868 804" style="list-style-type: none"> Police Salvation Army Fostering Adult Social Care Solent NHS Housing Children Social Care Harbour School Early Help 	

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NEW: Priority F - Safe accommodation

	Objective	Action	Suggested Measures	By Whom	By When/Update	RAG
G1	To improve data recording and analysis processes at a local level across partner services	Undertake further research into data recording of victims and agree data recording options with services Recorded the number of 'managed moves' due to domestic abuse Refuge to record sources of self-referrals for victims accessing refuge	Data processes agreed by services Number of managed moves due to domestic abuse Data report	Sayma Begum with Partner services (Police, Health, Housing, DA providers) PCC Housing Stop Domestic Abuse (SDA)	April 2022 April 2022 Jan 2022	
G2	Improve the understanding of the needs of victims who wish to access alternative safe accommodation	Record reasons why a victim may no longer wish to access refuge Further research to alternative safe accommodation for victims looking to flee	Data report Feedback from SA Client survey	SDA Sayma Begum	Jan 2022 Sept 2022	
G3	To incorporate a standardised quality of	Obtain DAHA Accreditation	Accredited services	Social Housing service, PCC Housing	TBC	

	Objective	Action	Suggested Measures	By Whom	By When/Update	RAG
	service across housing providers in their response to domestic abuse					
G4	Undertake a review of current DA training within the health sector and referral pathways		Increased referrals from Health/GPS for community-based support and refuge	Health Services	Sept 2022	
G5	Improve access to safe accommodation for victims where refuge is not suitable including male victims, Disabled/older victims with a higher level of need and victims with No Recourse to Public Funds.	Further research to identify alternative safe accommodation options and promote this on a national level.	Report on alternative safe accommodation options	Sayma Begum	Sept 2022	
G6	Improve options for victims wishing to	Further research into target hardening and Sanctuary Schemes	Report	Sayma Begum	Sept 2022	

	Objective	Action	Suggested Measures	By Whom	By When/Update	RAG
	remain in their own homes					
G7	Improve support to victims and children who require access to Safe Accommodation	Commission additional Safe Accommodation provisioning and support	Specialist safe accommodation support provided	Bruce Marr/Sayma Begum	April 2022	
G8	Provide access to training to support BME victims accessing safe accommodation	Commission DA Training focused on the needs of Black and Minoritised for Navigators supporting Victims in safe accommodation	Number of Staff that have access training	Sayma Begum/Bruce Marr	April 2022	

Section H - Monitor Learning from DHRs

(Insert recommendations once approved by the Home Office)

Section G - Governance and accountability

The Health and Wellbeing Board has approved the revised strategy (in February 2022) and implementation will be monitored by the, now statutory, Domestic Abuse Strategy Group. The strategy group will monitor the performance framework which includes headline outcome indicators, process indicators and measures that will help to understand demand for services. These measures will be reviewed against the following criteria to ensure that they:

- Relate to the purpose of the service from the client's point of view
- Are used by leaders to take effective action on the system
- Show variation over time so we can see if we are improving or getting worse
- Help practioners to learn, understand and improve the whole system

Appendix A - Safer Streets (Home Office) funding - in partnership with Isle of Wight Council

Violence Against Women and Girls (VAWG)

- Mentors in Violence Prevention pilot in schools and colleges (2 colleges, 3 schools in Portsmouth)
- Development of a network of safe spaces adjacent to public places (shopping areas, parks etc) where women and girls can receive a trauma informed response (10 venues in Portsmouth)
- Safe and strong artwork to be displayed around the city to raise the positive profile of women and girls as intrinsically valuable rather than objects to be desired (5 locations in Portsmouth)
- Situational measures in Cosham Underpass and Belmont Path (Elm Grove) that include lighting & CCTV.
- CCTV on IOW
- A local intelligence mapping service which will enable women to report concerns via text and then receive a follow up call from a local provider (city wide)

Safety of Women at Night (SWAN)

- Community in Motion active by-stander training for staff and support services working in the NTE (50 people trained)
- Safe Spaces network at Night, building upon the Safe Space work above focused on NTE (5 venues in Portsmouth)
- With You project working directly with women in the sex industry (focusing on two clubs, 5 massage parlours in Portsmouth)
- Stay Safe pilot, led by Shaping Portsmouth to trial use of cloud-based technology to support those working in the NTE to get home safely (500 licences issued to staff in Portsmouth venues)

Appendix B

Two half day multi-agency workshops were held in March and May 2019 to discuss current domestic abuse services and processes. Practitioners identified the key issues set out below each of which has been included in one of the priorities for action (priority in brackets):

1. Need to re-design performance reporting to focus on effectiveness of services and positive outcomes for clients and their children (priority E). - complete
2. Develop regular multi-agency audits to understand how well we are delivering services (priority E) - on going
3. Redesign services around client/family need rather than 'perpetrators' and 'victims' (priorities B and C) - completed
4. Develop information about services for perpetrators how the referral pathway works (priorities B and C) - on going
5. Review the resourcing and processes associated with MARAC and undertake analysis on the current MARAC outcomes (priority E) - completed
6. How effective is the DASH as a tool for assessing risk and identifying need? What other tools could be used? (priority B) - on going
7. More clarity needed in relation to service provision and referral pathways in the city, and to refresh these with the workforce regularly (priority B) - completed
8. Suggested newsletter-type communication quarterly - brief summary of services, any changes, include data on what's happening in Portsmouth (priority B) - on going
9. Establish a professional network - meet regularly - to share information, practice and problems (priority B) - completed
10. Explore single point of access, whether that be the MASH or another mechanism like PIPPA (<http://www.pippasouthampton.org/>) (priority B) - completed
11. Establish a perpetrator task and finish group to develop clear pathway and information sharing re single list of perpetrators for multi-agency focus (priority B) - on going
12. Map services available to perpetrators and develop evaluation framework for Up2U and other perpetrator programmes (priority C & D) - on going

13. Improve information sharing between police, community rehabilitation company and local authority including use of police community partnership intelligence reports (priority C & D) - on going
14. Develop an agreed understanding of risk levels for perpetrators, understand the numbers and develop a multi-agency process for responding to risk and need (priority C & D) - on going

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