

REQUEST FOR DMPC DECISION – DMPCD 2014 143

Title: Funding a pan London Domestic Violence Service

Executive Summary:

The Mayor committed in his 2012 Manifesto to commission and fund a pan London domestic violence service and maintain the number of Independent Domestic Violence Advocates (IDVAs). The following factors have been taken into account in delivering this commitment:

- Domestic violence makes up 34% of violence with injury, which is the only crime type that is increasing of the seven crime types that matter most to Londoners;
- On average a quarter of domestic abuse victims have been a victim more than once in a year, making repeat victimisation a key issue; and
- MOPAC is the new commissioner of victims' services for London and is working to drive a 'whole system' approach to supporting victims of crime to cope and recover, that enables us to protect the most vulnerable; prevent repeat victimisation; and drive overall victim satisfaction and public confidence in the criminal justice system.

This decision report recommends the DMPC agree funding provision for a Pan London Domestic Violence Service until 2017.

Recommendation:

The DMPC is asked to agree:

- Up to £5 million to fund and commission a pan London Domestic Violence Service 2015-2017. This funding has been identified and is available and accessible within budgets through the Victims funding and Police Property Act Fund (PPAF); and
- An external commissioning process to commence in December 2014.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Date

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1 The Mayor's 2012 Manifesto included a commitment to commission and fund a pan London domestic violence service and maintain the number of Independent Domestic Violence Advocates (IDVAs), who are professional case workers for high risk victims of domestic violence. It recognised the important role of IDVAs in supporting victims who wish to pursue a criminal justice outcome.
- 1.2 This commitment was reaffirmed in MOPAC's Police and Crime Plan and the Mayor's Violence Against Women and Girls 2013-17 Strategy Refresh. MOPAC's Police and Crime Plan outlined six key objectives, including a 20% reduction in key neighbourhood crimes and a 20% increase in timeliness in the criminal justice system. Tackling domestic violence is critical, as it makes up 34% of the 'violence with injury', crime type, which is the only one of the 'MOPAC 7' crime types that matter most to Londoners that is increasing, and there are high levels of re-victimisation. There was an 11.3% increase in domestic abuse violence with injury crimes between 2012/13 and 2013/14 in London and MPS data indicates that on average a quarter of domestic abuse victims have been a victim more than once in a year.
- 1.3 The manifesto commitment has also been considered as a part of MOPAC's new role as commissioner of victims' services for London. MOPAC plans to drive a 'whole system' approach to supporting victims of crime to cope and recover that enables us to protect the most vulnerable; prevent repeat victimisation; and improve overall victim satisfaction and public confidence in the criminal justice system.

2. Approach

- 2.1 To deliver the manifesto commitment, MOPAC will fund and commission a pan London domestic violence service for 2 years from July 2015 to June 2017. The service will have three parts as follows:
 - (1) Provision of additional IDVA posts in some boroughs to work with high risk victims of domestic abuse, so that IDVA provision across London meets demand¹;
 - (2) Provision of 0.5 of a post in every London borough to support work with all victims of domestic abuse (not just those identified as high risk) going through the criminal justice system; and
 - (3) Innovation to reduce attrition from the criminal justice process.Parts (1) and (2) of the service will also be expected to deliver strategic co-ordination in sub-regions of London to maximise value of all local provision and ensure that all victims get access to the right services.
- 2.2 The three parts of the service will aim to deliver the following outcomes:
 - Enhance London's IDVA provision;
 - Provide strategic co-ordination to maximise value of all local provision and ensure that all victims get access to the right services;
 - Improve accessibility of services to communities that are underrepresented in coming forward to report and seek help;
 - Improve the victim experience of the criminal justice system for all victims of domestic violence who report to the police;
 - Ensure that IDVA clients are satisfied with the service, experience a reduction in risk and have increased feelings of safety; and
 - Reduce attrition from the criminal justice system for victims of domestic violence who report to the police.

¹ Coordinated Action Against Domestic Abuse (CAADA) recommend 4 IDVAs and 1 MARAC for every 100,000 female population 16 years and over.

- 2.3 The following consultation and analysis has been undertaken to inform the development of this service:
- Consultation for the Mayor’s VAWG strategy 2013-17 refresh, which included consultation on delivery of the pan London domestic violence service. The following key points that were raised have been considered as the commissioning approach has been developed:
 - a. Good practice is identified and applied to a wider London model;
 - b. Gaps are addressed and existing forms of provision are not duplicated;
 - c. The commissioning framework at a pan-London level does not impact negatively on smaller or specialist VAWG and BAME organisations which are valued; and
 - d. Consideration is given to the development of a commissioning alliance for London where specialist providers, commissioners and practitioners are engaged in model development.
 - Analysis of the domestic abuse victim and offence profile and existing service provision.
 - A MOPAC survey of local authorities in London in summer 2014 to identify current IDVA service provision and likely changes to this.
 - MOPAC officials have also engaged with borough representatives to inform development of the specification for the service.
- 2.4 VAWG panel² as the strategic body of agencies that oversees delivery of the Mayor’s VAWG strategy has agreed the overall approach for delivery of the pan London domestic violence service.

3. Commissioning approach

- 3.1 The commissioning approach will be outcome-based, in line with MOPAC’s overall commissioning approach to ensure effective delivery and value for money.
- 3.2 The commissioning approach will ensure that:
- provision of the service is underpinned by clear referral protocols;
 - the service recognises the need for a personalised, victim-centred approach;
 - support is fully integrated locally with local services and community organisations;
 - the broader ‘cluster’ approach potentially provides opportunities for victims to access services from further afield if they choose to do so; and
 - the provider will be encouraged to seek maximum value for victims through effective integration and clear referral pathways to local borough provision and broader regional provision such as Havens and Rape Crisis Centres.
- 3.3 The commissioning process will be evidence-based and informed by a range of data, as follows:
- The CAADA recommendation of 4 IDVAs per 100,000 female population aged 16 and over;
 - Projected population figures to 2019 and the ‘London landscape’;
 - Current and projected rates of domestic abuse offences and incidents;
 - Attrition in domestic abuse cases, including police recorded offences, sanction detections, charges and prosecution outcomes;
 - Court information;
 - Findings from a rapid evidence assessment of the impact of IDVAs;
 - Feedback from local authorities on current and future IDVA provision and gaps (MOPAC’s 2014 IDVA survey); and
 - Borough profiles, including population, volume and rates of domestic abuse, the proportion of domestic abuse that is classified as violence with injury, levels of repeat victimisation, domestic abuse homicides, deprivation (as per Census data 2011), borough ethnicity profiles (as per Census 2011) and the ethnicity of victims.
- 3.4 MOPAC intends to commission on the basis that London is broken down into five sub-regions that align with the rape crisis centres commissioning model in the north, east and west, with the exception that Hammersmith and Fulham is placed in the North and Barnet is placed in the West.

² VAWG Panel is the strategic body of agencies that oversees delivery of the Mayor’s VAWG strategy. Membership of the panel includes a number of statutory and voluntary organisations, including MOPAC, the Metropolitan Police Service, Crown Prosecution Service and voluntary organisations representing the different strands of VAWG.

Also, the south is broken into south east and south west. This regional grouping has been developed for the following reasons:

- Providers can bid for a single area rather than the whole of London, which supports the inclusion of the smaller specialist providers that are valued in consortia arrangements;
- The alignment (as far as possible) with the model used to commission rape crisis centres will assist with future work looking at whether and how these services, and others such as the Havens, could be joined up to provide the best service for the victim. We are aware that the perpetrator is a current or former intimate partner in a quarter of those who report rape in London³ and CAADA have found that 22% of domestic violence victims also report sexual abuse⁴;
- There is alignment with the court local justice areas in London;
- The division of the south into south east and south west makes this sub-region more manageable both from a provider and a local/ borough perspective, allowing better integration with local services; and
- The placement of Hammersmith & Fulham with the other boroughs in the tri-borough arrangement supports the broader VAWG services co-commissioning model that is being funded by MOPAC through the London Crime Prevention Fund.

3.5 This enables providers to bid for a single sub region, multiple sub regions or for the whole of London.

3.6 The boroughs have been allocated to the sub regions as follows.

Area	London boroughs
North	Camden, Enfield, Haringey, Islington, Royal Borough of Kensington & Chelsea, Westminster and Hammersmith & Fulham (7 boroughs)
East	Barking & Dagenham, Hackney, Havering, Newham, Redbridge, Tower Hamlets, Waltham Forest and (7 boroughs)
West	Barnet, Brent, Ealing, Harrow, Hillingdon, Hounslow (6 boroughs)
South East	Bexley, Bromley, Croydon, Greenwich, Lambeth, Lewisham, Southwark (7 boroughs)
South West	Kingston upon Thames, Merton, Richmond upon Thames, Sutton, Wandsworth (5 boroughs)

3.7 The contract will be awarded via a competitive, conditional grant process by March 2015, with a view to the service starting in July 2015. This allows for a three month mobilisation period, which allows for recruitment and training of staff as well as integration of the new service with existing local services and structures.

4 Funding

4.1 The DMPC is asked to agree up to £5 million to fund and commission a pan London Domestic Violence Service 2015-2017. This funding has been identified and is available and accessible within budgets through the Victims funding and Police Property Act Fund (PPAF). The DMPC is also asked to agree for an external commissioning process to commence in December 2014.

3 MPS Rape review 2005, 2007 and 2012

4 CAADA's 'A Place of greater Safety'

4.2 The breakdown of the funding is as follows to provide the service over 2 years:

(1) £4.2M to fund:

- 0.5 post in each London borough supporting victims of domestic violence; and
- an additional 40.5 IDVAs across London so that each borough has the CAADA recommended level of IDVAs. The below table shows how the boroughs will benefit from the additional IDVA provision, grouped to geographical cluster.

Sub region	Borough	IDVAs	Sub region	Borough	IDVAs
East	Hackney	0.5	South East	Bromley	2.5
	Havering	3.5		Greenwich	2
	Newham	1.5		Lambeth	2.5
	Redbridge	2.5		Lewisham	1.5
	Tower Hamlets	1.5		Southwark	3
North	Enfield	2	South West	Kingston upon Thames	2
	Haringey	0.5		Merton	0.5
	Westminster	1		Richmond upon Thames	1
West	Barnet	3.5		Sutton	1
	Ealing	1.5		Wandsworth	1.5
	Harrow	0.5			
	Hillingdon	2.5			
	Hounslow	2			

We will expect this part of the service to include strategic co-ordination to:

- maximise the value of all local provision and ensure that all victims get access to the right services; and
- Improve accessibility of services to communities that are underrepresented in coming forward to report and seek help.

(2) £0.8M to fund innovation within the criminal justice service that we expect to deliver the following:

- Improve the victim experience of the criminal justice system for all victims of domestic violence who report to the police; and
- Reduce attrition from the criminal justice system for all victims of domestic violence who report to the police.

4.3 MOPAC officials are in discussion with the City of London to consider provision of the service in the City of London.

4.4 London Crime Reduction Board (LCRB) partners have agreed to work together to both support the delivery of this service and to explore a co-commissioned service from 2017.

5 Payment to provider

5.1 Due to the level of recruitment required to launch the service, 20% of the overall 2 year budget will be paid up front to enable mobilisation. Conditions will be set out within the grant agreement to either claw back the upfront payment or delay outcome payments based on the quality of delivery.

5.2 Payment to the provider(s) will be made on a quarterly basis and payments will be linked to achievement of the outcomes outlined in section 2.2.

6 Financial Comments

- 6.1 The DMPC is asked to agree up to £5 million to fund and commission a pan London Domestic Violence Service 2015-2017. This funding has been identified and is available and accessible within budgets through the Victims funding and Police Property Act Fund (PPAF) and an external commissioning process will commence in December 2014.
- 6.2 The service will require up to £1M (20% of the overall 2 year budget) to be paid up front in March 2015 to enable mobilisation of the service so that it can start operation in July 2015. This funding will consist of £0.6M from the 2014/15 Victims funding and £0.4M from PPAF.
- 6.3 The anticipated phasing of costs, up to the maximum contract value, is as follows:

Costs	2014/15	2015/16	2016/17	2017/18	Total
Upfront mobilisation	£1,000,000				£1,000,000
Service Provision		£1,125,000	£2,000,000	£875,000	£4,000,000
Total	£1,000,000	£1,125,000	£2,000,000	£875,000	£5,000,000

- 6.4 The regulations concerning the Police Property Act Fund at 6.4 (c) permit the spending of the fund ‘to make such payments of such amounts as the relevant authority may determine for such charitable purposes as they may select’.
- 6.5 The Charity Commission provides examples of ‘charitable purposes’ including “the rehabilitation of ex-offenders and the prevention of crime.”
- 6.6 This decision concerns funding from 2014/15 to the first quarter of 2017/18. LCRB partners have agreed to work together to explore and determine a sustainable funding model for 2017 and beyond.

7 Legal Comments

- 7.1 MOPAC’s general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must “secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective.” Under Schedule 3, paragraph 7 MOPAC has wide incidental powers to “do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office.”
- 7.2 Section 143 (1) (b) of the Anti-Social Behaviour Crime and Policing Act 2014 provides an express power for MOPAC, as a local policing body, to provide or arrange for the provision of services “intended by the local policing body to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour.” Section 143(3) specifically allows MOPAC to make grants in connection with such arrangements and any grant may be made subject to any conditions that MOPAC thinks appropriate.
- 7.3 Under MOPAC’s Scheme of Delegation, approval of all bids for grant funding and the strategy for the award of individual grants and the award of all individual grants (for securing or contributing to securing crime reduction or other purposes) are matters reserved to the DMPC (paragraph 5.6). The release of funding in accordance with the proposals set out in this decision form is accordingly to be approved by the DMPC. The delegation of responsibility for the decision to award grant(s) to providers and to make grant(s), subject to any conditions, to the Chief Operating Officer is in accordance with the general power of delegation in paragraph 1.7.

8 Equality Comments

- 8.1 MOPAC is required to comply with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires MOPAC to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.2 The VAWG Strategy Refresh 2013-17 Community Impact Assessment⁵ and Imkaan report 'Beyond the Labels' outline the impact of domestic violence on different groups. Women are disproportionately affected by domestic violence and these documents highlight that for certain groups of women the risk of violence is even greater due to aspects such as ethnicity, faith, culture and age. These documents have been considered in developing the approach for the Pan London DV Service.
- 8.3 When we commission the service, we will reference these documents in the service specification and will expect potential providers to outline how they will fulfil the strategic coordination role, which is a key component of the funding. To fulfil this role, providers must gain an understanding of local demographics, including the client base; the under-represented groups; the specific needs of different groups; and any service barriers that exist. MOPAC will also expect providers to demonstrate how their services, including referral and integration with other local services and partners where appropriate, will meet this need and will ensure accessibility and maximum value for all victim groups identified.
- 8.4 In addition, in April 2013 the Government amended the domestic violence and abuse definition to include those aged 16-17 years, in recognition that young people experience relationship abuse to the same extent as adults. Service providers will also be expected to outline how their services will meet the needs of young people.
- 8.5 Whilst women are disproportionately affected by domestic violence, service providers will also be expected to outline how they will deliver services for men in addition to provision of women-only spaces and services that we know that women and girls value, and that make them feel safer, protected and understood.
- 8.6 A concern was raised in the consultation for the VAWG Strategy Refresh 2013-17 that commissioning a pan-London domestic violence service may make it difficult for smaller specialist organisations to compete with larger generic providers and may lead to loss of diversity of different organisations responding to need of diverse local communities across London. The sub-regional commissioning model has been developed to address this.

9 Background/supporting papers

- 9.1 DMPCD 2014 110 (Victims funding decision)

⁵ Mayor's Violence Against Women and Girls Strategy Refresh 2013-17 Community Impact Assessment
https://www.london.gov.uk/sites/default/files/Strategy_CIA.pdf

Public access to information

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the MOPAC website within 1 working day of approval. Any facts/advice/recommendations that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Is the publication of **this** form to be deferred? NO

Is there a **part 2** form – NO

ORIGINATING OFFICER DECLARATION:

	<i>Tick to confirm statement (✓)</i>
Head of Unit: MOPAC's Head of Services has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: TfL legal team has been consulted on the proposal.	✓
Financial Advice: The Head of Strategic Finance and Resource Management has been consulted on this proposal.	✓
Equalities Advice: Equality and diversity issues are covered in the body of the report and the Workforce Development Officer has been consulted on the equalities and diversity issues within this report.	✓

OFFICER APPROVAL**Chief Operating Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

Date