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Item No: 19

Meeting Date: Wednesday 1st December 2021

Glasgow City Integration Joint Board

Report By: Pat Togher, Assistant Chief Officer, Public Protection Complex Needs

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Update Report: Glasgow City HSCP Domestic Abuse Strategic Plan

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| Purpose of Report: | The purpose of the report is to update Glasgow City IJB on arrangements for progressing strategic planning proposals in relation to Domestic Abuse. This paper will reflect on existing progress and set out a structure which will assist in achieving the necessary change. |
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| Background/Engagement: | Considerable scoping work has been undertaken across all HSCP care groups and includes interface with key partners from third sector, police and education. An Engagement Plan has been developed as part of the Strategy development, and outlined in section 9. |
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| Recommendations: | The Integration Joint Board is asked to: a) Note the contents of the report; and b) Provide comments on the proposal for Glasgow City HSCP Domestic Abuse Strategy. |
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Relevance to Integration Joint Board Strategic Plan:

The requirement for a Glasgow City HSCP strategic plan on Domestic Abuse will contribute to the delivery of all strategic priorities as set in the IJB Strategic Plan 2019-2022 specifically in relation to early intervention, prevention and harm reduction and Public Protection.

Implications for Health and Social Care Partnership:

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| Reference to National Health & Wellbeing Outcome: | The proposed Domestic Abuse strategy will reflect commitment to all National Health and Wellbeing Outcomes with particular reference to outcome; |
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| | <p>3 (people who use health and social care services have positive experience)</p> <p>4 (health and social care services are centred on helping to maintain and improve quality of life for people who use services)</p> <p>7 (people who use health and social care services are safe from harm) and</p> <p>9 (resources are used effectively and efficiently on the provision of health and social care standards.</p> |
| Personnel: | Existing progress has been achieved through existing resource with only a small amount of recruitment required to date. As the strategic plan develops, we anticipate further investment and an increase in resource. |
| Carers: | None, however we anticipate training and development opportunities across the HSCP including carers will be required. |
| Provider Organisations: | Engagement with third sector organisations with interest and specialism in domestic abuse are currently involved in this programme of works and will remain key partners as we develop and implement the strategy. |
| Equalities: | <p>Addressing the scale and causes of domestic abuse across the life time of the strategy is critical in ensuring equality across the City of Glasgow with specific reference to domestic violence perpetrated towards women and girls.</p> <p>An EQIA will be undertaken as a project working group and completed in line with the timescales for the Strategic plan development (see section 9).</p> |
| Fairer Scotland Compliance: | This strategy acknowledges the role of poverty especially in the context of family stress, pressure, coercive control including the relationship between poverty, offending/child protection/adult protection and vulnerability. |
| Financial: | None |
| Legal: | None |
| Economic Impact: | Early intervention approaches have proven to reduce the likelihood of problems escalating and mitigate |

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| | against the economic impact associated with offending behaviour. |
| Sustainability: | An evidence-based approach will be required to ensure the commitment to the strategic objectives produce outcomes which are sustainable. |
| Sustainable Procurement and Article 19: | None |
| Risk Implications: | Given the scale of Domestic Abuse in Glasgow there is a risk that the problem continues to escalate without the development of an agreed strategic plan and whole system approach. |
| Implications for Glasgow City Council: | None |
| Implications for NHS Greater Glasgow & Clyde: | None |

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| Direction Required to Council, Health Board or Both | |
| Direction to: | |
| 1. No Direction Required | <input checked="" type="checkbox"/> |
| 2. Glasgow City Council | <input type="checkbox"/> |
| 3. NHS Greater Glasgow & Clyde | <input type="checkbox"/> |
| 4. Glasgow City Council and NHS Greater Glasgow & Clyde | <input type="checkbox"/> |

1. Purpose

1.1 The purpose of the report is to update Glasgow City IJB on arrangements for progressing strategic planning proposals for Domestic Abuse and the creation of workstreams aligned to key objectives. This paper will reflect on existing progress and set out a structure which will assist in achieving the necessary change. The paper seeks comments from the IJB in respect of strategic planning arrangements for Domestic Abuse in Glasgow.

2. Introduction

2.1 While the national strategy Equally Safe includes outcomes to address the prevention and eradication of violence against women and girls, there is currently no overarching strategic plan for Glasgow City HSCP to deliver on this.

2.2 This makes it challenging to maintain consistency of approach across complex systems. The lack of a strategic oversight group/structure for the HSCP has also led to a cluttered landscape and uncertainty about where decision making and responsibility lies.

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- 2.3 Despite this, partnership working does exist and many successful programmes of work and service developments have taken place, including the Caledonian model, Tomorrow's Women Glasgow, trauma informed practices, relational and asset-based approaches including investment in family support and the successes in transforming children's services and sharper focus on data. We have also been progressing work with Tomorrow's Women Glasgow and Elder Street Residential unit to engage with service users, and this will continue to inform practice in the future.
- 2.4 The Glasgow Violence Against Women Partnership (GVAWP) is a city-wide multi-agency partnership concerned with preventing and eradicating all forms of violence against women. The GVAWP has a role in supporting the delivery of Equally Safe, the Scottish Government's strategy to tackle violence against women and girls in Glasgow and have remained active participants in the development of Glasgow City HSCP strategy development.
- 2.5 The response to the global pandemic of 2020 has sharpened our focus on areas of improvement with Domestic Abuse emerging as a key priority in our continual improvement and recovery journey. There is now an acknowledged requirement to develop a service model flexible across all care groups, with a consistency of approach, a shared understanding and awareness, and increased staff confidence, across all HSCP services.
- 2.6 Research and evidence based-practice is embedded in different parts of the UK and we must learn from others what strength-based approaches exist around protecting the family / whole life approach and in this regard we have ensured contemporary research findings continue to inform our approach.
- 2.7 As we plan and deliver services in the (post) Covid-19 era, it is more important than ever to have a clear strategic direction for Domestic Abuse and effective joint planning arrangements.
- 2.8 It is essential that engagement and involvement of people with lived and living experience is included in the process of developing a strategic direction for Glasgow City HSCP. It is also crucial that any strategic planning process continues to involve key stakeholders from HSCP services, Police Scotland, Education and the third sector ensuring collaborative and complimentary approaches are instilled in our approach while recognising the need to strengthen good practice and challenge the status quo wherever necessary. Improved and sustained partnership working will be critical in ensuring the necessary culture and practice shift necessary to promote change and improve outcomes.

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3. Background

3.1 National and Local Context

- Equally Safe – Scotland’s strategy for preventing and eradicating violence against women and girls (2018)¹
- Domestic Abuse (Scotland) Act 2018²
- Domestic Abuse (protection) (Scotland) Bill (2020)
- Commission on The Future Delivery of Public Services (C.Christie 2011)
- Homelessness and Rough Sleeping Action Group: tackling homelessness following Coronavirus (2020) ³
- Housing First National Framework 2021-2031⁴
- Glasgow Violence Against Women Partnership Strategic Delivery plan Jan 2020 to March 2021
- Glasgow HSCP Domestic Abuse Staff Survey (2020)

3.2 Good Practice

There are areas of good practice across the UK which will help inform the strategic direction for services in Glasgow City. These include (but are not limited to):

- Safe and Together
- Caring Dads
- Caledonian Programme
- Family Group Decision Making
- Restorative Practice.

Professor Brid Featherstone (Prof of Social Work, University of Huddersfield) has been working closely Glasgow to share experiences and areas of good practice and has been a major asset during the early developmental discussions.

3.3 Violence Against Women Partnership

The Glasgow Violence Against Women Partnership (GVAWP) is part of the Community Planning arrangements in Glasgow City Council and operates within the framework of the Glasgow Community Planning Partnership, with representation at and from a number of Strategic Planning Groups. It enables strong multiagency working and collaboration to take place across a number of disciplines. Significant progress has been achieved in recent years, including:

¹ <https://www.gov.scot/binaries/content/documents/govscot/publications/strategy-plan/2018/04/equally-safe-scotlands-strategy-prevent-eradicate-violence-against-women-girls/documents/00534791-pdf/00534791-pdf/govscot%3Adocument/00534791.pdf?forceDownload=true>

² <https://www.legislation.gov.uk/asp/2018/5/contents/enacted>

³ <https://www.gov.scot/publications/homelessness-and-rough-sleeping-action-group-final-report-tackling-coronavirus/>

⁴ <https://homelessnetwork.scot/wp-content/uploads/2020/11/National-Framework-For-Housing-First-CONSULTATION-NOV-DEC-2020.pdf>

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CJSW Caledonian Perpetrators Programme and Women's Service are co-located with the Glasgow VAW service ASSIST (advocacy, support, safety, information and services together), along with Police Scotland's Domestic Abuse Task Force and Glasgow Division's Domestic Abuse Investigation Unit. This provides an integrated response to target perpetrators/those who harm through domestic abuse and enhanced support for victims, dovetailing the service to meet their needs. This joint working helps keep the safety of women and children at the centre of the risk management process. The arrangement has been mutually beneficial to both ASSIST and Caledonian.

ASSIST domestic abuse advocacy service also provides direct support to men experiencing domestic abuse when there are criminal justice procedures in process. Additionally, MARAC is available to high risk victims of domestic abuse regardless of their sex or gender identity, in this instance ASSIST will also offer support to men whether their experience is proceeding through the court or not. Further support to men includes Respect UK, which offers a helpline for men experiencing domestic abuse. FearFree also offer support for men or anyone who identifies as coming from the LGBT+ community and who live in Glasgow (available in other Scottish cities).

- The Glasgow MARAC (Multi-Agency Risk Assessment Conference) process was established within a multiagency framework, reflecting the partnership plan of Glasgow Violence Against Women Partnership and the workplan of the Safe Glasgow Group. This provides a structured, monitored partnership arrangement, focusing on risk assessment and safety planning for victims of domestic abuse to improve safety and reduce risk of further abuse. Glasgow HSCP has approved funding for two Multi Agency Risk Assessment and Co-ordination (MARAC) Coordinators to be located within VAW services. This will enable further development of the MARAC process and foster an increased understanding and knowledge across all care groups in the HSCP and partner organisations.
- VAW representation at the HSCP (MARAC) meeting.
- The VAW Coordinator delivered a 40-minute input on coercive control (with regards to Family Group Decision Making) at a team development day for Glasgow City HSCP.
- VAW services are members of both the Domestic Abuse Strategic Oversight Group and corresponding Operational Groups.

4. Prevalence and Data

4.1 Children and Families

Domestic Abuse is a key risk indicator in Child Protection registrations. In a snapshot (w/c 23rd May 2021), there are 323 children on the Child Protection Register in Glasgow. Of these, 43% have a risk indicator of DA recorded against registration (there can be multiple risk indicators, so this is not exclusive: the highest category is Neglect at 50%, DA is second highest). 71% of children on

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the register (whatever the reason) are in the most deprived areas (Scottish Index of Multiple Deprivation group SIMD1).

The following table shows the breakdown of these children by age and by area of residence.

| profile of children/young people | north east | north west | south | other | not indicated | total |
|----------------------------------|------------|------------|------------|----------|---------------|------------------|
| total on cp register | 128 | 86 | 104 | 3 | 2 | 323 |
| reason reg = domestic abuse | 52 | 37 | 49 | 2 | | 140 (43%) |
| multiple deprivation index = 1 | 102 | 60 | 66 | 2 | | 230 (71%) |
| current age band = 0 yrs | 19 | 16 | 12 | | | 47 (15%) |
| current age band = 1 to 4 yrs | 49 | 22 | 28 | 2 | 2 | 103 (32%) |
| current age band = 5 to 11 yrs | 42 | 31 | 37 | 1 | | 111 (34%) |
| current age band = 12 to 15 yrs | 15 | 15 | 24 | | | 54 (17%) |
| current age band = over 15 yrs | 3 | 2 | 3 | | | 8 (2%) |

4.2 Adults

In 2019, there were 267 Adult Support and Protection (ASP) investigations completed, and of these 72 were classed as domestic abuse/ domestic violence. In 2020, 285 investigations were completed, of these 99 were classed as domestic abuse/ domestic violence

Table 1 – completed ASP investigations identified as DA/ DV in 2019 and 2020.

| Table 1: Month when DA/ DV incidents were investigated | 2019 | 2020 |
|---|-------------|-------------|
| January | 2 | 10 |
| February | 6 | 9 |
| March | 9 | 12 |
| April | 1 | 9 |
| May | 10 | 3 |
| June | 4 | 4 |
| July | 4 | 8 |
| August | 7 | 9 |
| September | 6 | 11 |
| October | 5 | 7 |
| November | 5 | 7 |
| December | 13 | 10 |
| Total | 72 | 99 |

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Table 2 – outcome of the completed ASP investigations in 2019 and 2020.

| Table 2: Outcome of ASP Investigation | 2019 | 2020 |
|--|-------------|-------------|
| ASP Case Conference required | 27 | 52 |
| ASP Review Case Conference | 13 | 4 |
| NFA at all | 7 | 7 |
| NFA under ASP - signpost to other agency | 3 | 4 |
| NFA under ASP - SW actions required | 22 | 32 |
| Total | 72 | 99 |

Table 3 – primary harm issue.

| Table 3: Primary Harm Issue | 2019 | 2020 |
|--------------------------------------|-------------|-------------|
| Emotional / Psychological Abuse | 9 | 20 |
| Financial / Material Abuse | 18 | 20 |
| Mental Health | 1 | 2 |
| Neglect / Acts of Omission By Others | 17 | 13 |
| Other ASP Harm Issue | 3 | 15 |
| Physical Abuse | 19 | 17 |
| Self Harm | 1 | 2 |
| Self Neglect / Acts of Omission | 3 | 6 |
| Sexual Abuse | 1 | 4 |
| Total | 72 | 99 |

Table 4 – location of where the harm took place.

| Table 4: Location where harm/ abuse took place | 2019 | 2020 |
|---|-------------|-------------|
| Care Home | 2 | 5 |
| NHS Establishment | 1 | 3 |
| Other | 4 | 4 |
| Other Person's Home | 6 | 3 |
| Own Home | 57 | 83 |
| Public Place | 1 | |
| Sheltered Housing | 1 | 1 |
| Total | 72 | 99 |

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Table 5 – alleged perpetrator causing the harm

| Table 5: Who caused the harm? | 2019 | 2020 |
|--------------------------------------|-------------|-------------|
| family member | 62 | 80 |
| partner | 10 | 19 |
| Total | 72 | 99 |

4.3 Justice

The following table highlights the number of Criminal Justice Social Work Reports requested (RRQs) (where the offence had a domestic abuse aggravator) in each of the previous 5 years with the number of individual perpetrators this related to:

| Year of Court Appearance | Number of individuals | Number unique RRQs |
|---------------------------------|------------------------------|---------------------------|
| 2016 | 737 | 895 |
| 2017 | 812 | 956 |
| 2018 | 765 | 959 |
| 2019 | 877 | 1074 |
| 2020 | 636 | 780 |

In 2019 the HSCP Justice service established a team in Glasgow to work with perpetrators of DA using the Caledonian Programme, an accredited holistic system to address risk and need. Between January 2019 and January 2021, the Caledonian team in Glasgow received 503 Caledonian Assessment report requests relating to 395 men.

At present, the Caledonian team is working with:

- 208 men subject to Community Payback Orders (CPO) with a programme requirement to engage with the Caledonian system;
- 96 women (victims, partner, ex-partners) linked to the men on the programme;
- 26 children linked to the men on the programme.

From March 2020 to April 2021, 56 CPOs were imposed with a Caledonian requirement where the index offence had a domestic abuse aggravator.

The work being done within the Caledonian team only accounts for work with perpetrators who are subject to programme requirements to engage with the system. In addition to this, within the area teams:

- From March 2020 – April 2021 there were 166 CPOs imposed where the index offence had a domestic abuse aggravator;
- In total the area teams are working with 304 men subject to CPOs where the index offence had a domestic abuse aggravator.

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The following table provides a snapshot from Police Scotland data of the number of Domestic Abuse incidents that have been reported in the same 6 weeks in both 2020 and 2021

| | | | | |
|---------------------|-----|---------------------|-----|-----|
| 23/03/20 – 30/03/20 | 172 | 22/03/21 – 29/03/21 | 151 | -21 |
| 30/03/20 – 06/04/20 | 171 | 29/03/21 – 05/04/21 | 159 | -12 |
| 06/04/20 – 13/04/20 | 168 | 05/04/21 – 02/04/21 | 143 | -25 |
| 13/04/20 – 20/04/20 | 205 | 12/04/21 – 09/04/21 | 155 | -50 |
| 20/04/20 – 27/04/20 | 191 | 19/04/21 – 06/04/21 | 150 | -41 |
| 27/04/20 – 04/05/20 | 177 | 26/04/21 – 03/05/21 | 140 | -37 |

There is a reduction in DA incidents being reported to the Police in 2021 compared to the same period in 2020 (with both sets of figures relating to periods of lockdown). However, there are concerns that there are high levels of under-reporting and that once lockdown measures start to ease in Glasgow, DA referrals will increase.

4.4 Homelessness

Domestic abuse is well recognised as a major contributory factor in homelessness.

The table below provides an overview of the homelessness applications where a violent or abusive relationship within the household was reported as the reason for seeking assistance.

| Homelessness Applications - Violence or Abusive Relationship Reported | | | | | |
|---|------------|------------|------------|------------|------------|
| Year | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 |
| All Applications | 5417 | 5248 | 5682 | 6075 | 6335 |
| Abusive/Violent Relationship (in household) | 420 | 422 | 511 | 488 | 515 |
| % of all applications | 7.7% | 8% | 8.9% | 8% | 8% |

In the year to 31st March 2021 of the 6335 households making homelessness applications to the HSCP 515 households reported that the reason for them seeking assistance was due to fleeing an abusive or violent relationship within the household. 77% of these applications were made by women. It is widely acknowledged that the Scottish Homelessness Statistical return is likely to under represent the scale of homelessness caused by domestic abuse.

4.5 Older People

Currently there is little data or research into Domestic Abuse for the whole life course in particular within the Older People group or services. It is anticipated that the development of a strategy will begin to address this imbalance, and discussions will take place with universities on research opportunities in this area. This may also include research on the links between Dementia, ageing and DA.

Once established as part of the DA planning structure for the HSCP, the Older People's Operational Group will carry out an analysis of current recording of DA through Adult Support and Protection (ASP), consider some of the decision

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making around ASP outcomes, and develop DA training for all new staff as part of their induction as well as an ongoing training and education for current staff in order to better support victims, their families and perpetrators.

5. Current Justice Service Provision

- 5.1 Since 2019, the Caledonian team in Glasgow has comprised a Service Manager, Team Leads, Qualified Social Workers, Women's workers, and administrative staff. In 2021-22, the budget for this team is:

| | |
|--|--------------|
| Service Manager x 0.5 | 42,626.61 |
| Team Leaders x 2 | 139,333.25 |
| Qualified Workers x 11 | 632,536.39 |
| Social Care Worker (children's worker) x 2 | 93,634.78 |
| Clerical Officer x 0.5 | 13,711.46 |
| Women's Workers x 4 | 174,509.00 |
| Total Cost | 1,096,351.48 |

- 5.2 This funding is provided by Section 27 grant funding from the Scottish Government and is the direct cost of providing the Caledonian service. Additional costs (not included above) to provide this service include overtime and mileage, admin and business support resources and additional costs towards the Women's Support Worker posts to cover cost of living increases.

- 5.3 In 2021-22 Justice Services has also allocated the following budget for Violence Against Women Group / Domestic Abuse Services.

| | |
|---|------------|
| MARAC Co-ordinator posts x2 (provided to NRS) | 54,588.00 |
| MARAC / MATAC / DSDAS TL Role x1 (9 months funding) | 52,249.97 |
| Caledonian QSWs x 2 (9 months funding) | 86,254.96 |
| Women's Support Workers x 3 (9 months funding) | 105,339.12 |
| Total | 298,432.05 |

- 5.4 The above costs are being met via the additional Covid recovery funding being provided by the Scottish Government for 2021-22. It is anticipated that this funding will continue into the next financial year, however this has not been confirmed. A further proposal has been put to the IJB to allocate £30,000 of the Covid recovery funding to VAWG organisations to purchase IT and / or security devices for victims of domestic abuse to address safety concerns as well as digital exclusion.
- 5.5 In addition to the above specialist services that are all directly involved in working to address domestic abuse it should also be highlighted that there is a high level of work being done within generic Justice teams to address domestic abuse behaviour. This would include work with perpetrators who are subject to CPOs with supervision and/or Unpaid Work requirements, Throughcare orders and Structured Deferred Sentences. A number of domestic abuse perpetrators have also been subject to both MAPPA 1 and MAPPA 2 processes due to the level and nature of the risk being managed, resulting in additional resource being

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provided. In addition, Justice Services have provided representatives to the Multi Agency Risk Assessment and Co-ordination (MARAC), Multi-Agency Tasking and Co-ordination Risk Assessment and Interventions (MATAC) and Disclosure Scheme for Domestic Abuse in Scotland (DSDAS) forums to support work being done to protect victims of domestic abuse and target high risk perpetrators.

6. The Case for Change

- 6.1 The response to the global Covid-19 pandemic in early 2020 called for robust contingency planning arrangements to be put in place for all services supporting those affected by Domestic Abuse. This resulted in an increased focus on data and trends, which has given rise to the need to develop service response improvements.
- 6.2 Domestic abuse is a significant driver of demand especially in child protection – on average 46% of all children on the Glasgow Child Protection register are recorded under the category of Domestic Abuse.
- 6.3 Thinking and practising in this area often seems very rigid, and findings from the staff survey highlighted a greater need for practice improvement and reflections, and a requirement to work more pro-actively with perpetrators of Domestic Abuse.
- 6.4 There is evidence of dissatisfaction on the part of mothers, fathers and children with services which are offered or not offered.
- 6.5 The links between abusive behaviours and experiences across the life course are not always understood and/or explored, although this is happening more now and we will reflect on publication Radford, L and Thiara, R “Working with domestic abuse and violence across the life course”.
- 6.6 Initial thoughts are drawn to improved awareness of ‘unsafe certainty’ where agencies have traditionally responded to Child Protection matters by focusing on the role of the mother in securing protection by encouraging them to leave or request men to leave the family home. We can acknowledge that that this approach can create an ‘illusion of certainty’ as described by Featherstone, B and Morris, K (Re-imagining Child Protection) when the reality is that men do not just disappear , they may hide, go into other families and , moreover their physical absence does not connote emotional absence in the lives of women and children.
- 6.7 Trauma Informed approaches are not new to Glasgow City HSCP and remain key to Scotland’s ADRS national strategy. This approach is widely acknowledged as a key driver in practice and well summarised in Radford, L and Thiara, R Ten Principles of an effective trauma -informed service for consideration as we journey forward. Proposed strategy and implementation will also acknowledge the effectiveness of developing a relational approach to welfare and safeguarding the best interests of children and adults.
- 6.8 Whilst no formal review or strategic direction has ever been set for domestic abuse services across Glasgow City HSCP there is an overwhelming consensus from the existing partners that a stratified response will be required to engender

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long term sustained improvement, challenge outdated attitudes/approaches and compliment the Christie Commission (2011) vision for future delivery of Public Services.

7. Developments and Discussions to date

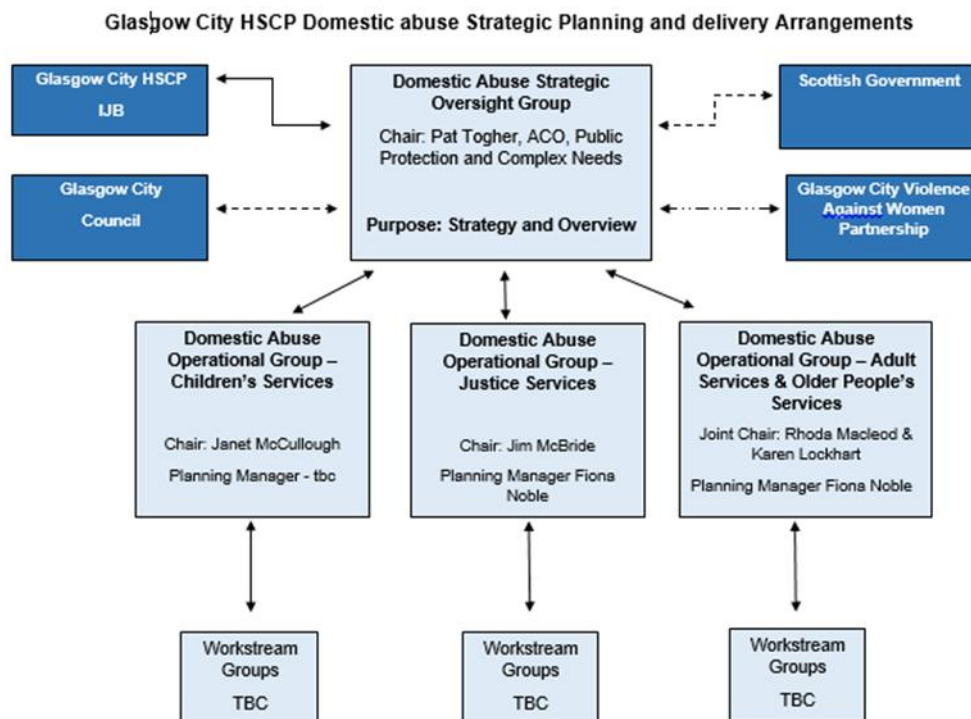
7.1 Definition and Structure

7.1.1 The definition of Domestic Abuse has been agreed as:

Domestic Abuse can be described as any form of physical, verbal, sexual, psychological or financial abuse perpetrated by partners (married, cohabiting, civil partnership or otherwise) or ex-partners. It can include physical abuse, sexual abuse, mental and emotional abuse (including coercive and controlling behaviour).

7.1.2 A Domestic Abuse Strategic Oversight Group has been established on a multi-agency and cross-care group basis to focus on service improvement across Glasgow City. This Group will set the strategic direction for the development of policy and practice improvements in Domestic Abuse services across the city and will develop a 3-year Strategic Plan for the HSCP. Terms of Reference for the Strategic Oversight Group are at Appendix 1.

The agreed structure is as follows:



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7.1.3 Operational Groups have been established to deliver the operational workplan which will be developed in response to the Strategic Plan, and to develop proposals for policy and practice improvement in DA responses and services. These Groups are led by Heads of Service holding key leadership roles for each of the care groups and will correspond with respective governance arrangements.

7.1.4 These groups will equally align with community planning arrangements ensuring whole system connections are continuously retained as we progress the implementation of the DA strategy.

7.1.5 Further alignment with Child Protection and Adult Support and Protection Committees will also be secured via existing Public Protection governance arrangements.

7.2 Staff Survey

7.2.1 A baseline survey was undertaken across the HSCP to gather information from staff about their current work, understanding, thinking and attitudes around issues of Domestic Abuse. The survey was sent out to targeted HSCP staff, those who work directly with service users or patients affected by Domestic Abuse. This resulted in almost 500 responses.

7.2.2 The survey obtained information on experience, qualifications and training in relation to DA and how our workforce is currently guided in their domestic abuse work. The survey also captured detail on values/practice questions and a broad measure of consensus amongst staff.

7.2.3 The report on the survey outcomes concluded with 9 recommendations including choice of language, improved data, prevention, pro-active perpetrator engagement and a contemporary training agenda. Specific reference to research informed approaches to working with people who have complex needs, learning disabilities, are asylum seeking, have No Recourse for Public Funds, have poor mental health, and who are in the ageing population were all areas of work which will be explored further and incorporated into the future strategic planning arrangements.

7.2.4 The survey has also been adapted for use with Education staff and will be reported on in due course.

7.3 Operational Group Discussions

7.3.1 Through the development of the Strategy for the HSCP, there is growing acknowledgment that practice must shift in line with the creation of enhanced family support, asset based and trauma informed models around working with families where domestic abuse is a feature. This will involve the ethos of 'partnering' with women to proactively strengthen them to support the safety of their children. It also includes rebalancing how we engage fathers or partners to hold them central to the safety and wellbeing of their children.

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7.3.2 We hope to look at how we engage men in parenting support focusing on dads, and on individual and group-work on a non-court mandated basis to support behavioural change pro-actively and assertively. We are seeking methods which more effectively engage fathers in working as part of a family support plan to play a role in the family, where it is safe to do so, and is wished by the mother; this includes thinking about the use of Family Group Decision Making (FGDM) following recent discussions with Leeds in relation to mobilising safety supports for women, and circles of support and accountability-style models for fathers.

7.3.3 We also acknowledge that we need to look at the supports available to children to recover and at the support available to young people in relation to healthy intimate relationships and to intervene early if there are emerging abusive patterns in teenage relationships to prevent lifelong patterns of abuse by/to the young people.

7.3.4 We are aware that we need to consider a practice framework which is coherent for staff, which assimilates an approach to all members of the family which ensures a consistency of values and knowledge bases, and which underpins any training for staff with a trauma informed, domestic-abuse-aware perspective which coaches and support staff through mentoring, coaching and supervision to deliver high quality support to families.

7.4 Homelessness Development Work

7.4.1 The current default position for the vast majority of women is that they need to leave the family home in order to prevent further harm from domestic abuse. However, it is increasingly advocated that women and children should be supported to remain in their homes where it is safe to do so. The Scottish Government and other key stakeholders are committed to putting in place a framework that will allow more victims of domestic abuse to remain in their homes. Homelessness Services will work with Registered Social Landlords and other partners to support this area of work.

7.4.2 The bi-directional relationship between complex trauma and domestic abuse is increasingly understood. In 2019, Hard Edges Scotland highlighted that organisations working with women with severe complex needs reported that nearly all the women they were in contact with had experienced domestic abuse. In taking forward our work to improve service responses to people with complex needs we will be underpinned by an understanding of the impact of trauma and domestic abuse on service users.

7.4.3 In line with the HSCP's commitment to implement its Rapid Rehousing Transition Plan (RRTP) it will examine opportunities to create a development post within the Homelessness Service to improve service responses to people impacted by domestic violence and complex forms of trauma.

7.4.4 Homelessness Services will continue to work across the HSCP to enhance cross care activity in relation to strengthening service responses to people experiencing domestic abuse. We will look to ensure that best practice in relation to care and support to people leaving abusive relationships are reflected in Homelessness Services responses.

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- 7.4.5 In seeking to enhance service provision for victims of domestic abuse Homelessness Services will seek to involve people with lived experience in order that they can inform the development of service responses.
- 7.4.6. We will review our housing options and homelessness assessment framework to ensure that we are assessing the holistic needs of all household members who have sought assistance due to domestic abuse.
- 7.4.7 We will undertake a training audit across Homelessness Services to identify areas where training is required in order to improve service responses to victims of domestic abuse. We will integrate the outcome of the audit into an annual training plan.
- 7.4.8 Through the Alliance to End Homelessness the HSCP will work with our commissioning accommodation and support services to review support to people experiencing domestic abuse. We will ensure that victims are supported to secure the support and assistance they need.
- 7.4.9 Homelessness Services RRTP will be updated to include the actions to improve responses to women and children experiencing domestic abuse. Progress with the actions will be reported to the RRTP Delivery Group.

8. Future Considerations

- 8.1 The development of a strategic plan for Glasgow City HSCP will look at the structure of services and ways of improving access and service delivery models. In recognition that there are some examples of practice where early intervention could have improved outcomes, there is collaborative work planned with the University of Strathclyde and the University of Huddersfield to undertake formal research into decision making processes and where and how to improve early intervention within services.
- 8.2 Social Care Direct is the access point for services and will play a considerable role in assisting the direction of travel with particular focus on the relationship with Non-Offence Referral Management (NORM) arrangements.
- 8.3 There is work planned / underway to review and develop NORM in partnership with police Scotland, including consideration of further opportunities for co-location as a means of targeting interventions earlier.
- 8.4 Considerations will include:
- How to work with men and engage them regarding their own behaviour
 - How to involve and work better with Police Scotland
 - How to support women to be the driver in the conversation about what they need (rather than service-led discussions)
 - How to address the needs of the child within the family in an integrated way

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9. Next Steps

- 9.1 In order to articulate and agree a set of strategic aims and objectives, and establish a vision for the service, a facilitated development session was held in late May 2021. Following on from this, partnership work will be undertaken to establish a strategic direction and develop a 3-year Strategic Plan to improve HSCP responses to domestic abuse including key objectives and priorities.
- 9.2 Once confirmed the Operational groups will develop their individual but integrated action plan responses to the agreed strategic direction overseen by the Domestic Abuse Strategic Oversight Group.
- 9.3 An Engagement Plan has been developed to inform the design and development of the Strategic Plan through a series of engagement events and related activity. The detail of this is attached at Appendix 2. We will engage extensively with staff throughout the HSCP; with key stakeholders and partner organisations who are working to address domestic abuse; and we will also support third sector partner organisations to facilitate engagement sessions with service users and people with lived or living experience of domestic abuse. This will promote collective responsibility for the strategy internally, and will ensure effective alignment with the strategic and operational activity of our key partners. Crucially, it will give voice to people who need or who use our services and ensure their needs are taken into account in the development of strategic direction.
- 9.4 An Equalities Impact Assessment (EQIA) will be undertaken as part of this strategy development. The EQIA will be undertaken as a project working group between November and March, and offered as a development opportunity for staff from across the HSCP. Staff taking part will be supported, through group and individual development approaches, to improve their own understanding and impact in the field of equalities, and will be exposed to a range of expertise by experience, in contributing to the development of a landmark strategy for the city.

10. Recommendations

- 10.1 The Integration Joint Board is asked to:
 - a) Note the contents of the report; and
 - b) Provide comments on proposal for Glasgow HSCP Domestic Abuse Strategy.

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Glasgow City Domestic Abuse Strategic Oversight Group Terms of Reference

1. Purpose

The Domestic Abuse Strategic Oversight Group (DASOG) exists to bring together a partnership of all those in Glasgow City who have an interest or involvement in Domestic Abuse to focus on multi-agency and cross-care group service improvement at a local level.

2. Definition

Domestic abuse can be described as any form of physical, verbal, sexual, psychological or financial abuse perpetrated by partners (married, cohabiting, civil partnership or otherwise) or ex-partners. It can include physical abuse, sexual abuse, mental and emotional abuse (including coercive and controlling behaviour).

3. Aim

The DASOG will set the strategic direction for the development of policy and practice improvements in Domestic Abuse services across Glasgow city. It is a multi-agency partnership and will agree the strategic aims and objectives (aligned to national and local HSCP objectives). It will provide oversight and direction to the work of the Domestic Abuse operational groups (for Children, Adults, Older People and Justice Services) in developing and delivering a 3-year strategic plan for the city. It will enable whole system leadership by ensuring the support of Glasgow City Council and NHS Greater Glasgow and Clyde senior management.

4. Objectives

- To support the promotion of domestic abuse as a key priority across partner agencies.
- To have an overview of service developments and significant service changes.
- To lead the strategic planning and development of domestic abuse services across the HSCP.
- To develop and deliver a comprehensive, multi-agency, 3-year Domestic Abuse Strategic Plan for Glasgow City HSCP.
- Agree strategic aims and objectives, priorities for delivery, and an outcomes-based performance framework to ensure monitoring and reporting is enabled.
- Monitor policy developments and practice improvements in line with existing resources and agreed financial framework.
- Ensure focus of any improvement is across all care groups and across all sectors as appropriate.
- Ensure the benefits and principles of early intervention and prevention remain critical features of strategic planning arrangements.
- Promote the necessary leadership and culture to progress and enable whole system change.
- Responsibility for the development and implementation of a strategic action plan for domestic abuse.

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- Ensure strategic planning encompasses an ethos of service user engagement and participation.

5. Membership

Membership of the group has been drawn from organisations which advise, deliver or support improvement in domestic abuse service and response within the city and includes the following:

5.1 Group Members

| | |
|-------------------|---|
| Pat Togher | Assistant Chief Officer, Public Protection and Complex Needs |
| Brid Featherstone | Professor of Social Work, University of Huddersfield |
| Janet McCullough | Head of Children Services, Glasgow City HSCP |
| Rhoda MacLeod | Head of Adult Services (Sexual Health Services and Prison Healthcare), Glasgow City HSCP |
| Karen Lockhart | Head of Older People and Primary Care Service, South, Glasgow City HSCP |
| Jim McBride | Head of Adult Services (Justice and Homelessness), Glasgow City HSCP |
| Dominique Harvey | Head of Planning (Children's Services & North East), Glasgow City HSCP |
| Fiona Noble | Planning and Performance Manager, Adult Services, Glasgow City HSCP |
| Leisa McCracken | Child Protection/Home Education, Education Services, Glasgow City Council |
| Karen Donoghue | Service Manager (Glasgow & Partners Emergency Social Work Services, NORM & Social Care Direct, Co-ordinator for MIST & Appropriate Adults), Glasgow City HSCP |
| Stephen McVey | Justice Service Manager, North East, Glasgow City HSCP |
| Lynsey Smith | Justice Service Manager for Centre Services, Glasgow City HSCP |
| Karen Frew | Lead Officer Public Protection, Glasgow City HSCP |
| Theresa Gordon | Interim Service Manager, NW Adult Services, Glasgow City HSCP |
| Anna Donnelly | Principal Officer Child Protection, Glasgow City HSCP |
| Anne Gallacher | Criminal Justice Team Leader, Tomorrow's Women Glasgow |
| Kirsti Hay | VAW Coordinator Glasgow |
| Ann Fehilly | Group Manager, Community Safety and Regulatory Services, Neighbourhoods, Regeneration and Sustainability, Glasgow City Council |
| Donna Duffy | Detective Superintendent, Public Protection Unit, Police Scotland |
| Gillian Faulds | T/Detective Chief Inspector, Public Protection Unit, Police Scotland |
| Gordon Brechin | Locality Reporter Manager, Scottish Children's Reporter Administration |

5.2 Chair

The Group will be Chaired by Pat Togher, Assistant Chief Officer, Public Protection and Complex Needs, Glasgow City HSCP.

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5.3 Administration

Meetings of this group will be minuted by the PA to the Assistant Chief Officer, and agenda and papers will be issued to all members one week in advance of the next meeting.

6. Roles & Responsibility of Members

- To prioritise attendance at all meetings or send a delegate representative if unable to attend. Any delegate representative will be required to assume equal responsibility for decision making and should be confirmed.
- The Group will operate on the basis of consensus.
- Following discussion and decision made by the Group, all members will be expected to implement and share ownership of the decision, in respect of reporting and communicating back to their partner organisations/ services.
- To maintain confidentiality of any identified relevant documents or issues discussed
- Ensure appropriate dissemination of key decisions and requirements through agreed communication strategies.

7. Accountability

The group is directly accountable to Glasgow HSCP Executive Group and the HSCP IJB and will communicate through minutes and routine reports setting out direction and progress.

The group will also engage with staff and partners as well as users of services.

Members are expected to represent their service area or organisation, report back accordingly and ensure implementation of any agreed actions.

Operational groups will be formed to enable focused work on key areas, namely:

- Children services
- Adult services and Older People services
- Justice services

Given the span of work covered by domestic abuse in the city it is anticipated that other workstreams may be formed during the life of this group.

8. Regularity of Meetings

The group will meet quarterly.

9. Review

The Terms of Reference will be reviewed annually.

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Developing Glasgow City HSCP's Domestic Abuse Strategy: Overview of Engagement Plan

Purpose

1. To provide overview of the proposed approach, process and timescale for engagement activities that will inform the development of the Glasgow City HSCP Domestic Abuse Strategy; to request feedback on the proposed approach; and to seek input and support from members of the Strategic Oversight Group, at key stages of the process.
2. The development of the Domestic Abuse Strategy and its underpinning plan for engagement, is being led by Planning and Performance Manager, Fiona Noble, with design and delivery support from Senior Organisational Development Advisor, Carrie Fivey, and Organisational Change and Development Manager, Kate Hudson.

Approach

3. The engagement plan seeks to inform the design and development of the Domestic Abuse Strategy, promoting collective responsibility for the strategy internally, and ensuring effective alignment with the strategic and operational activity of partner organisations working to address domestic abuse. In the design of engagement sessions, we seek to:
 - Value contributors equally by drawing on both expertise and experience and being mindful of the implicit promise being made when we involve others in our work. (See Appendix A).
 - Create safe space for relevant communities of need, interest and practice, to inform the development of the Domestic Abuse Strategy, in ways that do not stigmatise/retraumatise.
 - Nurture inclusive discussions, that move from *debate*, where participants argue, express, persuade, or compete in their thinking in order to promote opinion or gain majority, to *dialogue*, where participants exchange, listen, reach across and reflect, and then evolve further to *deliberation*, where participants collectively frame and weigh options, seeking common ground to solve problems or implement change.

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Process and Timeline

4. The following table illustrates the stages of strategy development and accompanying engagement activity:

| Stage: | Engagement Purpose: | Participants: | Timeframe: |
|--|---|--|---------------------|
| Developing the Vision | To collaborate on a draft vision, that frames the strategy and succinctly and effectively articulates where we are trying to get to. | Mixed group, one-off session with internal and external stakeholders with experience and expertise in domestic abuse. | Late September 2021 |
| Informing the Strategic Plan | To understand the journey and needs of those accessing support and services in relation to domestic abuse. | Service users, facilitated by partner organisation(s) to provide support for participants, giving HSCP neutral space to listen and learn. | Oct-Nov 2021 |
| Informing the Strategic Plan (continued) | To draw on the broadest range of internal expertise and experience and understand staff expectations in relation to the Strategy. To find consensus in relation to language we use when talking about domestic abuse and to explore any resistance or anxiety staff feel in relation to changing practice or setting new priorities in tackling domestic abuse. | Multiple sessions – some specific to staff with expertise in/working to support domestic abuse services, others open to any Glasgow City HSCP staff (opportunity to attend promoted by Heads of Service) | Oct-Nov 2021 |
| Informing the Strategic Plan (continued) | To understand the system complexity of our stakeholder organisations and identify/resolve any potential issues over the operational implementation of any Strategy. | Partner organisations and key stakeholders working to address domestic abuse. | Oct-Nov 2021 |
| Informing the Strategic Plan (continued) | To sense-check our progress with noted experts in domestic abuse, and other areas, for example, those with specialist expertise in addressing inequalities. | Critical friends and subject matter experts. | Ongoing |

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| Stage: | Engagement Purpose: | Participants: | Timeframe: |
|---------------|--|--------------------------------|-------------------|
| Consultation | Sharing the draft vision and strategic plan with a short summary of the engagement methodology, to obtain feedback, adhering to HSCP practice and guidelines for consultation. | Stakeholders and wider public. | Jan-Mar 2022 |

5. It is proposed that the following actions are taken to assure and eventually conclude engagement activities:

- Communications expertise sought to assure language, style and accessibility of any final document and accompanying formats.
- Reporting timeline and example materials produced to illustrate a step change in how HSCP will report against this strategy e.g., case studies or short videos.
- Summary of most up to date domestic abuse data in Glasgow City prepared, in the event of media coverage.
- Strategy and accompanying letter of thanks issued to acknowledge all individual stakeholder contributions to the engagement process.

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Appendix A

| | Engagement Goal | Promise Being Made to Those We Engage |
|--------------------|--|---|
| Inform | To provide wider publics with information to assist them in understanding the problems, alternatives, opportunities and/or solutions. | We will keep you informed. We will not withhold relevant information. |
| Research | To gather information from the wider public in order to develop understanding. | We will listen to and acknowledge concerns and aspirations. We will record and report these faithfully. |
| Converse | To reflect together on an issue of shared concern. | We will listen to and respect your feelings and views. We will acknowledge your concerns and aspirations in our writing, and in our future work and dealings with wider publics. |
| Consult | To obtain feedback from wider publics on analysis, alternative proposals and/or decisions. | We will keep you informed. We will listen to and acknowledge your concerns and aspirations. We will be open to your influence. We will provide feedback on how your input has influenced the outcome. |
| Involve | To work directly with wider publics throughout the process, in order to ensure that public concerns and aspirations are consistently understood and considered. | We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed. We will provide feedback on how your input has influenced the outcome. |
| Collaborate | To work in partnership with wider publics to share the decision-making process, including the development of alternatives and the identification of preferred solutions. | We will look to you for advice and innovation in formulating solutions. We will incorporate your advice and recommendations into the decisions to the maximum extent possible. |
| Empower | To place final decision making in the hands of the public. | We will implement what you decide. |

Adapted from IAP2 sources, courtesy of Edinburgh Beltane, Beacons for Public Engagement)