

Communities, Equality and Local Government Committee

Meeting Venue:

Committee Room 2 – Senedd

Meeting date:

Thursday, 23 October 2014

Meeting time:

09.15

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



For further information please contact:

Sarah Beasley

Committee Clerk

029 2089 8032

CELG.committee@wales.gov.uk

Agenda

At its meeting on 9 October, the Committee agreed a Motion under Standing Order 17.42 (vi) to resolve to exclude the public from items 1 and 2 of today's meeting

1 Factual Briefing White Paper on Reforming Local Government (09.15 – 09.45)

Lisa James, Deputy Director, Local Government Democracy Division

Debra Carter, Deputy Director, Local Government Finance & Performance

[White Paper – Reforming Local Government](#)

2 Inquiry into Poverty in Wales: forward work planning (09.45 – 10.00) (Pages 1 – 11)

3 Introductions, apologies and substitutions

4 Scrutiny of Welsh Government 2015–2016 draft budget – Evidence session from the First Minister (10.00 – 11.00) (Pages 12 – 44)

Carwyn Jones AM, First Minister
Caroline Turner, Deputy Director, Welsh Language Division
Bethan Webb, Head of Welsh Language Unit

Break (11.00 – 11.10)

**5 Welsh Language Commissioner: Consideration of Annual Report
(11.10 – 12.10) (Pages 45 – 54)**

Meri Huws, Welsh Language Commissioner
Dyfan Sion, Director of Policy and Research

[Annual Report 2013/14](#)

[Strategic Plan 2013–15](#)

[My Language, My Health: Inquiry into the Welsh Language in Primary Health Care
report](#)

6 Papers to note (Pages 55 – 136)

**7 Motion under Standing Order 17.42 (vi) to resolve to exclude the
public from the remainder of the meeting and from the meeting on 5
November 2014**

**8 Welsh Government Draft Budget 2015–16: Consideration of draft
letters (12.20 – 12.30) (Pages 137 – 151)**

**9 Gender-based Violence, Domestic Abuse and Sexual Violence (Wales)
Bill: consideration of Stage 1 draft report (12.30 – 13.30) (Pages 152 – 199)**

Document is Restricted

Agenda Item 4

By virtue of paragraph(s) vi of Standing Order 17.42

Document is Restricted

Communities, Equality and Local Government Committee

Date: October 2014
Time: 10:00-11:00
Title: Request for information from Communities, Equality and Local Government Committee to inform scrutiny of Draft Budget 2015-16

Purpose

1. To provide information on the Draft Budget 2015-16 in relation to the Welsh language as requested by the Communities, Equality and Local Government Committee.

Timing

2. The draft budget was published on 30 September 2014

Response

3. The following information is provided in the order of the commissioning letter dated 5 August 2014 under the following headings:

- **Individual Budget Expenditure Lines for Welsh language funding**
- **Programme for Government commitments**
- **Key policies**, including: the delivery of the *A Living Language: A Language for Living* strategy; outcomes of *Y Gynhadledd Fawr*; funding allocations for the Welsh Language Commissioner; the expected impact of regulations making Welsh language standards under the *Welsh Language (Wales) Measure 2011* and the delivery of the Welsh Medium Education Strategy
- **Welsh language impact assessments**
- **Preventative Spending**
- **Provision for Legislation**

Individual Budget Expenditure Lines for Welsh language funding

4. As the Welsh language is a cross cutting theme, in addition to these BELs, other departments include expenditure on the Welsh language within the context of their own policy areas. Information about expenditure on the Welsh language within other departments is outlined elsewhere in this paper.
5. The table below provides a summary of the BELs relating to Welsh language funding:

BEL	2014-15	2015-16	2015-16	2015-16	2015-16
	Supplementary Budget June 2014	Indicative Plans Final Budget December 2013	Reductions	Transfers	New Plans Draft Budget
	£000	£000	£000	£000	£000
6020 Welsh Language	8,914	9,049	-400*	-3,390	5,259
6021 Welsh Language Commissioner	0	0	0	3,390	3,390
5164 Welsh in Education	15,462	14,462	-600	4,737	18,599
4765 Strategic Investment BEL **	1,250	0	0	0	0
Total Direct Welsh Language spend	25,626	23,511	-1,000	4,737	27,248

* This includes a £300K reduction to the Welsh Language Commissioner budget. This was part of Budget Expenditure Line (BEL) 6020 in 2014-15 but transferred to a separate BEL in the second supplementary budget.

** Ring fenced for specific Welsh language capital projects (Paragraph 54)

6. The purpose of **BEL 6020** is to support the aims of the Welsh Language Strategy *A living language: a language for living* and the policy statement *A living language: a language for living – Bwrw Mlaen* which are:
 - To encourage and support the use of the Welsh language within families
 - To increase the provision of Welsh-medium activities for children and young people and to increase their awareness of the value of the language
 - To strengthen the position of the Welsh language in the community
 - To increase opportunities for people to use Welsh in the workplace
 - To increase and improve Welsh-language services to citizens
 - To strengthen the infrastructure for the language
7. The purpose of the **BEL 6021** is to fund the position of the Welsh Language Commissioner. The Commissioner has wide ranging functions and powers which include:
 - working towards ensuring that the Welsh language is treated no less favourably than the English language
 - imposing duties on persons who come within the scope of the Measure to comply with standards relating to the Welsh language
 - conducting inquiries into matters relating to the Commissioner's functions
 - investigating alleged interference with an individual's freedom to communicate in Welsh with another individual.
 - promoting and facilitating the use of the Welsh language especially within the 3rd and private sectors
8. **BEL 5164** is for the implementation of the Welsh-Medium Education Strategy which include;
 - the planning of Welsh-medium education;
 - the delivery of practitioner training through the Sabbaticals Scheme and the Welsh in Education Grant;
 - the delivery of Welsh-language training through Welsh for Adults and Welsh second language;

- commissioning of teaching and learning resource; and
 - research, evaluation and marketing in respect of the Strategy.
9. 2015-16 will be the sixth year of implementation of the Strategy and the expenditure is planned in line with activities included in the Strategy's Implementation Programme.
10. The £4.737m increase in BEL 5164 is primarily due to recurrent transfers within the Education and Skills MEG. On a like for like basis, the relevant budgets have decreased by £600k between 2014-15 and 2015-16. The transfers impacting on the BEL are as follows;
- £9.867m in from Post-16 Education Action for Welsh for Adults funding in order to streamline process for the sector; and
 - A transfer out £5.13m of the remaining Welsh in Education Grant to the Education Standards Action, to create the new Education Improvement Grant for schools.

Information requested by the Children, Young People and Education Committee

11. You asked to see a copy of the information provided by the Minister for Education and Skills on budget provision to support the implementation of the Welsh Government's Welsh Medium Education Strategy and Local Authorities' Welsh in Education Strategic Plans (WESPS). Please see Annex 1.

Programme for Government commitments relating to the Welsh language

12. You have asked for the following information with regard to the Welsh Government's Programme for Government:
- Details of the costs associated with the Programme for Government commitments relating to the Welsh language and/or any work being undertaken to assess such costs;
 - Whether these commitments are deliverable within the available portfolio budget and details of any areas where affordability is a concern; and
 - Information relating to how the delivery of the commitments for the Welsh language and their associated outcomes will be monitored and evaluated to demonstrate value for money.

Welsh language strategy

13. The Programme for Government commitment **12/014** *'Remain committed to ensuring the Welsh language is a 'living' language, one which thrives in everyday use across our country'* is implemented through our Welsh Language Strategy 2012-17 - *A Living Language: a Language for Living*, the Welsh Language Strategy which was published in March 2012. It sets out a clear responsibility for the whole of the Welsh Government to lead on the Welsh language.
14. As such Programme for Commitment **12/014** encompasses the following commitments:
- 12/015** Ensure Welsh public services are accessible to people through the medium of Welsh

- 12/018** Seek to expand the opportunities for people to use Welsh across all public services in Wales
 - 12/020** Seek innovative ways of ensuring that the Welsh language is passed on through families and that users feel comfortable choosing Welsh.
 - 12/021** Work to ensure that community groups feel able to use the Welsh language as a part of their activities and are able to operate bilingually.
 - 12/022** Focus on increasing the use of the Welsh language in the electronic media and will seek to ensure that everyone has a choice to use Welsh wherever possible.
 - 12/023** Seek to persuade international businesses providing web and online services to make these available in Welsh.
15. The 'Welsh Language' **BEL 6020** of £5.259M, together with the 'Welsh Language Commissioner' **BEL 6021** of £3.390M supports the implementation of the Strategy across six strategic areas:
- 1. The family (**12/020**)
 - 2. Children and young people
 - 3. The community (**12/021**)
 - 4. The workplace
 - 5. Welsh-language services (**12/015, 12/018**)
 - 6. Infrastructure (**12/022, 12/023**)
16. The delivery of programme for Government commitment **12/014** and its subsidiary commitments through the implementation of our Welsh language strategy is being delivered within the available portfolio budget. Budget cuts have been implemented during the past two years and therefore implementation of some of the actions has been delayed or will be delivered over a longer period. Priority has been given to areas where the greatest outcomes can be achieved.
17. Funding distributed to partners to promote the use of Welsh is managed by the Welsh Government's Welsh Language Division. In line with the commitment made in the recent policy statement, *A living language: a language for living – Bwrw Mlaen*, arrangements are now being made to establish a project board to oversee the implementation of the Strategy and policy statement within Welsh Government. An Evaluation Framework for the Strategy has been prepared and specific evaluation projects will be commissioned in due course.
18. Programme for Government commitments **12/015** '*Ensure Welsh public services are accessible to people through the medium of Welsh*' and **12/018** '*Seek to expand the opportunities for people to use Welsh across all public services in Wales*' will be met by the introduction of Welsh language standards.
19. Standards are currently being developed that will allow the Welsh Language Commissioner to impose duties on Welsh Ministers, Local Authorities and National Parks. These standards will place duties on organisations in relation to:
- Service Delivery
 - Policy Making
 - Promotion of Welsh
 - Internal use of Welsh

- Record Keeping

20. These organisations have long standing experience of implementing statutory Welsh language schemes, therefore the majority of the costs involved with complying with standards are likely to be covered by existing budgets associated with complying with Welsh language schemes.
21. As part of the Welsh Language Commissioner's first standards investigation, the Welsh Government held a Regulatory Impact Assessment where the organisations were asked to note the costs of complying with standards, over and above the costs associated with complying with Welsh language schemes.
22. Standards are scheduled to be made by regulations in March 2015. It is therefore likely that the Welsh Language Commissioner will issue compliance notice in mid-2015 and standards will be in force a minimum of 6 months after receiving the compliance notice. The Welsh Government is likely to be required to comply with standards during the 2015/16 financial year.
23. The Welsh Government will not know exactly which standards it will have to comply with until it receives the compliance notice from the Commissioner. The Government's response to the RIA exercise was based on the proposed standards that were subject to the Commissioner's standards investigation.
24. Compared with the current cost of complying with its Welsh Language Scheme, Welsh Government noted no additional cost implications to comply with service delivery, policy making, operational and record keeping standards. A sum of £20,000 was noted as an additional cost for complying with promotion standards.
25. With regard to Programme for Government commitment **12/020** '*Seek innovative ways of ensuring that the Welsh language is passed on through families and that users feel comfortable choosing Welsh*' our current main initiatives in this area are *Twf*, *Tyfu* and *Mae dy Gymraeg di'n Grêt*.

<i>Budget BEL 6020</i>	<i>2014-15 Supplementary Budget £000</i>	<i>2015-16 Draft Budget £000</i>
Twf	655	655
Tyfu	143	143
Mae dy Gymraeg di'n Grêt	49	49

26. *Twf* is our largest initiative within this field and is an established and innovative programme delivered across north and south west Wales to encourage Welsh-speaking parents/carers to speak Welsh to their children. *Tyfu* and *Mae dy Gymraeg di'n Grêt* are our current initiatives which aim to support parents/carers to introduce Welsh to their children and raise parents'/carers' confidence to use Welsh with their children.
27. As we noted in our recent policy statement *Bwrw Mlaen* we believe it is important that families are aware of a single support path which promotes their use of Welsh and the use of Welsh by their children. We are therefore eager to develop

and build upon the present activity into a national programme. This will ensure that all of our initiatives and efforts within this area are aligned together to offer a wide and varied programme that will support families to live in Welsh.

28. With regards to Programme for Government commitment **12/021** '*Work to ensure that community groups feel able to use the Welsh language as a part of their activities and are able to operate bilingually*' we operate a grant scheme to promote the Welsh language. One of the scheme's aims is to support activities that strengthen the position of the Welsh language in the community.

<i>Budget BEL 6021</i>	<i>2014-15 Supplementary Budget £000</i>	<i>2015-16 Draft Budget £000</i>
Grants to promote the Welsh language	3,664	3,652
Additional spend under <i>Bwrw Mlaen</i>	400	800
Technology Action Plan	250	250
Total	4,314	4,702

29. *Bwrw Mlaen* includes a commitment to invest an additional £1.2 million over the next two years to build on this activity. This is broken down as £400,000 in 2014-15 and £800,000 in 2015-16.
30. This includes £750,000 for the Mentrau Iaith over two years as well as the establishment of a fund to promote innovation in areas with a high percentage of Welsh speakers and others of strategic importance.
31. The Welsh Language and Technology Action Plan supports Programme for Government commitments **12/022** '*Focus on increasing the use of the Welsh language in the electronic media and will seek to ensure that everyone has a choice to use Welsh wherever possible*' and **12/023** '*Seek to persuade international businesses providing web and online services to make these available in Welsh*'.
32. The budget of the Technology Action Plan is £250,000 per annum over the three financial years from 2013-2016. The available budget has been sufficient to make a difference in addressing market failure with regards to technology in the Welsh language.
33. All grants are monitored in line with the Grants Centre of Excellence guidelines against outcome based targets.

Welsh-medium Education Strategy

34. The information on the budget supporting this strategy is at paragraph 8. The targets and objectives of the Welsh-medium Education Strategy support the delivery of the Programme for Government commitments, specifically to '*Deliver the Welsh-medium Education Strategy*' and to '*seek to increase the number of people speaking & using Welsh in our education system*'. (**12/016, 12/017, 3/022, 3/023 and 3/024**)

35. As indicated previously the Welsh language is a cross cutting theme and as such in addition to this budget allocation, other departments support the development of Welsh within the education system. Although not easily quantified the total monetary support for the Welsh language in education is significantly higher.
36. Expenditure is planned in line with those activities included in the Strategy's Implementation Programme, which include;
- the planning of Welsh-medium education;
 - the delivery of practitioner training through the Sabbaticals Scheme and the Welsh in Education Grant;
 - the delivery of Welsh-language training through Welsh for Adults and Welsh second language;
 - commissioning of teaching and learning resource; and
 - research, evaluation and marketing in respect of the Strategy.
37. The programme for Government commitments are being delivered within the available portfolio budget.
38. The Strategy contains fixed five-year and indicative ten-year targets based on outcomes, which will be used to monitor progress in implementing the Strategy. A three-year evaluation of the Strategy commenced in October 2012. The evaluation will feed into a comprehensive review of the Strategy, which will be undertaken after the initial five-year period in 2015.
39. There is also a commitment in the Welsh-medium Education Strategy to monitor progress made against the targets contained in the Strategy and to publish an Annual Report. The fourth Welsh-medium Education Strategy annual report was published on 17 July 2014¹.

Strategic Framework for Welsh Language Services in Health, Social Services and Social Care - More than just words

40. The Welsh Language Unit in DHSS has a small programme budget to support the development of Welsh language provision in health and social services and the implementation of *More than just words*. This strategy supports the delivery of the Programme for Government commitment **4/104 (2012)** '*Develop and implement a new Welsh Language Strategy for the NHS to consolidate and accelerate progress to ensure patients have better access to services in their first language*'
41. It is not possible to be specific about any other spend by DHSS on the Welsh language as this would be mainstreamed as part of the general spend on health and social services.
42. These commitments should be affordable within the available portfolio budget as there are no substantial additional costs associated with the implementation of *More than just words*. A lot can be achieved by attitude and the wish to improve

¹ <http://wales.gov.uk/topics/educationandskills/publications/guidance/wmesreport/?lang=en>

and by ensuring that Welsh language provision is considered at the outset of planning / developing services rather than as an afterthought.

43. There is an implementation manager in post and an implementation group monitoring delivery progress on *More than just words* and reporting to the Welsh Language in Health and Social Services Task Group. As stated above much of *More than just words* can be achieved without substantial additional costs. However if there were any relevant issues associated with value for money, these would be considered by the implementation group.

Housing strategy

44. **12/019** *'Continue to deliver funding for new affordable homes in Wales as this is a vital contribution to sustainable communities that can support the future of the Welsh language'*.
45. The Social Housing Grant (SHG) is the main capital grant provided by Welsh Government for the provision of affordable housing. It is primarily used to fund housing schemes to meet local housing need and priorities. Local Authorities are responsible for choosing the schemes that are taken forward and also their housing association partners, who are then paid SHG to develop, own and manage the affordable housing.
46. The budget for SHG is £57.5 million and in addition to this the new Housing Finance Grant will provide over 1000 affordable homes across Wales by the end of 2015/16. The £4 million a year funding will be equivalent to £60 million upfront capital investment and will lever in at least an additional £60 million from the Housing association sector.
47. Rural Housing Enabler projects (RHE) were first successfully piloted 10 years ago and they have been operating in different part of rural Wales since. They work closely with rural communities to identify local housing need and work with planning and housing authorities and housing associations to deliver housing in rural areas. Locally, projects are funded by local authorities, housing associations and national parks. Welsh Government provides approximately 30% of each projects revenue funding.
48. Whilst these capital programmes are not solely related to the Welsh language they support the delivery of much needed affordable housing across Wales including Welsh speaking areas and indeed support the language by making Housing provision available for local, Welsh speaking households.
49. This Programme for Government commitment is being delivered within the available portfolio budgets.
50. The Welsh Government's Welsh Language Unit will work with the Local Government and Communities department to ensure that when the programme is evaluated the Welsh language element is considered.

Key policies

How Draft Budget allocations relate to the delivery of the A Living Language: A Language for Living strategy

51. Paragraphs 13-33 under Programme for Government Commitments provide this information.

The impact of Y Gynhadledd Fawr and the Welsh Government's subsequent response

52. In August 2014, the First Minister published the Welsh Government's response to Y Gynhadledd Fawr, through a policy statement – *A living language: language for living – Bwrw Mlaen*. This policy statement clearly sets the Welsh Government's agenda in relation to the Welsh language over the next three years.

53. The emphasis in *Bwrw Mlaen* is on action and delivery to support and strengthen position of the Welsh language. The documents identifies four strategic themes:

- The need to strengthen the links between the economy and the Welsh language.
- The need for better strategic planning for the Welsh language.
- The use of Welsh in the community.
- The challenge of changing linguistic behaviour.

54. Each theme contains a series of actions, which include:

- the introduction of an investment fund of £1.25 million for 2014-15 that will be specifically targeted to support the development of centres and/or learning spaces which promote the use of Welsh or immersion in Welsh through a competition that will generate new ideas and energy
- the development of a series of campaigns aimed at changing linguistic behaviour that will utilise social marketing expertise, beginning with the 'Pethau Bychain' campaign
- a website which will promote and advertise opportunities to learn, use and enjoy the Welsh language as part of everyday life across Wales
- new funds of £400,000 from the Economy, Science and Technology portfolio to support the link between the Welsh language and the economy
- re-prioritisation of funds within DfES which resulted in an additional £1.2m being available over two years (£400,000 in 2014-15 and £800,000 in 2015-16) to support the use of Welsh in the community (achieved through redirection of funding from Welsh for Adults budget as announced in July 2014).

Funding allocations for the Welsh Language Commissioner and the basis on which these have been decided

55. Funding for the Welsh Language Commissioner

Budget 2014-15	Proposed Budget reduction	Budget 2015-16	% Reduction
£'000	£'000	£'000	
3,690	(300)	3,390	(8)

56. To aid transparency a separate Budget Expenditure Line (BEL) was set up in 2014-15 with the transfer due to be actioned in the second supplementary budget.
57. While we remain committed to the Welsh language we cannot shield all services from the effect of the UK Government's cuts and the implications of prioritising spend. As a result, an assessment of the overall budget had to be undertaken to establish where reductions could be found, where the least impact from any cuts would be felt. As part of the review, it was decided to cut the Welsh Language Commissioner's budget for 2015-16 by £300,000, which equates to approximately 8%.
58. In order to safeguard the commitments made in *Bwrw Mlaen* it is not appropriate to cut funding to our delivery partners who work to promote the use of the Welsh language in communities across Wales. Consideration has therefore had to be given to cutting expenditure in other areas.
59. Whilst funding for the Welsh Language Commissioner is being reduced, the Welsh Government wishes to safeguard the Commissioner's regulatory role and has identified areas of work where there is potential for duplication between the work undertaken by the Welsh Government and the Commissioner.
60. At the time of writing Welsh Government officials are working with the Commissioner to identify ways of joint working and working differently in areas such as promoting the Welsh language with the private and third sectors in order to maximise the resources and expertise available.

How Draft Budget allocations have been influenced by the expected impact of regulations making Welsh language standards under the Welsh Language (Wales) Measure 2011;

61. A Regulatory Impact Assessment has been completed as part of the Standards Investigation stage. However, this was based on the proposed standards and therefore, we will not be able to finalise expected impacts until the regulations are made and the final set of standards are placed on Welsh Government.

How Draft Budget allocations relate to the delivery of the Welsh Medium Education Strategy, including information on how this links with targets, outcomes achieved to date and intended outcomes.

62. The information on the budget supporting this strategy is at paragraph 8. Although the new budget plans show an increase in the Welsh in Education BEL as described in paragraph 10, on a like for like basis, the relevant budgets in support of the Welsh-medium Education Strategy have decreased by £600k between 2014-15 and 2015-16.
63. The main effects will be:
- Welsh in Education Grant – The effect of budget reduction in 2015-16 will lead to a reduction in the support available to schools from local authorities to support Welsh language and Welsh second language teaching.

- The commissioning of Welsh-medium teaching resources – The number of teaching resources commissioned will be reduced; this will be managed due to the time it takes to commission and produce resources and recent delays in the tendering and commissioning process.
- Less marketing activity undertaken – Some impact but not significant.
- Planning and mainstreaming - there will be a small impact on the budget available to implement the Welsh-medium Education Strategy,

64. The **Coleg Cymraeg Cenedlaethol** provides independent oversight, management and development of Welsh medium higher education across Wales. The Welsh Government provides funding via the Higher Education Funding Council (HEFCW) to support the work of the Coleg, including the provision of Welsh medium scholarships to incentivise higher education study through the medium of Welsh. A budget allocation of £8,600,000 (**BEL 4561** For our Future – CCC and UHOVI) has been provided within HEFCW's provision allocation to support the Coleg Cymraeg Cenedlaethol in 2015-16, with an additional £330,000 allocated to support Welsh Medium Scholarships.

65. HEFCW was remitted in 2013-14 to 'undertake an evaluation of the outcome of the Coleg's activities, including a review of the funding provided to the Coleg and to supply my officials with the details of the review by September 2013 and a final report by September 2014. That review is underway, conducted by consultants Oldbell3, and will report to the Minister by the end of September 2014. The Welsh Government will consider the findings before finalising the funding envelope for 2015-16 and beyond.

Details of the costs and/or any work being undertaken to assess the cost of delivering these policies;

66. As mentioned in paragraph 17, in line with the commitment made in the recent policy statement, *A living language: a language for living – Bwrw Mlaen*, arrangements are now being made to establish a project board to oversee the implementation of the Strategy and policy statement within Welsh Government. An Evaluation Framework for the Strategy has been prepared and specific evaluation projects will be commissioned in due course.

Information relating to how the delivery of the policy, and its associated outcomes, will be monitored and evaluated to demonstrate value for money.

67. This information can also be found at paragraph 17.

Welsh language impact assessments

68. Many important steps have been taken in the preparation of the draft budget this year to ensure that the Welsh language is appropriately considered.

69. We are building on last year's impact assessment of the budget and prepared a fully integrated impact assessment for 2015-16, which includes the Welsh language across the portfolio areas.

70. The Integrated Impact Assessment (IIA) of the Draft Budget 2015-16 was published as a stand alone document alongside the Draft Budget on 30 September 2014.

71. This integrated approach has a key benefit of considering the impacts of spending decisions on all of the protected groups as well as different issues. Doing so in an inclusive way helps us understand the relationships between these key areas.
72. This is the first time we have produced an integrated report considering children's rights, equality, tackling poverty and socio-economic disadvantage and Welsh language taking a sustainable development approach. These issues do not stand alone - they support and complement each other. For example, a more equal Wales is one of our well-being goals for Wales. We want a society which enables people to fulfil their potential no matter what their background or circumstances.
73. The IIA is a more focused document setting out the most significant changes to budgets while also highlighting the reasons for protecting certain budgets.
74. All Departments were issued guidance on assessing the impact on the Welsh language when preparing their draft budgets this year. The impact assessment report on the budget demonstrates the most significant changes by Spending Programme Area (SPA) level.
75. The impact assessment report published along side the draft budget includes numerous examples of impact assessments on the Welsh language.
76. We have recently announced funding over 3 years of £4.324M to **CWLWM** (a consortium of 5 leading childcare organisations in Wales) whose objectives include identifying gaps in Childcare and Play provision across Wales and finding solutions to those gaps including innovative solutions around Welsh language provision
77. **Flying Start** is a key tackling poverty programme, aimed at improving the outcomes of children and families living in low income households (2015-16 - £76.984M revenue and £6.950 capital, Communities and Tackling Poverty Main Expenditure Programme (MEG)). The Flying Start Delivery Plans, completed by all local authorities to access the grant, requires the Local Authority to provide details of the Welsh Language childcare provision and how it is offered to parents. The aim to increase the number of children accessing Flying Start to 36,000 by 2016 has resulted in an increase in demand for Welsh speakers, particularly childcare workers, as the local authorities are required to respond to parental preference providing childcare places through the medium of Welsh as well as English. The expansion of Flying Start also requires an increase in a number of roles including parenting support workers, health visitors and speech and language therapists. These posts reflect the linguistic demands of the local authority. In addition, all Flying Start promotional materials are produced bilingually.

Culture & Sport MEG	Budget 2014- 15 £'000	Proposed Budget reduction £'000	Budget 2015- 16 £'000	% Reduction
Total	117,439	(4,021)	113,418	(3.4)

78. The total revenue budget for **Culture & Sport** has been reduced by 3.4% compared to 2014-15. Very difficult decisions have therefore had to be made to find the required budget reductions. In making budget decisions, we have been very conscious of the impact of the decisions in terms of the Welsh language. Many of the organisations sustain jobs in areas with a high proportion of Welsh speakers— for instance the National Library in Aberystwyth; the National Museums sites at Drefach, Velindre and at Llanberis; The Royal Commission and the Welsh Books Council in Aberystwyth, and the National Botanic Garden of Wales in Carmarthenshire and the three National Park Authorities. It has therefore been a question of weighing up the impact which budget reductions would have on these bodies, the functions they deliver, and with a particular emphasis on jobs and the impact which this would have on rural communities in areas where the Welsh language is strong. But due to the nature of the budgets and the fact that there are major pressures across the funded bodies, it has been necessary to reduce budgets – by varying degrees – in order to achieve the necessary overall budget reduction of 3.4%.

Preventative Spending

79. £654,500 has been provisionally allocated for funding the Twf project for 2015-16. The Twf project is the Welsh Government's main intervention in the field of language transmission in the family, considered by experts as one of the two most important areas of language planning – the other being education. As noted in our Welsh language strategy *A living language: a language for living*, the Welsh Government wishes to see more families where Welsh is the main language used with the children by at least one adult family member in regular contact with them. Twf is an innovative and extensive project aimed at encouraging Welsh speaking parents/carers to speak Welsh with their children. It has a network of field officers located throughout Wales conveying to parents, prospective parents and the general public the advantages of introducing the language from birth, and raising their children bilingually.

80. The Welsh Government, by investing in initiatives to target families from pregnancy and birth, ensures that key messages about children's ability to absorb more than one language. Research shows that the critical periods for development of the neural pathways for language in babies' brains are thought to be birth to six months old for vocabulary, and six to 12 months for language capacity and speech. By concentrating our initiatives during this period we ensure that children are given the best possible start and that two languages are introduced from birth, thus avoiding the need for additional efforts, resources and costs in learning the language at a later stage in life.

81. Other good examples are the *Tyfu* and *Mae dy Gymraeg di'n Grêt* projects as detailed in paragraph 25-27.

Provision for Legislation

82. The Welsh Government's Welsh Language Scheme requires that we take advantage of every opportunity to ensure that new primary and secondary legislation will support the use of Welsh and be consistent with the following principles, that they:

- Be compatible with the bilingual nature of Wales.
- Support and facilitate the use of Welsh and, whenever possible, help the public in Wales to use Welsh as part of their day to-day lives.
- Respect the principle that public services in Wales should treat the Welsh and English languages on a basis of equality.
- Help preserve traditional Welsh-speaking communities.

83. Section 144(2) of the Welsh Language (Wales) Measure 2011 states that Part 2 of the Welsh Language Act 1993 (dealing with schemes) will cease to apply to a person if and when that person first becomes subject to the duty under section 25(1) of the Measure to comply with a standard. On this basis the current Welsh Language Schemes would continue until standards are imposed by the Commissioner.

Social Services and Wellbeing (Wales) Act 2014:

84. The Act is not being implemented until April 2016, thus there will be no impact on the Welsh Language or on related budgets in the 2015-16 financial year.

85. The Welsh language assessment reveals that no negative impact on the language is likely and that as the Bill is designed to create a fairer and more equitable system for all people eligible for care and support, opportunities to increase the use of the Welsh language in service provision exist. All people and organisations involved in the delivery of social services and social care must have regard to the right of people to communicate in Welsh and will be required to comply with any future Welsh language standards.

86. In preparing this Bill, the Welsh Government's Strategic Framework for Welsh Language Services in Health, Social Services and Social Care: *More than just Words* has been considered and as a result a Ministerial commitment has been given that the Welsh language will be included within the regulations and Guidance which underpin this Bill, for example, in relation to the new assessment and commissioning arrangements for social services and social care.

87. Regarding the preparation of local Welsh in Care and Support and Well-being Plans, the Bill includes an important statutory principle which is that any person exercising functions under the Bill must have regard to the characteristics, culture and beliefs of the individual, including language.

88. *More than just words* states that language is a need, and in specifying the detail of what is required in an assessment; the requirements in relation to the identification of language need will be specified in Regulations.

The Planning (Wales) Bill

89. The purpose of this legislation is to deliver a modernised planning system by making changes to the delivery of planning services, the preparation of development plans and planning procedures. The Bill will not contain planning policy. This will continue to be set out in Planning Policy Wales and Technical Advice Notes.
90. The Bill may indirectly have a positive impact on the Welsh language by enabling development that will provide the jobs and growth required to support the use of the Welsh language within our existing communities.

Well-being of Future Generations (Wales) Bill;

91. The purpose of this legislation is to ensure that the governance arrangements of public bodies for improving the well-being of Wales take the needs of future generations into account.
92. The Bill provides for a significant link to the Welsh Government's Welsh language strategy, *laith Fyw: laith Byw*, in particular in relation to increasing awareness of the value of the language and strengthening the position of the Welsh language in the community.
93. The Bill will set ambitious, long term well-being goals to reflect the Wales we want to see in the future. This will put a thriving Welsh language at the heart of defining a sustainable Wales. It will be an important milestone for the language, underlining its official status, and it will help ensure that Welsh is clearly part of the agenda for Wales' long-term future.
94. The Bill, by setting a thriving Welsh Language as one of the six well-being goals for named public service organisations, is intended to ensure that the long-term future of the language is central to objectives set by the Welsh Government and other public bodies.

Regulations introduced under the Welsh Language (Wales) Measure 2011

95. A key part of implementing the Welsh Language (Wales) Measure 2011 is developing standards that will allow the Welsh Language Commissioner to impose duties on organisations. The current timetable indicates that there will be a vote to approve regulations for the first set of standards during National Assembly Plenary during March 2015. The first set will apply to Welsh Ministers, Local Authorities and National Parks.
96. The proposed standards have been drafted bearing in mind the following key principles, which reflect the commitments given to the National Assembly for Wales during its scrutiny of the draft Measure:
- to see clear rights established for Welsh speakers, with regard to Welsh language services;
 - to ensure that the standards are as clear as possible about what organisations will need to do on a practical level to ensure they comply, so that the public can be as clear as possible about what to expect with regard to Welsh language services;
 - to ensure more consistency between organisations, especially within the same sectors, with regard to the provision of Welsh language services;

- to ensure that any duties imposed on organisations in accordance with Welsh language standards are reasonable and proportionate;
- to reduce the administrative burden on organisations which are required to deliver Welsh language services, so that they can focus on improving the delivery of those services;
- to ensure effective enforcement of standards;
- to enable the preparation of a Regulatory Impact Assessment to accompany the regulations specifying the standards.

97. This new standards regime will be introduced gradually, replacing Welsh Language Schemes sector by sector according to a prioritising system set by the Welsh Language Commissioner.

98. The Welsh Language (Wales) Measure 2011 provides for the establishment of a Welsh Language Tribunal that will hear appeals against the Welsh Language Commissioner's decisions in relation to Welsh language standards. It will be the first tribunal to be established under National Assembly for Wales' legislation.

99. On 17 July 2014, the First Minister appointed Keith Bush QC as the first President of the Welsh Language Tribunal. The appointment was made in line with the Welsh Language Tribunal (Appointment) Regulations 2013, which set out the requirements for appointing the President and other members of the Tribunal. The legally qualified members and lay members will be appointed in early 2015. The Tribunal will be established by the end of March 2015 to coincide with the Welsh Language Standards' timetable.

Housing (Wales) Bill

100. The Housing (Wales) Bill ("the Bill") is a coherent set of proposals that will contribute to the Welsh Government's three strategic priorities for housing: more homes, better homes, and better services. In broad terms, it will help to ensure that people have access to a decent, affordable home and that people at risk of becoming homeless receive the help they need. Discretionary powers for Council Tax on empty homes may result in more affordable housing being available in rural, Welsh speaking communities, which could help to sustain and enhance those communities and the use of the Welsh language.

Information on the impact on the Welsh language of any UK legislation

101. UK legislation can sometimes have an impact on the Welsh language, particularly in the context of non-devolved areas of policy.

102. An example of recent UK legislation that could potentially have an impact for the use of the Welsh language in Wales and result in an unexpected cost for the Welsh budget to bear was the Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill. The First Minister noted that one of the provisions – to do with reducing the amount of money that could be spent by third parties on non-party campaigning in relation to elections – could have an adverse impact in Wales where election material might need to be produced bilingually, and the translation costs would mean that less material could be produced in Wales compared to other parts of the UK. The First Minister wrote to the UK Government about this, after discussing with the Welsh

Language Commissioner, and consequently an amendment was agreed to exclude the additional costs associated with publishing election material both in English and Welsh when calculating the amount that can be spent on campaigning literature.

**Rt Hon. Carwyn Jones AM,
First Minister of Wales**

Communities, Equality and Local Government Committee
 CELG(4)–28–14 Paper 2a

Welsh in Education Action

2014-15	2015-16	2015-16	2015-16
Supplementary Budget June 2014	Indicative Plans Final Budget December 2013	Changes	New Plans Draft Budget
£000	£000	£000	£000
15,462	14,462	4,137	18,599

1. The Welsh in Education Action increases by £4m from previously published plans for 2015-16, but this is primarily due to two recurrent transfers;
 - £9.867m in from Post-16 Education Action for Welsh for Adults funding in order to streamline process for the sector; and
 - £5.13m of the remaining Welsh in Education Grant to the Education Standards Action, to create the new Education Improvement Grant for schools.
2. There has been an overall reduction to Welsh in Education budgets of £0.6m, which is primarily made up of the reduction to funding for the Welsh in Education Grant of £0.5m prior to transfer to the Education Standards Action. There are minimal reductions to resource commissioning, planning and research, communications and marketing budgets within the Action, which all contribute towards our Programme for Government commitment to deliver the Welsh-medium Education Strategy and to seek to increase the number of people speaking & using Welsh in our education system.

Welsh-medium education

3. The Welsh in Education Action totalling £18.6m in 2015-16, provides support for the continued implementation of the Welsh-medium Education Strategy, and budgets will be prioritised to areas where the greatest benefits can be achieved.
4. Other budgets within the Education and Skills portfolio that support the implementation of the Strategy include funding for:
 - Coleg Cymraeg Cenedalethol within the For Our Future BEL of the Higher Education Action, with an indicative allocation of £8.6m for 2015-16;
 - Welsh-medium Work Based Learning provision within the Work Based Learning BEL of the Post-16 Education Action; and
 - Cam Cwrth Gam, a training programme for practitioners in the Foundation Phase, with funding of £1.7m allocated from the Foundation Phase BEL of the Curriculum Action in 2015-16.

5. The implementation of Welsh in Education Strategic Plans will continue to be supported through the transfer of funding totalling £5.13m for the Welsh in Education Grant into the new Education Improvement Grant for schools for 2015-16.

Document is Restricted

Agenda Item 6

23 October 2014 – Papers to note

Paper No:	Issue	From	Action Point
Public papers to note			
3	Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill	The Survivor's Trust Wales	Agreed to provide the Committee with further details of performance indicators that they believe should be used to measure progress towards achievement of the purposes of the Act.
4 & 4a	Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill	South Wales Police	Covering letter from the Police and Crime Commissioner for South Wales on the CAADA (Co-ordinated Action Against Domestic Abuse) Report CAADA Report
5 & 5a	Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill	South Wales Police	Covering letter from the PCC on suggested amendments to the Bill Suggested amendments
6 & 6a	Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill	ManKind Initiative	Action Point from 1 October 2014: Letter from the Chair to ManKind Initiative requesting further information Response from Mankind Initiative
7	Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill	Minister for Public Service	Letter to David Melding Chair of Constitutional and Legislative Affairs Committee in relation to stage 2 amendments.

Communities, Equality and Local Government Committee
CELG(4)–28–14 Paper 3

The Performance indicators included in this document have been created by TST Cymru at the request of the Communities, Equalities and Local Government Committee for the Gender-Based Violence, Domestic Abuse and Sexual Violence (Wales) Bill. The Performance Indicators set out in this document have limitations. These the current absence of the strategies (as well as other key parts of the legislation) that they will need to be used to monitor. These indicators often relate specifically to Rape and Sexual Abuse i.e. Sexual Violence as this is within the expertise of TST Cymru. TST Cymru would welcome being involved in supporting the development of the National and Local Strategies and the development of more appropriate performance indicators relevant to the strategies. This would require a full mapping of current services, holistic national and local needs assessments which include baseline assessments from which performance can be measured.

What are we looking to monitor and evidence?

Behind these indicators is the Gender-Based Violence, Domestic Abuse and Sexual Violence (Wales) Bill and its aim to prevent, protect and support. With this in mind, we would be particularly looking at all parts of Welsh Society in both public services and elsewhere to prove:

1. That further and continued GBV, DA and SV in Wales is prevented and wherever possible there is early intervention to limit the harm to victims and survivors. This will include societal attitudinal changes;
2. That a victim/survivor of any experience covered by the remit of the bill will be able to access appropriate support and protection wherever(in Wales) and whenever they choose to do so;
3. That suitable and effective protective processes are in place for the victims and survivors of crimes covered by the bill and that effective processes are in places and suitably enforced for the perpetrators of the crimes.

It is essential to note that in the earlier years following the implementation of the Bill and all related activities the number of cases reported to front-line staff, teachers, and doctors and to the police should INCREASE. This will be a measure of the attitudinal changes taking place, systems (such as Ask and Act) working and victims and survivors having the confidence to come forward and seek support. This must be seen as the desired response and a positive development. In particular for Sexual Violence and Childhood Sexual Abuse there will be hundreds of thousands of adults who did not have support as children and have yet into adulthood to disclose and be appropriately supported. While we can estimate the numbers of people in Welsh society that could be in need of specialist support due to the hidden nature of rape, sexual abuse and other abuses covered by the Bill it is difficult to state factually how many people there are and how many of those people need support. Therefore for the first few years of reporting the indicators, in part, will seem to be very negative i.e. an increase in the number of rape and sexual abuse cases reported to the police/SARC/other front-line services. However, this needs to decrease over time and particularly of cases that occur within a 12 month period before reporting i.e. current cases.

The indicators and outcomes are not exhaustive and each aspect of the strategic framework underpinning the actions needed to make the prevention, support and protection of the Bill needs analysis and unpicking in order to make these more comprehensive. Many of the indicators can also be duplicated under the different aims. There also needs to be an analysis of all places that any victims or person affected by GBV, DA and SV may be interacting with public service staff and mapping this out and the indicators and outcomes that should be expected from those interactions.

Aim 1

That further and continued rape and sexual abuse in Wales is prevented and wherever possible there is early intervention to limit the harm to victims and survivors. This will include societal attitudinal changes.

Performance Indicators

- a. All L.E.A.'s have a 'Whole School Approach' Strategy and this includes School and Governor Champions, curriculum related work, Sexual Bullying policies and other policies and approaches to developing a respectful community within schools that challenges abuse, bullying and intimidation and empowers young people who may be victims and/or witnesses to abuse.

The **outcomes indicators** that prove the effectiveness of this would include;

- Student evaluations on feeling safer, respected and protected and knowing that there are school policies to support this.
- Young people understanding their rights and responsibilities as human beings in respect to their sexuality, consent, and choices in family and intimate relationships.
- Student self- defined understanding of GBV, DA and SV.
- Teachers' confidence in dealing with issues related to GBV, DA and SV
- An increase in the number of students reporting cases of GBV, DA and SV occurring outside the school.
- An increase in the number of students reporting cases of GBV, DA and SV occurring inside the school.
- A fully embedded PSE curriculum supported by specialist agencies delivered in the schools (that is evaluated and supports the first outcome).
- That staff and students can identify who the 'Champions' are and feel that they are accessible.
- Girls feel safer and more in control of their personal choices and relationships and understand what gender stereotypes are and how they can be challenged.
- Boys feel safer and more in control of their personal choices and relationships and understand what gender stereotypes are and how they can be challenged.
- Girls and boys are more aware of how ideas of gender can be misused particularly to place power and control on girls and how this limits choices for all.

Medium Term Indicators

- Estyn inspections indicate that the above indicators are easily evidenced and monitored in the school.
- Schools have demonstrable cases where they have followed procedures and acted appropriately for students and their families that are affected by GBV, DA and SV
- Decrease in the occurrence of sexual bullying

Long term indicators should be:

- A decrease in the number of students reporting cases of GBV, DA and SV occurring outside the school.
- A decrease in the number of students reporting cases of GBV, DA and SV occurring inside the school.
- All children in Wales are able to describe, in an age appropriate way, what a healthy relationship is in a family, intimate relationship or with neighbours or known professionals.

- b. That Work-Based Policies are in place in Public, Private and Third Sector organisations and have been developed with specialist agencies so that they are informed and effective.

Outcome Indicators

- An increase in the number of staff reporting cases of GBV, DA and SV outside the work place
- An increase in the number of staff reporting cases of GBV, DA and SV inside the work place
- An identifiable 'Expert Officer or Champion' to support staff to support protection and support of victims/survivors of GBV, DA or SV in the work place.
- A strategic 'Champion' who is identifiable to the workforce as placing importance and driving forward the organisational approach to GBV, DA and SV
- Staff that are confident in accessing support if they are effected by GBV, DA and SV.
- Staff that have increased confidence in challenging GBV,DA and SV

Long Term Indicators

- A decrease in the number of staff reporting cases of GBV, DA and SV outside the work place
- A decrease in the number of staff reporting cases of GBV, DA and SV inside the work place

- c. That Welsh Society is more aware of GBV, DA and SV and the unacceptability of the abuse and are empowered to respond to it.

Outcome Indicators

- Increased reporting of GBV,DA and SV to the police, social services, third sector providers, self- referrals to SARCS and other specialist agencies such as TST Cymru member agencies
- Public have increased confidence in reporting known or suspected GBV, DA and SV.
- Public can identify what to do if they or someone else has experienced GBV, DA and SV.

Long Term Indicators

- Decreased reporting of GBV, DA and SV to the police, social services, third sector providers, self-referrals to SARCS and other specialist agencies such as TST Cymru member agencies
 - An increased perception in the public view that GBV, DA and SV are responded to appropriately in Welsh Society.
 - Welsh Society changes its understanding of social norms and openly condemns
 - The Public will be informed on how to access services for themselves or someone they know is a victim of GBV, DA and SV.
 - Media coverage is of victim recovery rather than victim exposure
- d. That victims and survivors of GBV, DA and SV are identified and supported at the earliest opportunity.
- The number of cases of Child Abuse reported to social services increase.
 - The number of serious case reviews for both children and adults decrease.
 - Information sharing protocols and MASH (or similar) are in place in all Local Authorities and have evidenced cases of early identification and prevention in GBV, DA and SV.
 - That frontline professions are better able to identify (through the National Training Framework and Ask and Act) and offer support to victims of GBV, DA and SV and that this is demonstrated by an increase in disclosures and referrals on to other services.
 - Early identification and routine enquiry improves responses in disclosure among the most marginalised and vulnerable groups including people with disabilities, mental health issues, young people, and people who have offended.
 - An increase in disclosure to front-line professionals including in A&E, G.P's, Housing Staff, Teachers and calls to the police.
 - Staff at all levels of public services and third sector organisations are confident in their own knowledge of GBV, DA and SV and are able to act in a way that is appropriate to their role ensuring the best outcomes for victims.
 - Staff working with victims of GBV, DA, and SV have attended Welsh Government Training providing knowledge, skills and confidence to support victims.
 - That policies, protocols and training for staff is aimed at dealing with safeguarding in the 'night time economy'
 - Increases in early identification and management of perpetrators through recognised and well evidenced interventions
 - Increased use of Live Fear Free Helpline by victims of GBV, DA and SV.
 - Increased referrals to specialist support agencies from helpline for victims of GBV, DA and SV.
 - There is specialist provision in all local authorities for children as victims as well as witnesses to GBV, DA and SV.
- Long Term Indicators**
- A decrease in repeat incidents.
 - Welsh staff in public services are confident and knowledgeable about GBV, DA and SV and know systems of support for victims of GBV, DA and SV

- All public services and third sector organisations are compliant with established service standards for GBV, DA and SV.

Aim 2

That a victim/survivor of any experience covered by the remit of the bill will be able to access appropriate support and protection wherever (in Wales) and whenever they choose to do so;

- a. Each Local Authority has an identifiable Victim Pathway for ALL victims of GBV, DA and SV including out of area support when it is more practical i.e. in cases where local based needs assessment indicates little need.
 - An increase in reporting of ALL forms of GBV, DA and SV including current and historic cases.
 - Victim evaluation of services demonstrate confidence in support received and that it met their needs in both time and geography.
 - A decrease in repeat incidents.
 - An increase in reports of Children as victims of GBV, DA and SV
 - Pathways for isolated communities enable accessibility of services and this is supported by an increase in reports in defined 'isolated' areas.
 - Each Local Authority has a multi-agency individual forums for GBV, DA and SV that feed into the local strategy and monitoring the outcomes for each area within the strategy.
 - All victims of sexual violence offences that have reported crimes to the police or may be considering doing so have ISVA support.
 - All victims consider to be of high risk of domestic abuse are referred to MARAC and have IDVA support.
 - All victims of sexual violence are able to access therapeutic support within 2 months of referral.
 - All victims of sexual violence are able to access Special Measure, video link systems as well as ISVA support in court whenever appropriate.
 - Children and their families report confidence in court systems and related support and are aware of the specific measures and considerations made for children as victims and witnesses in court.
 - Local Service Boards and Community Safety Partnerships have representation from GBV, DA and SV specialist organisations and prepare policies and procedures that are supportive of the strategy document are drafted and implemented in this fora.

Medium term indicators

- Local Health Boards undertake reviews of the services provided for victims of GBV, DA and SV

Long Term Indicators

- An decrease in reporting of ALL forms of GBV, DA and SV including current and historic cases.
 - An decrease in reports of Children as victims of GBV, DA and SV
- b. Victim Pathways for support will be available in a timely fashion (immediately for crisis within 2 months for historic) regardless of how long ago the GBV, DV or SV occurred.
- Victims of Childhood Sexual Abuse will access counselling provided by specialist services within 2 months of referral.
- c. Commissioners are jointly involved in commissioning services developed from jointly undertaken needs assessments involving Local Authorities, Health Boards, Police, Third Sector Service Providers and Service Users.
- Service providers are able to provide adequate services for local communities.
 - Waiting lists for services decrease significantly.
 - Evidence from needs assessment is suitably reflected in service provision.
 - Service users report services are able to meet their needs appropriately.
 - Numbers of victims/survivors in Mental Health and Substance Misuse Services decreases
 - Acute emergency/crisis admissions of victims and survivors of GBV, DA and SV decrease.

Aim 3

That suitable and effective protective processes are in place for the victims and survivors of crimes covered by the bill and that effective processes are in places and suitably enforced for the perpetrators of the crimes.

- a. Information sharing protocols are in place and all Local Authorities can evidence their effectiveness with cases of earlier intervention due to relevant information sharing.
- Reduced cases of repeat incidents
 - Reduced MARAC cases.
 - Decrease in serious case reviews.
 - Increase in cases taken to police and social services.
 - Demonstrable effective management of identifiable perpetrators in ALL cases referred.
 - Decrease in families affected by GBV, DA and SV needing high level social services interventions i.e. children removed from families.
 - Each case where 'Ask and Act' has been used can be identified along with the outcome.
 -

- b. National and Local Strategies identify processes in devolved and non- devolved areas that improve protection of victims and survivors of GBV, DA and SV.
- Increase in criminal justice outcomes for victims of GBV, DA and SV.
 - Reduced repeat incidents.
 - Increased support of ISVA's for cases involved in CJS.
 - Clients in CJS report positive outcomes and experiences.
 - Demonstrable effective management of identifiable perpetrators in ALL cases referred.
 - All Sexual Offence cases that failed an evidential test for prosecution, were 'no crimed' or otherwise are routinely and regularly scrutinised.
- c. Public confidence in protective and support services in Wales increases.
- Public are able to identify how to get support.
 - Increase in reports to police, social services and other organisations
 - Increase in self-referral to specialist services.

We have attempted in the above indicators to create a comprehensive list of indicators that would demonstrate success and are appropriate to key outcomes that should be achieved by the Gender-Based Violence, Domestic Abuse and Sexual Violence (Wales) Bill, particularly for the strategies. We would welcome involvement in the further development of these once the strategies have been developed. TST Cymru is ambitious in its aim that Sexual Violence is recognised in its own right in the contribution to all aspects of the bill by the specialist sexual violence sector in Wales and consequently further support for those affected by sexual violence in Wales.

Johanna Robinson
National Development Manager
The Survivors Trust Cymru



Rt Hon Alun Michael JP FRSA

Police and Crime Commissioner for South Wales
Comisiynydd yr Heddlu a Throseddu De Cymru



Christine Chapman AM

Communities, Equality and Local Government Committee Chair

National Assembly for Wales

3rd October 2014.

Dear Christine,

I understand that members of your committee, examining the Bill which aims to tackle violence against women and girls, expressed interest in the CAADA Report which I commissioned to assist the thorough mapping of services available to victims.

The report also sought to scope all domestic abuse services being delivered and offered in South Wales within both the statutory and voluntary sectors. The analysis also included the numbers of cases and victims in order to assess demand against provision in each area of the South Wales Police area. (please see page 20 of the Tackling Violence against Women and Girls Plan which was presented to the Committee on Wednesday with our evidence note)

The CAADA report provides invaluable insight into the current picture across South Wales. It shows that a total of 130 different funding streams provide funds used by just 25 service providers to deliver domestic abuse services. Further analysis shows that funding is not distributed in a planned or coordinated way, resulting in inconsistent delivery. The lack of adequate referral pathways to appropriate services makes for a confusing journey for victims who need service provision, protection or support.

The CAADA Report highlighted a number of recurring issues which reflect the themes that are contained in the Welsh Government White Paper "Ending Violence against Women, Domestic Abuse and Sexual Violence".



Rt Hon Alun Michael JP FRSA

Police and Crime Commissioner for South Wales
Comisiynydd yr Heddlu a Throseddu De Cymru



These include a lack of a co-ordinated approach to commissioning of services, disparity in allocations of funding and resources, and a variable range of and difficulties for victims to access services. Of particular concern is the lack of sustainable funding for specialist domestic abuse provision and this creates additional pressures in terms of meeting the needs of victims.

The CAADA Report makes recommendations about how those who commission services can work together. They need to share responsibility and funding in order to intelligently commission services. It identifies ways to secure the sustainability of specialist service providers by funding consortia.

It is important to note that the CAADA review provides more than an evidence base. It recommends changes that would put investment into front-line services that match the identified local demand, options for joint commissioning, and potential models that could transform service delivery. These recommendations have already stimulated positive discussion with funders and specialist local providers.

As requested at the meeting of your Committee on Wednesday, I attach a copy of the report and wish to thank you and the members of your committee for your interest.

Yours ever
Alun

Rt Hon Alun Michael
Police and Crime Commissioner for South Wales

CAADA co-ordinated action against domestic abuse

Report to the Police and Crime Commissioner of South Wales

A Review of Services for Victims
of Domestic Abuse in South Wales

June 2014

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We would like to thank all service providers, local authority stakeholders, and the Police and Crime Commissioner and his team, who we spoke to and met during the course of producing this review. Their willingness to share information and expertise helped us shape this report. We would also like to include particular thanks to domestic abuse co-ordinators who supported us in the process. We hope that this report makes a real difference to the lives of families living with domestic abuse and helps to make them safe.

We undertook a comprehensive review of service provision in South Wales and the detailed findings used to inform our conclusions are contained in a supplementary report entitled “A Review of Services for Victims of Domestic Abuse in South Wales: Detailed Findings”. We also delivered two additional reports: one looking at service provision and recommendations within Cardiff and one summarising the provision by local authority area.

Disclaimer¹:

The funding amounts, engaged referral numbers and other figures in the report have been derived from information provided to us by services, and funders. This data was not available on a consistent basis or time frame and in some cases we have had to impute the numbers from other sources or using MARAC and our Insights National Datasets and experience of the sector. We believe that these numbers should be used as ‘best estimates’ but not as exact figures.

¹ This report is provided under the terms of our contract with the South Wales Police and Crime Commissioner dated 7th April 2014. CAADA does not accept any liability for any use made of the report or any part of it by any third party.

Executive summary

We are pleased to provide this report to the Police and Crime Commissioner of South Wales and his team. Our approach has been to build our recommendations around the experience of the victim and children, aiming to offer as seamless a response as possible, so that your opportunities for intervention translate into safety and wellbeing for those at risk. Thus our report covers not only commissioned services but also a more effective system to identify, refer and support victims, children, and perpetrators, as well as to close some of the divisions between domestic abuse, mental health, and substance use issues. Some of these require better organisation and co-ordination rather than additional resources.

We believe that our recommendations will radically improve the experience of families impacted by domestic abuse, commissioners, practitioners, and partner agencies.

For victims and children, their friends and families:

- They will know what services are available and how to access them.
- They will receive a consistent, professional and reliable response that combines both specialist support and brings together the professional expertise of partner agencies in this complex area so that both risk and needs can be met.
- They will receive a service that is empowering and responsive with their personal situation.
- The response to victim, child, and perpetrator will be co-ordinated.
- Their experience will be captured systematically and used to inform future service development.

For commissioners:

- There will be much clearer provision, transparency, and lines of accountability.
- Resources will follow risk and be used to best effect.
- Opportunities to intervene early will be maximised.
- Creating a consistent care pathway from identification to case closure will help to reduce the risk of domestic homicide and child deaths.
- Consistent data will provide the opportunity to learn and develop provision.

For practitioners:

- Being part of a resilient team with the full breadth of expertise required to meet the needs of all clients.
- Manageable caseloads.
- Sufficient resource for management, clinical supervision, and administration.
- Career development opportunities.

For partner agencies:

- Clear referral pathways.
- Supportive training and 'lead professional' role in universal agencies to build confidence in asking victims, children or perpetrators about domestic abuse.
- Being part of an effective care pathway that respects the limits of each role.

There is a real contrast between the way that services are funded and delivered today, and how they might look given if they were reconfigured. Our visits revealed a highly fragmented response with the current budget of £9m being split among over 130 different 'pots' of funding going to 25 providers across the 7 local authorities. There is no doubt that local practitioners are often 'going the extra mile' in terms of trying to respond to their clients' needs, despite the constraints of current organisation size, funding and inter-agency relationships.

I. A model community-based response to domestic abuse

In order to achieve a model community-based response to domestic abuse in South Wales, there needs to be:

- A. **A single 'front door' for all referrals to identify the risk, needs and vulnerabilities of each member of the family as early as possible:** We recommend that ideally all cases involving children, all high risk (with or without children) and other cases who do not have children (with consent), are referred to a triage hub or Multi-Agency Safeguarding Hub (MASH). The MASH would have membership from police, children's services, Independent Domestic Violence Advisors (IDVAs), substance use, mental health, early years health, education and probation¹. This will give a safer immediate response to incidents of abuse and violence, create an opportunity for proactive early intervention with high, medium and standard risk victims and ensure that the right cases get the right support, including referral where needed to the Multi-Agency Risk Assessment Conference (MARAC) for fuller risk management and safety planning. To manage volume, this can be implemented in stages with more limited initial referral criteria.
- B. **Larger teams of 'IDVA-type' practitioners for high and medium risk cases:** We recommend commissioning around 60 IDVA-type practitioners in 3-4 large teams. They will offer specialist support for all medium and high risk cases. These teams need to include a range of practitioners, each leading in a particular area of expertise in relation to the full range of issues that victims face. We refer to these practitioners as 'lead IDVAs'. The areas of specialism would include criminal justice and the family courts, housing, substance use, mental health, perpetrator risk management, recovery, safeguarding, young people, Black and Minority Ethnic (B&ME), Lesbian, Gay, Bisexual, Transgender (LGBT) victims, and male victims. These teams would offer a high quality service to victims, be more resilient, and offer rational management to staff ratios. They need to be located in a range of settings (e.g. independent women's centre, police station, or hospital) to ensure that they are accessible to all victims. They would link in with, or could potentially include services such as IRIS and work closely with high risk victims in refuge.
- C. **A clear offer of longer term recovery and 'step down':** Domestic abuse has one of the highest rates of repeat victimisation of any crime and thus a solid recovery and 'step down' response is essential. This should be co-ordinated within the wider IDVA team by the recovery lead IDVA. Delivery of recovery and step down support would take the form of both group and one-to-one support as appropriate, linking in with local services and community networks to encourage victims to be integrated locally and reduce their isolation. Group work would involve peer support and offer both education sessions and life skills (e.g. Pattern Changing or the Recovery Toolkit). This can also include volunteer support for longer term 'keeping in touch'.
- D. **A clearly co-ordinated strategic plan across all key commissioners:** By agreeing common goals and a common vision for services, commissioners can achieve much more with their respective budgets. Domestic abuse and safeguarding issues clearly cut across different departments but the response needs to ensure that there is a clear and co-ordinated plan that

aligns the different budgets in the most effective way, either by pooling, or by agreeing the demarcation between commissioners. This requires planning at a senior level with absolute clarity about how different activities and services fit together in a way that meets the needs of victims and children. This plan also needs to stipulate the deliverables, standards across all services, performance management metrics, and outcome measurement. We believe that this is most effectively delivered through a lead provider, giving the benefits of scale and clarity of accountability, while ensuring that particular local needs are provided for.

- E. **Effective communication with victims and their families about the support on offer:** Although identification of domestic abuse victims is higher in South Wales than the national average, we know from research that many victims of domestic abuse either do not recognise their experience in this way, or do not have confidence to access services. This is particularly true in relation to women from minority communities, teenagers, and those from LGBT communities. Thus, constant communication and public awareness campaigns, including the use of social media, are needed to address this.

II. Our recommendations

We make three clear sets of immediate recommendations for change to help achieve the above.

- A. **For key statutory agencies:** They play a vital role in improving identification of victims, children and perpetrators, and transforming the ease of access to services. We recommend establishing clear referral pathways and the creation of multi-agency triage teams so that cases of both victims and children are referred to the right organisation in a speedy way. Commitment is needed from the senior leaders in key organisations (including police, children's social care, health, housing, substance use, mental health, probation, schools, and children's centres) to ensure that this is implemented effectively and reviewed as needed.
- B. **For the Police and Crime Commissioner, the Minister for Housing and Regeneration and the Welsh Assembly Government:** We recommend using the findings of this review in relation to need, provision and funding to create a much more strategic response to domestic abuse and sexual violence, with clear leadership and accountability. In practice, this means agreeing to resource specialist services for 'visible' high and medium risk victims who are actively help seeking by taking the £1.5m that is currently committed to high and medium risk services and re-configuring £1.5m of other provision from the Supporting People budget currently being spent principally on medium risk victims, giving £3m to reach more medium and high risk victims with a more effective service. It will also result in a more equitable distribution of funding which ranges today from 60p per local resident to £2.50 in different local authorities in the Force area.
- C. **For the Police and Crime Commissioner, Local Authority and Health Board Chief Executives:** We recommend commissioning much larger community-based teams who would provide specialist support for both medium and high risk victims of domestic abuse. This will require either a pooling of budgets or clearly co-ordinated delivery of a single strategy. Chief Executives will need to lead this implementation and assure its quality with their commissioning colleagues. These teams will be able to provide a better response with the full range of services that victims need and capacity for 'lead practitioner' roles within the teams for the full range of support needs that victims have. They will offer much more resilience, better ratios of management to frontline practitioners, and ultimately a more consistent response. They must meet national service standards and have embedded outcome measurement. In practice, we

recommend using a 'lead provider' approach to commissioning a small number of teams of IDVA-type practitioners (60 practitioners in total), plus appropriate administrative support, who would together cover the 7 local authority areas. We believe that this will allow the retention of relevant specialisms while gaining the advantages of greater scale. Standard risk referrals would be offered volunteer support and free national resources, such as the helpline and online advice.

III. Limitations to our recommendations

There is a number of limitations to our recommendations.

- A. **Victims who do not wish to separate:** The most important relates to those victims who do not want to separate from their partner. Our national dataset of over 25,000 victim cases shows that around 75% of those engaging with specialist support services have already separated from their partner or ex-partner. This suggests to us that those victims who want to stay in a relationship are either not contacting agencies for help, or feel that the services offered focus on separation and that the 'staying put' option is not available. This is a serious issue nationally and not one to which we have the answers today. It is something that we are working on actively and will share our findings and recommendations when these are developed.
- B. **Refuge provision:** We have discussed the need in the report for shorter term emergency accommodation (known locally as 'Intake and Assessment') which assumes an up to 8 week stay in refuge, and endorsed the approach taken by Cardiff Women's Aid and others to addressing this. We have also identified the specific support needed for those women who genuinely need longer term accommodation because of the complexity of their situation, including for example women who do not speak English, and those with serious mental health or substance use issues. However, we have not made overall recommendations for refuge capacity for two main reasons. Firstly, refuges provide a valuable service to women fleeing domestic abuse from all parts of the country and so the local demand figures only give a partial level of need. Secondly, many women in refuge remain there for longer than necessary from a risk perspective because of a lack of move on accommodation locally, which distorts the level of need and prevents women and children in crisis from accessing a refuge bed. Thus, we have left the refuge capacity unchanged in this report but recommended that this be reviewed in future to address these specific issues.
- C. **Services for children:** We have included our generic recommendations in relation to services for children but data was not available on the age, risk, and needs profiles of the children of service users is required to better understand the capacity required for support. An in-depth review would be required to evaluate the relative effectiveness of the various interventions, and whether they are best provided in house or in collaboration with universal or other statutory services. We refer to our recently published document "In plain sight: Effective help for children exposed to domestic abuse"², where we have made three recommendations regarding provision for children as follows:
 - a. To achieve early intervention at little or no cost, create a network of lead professionals across agencies with a shared understanding of risk.
 - b. To ensure children's safety, provide linked specialist domestic abuse services for the child and the parents.
 - c. To ensure children are protected and helped, Local Safeguarding Children's Boards and Care and Social Services Inspectorate Wales should monitor provision and outcomes for children exposed to domestic abuse.

- D. **Services for perpetrators:** They were not in the scope of the review. We have included some reference to perpetrators in our recommendations in the section on access to services, and also in the configuration of the IDVA teams, which if implemented will lead to better links with relevant statutory agencies. This should lead to opportunities for earlier intervention, for example with teenagers who use violence in their relationships, and better identification and management of the most prolific and serious perpetrators, including both diversionary and disruptive tactics.
- E. **Sexual violence services:** The review of these services is not included in this report.

IV. Longer term recommendations

In the longer term, we have also set out other areas that require consideration and potential reconfiguration, which will require engagement from other commissioners and government departments to achieve. This first set of recommendations will not address all the issues that we found, but they will mark an important step forward if implemented for adult victims living in the community. Areas for longer term work include the response to victims needing emergency accommodation, those with longer term complex needs and the embedding of services for children that address not only the domestic abuse, but also other issues including parental mental health and substance use.

Our recommendations are not without challenges to implement. It will take strong leadership from the Police and Crime Commissioner and other commissioners to create a co-ordinated system where resources are used in the most effective way. It will take commitment from partner agencies to engage in an improved triage approach. It will take courage from practitioners to work in new ways. We hope that these elements will transform the experience of victims of domestic abuse in South Wales and create a truly model response. Their views were put very clearly in a number of consultations, including with Supporting People in 2011 and by the KAFKA Brigade more recently. Our recommendations aim to meet their calls for change.

¹ Provided by either statutory or voluntary sector.

² Available at

http://www.caada.org.uk/documents/In_plain_sight_effective_help_for_children_exposed_to_domestic_abuse.pdf

Section 1: Background, context and current service provision

1.1 Prevalence of domestic abuse

We estimate that there are around 9,200 high and medium risk victims in South Wales. This includes those currently visible to agencies, primarily the police, and those who have not formally disclosed domestic abuse. These are broken down between 3,700 high risk victims and 5,500 medium risk victims.

We estimate that there are around 2,000 high risk and 2,000 medium risk victims of domestic abuse who may be both visible and at or near the point of help seeking. We used these numbers to plan capacity for support.

We arrive at this number using 'best estimates' as follows:

- Most needs analyses start with the Crime Survey for England and Wales estimates of prevalence applied to the South Wales population giving an estimate of 24,800 female and 16,200 male victims. We adjusted these numbers to account for higher prevalence in South Wales and to include those over 60 but these large estimates are not very useful for planning provision because they include any domestic abuse of any severity, with no indication of risk level, or propensity to engage with support services.
- We used proxies in the Crime Survey for England and Wales data, for example: 'moderate or severe force', 'moderate or severe injuries', or 'many times in the last year' to estimate that 26% of female victims in South Wales are high and medium risk victims, that is 9,200 victims. Within this, we estimated that there are over 600 victims from B&ME communities.
 - We did not have local data for the number of children living with domestic abuse, but using our Insights National Dataset we assume that two thirds of victims have approximately 2 children each. This would imply that about 12,000 children are living in high and medium risk households, half of whom are children of visible victims. Many more will be living in standard risk homes and we know from research that children living in standard risk homes can still be severely harmed, particularly psychologically.
- We used proxies of all three forms of abuse (domestic violence, sexual assault and stalking), and severe force in the last year to estimate that 40% of this group were high risk, that is 3,700, and the other 60% are medium risk, that is 5,500.
- Finally, to estimate how many victims might be at a point where they will seek or engage with support, including male victims, we used our MARAC and Insights datasets – we have called these victims 'visible' to agencies. We estimate that there may be around 2,000 high risk and another 2,000 medium risk victims who may be at or near the point of help seeking. We think there are many more victims that are visible but are not being identified, or are hard to reach and find it hard to engage.
- There were 27,537 police incidents reported in South Wales in the year to March 2013, including 11,594 (42%) repeats. These numbers have limited usefulness in planning capacity because:

- These are only incidents reported to police so anyone not reporting is not counted.
 - They are incidents and not people, and we don't know if the repeats are due to a few victims calling many times or many victims calling a few times.
 - The method of calculating changed last year and they show a big drop in numbers due to a change in definition.
 - Except for in Rhondda Cynon Taf, these incidents are not analysed by risk. South Wales Police is due to introduce this analysis next year.
- We do know that there were 2,289 cases referred to MARAC, and excluding repeats this translates to an estimated 1,800 individuals, not all of whom will have engaged with support.

1.2 Types of specialist service provision in South Wales for adult victims

The generally accepted pathway in South Wales for victims assessed as high risk, but without immediate accommodation needs, is to be referred to the IDVA, and possibly MARAC.

All other victims will usually be referred (or will self-refer) to the local refuge or floating support provider, or helpline. Standard risk victims will sometimes be referred to Victim Support.

- **Refuge** provides bed spaces (units) for victims with accommodation-based needs. Supporting People funding pays for the support given to victims in refuge and housing benefit pays for 'rent' which includes building-related expenses, such as utilities, maintenance, service charges, security etc. Refuge is an open access service and victims stay until they are ready to 'move on'.
- **Floating support** is an intense needs-led package (unit) of dedicated support provided either in conjunction with a self-contained unit of accommodation, or to victims in the community with other tenancies. It is very often provided as an extension to refuge users when they leave. Eligibility criteria apply, including accommodation needs, and the unit of support remains available to the victim until they have achieved the goals in their agreed support plans.

Some floating support is provided to victims in the community whether or not they have accommodation-based needs and we have called this **floating support extended to others**.

- **IDVA** services are an evidence-based innovation in the domestic abuse sector focusing on keeping victims safe in their own homes. The role of the IDVA is to mobilise an effective multi-agency risk-led response including MARAC.
- **Dyn** project provides IDVA support to high risk victims of domestic and sexual violence and abuse, and a helpline service for men in Wales.
- **Specialist B&ME**: A fully integrated domestic abuse service for B&ME victims is provided across South Wales by BAWSO.
- **Helpline**: victims and professionals can call either local helplines for advice or the All Wales Domestic Abuse and Sexual Violence Helpline. Where a high risk victim presents to a refuge with no available space, support workers will work to find a suitable alternative elsewhere, and this is very often done through the All Wales Domestic Abuse and Sexual Violence Helpline.

- **Victim Support:** support is offered by a Victim Support volunteer to mainly standard risk victims who called the police.
- **Sexual Assault Referral Centres (SARCs)** provide acute services including forensic examination and advocacy, as well as counselling and support for victims of sexual abuse including historic abuse.
- **Recovery and step down:** this includes both educational and life skills programmes, often delivered as group work, thus offering peer support, and should be an integrated part of the core services listed above.
- There are various other emerging services such as IRIS in GP surgeries, and work with families who do not wish to separate by Atal y Fro.
- **Support for children:** the main services currently provided are for children in refuge. More information on children's services is provided in a separate document entitled "A Review of Services for Victims of Domestic Abuse in South Wales: Details of Service Provision by Local Authority Area".

Please note: Throughout the report we have used **the estimated number of 'engaged' or accommodated victims** rather than the number of referrals. The number of referrals is always much higher than the number who engage with the service because some victims are not ready to accept help, sometimes there is not enough capacity to follow up all referrals, and some victims are offered only limited, unfunded support on ad hoc basis. This is not to deny the work done with victims who do not engage fully with support.

1.3 Current identification, triage and referral arrangements

We believe that the combination of inconsistent referral/triage systems and the fragmented provision leaves victims of abuse having to negotiate their way among multiple agencies and results in very high case attrition. There are clearer systems for high risk victims but not for other levels of risk. It is our understanding that there is currently no systematic review of risk to both victim and child and how these are related.

- The police identify the vast majority of victims of domestic abuse, who are visible to agencies. Referrals from the police to IDVAs work reasonably well for high risk victims, but referrals are made to the IDVA with little or no regard for the available capacities and relative caseloads, thus with the exception of Cardiff, high risk victims are currently being referred to acutely under resourced IDVA services.
- In most other places, referrals for medium risk victims are less effective and we could not find evidence that these referrals were tracked beyond sign-posting, or that they were offered material support. There is also less consistency about information sharing in relation to non-high risk cases.
- Other systems are evolving for high risk victims to enable potentially a more dynamic response from agencies. These include the daily conference call in Cardiff, and an imminent Multi-Agency Safeguarding Hub (MASH) in Merthyr Tydfil and Rhondda Cynon Taf.

- We were not made aware of any co-ordinated identification and referral system from non-police agencies. The vast majority of referrals to specialist services and to the MARACs come from the police. For MARACs, this ranges from 83% in Swansea to 52% in Merthyr. Combined referrals from children's services, primary and secondary care, education, mental health, housing, and substance use services amounted to just over 6% of all MARAC referrals across the region.
- Whilst the forwarding of PPD1s to other agencies by police is consistent with the need to share information particularly when children are involved, there were anecdotal reports of agencies being somewhat overwhelmed by the volume. In Swansea, for example, in order to manage the volume, children's social services funded a Domestic Abuse Referral Co-ordinator post to triage the PPD1 referrals because previously around 70-85% of PPD1 referrals were NFA'd (no further actioned).
- There are a number of One Stop Shops including in Merthyr, Neath Port Talbot, Rhondda Cynon Taf, the Women's Centre in Cardiff, and one shortly to be completed in Swansea. These offer the potential for more co-ordinated referral, triage and support. Unfortunately, a number of these centres have been commissioned without a clear plan or funding for joint working, resulting in a lack of engagement from statutory agencies. It appears that the Oasis Centre in Rhondda Cynon Taf addresses some of these issues effectively, but the lack of a fully integrated care pathway results in unnecessary complexity for both providers and victims.
- We were not able to get firm data on the use of the All Wales Domestic Abuse and Sexual Violence Helpline for victims or agencies in South Wales. Those services with local helplines (Cardiff Women's Aid, Calan DVS, Oasis Centre in Rhondda Cynon Taf, Atal y Fro, Bridgend Women's Aid, PT&AWA, and Swansea Women's Aid) argued strongly in favour of keeping these. A number of services - in particular the IDVA services - said that they received very few referrals from the All Wales Domestic Abuse and Sexual Violence Helpline.
- Referrals and use of the Victim Support service also varies, with Cardiff Victim Support being able to access police systems and thus contact both crime and non-crime cases, while other Victim Support teams can only contact victims where a crime has been committed.

1.4 Current leadership and governance in South Wales

Overall, we found that the highly fragmented funding and commissioning decisions detract from the effectiveness of the system to respond to domestic abuse, with too many small grants for individual projects or posts that do not form part of a wider strategic plan. Current funding constraints can distort the allocation of capacity, leading to serious and potentially dangerous gaps in provision for victims most at risk of serious harm or murder and inconsistent provision for medium risk victims.

There is currently almost no funding from health or children's social services for specialist services.

- No local authority area (or Single Integrated Plan) provided a comprehensive needs assessment, outlining the current prevalence by need and risk, translated into service provision planned appropriately and funded securely.

- We believe that consistent data regarding prevalence of domestic abuse or sexual violence within other statutory agencies, such as children's social services or health is neither collected and analysed nor shared routinely with any domestic abuse or sexual violence fora or other planning body. There can be no accountability within these agencies unless these statistics are routinely counted, scrutinised and translated into capacity for victim services.
- No one strategic group or funding organisation appears to have a clear understanding of current capacity to support victims relative to the overall need, by level of risk. The result is highly fragmented inconsistent provision and high levels of unmet need leaving too many victims having to negotiate their own way through the network of service providers. Only in Rhondda Cynon Taf there was data on need by risk level (as measured by PPD1 referrals from the police) being consistently collated and analysed, including information on unmet need. Elsewhere, we could not find any evidence that any one body or multi-agency fora had a clear understanding of current need by risk level, or how effectively it was being met on an ongoing basis.
- There is an expectation of local and regional 'multi-agency collaboration' at both the operational and strategic levels, despite there being little or no centralised collaboration in relation to governance, needs assessments, service provision, outcome monitoring, and crucially the pooling of departmental budgets.
- Funding from statutory agencies such as health and children's social services is disproportionately low compared to the extent to which the 'cost of failure' lands on these agencies.
- We were unable to find examples of consistent data collection, standards for services or outcome metrics across all services in an area.
- A detailed analysis of funding by local authority area shows that in terms of spend per head of population there is a very wide range. Of course, the amount of local refuge provision and the location of the SARCs influences this heavily. The £1.8m of funding for community-based domestic abuse services (excluding refuge and related floating support and SARCs) gives average expenditure per head of population of only £1.7 across the region, ranging from only 60p in Bridgend to £2.5 in Cardiff.

1.5 Current funding of provision in South Wales

- There are over 130 funding streams to around 25 providers in South Wales. We could not find examples of where this funding is widely co-ordinated, and there is little scrutiny of service standards, outcomes or value for money.
- Current funding of domestic abuse and sexual violence services, as outlined in the following tables, amounts to almost £9m¹. For historical reasons, the majority of funding £5.5m (63%) comes from the Department of Housing and Regeneration through Supporting People and the remaining £3.3m (37%) of funding is from various other sources, including the Department of Communities via Community Safety Partnerships, and these are mostly piecemeal, uncoordinated and insecure.
- The Supporting People funding is granted to providers delivering support to victims with a range of risk levels and vulnerabilities, where there are housing-related support needs. Funding is, therefore, disproportionately allocated to accommodation-based support, and contrary to

expectation, this is not due to building-related costs which amount to an additional £1.7m not included in the total.

- £1m (12%) is allocated for high risk victims to IDVAs (£0.9m) and MARAC (£0.1m for co-ordinators), the aim of which is to keep victims safe in their own homes. Our data shows that on average, 43% of this group have housing related needs but do not typically receive Supporting People funded support.
- Health funds 1% of all funding into domestic and sexual abuse service provision.

Table 1: Analysis of funding by source

Funding by source	Amount	% Total
Supporting People (support element only)	5.5m	63%
Welsh Government various	1.2m	14%
Local authorities	0.5m	6%
Police and Crime Commissioner/police	0.4m	5%
Grant making trusts	0.4m	4%
Home Office/Ministry of Justice	0.3m	3%
Welsh Government Children or Families First	0.2m	3%
Welsh Government Health/Health Boards	0.1m	1%
Total	£8.8m	100%

Table 2: Analysis of funding by service

Funding by service	Amount	% Total
IDVA and MARAC (high risk victims)	1.0m	12%
Refuge, floating support, complex needs, (support element only) and sanctuary schemes	5.5m	62%
SARC and other sexual violence	0.7m	7%
Domestic abuse co-ordinators	0.2m	2%
Children and young people	0.6m	7%
Other ²	0.8m	10%
Total	£8.8m	100%

Tables continue on the following page.

Table 3: Analysis of funding by local authority area

Funding by source by local authority	Bridgend	Cardiff	Merthyr	NPT ³	RCT ⁴	Swansea	VOG ⁵	Grand total
Supporting People	309	1,843	226	804	1,184	1,008	158	5,534
Other sources (Police and Crime Commissioner, Ministry of Justice, Home Office, local authority)	161	1,161	316	87	318	313	197	2,554
Welsh Government Families First	31	69	32	107	24	0	3	266
Grant making trust and other	0	0	64	168	32	70	75	409
	502	3,072	639	1,167	1,559	1,391	434	8,763
Funding £ per adult population	4.4	10.9	13.3	10.1	8.2	7.0	4.2	8.3
Dedicated community-based ⁶ high and medium risk funding £ per adult population	0.6	2.5	1.2	2.1	2.2	0.7	1.6	1.7

1.6 Service provision in South Wales

- 22 IDVAs support 2,000 high risk victims with funding of £0.9m or £460 per engaged victim.
- 14 support workers provide floating support 'extended to others' to 1,100 mainly medium risk victims, with funding of £0.6m or £540 per engaged victim.
- 40 support workers supported 740 victims in refuge with funding of £2.1m or £2,900 per engaged victim.
- 57 support workers provided floating support to 710 victims with funding of £2.0m or £2,980 per engaged victim.
- 13 support workers provided support for 90 others with complex needs with funding of £0.5m or £5,970 per engaged victim.
- There is likely to be considerable overlap between these services. For example, many victims are supported in refuge and then move on to floating support.

There is a complicated and fragmented range of provision in South Wales, and unsurprisingly, this leads to inconsistency and gaps in the capacity and quality of provision.

- There are serious and potentially dangerous gaps in provision for high risk victims resulting in unsafe caseloads, high levels of unmet need, high attrition rates, and limited access to step down and recovery for victims who are most at risk of serious harm or murder.
- Dedicated provision for medium risk is limited. Most services do provide some ad hoc support but seldom to best practice standards. Support is not consistently delivered on a risk-led basis, cases are not tracked and outcomes are not monitored. A few services offer formally funded support, for example, the Domestic Abuse Information, Support & Empowerment scheme (DAISE) in Swansea and the Reactive team in Cardiff Women's Aid.
- Accommodation-based services account for 75%⁷ of funding and 30% of the number of victims supported. Refuge and floating support services are provided by 110 practitioners across 14 different organisations. Caseloads for this group are frequently between 10-20% of those managed by the IDVAs. The concentration of provision in this area contrasts with high levels of unmet need elsewhere in the system.
- Caseloads for victims receiving accommodation-based support are markedly lower than those receiving IDVA or floating support extended to others.
 - Caseloads for IDVAs range from 70 to 150 per year.
 - Caseloads for floating support extended to others (mostly medium risk) range from 40 to 190.
 - Average caseloads for refuge (18), floating support (13) and complex needs providers (7), are all somewhat lower than the average caseloads for social workers in England and Wales (25-30).
- The fragmentation of services across multiple providers leads to inconsistent practice, a lack of resilience, and inhibits the development of the specialist skills necessary to address additional vulnerabilities, for example where significant drug, alcohol, or mental health issues are present.
- The fragmentation is most acute in relation to high risk victims where 10 providers employ 22 IDVAs across the region. In Bridgend and Neath Port Talbot, the IDVAs are working alone with no cover for sickness or holidays. In Swansea, two IDVAs work in the same building but are managed by different providers, have different policies and IT systems.

- Funding and provision (18%) for B&ME victims in South Wales is well above the percentage B&ME in the local population (7%) and the percentage of B&ME MARAC referrals (5%). Caseloads for BAWSO are generally lower than average, which we understand is due to the additional vulnerabilities of some service users.
- The percentage of funding and provision (<1%) for male victims of domestic abuse is well below the percentage of male MARAC victims (5%).

The table on the following page sets out the current aggregated service provision across South Wales.

Table 4: Service provision in South Wales

Service provision in South Wales	Number of engaged victims ⁸ supported	Number of providers	FTE ⁹ support workers (FLP ¹⁰)	Caseload/caseloads range	£ ('000) expenditure per capita shown in brackets
IDVA (high risk victims)	2,000	10	22	70-150	£0.9m (£460)
Floating support extended to others ¹¹	1,100	6	14	43-186	£0.6m (£540)
Short term crisis intervention high and medium risk victims	3,100 (possible overlap)		36		£1.5m
Refuge (support only) ¹²	740		40	18	£2.1m (£2,900)
Floating support outreach	710		57	13	£2.1m (£2,980)
Other vulnerable/complex needs	90		13	7	£0.5m (£5,970)
Total refuge and floating support including other vulnerable	unknown overlap ¹³	14	110		£4.8m
Total domestic abuse service provision	unknown overlap ¹⁴	>20 (overlap)	146		£6.3m
Domestic abuse and MARAC Co-ordinators					£0.3m
Other domestic abuse and sexual violence provision ¹⁵					£2.2m
Total		>25			£8.8m

All services record the number of referrals which is always much higher than the number who 'engage' with the service. Some victims are not ready to accept help, sometimes there is not enough capacity to follow up all referrals, and some victims are offered only limited, unfunded support on ad hoc basis. **In all our calculations we have used the estimated number of 'engaged' or accommodated victims and not referrals.**

¹ An additional £1.0m of funding, not included in this figure, is paid to Welsh Women's Aid for the All Wales Domestic Abuse Helpline, core funding, and Families First funding for Children's Star project (WWA accounts 2012/3). Another £0.35m is paid to Tascor for Forensic doctors to addend SARCs across South Wales.

² Funding for various other services including ad hoc support workers, support for males, core funding, OSS managers, early intervention programme, social enterprise funding.

³ Neath Port Talbot.

⁴ Rhondda Cynon Taf.

⁵ Vale of Glamorgan.

⁶ Includes IDVA funding, dedicated floating support extended to others (mostly medium risk), Domestic Abuse Co-ordinator and MARAC co-ordination funding.

⁷ This excludes rental income paid by housing benefit to cover the building and utilities.

⁸ The table shows only the engaged service users and does not indicate a far higher rate of referrals to all services. (E.g. There are over 2,300 referrals to IDVA services from the MARAC cases alone, including repeat referrals and those who don't engage.)

⁹ Full time equivalent.

¹⁰ Frontline professional.

¹¹ Most providers do extend their floating support funded services on an ad hoc basis. This data includes schemes where floating support has been extended to community-based support workers for all victims.

¹² Refuge costs are for support only and not the cost of buildings and maintenance which is funded by housing benefit in the form of rent (an additional £1.7m).

¹³ The total number of victims supported by all providers cannot be shown as a total because there is likely to be significant overlap across all services and individual cases are not consistently tracked between services.

¹⁴ The total number of victims supported by all providers cannot be shown as a total because there is likely to be significant overlap across all services and individual cases are not usually tracked between services.

¹⁵ We have only presented the numbers supported within domestic abuse services for IDVA, floating support, and refuge. Other services are provided such as support to children, helplines, sanctuary schemes, training and awareness, and SARCs, but referral numbers to these service were not provided consistently enough for this type of analysis.

Section 2: Recommendations

Our recommendations are presented in three broad themes reflecting the key elements of a model response to domestic abuse and sexual violence: access to services, leadership and governance, and effective service provision. They focus primarily on domestic abuse services, including where sexual violence occurs within an abusive relationship.

2.1 Steps towards improved access for South Wales

2.1.1 Model response

In a model response, effective access to domestic abuse services comprises:

1. Multiple routes to referral because all relevant agencies ensure their frontline practitioners have the appropriate level of skill to recognise domestic abuse and respond appropriately.
2. A single point of contact (e.g. a champion/helpdesk) for all domestic abuse referrals with clear referral procedures into triage (e.g. MASH/Domestic Abuse Referral Team) and risk-led referral criteria to ensure victims, and children are offered the appropriate response.

2.1.2 Recommendations

We recommend that key statutory agencies ensure:

- ✓ That clear unambiguous referral pathways for victims and their children, for all statutory agencies and specialist service providers (whether voluntary or statutory) via one central point of contact per region are established. We refer to this as triage.

These must include formal organised triage arrangements, in particular legal and technological arrangements for data sharing. Locally, the best example that we have seen of this is in Rhondda Cynon Taf. All cases involving children, all high risk (with or without children) and others who do not have children (with consent) should be referred to triage. To manage volume, this can be implemented in stages with more limited initial referral criteria. Implementing triage might need to be phased depending on local multi-agency support:

- a. At a minimum, triage must include input from at least children's services, police, and an IDVA. The referral arrangements must include a mechanism for self and other non-police referrals and a professional to professional advice service in advance of Ask and Act legislation.
 - b. Ideally, the agencies involved in the triage process would include police, children's services, IDVA, substance use, mental health, early years health, education, and probation. Effectively, this would represent a MASH approach and provide daily triage, immediate safety planning and case allocation to the appropriate professional. This has particular merits in relation to cases involving complex needs, where the domestic abuse may not be the primary risk.
- ✓ That standard risk victims are offered support both through the different helplines and websites available in South Wales and nationally, as well as universal services both in the voluntary and statutory sectors, including Victim Support.

- ✓ That non-police statutory agencies appoint a domestic abuse 'champion' responsible for establishing referral pathways, collating and analysing prevalence of domestic abuse in their agency and ensuring that any training leads to an effective 'ask and act' response from frontline practitioners as evidenced by improved access to support and outcomes for victims.
- ✓ That any training for frontline practitioners is provided in conjunction with clear, unambiguous referral pathways into a central point of contact for triage. We do not believe that there will be effective engagement of non-police statutory agencies such as housing, children's services or health merely through training programmes alone.
- ✓ That the function of (and interaction between) the various helplines is reviewed in advance of the 'Ask and Act' legislation. Where a clear pathway to triage is implemented locally, victims needing intervention beyond phone support might receive a more appropriate response if their calls are routed through to the central point of access and triage in each region, ensuring victims are referred to the appropriate service using locally understood criteria for the full range of services available. The same may be true for any professional to professional service.

2.2 Steps towards improved leadership and governance in South Wales

2.2.1 Model response

In a model response to domestic abuse, the governance, priority setting and strategic capability of 'participating agencies' are aligned, and structures are in place to implement:

1. Clear leadership at a senior level across the key funders, including shared ownership of common outcomes and agreed allocation of funding.
2. Co-ordinated strategic needs assessment and priority setting.
3. Strategic commissioning and pooled budgets with participating agencies contributing to budgets in the appropriate proportion.
4. Evidence-led decision making and outcomes based scrutiny.
5. An agreed model of service provision with standards of best practice, and governance, including risk-led support, multi-agency intervention, supervision and outcomes monitoring.

2.2.2 Recommendations

We recommend that the Police and Crime Commissioner, the Minister for Housing and Regeneration and the Lead at the Welsh Assembly Government ensure:

- ✓ That to avoid a 'postcode lottery' of service provision, a consistent standardised approach is implemented across South Wales, to include:
 1. Oversight and scrutiny by a suitably constituted strategic board in South Wales.
 2. Standardised needs assessments and capacity planning.
 3. Standardised outcome monitoring.
 4. Commissioning of evidence-based interventions to agreed standards of best practice.

- ✓ That where achievable, the various available funding streams are pooled and that one strategic body (group, postholder or commissioner) is given effective responsibility for the budgets in their region, and is held accountable for performance against agreed metrics. We have included the cost of three regional co-ordinators in the cost of co-ordination for this purpose. In practice, we recognise that it may not be possible to agree pooled budgets, but if common outcomes are agreed and services are planned according to need, then some of the same benefits can be realised.

The impact of strengthened leadership and governance will be greater if combined with the lever of adequate and sustainable funding, as well as clear accountability for performance against agreed metrics.

- ✓ In the longer term, we believe that there is a case to consider whether funding for domestic and sexual abuse provision should be centralised at Welsh Government level and comprise pooled departmental budgets. This may be achievable by top slicing relevant budgets prior to distribution to regional or local authority level.

2.3 Steps to effective commissioning of domestic abuse service provision in South Wales

2.3.1 Model response

In a model response to domestic abuse, effective commissioning will ensure that:

1. The comprehensive needs assessment is used to plan the full range of services to be commissioned, and commissioning decisions are based on consistently collected evidence of needs and outcomes.
2. All key funders agree the total budget to be spent, common priorities, and the apportionment of funding.
3. There is a clear streamlined care pathway both in and out of services.
4. There is sufficient service capacity, appropriately located, to meet the range of risk and needs of victims and children from crisis to recovery.
5. All practitioners and service managers work within a robust management framework with clear lines of supervision and accountability and providers implement evidence-based interventions to agreed standards of best practice, in particular, risk-led support with multi-agency engagement.
6. Innovation is fostered through funding of pilot programmes, including funding to track evidence of outcomes.

We advise a phased approach to commissioning services in South Wales and this will require significant change of management to implement effectively. Also, we did not have the full picture of provision and outcomes for all services, and so would require this before making solid recommendations.

We suggest prioritising the commissioning of domestic abuse support services for both high and medium risk victims in the first phase because this is where the most serious gaps in provision exist.

The IDVA model of community-based support works for both high and medium risk victims. In practice, the boundaries between high and medium risk are not perfectly defined, nor are they static, and both cohorts would benefit from the adoption of focused interventions that meet both risk and need, where the practitioners have manageable caseloads and work to agreed standards of best practice where outcomes are monitored and referral pathways are formalised.

In the next section we outline the steps required to achieve this. These steps would apply equally well to the commissioning of other services such as refuge, complex needs, and SARCs which we recommend is done in later phases.

2.3.2 Recommendations

2.3.2.1 Commissioning for high and medium risk victims

To offer effective safe support to 2,000 high risk and 2,000 medium risk victims, there needs to be 60 frontline practitioners in total, in the following configuration:

- 30 to 35 IDVAs for the high risk group.
- 25 to 30 frontline practitioners for the medium risk group.

The most effective configuration is to divide the 60 frontline practitioners into large multi-disciplinary teams of up to 20 each. The cost of providing this support is £3m (or £1m per team of 20).

We recommend that the Chief Executives of the local authorities, the Health Boards and the Police and Crime Commissioner ensure:

- ✓ That effective triage, MARAC co-ordination, and regional domestic abuse co-ordination is established to streamline access. The cost of providing this is another £0.6m.
- ✓ That commissioning domestic abuse support services for both high and medium risk victims are commissioned using the community-based IDVA intervention model of support for both these risk groups.
- ✓ That a total of 60 IDVAs and/or support workers are commissioned in South Wales, divided into large multi-disciplinary 'super' teams/regions of up to 20 frontline practitioners each. The total cost of providing these services is £3m.
- ✓ That either three or four of these large teams are commissioned in the most logical configuration. For example, one team for Merthyr Tydfil and Rhondda Cynon Taf, one for Swansea, Bridgend and Neath Port Talbot and another for Cardiff and the Vale of Glamorgan. An alternative arrangement might align provision with the four basic command units of the South Wales Police. In this report, our costs and model team sizes are based on three 'super teams' in three regions.
- ✓ That victims identified as being standard risk are offered support through volunteers, helplines and universal services.

2.3.2.2 Agreeing the budget, priorities and apportionment

Out of a total South Wales budget of £8.8m, £1.5m is currently designated for community-based support for high and medium risk victims and another £0.3m for co-ordination.

This level of current funding would need to double to cover the cost of providing the recommended support to £3m (or £1m per region) for services, plus another £0.6m for co-ordination and triage.

We recommend that the Chief Executives of the local authorities, the Health Boards and the Police and Crime Commissioner ensure:

- ✓ The £1.5m current funding (see table 4) for community-based risk led support for medium and high risk victims is aggregated and where possible made secure over a longer time frame.
- ✓ Negotiations are initiated to reconfigure or augment the existing funding with a view to securing a further £1.5m. We would suggest that the current £2m Supporting People funding for floating support could be reviewed for this purpose. We make this recommendation because our data shows that a large proportion of victims need housing-related support, and to ensure that ad hoc support, which many providers are stretching their remit to offer, is to agreed service standards with outcome monitoring.
- ✓ A further £0.3m is secured to augment the current funding of £0.3m (Table 4) for co-ordination and triage costing a total of £0.6m pa.

Table 5: Analysis of current funding for community-based risk led support (high and medium risk victims)

Current funding for community-based risk led support (high and medium risk victims)	£('000)	% total
Home Office	110	7%
Local authority	226	15%
Ministry of Justice	54	4%
Police and Crime Commissioner	118	8%
Other Welsh Government grants	326	21%
Supporting People (floating support for IDVA - high risk)	93	6%
Total spend on IDVA services	927	60%
Supporting People – floating support extended to others (mostly medium risk)	609	40%
Total	1,536	100%

Table 6: Analysis of current funding for MARAC and domestic abuse co-ordination

Current funding for MARAC and domestic abuse co-ordination	£('000)	% total
Home Office	45	15%
Local authority	25	9%
Police and Crime Commissioner or police	32	11%
Other Welsh Government grants	191	65%
Total	292	100%

2.3.2.3 Streamlining the care pathway both in and out of services

Note that identification and triage are addressed in the section on access to services.

Collaboration with the statutory agencies upon which much of the 'cost of failure' lands is often inconsistent and we believe these agencies should provide both funding and those elements of the care pathway that they are generally responsible for in universal services.

Opportunities exist to embed knowledge and experience of domestic abuse within the statutory services where it is most needed.

We further recommend:

- ✓ That clear service level agreements with partner agencies regarding referral, triage and longer term universal support are established.
- ✓ That priority referrals to appropriately specialised practitioners within partner agencies are negotiated and included in service level agreements to meet the needs of clients.
- ✓ That funded secondments and/or co-located posts with a view to formalising and securing ongoing funding for these arrangements are negotiated (or piloted).

For example, CAMHS or adult mental health services could provide seconded therapists or health visitors to domestic abuse services. Children's services could provide seconded social workers or other posts to deal with triage of referrals into children's services. Housing could provide housing officers to co-ordinate sanctuary schemes, and manage eligibility for housing related support.

2.3.2.4 Configuring service provision

Large multi-disciplinary teams of frontline practitioners:

- Provide a greater depth of service, allowing different practitioners to develop particular specialisms, enabling a more professional and rounded response to the full range of victim needs.
- Can co-locate practitioners in a greater range of settings where they can be most effective and identify and support victims earlier.
- Are more resilient and give development opportunities for frontline practitioners.
- Provide consistency of approach and high quality case management.
- Can be more responsive to changes in risk and need.
- Are more cost effective, in terms of administration, management and overhead costs, including costs of implementing outcome monitoring and quality standards.

Specialisms within multi-disciplinary teams:

- We know from our Insights National Dataset of over 25,000 victims, that the combination of large multi-disciplinary teams and more manageable caseloads enables IDVAs and other support workers to engage and support more victims more intensively including mobilising step down and recovery, and thus enhancing the safety and recovery of many more victims.
- Where specialisms within multi-disciplinary teams exist elsewhere in the country, we see a marked increase in engagement from partner agencies, both in terms of identifying new victims and providing integrated care pathways; a significant improvement on mere signposting.

We further recommend:

- ✓ That services for both high and medium risk victims are commissioned in units of up to 20 IDVAs and/or other support workers, potentially divided into smaller operational teams, but managed and supervised under one structure. For example, three or four such units could be established in South Wales.
- ✓ That in a unit of, say, 20 IDVAs and medium risk support workers, a multi-disciplinary team is established with each IDVA specialising in a particular area, such as criminal justice system, family courts, substance use, mental health, recovery support, young people, safeguarding, sexual violence, perpetrator risk management, housing, LGBT, B&ME, and male victims. We are calling these experts 'lead IDVAs'.
- ✓ That the various lead IDVAs within the large teams are responsible for both advising their colleagues and co-ordinating an effective response to their particular specialism. This means building effective links with partner organisations which might include co-location, secondments, working with partners to provide in-house support or priority referrals.
- ✓ That some of the IDVAs and medium risk support workers are located in a range of settings including police stations, community centres, A&E or maternity departments, or substance use or mental health teams, or children's centres for example.
- ✓ That a children's service is provided reflecting the full range of adverse experiences that children live with, encompassing not only domestic abuse but also parental substance use and mental ill health. It is likely that additional dedicated funding would be needed for this element.

2.3.2.5 Other service requirements specific to these community-based services

All practitioners and service managers should work within a robust management framework with clear lines of supervision and accountability and providers implement evidence-based interventions to agreed standards of best practice.

We further recommend:

- ✓ That all service providers implement an agreed model of provision to agreed best practice standards.
- ✓ That service providers collect referrals, profile of service users, and outcomes data on the same basis to enable comparison across services. Data to include monitoring of unmet need, that is referrals 'lost or not engaged'.
- ✓ That the IDVAs within these teams liaise closely with victims in need of temporary emergency safe accommodation, that is those most at risk of harm or in need of a safe place as a last resort, to provide support if they are re-settled in the community.
- ✓ That sanctuary schemes are integrated with other protective measures such as those mobilised from within the IDVA service.

2.3.2.6 Service innovation

We further recommend:

- ✓ That a grant programme is set up for 'innovation and evidence-led service development'. A grant programme must clearly outline the priorities for development and include requirements and funding for evaluation and clear criteria for awarding sustainable funding beyond any pilot phase.

For example, we recommend establishing a programme of supervised secondments and training posts from universal services to embed knowledge and experience of domestic abuse within the statutory services where it is most needed, to reinforce links with universal services and to ensure that all victims and children are offered a wide range of routes to safety and recovery.

2.3.2.7 Suggested commissioning approach

The precise configuration and the commissioning arrangements for each region was not within scope of the review but we would make the following suggestions:

- ✓ That the large multi-disciplinary teams in each region are commissioned using a lead provider approach, allowing some flexibility in the delivery of services. This gives the widest range of options for commissioners to choose from – ie, either a consortium of smaller local providers, and/or a larger single provider, without compromising the principle of consistency, quality and depth.
- ✓ That where consortia are commissioned, for example to provide specialisms such as B&ME or male victims, that all frontline practitioners work to agreed standards of best practice, within the same large multi-disciplinary team and management framework with the same clear lines of supervision and accountability.
- ✓ That careful consideration is given to the Vale of Glamorgan, to ensure that it is not subsumed within the Cardiff provision.
- ✓ That any re-commissioning arrangements must be compliant with the Public Services (Social Value) Act 2012, the Equality Act 2010, and the EU directive establishing minimum standards on the rights, support and protection of victims of crime.
- ✓ That future commissioning and implementation is achieved in phases for:
 - Services for children.
 - Residential services (emergency accommodation, complex needs residential).
 - Sexual violence services.

2.4 Cost of a model community-based adult service

This section sets out a possible approach to service provision for further discussion. We have based it on the assumption that services could be in each of three broadly similar regions, although we appreciate that this may require further refinement. Each of the three regions is broadly similar in terms of number of visible victims with potential to engage with services. That is around 700 high risk and 700 medium risk victims.

One service

The staff requirements for a risk-led intervention for both high and medium risk victims for one region are:

- 2 full-time equivalent staff in management and supervisory roles;
- 10-12 IDVAs with a caseload per frontline professional of 60-65 for high risk victims;
- A further 8-10 IDVAs or support workers with a caseload per frontline professional of 85 for medium risk victims; and
- 3 full-time equivalent administration staff.

The cost of providing 60 frontline practitioners with up to 20 practitioners, in three regions, including administration, management, and outcome data monitoring, is £3m (£1m in each of the three regions).

Co-ordination

The staff requirements for effective triage, MARAC co-ordination, and regional domestic abuse co-ordinators are:

- 6 full-time equivalent triage workers, 2 for each region;
- 6.5 MARAC co-ordinators, ~2 for each region; and
- 3 regional domestic abuse co-ordinators, 1 in each region.

The cost of providing cost of providing effective triage, MARAC co-ordination, and regional domestic abuse co-ordinators is £0.6m (£0.2m per region).

Estimated cost of community-based domestic abuse services in South Wales					
Estimated number of victims (high risk) to support				700	
Similar number of 'engageable' medium risk victims				700	
Estimated number IDVAs/support workers (for high and medium risk)				20	
NI and pension on cost rate				15%	
<u>Service in one region</u>					
<u>Staff costs services:</u>		Salaries	FTE		
IDVA / support workers		25,000	1.0	28,750	575,000
Administration		18,000	3.0	20,700	62,100
Management of domestic abuse services		35,000	3.0	40,250	120,750
Cost of domestic abuse service (region)					757,850
<u>Other costs</u>					
MARAC		2,500	2.0	5,000	5,000
Service accreditation		3,800	1.0	3,800	1,267
Data monitoring		9,500	2.0	19,000	19,000
% Admin / overhead / contingency			30%		234,935
Total cost of IDVA provision					1,018,052
Cost per FLP					£ 50,903
Cost per engaged service user (including governance)					£ 727
Cost of all three regional services					3,054,155
<u>Domestic abuse co-ordination (three regions)</u>					
Triage /MASH/ DART /helpline		20,000	6.0	138,000	138,000
MARAC co-ordinators		25,000	6.5	186,875	186,875
Domestic abuse/ sexual violence regional co-ordinator		40,000	3.0	138,000	138,000
% Admin / overhead / contingency			30%		138,863
Cost of co-ordination and governance (three regions)					601,738
Total cost of medium and high risk service provision for all South Wales, including co-ordination					3,655,893

2.5 Other provision to be addressed in later phases

2.5.1 Refuge

We believe there is a case for the partial reconfiguration of the use of refuge in line with the Task and Finish Groups Report (informing the Welsh Government's White Paper), whereby some existing refuge provision is designated for 'Intake and Assessment', as in the intake and assessment refuges in Rhondda Cynon Taf and Cardiff. Currently about one quarter of the 131 refuge bed spaces in South Wales are designated for this purpose. Our preliminary analysis indicates that this figure should double to half of all bed spaces. The support to victims within these refuges should be closely co-ordinated with the IDVA service, utilising their multi-disciplinary team to address the victims' needs and ensure a safe transfer back to the community. There should be clear procedures and protocols for moving on or into more intensely supported schemes.

For refuge, we recommend no immediate changes to capacity or configuration as a deeper understanding of the number, risk profiles and needs of potential refuge users is required before recommending a specific amount of capacity and related support provision.

2.5.2 Additional vulnerabilities and complexities

For victims with multiple additional complexities or vulnerabilities where domestic abuse is an identified issue but not the only one (e.g. where there are significant drug, alcohol, mental health or other vulnerabilities), we recommend no immediate changes to capacity or configuration as a deeper understanding of the prevalence, number, risk profiles and needs both within refuge and in the community. We also need to confirm appropriate caseloads before recommending a specific amount of capacity and related support provision. An in-depth review of the caseloads and processes in order to provide a recommended capacity and configuration of services for complex needs was outside the scope of this review.

2.5.3 Services for children

We make no specific recommendation for South Wales for provision for children affected by domestic abuse or sexual violence. A deeper understanding of the age, risk, and needs profiles of the children of service users is required to better understand the capacity required for support. An in-depth review would be required to evaluate the relative effectiveness of the various interventions, and whether they are best provided in house or in collaboration with universal or other statutory services. We refer to our recently published document "In plain sight: Effective help for children exposed to domestic abuse", where we have made three recommendations regarding provision for children as follows:

1. To achieve early intervention at little or no cost, create a network of lead professionals across agencies with a shared understanding of risk.
2. To ensure children's safety, provide linked specialist domestic abuse services for the child and the parents.
3. To ensure children are protected and helped, LSCBs and CSSIW should monitor provision and outcomes for children exposed to domestic abuse.

2.5.4 Sexual violence services

Due to insufficient information being available within the time frame of the review, the review team were unable to come to a view on provision of sexual violence services. A deeper understanding of the prevalence, number, risk profiles and needs of victims, and the processes and appropriate caseloads is required before recommending a specific amount of capacity and related support provision in a particular configuration.

Appendices

This section includes the following appendices which are presented as separate documents.

1. An analysis of accommodation-based support.
2. South Wales review of domestic abuse and sexual violence service provision 2014: sources of funding for all provision.
3. South Wales review of domestic abuse and sexual violence service provision 2014: funding for dedicated high and medium risk community provision including co-ordination.
4. Victim consultation summary for South Wales.

Appendix: Accommodation-based support

1. Supporting People

The Welsh Government has preserved funding to the domestic abuse sector through the Welsh Government Supporting People programme which has housing and preventing homelessness at its core.

Supporting People funding is linked to 'units' of refuge bed spaces, or 'units' of floating support attached to self-contained flats or other tenancies in the community. These units of support remain available to victims until their planned exit whether or not they are still needed, for example:

- A victim in refuge may be waiting for move on accommodation; or
- A victim in receipt of floating support may have moved into a self-contained unit and only need minimal input such as a weekly phone call.

Service providers do stretch their remit, but they are not funded to take on additional cases beyond the paid for units. The things that were said to us the most often were:

'We have a policy of not turning people away, even though we are not funded for this work.'
'We can offer this service because of our volunteers.'

For many, particularly high risk, victims the primary need is not housing but safety and the majority would prefer to be made safe whilst staying in their own homes. This tends to render them, if not ineligible, in a long queue for services funded by Supporting People.

Evidence-based innovation in the domestic abuse sector has focused on keeping victims safe in their own homes. 43% of high risk and 30% of medium risk domestic abuse victims require support with housing needs, or have potential threats to their tenancies because of the abuse and the Supporting People resource might usefully be focused on these victims' choices to remain in their own home.

Some local authority Supporting People commissioners have supported this innovation and in our analyses we refer to this dedicated resource as floating support extended to others. This is where the support element has been 'decoupled' from the units of accommodation or floating support, and provided to a wider cohort of victims. Some examples include Cardiff (£211,000), the Vale of Glamorgan (£67,900), and Swansea (£34,000).

These are welcome developments, which fit within the new Supporting People programme guidance and with the Welsh Government's aim: 'to focus existing resources on services that are more able to support victim choice. This choice is often to be kept safe in their own homes with the perpetrator having to leave not the victim and their children'¹. They are in line with the proposals in the Welsh Government's first Housing Bill to 'include greater emphasis on action to prevent homelessness by ensuring that people are given assistance earlier to help them find a solution'².

2. Floating support

Floating support, sometimes with a self-contained unit of accommodation, is provided in the community to victims with accommodation-based needs, meeting other eligibility criteria.

710 victims were supported with units of floating support in South Wales. Support was provided to these victims by 57 frontline practitioners, costing £2.0m.

In practice most providers offer ad hoc, time limited support by phone or if they drop in, to a wider cohort of victims than reported above. Victims receiving this ad hoc support are unlikely to be offered the full range of multi-agency responses on a risk-led basis, their cases are seldom tracked and there is no evidence of outcomes for these victims.

Floating support caseloads tend to be very low:

- Eligibility criteria for floating support would suggest that most of these victims have multiple complex needs, but we could not verify this. Some data was provided by Supporting People in Cardiff which indicated that 9% of victims receiving floating support had complex needs and a further 70% had serious needs.
- Floating support provides an intense needs-led intervention ending when agreed goals are achieved. This together with the provision of more 'step down' care and recovery programmes extends the duration of interventions.
- It was suggested by a number of providers, that the markedly lower caseloads evolved as a result of the historical Supporting People tariff system which funded very low staff to service user ratios between 1:8 and 1:10. This has shaped a labour intensive approach to service provision and these ratios persist today. We did find anecdotal evidence of intensive and protracted support provided to victims who made it into the system by virtue of their accommodation related needs which is not provided to others who are at high risk of harm. For example, accompanying service users on visits to move on accommodation or other community services.

It was beyond the scope of our review to audit the access criteria and processes of the various service providers so we are unable to confirm these observations.

One of our key recommendations is to formally commission community-based risk led support for medium and high risk victims, in multi-skilled teams with the specialisms necessary to address additional vulnerabilities.

We would suggest that the current £2m Supporting People funding for floating support could be reviewed for this purpose. We make this recommendation because our data show that a large proportion of victims need housing related support to help prevent homelessness, but also to ensure that ad hoc support is provided to agreed service standards with outcome monitoring.

3. Refuge

There is a distinction between victims needing emergency refuge accommodation and those who remain in refuge for longer because of multiple additional vulnerabilities (complex needs), many of whom are neither in crisis nor at the highest risk.

740 victims were accommodated within 129 units (bed spaces) of refuge provision across the area. Support to these victims was provided by 40 frontline practitioners. The cost of this

support is £2.1m, and a further £1.7m is paid by housing benefit in rent for building and services costs (see Table 4 in the main report and Table A in this appendix).

Data on risk for refuge victims is not consistently available in South Wales but our national Insights dataset on refuge provision³, indicates that around half (53%) of refuge provision is for genuine emergency accommodation. Only 35% meet the MARAC threshold. In South Wales, 53% of the 740 victims accommodated within refuge equates to around 400 victims⁴.

Data provided to us by Supporting People in Cardiff indicated that 30% of victims in refuge had complex needs and a further 30% had serious needs which may include safety needs.

The Welsh Government White Paper Task and Finish Group Recommendations paper states that:

'Refuge must be used as intended, as temporary, emergency, safe accommodation (for those most at risk of harm or in need of a safe place), for short periods and as the last resort, with more resources over time being directed to keeping victims safe in their own homes'⁵.

In South Wales, only about a quarter of available bed spaces (30 units out of a total of 131) of refuge are allocated for Intake and Assessment, specifically for 'temporary, emergency, safe accommodation, for those most at risk of harm or in need of a safe place, for short periods and as the last resort'. Caseloads for these units are higher than average. For example RCTWA, CWA, and Atal Y Fro all provide refuge on this basis, with caseloads above 30.

We did not review the processes and outcomes for accommodation-based services, and our data is an estimate only, therefore we recommend no immediate changes to overall capacity or configuration as a deeper understanding of the number, risk profiles and needs of victims supported is required.

We do however believe there is a case for the partial reconfiguration of the use of refuge in line with the Welsh Government White Paper Task and Finish review, whereby some existing refuge provision is designated for Intake and Assessment. Our preliminary analysis indicates that this figure should double to half of all bed spaces. The support to victims within these refuges should be closely co-ordinated with the IDVA service, utilising the multi-disciplinary teams with the specialisms necessary to address the victim's needs and ensuring a safe transfer back to the community. There should be clear procedures and protocols for moving on or into more intensely supported schemes.

4. Refuge funding by local authority area

Funding for refuge is provided from two sources for different purposes:

Housing benefit which pays for 'rent' includes building related expenses such as utilities, maintenance, service charges, security etc. In some cases, the amount negotiated with the local authority includes the cost of reception or warden staff salaries, which means that there is no standard rate per unit or bed. The average rent per unit per week is £260 but it ranges from £117 in Swansea to £351 in Bridgend.

Supporting People funding pays for the support given to accommodate victims. This too is a non-standard negotiated rate per unit; the average support cost per unit per week is £330 but it

ranges from £229 in Bridgend to £529 in Merthyr Tydfil, where the support is 24 hour.

Table A: Refuge providers in South Wales

Refuge providers ⁶ South Wales	Accommodated victims	Units of refuge	Of which I&A units	SP funding (£'000)	SP per unit / week£	Rent & service income £('000)	Rent per unit / week £
Bridgend Women's Aid	68	8	-	95	229	146	351
BAWSO (Cardiff)	37	14	-	226	311	186	256
Cardiff Women's Aid	107	23	7	290	243	323	270
Llamau (Merthyr Tydfil)	24	5	7	137	529	na	na
Calan DVS (NPT)	84	13	-	243	360	226	334
PT&AWA	65	11	1	145	254	148	259
RCT Women's Aid	184	24	9	443	355	385	308
BAWSO (Swansea)	49	10	-	186	357	66	126
Swansea Women's Aid	84	16	1	288	346	98	117
Atal Y Fro (Vale of Glamorgan)	39	5	5	90	348	80	308
Total (weighted average)	741	129	30	2,145	(320)	1,658	(257)

The mechanism, by which housing benefit is paid to refuge providers to discourage voids, has the unintended consequence of providers not being able to retain vacancies in case of emergencies. In Swansea, Supporting People has underwritten the potential for void related claw-backs of housing benefit, in order for Swansea Women's Aid to keep one unit for emergencies. This is important, since it reflects a recognition that there is a danger that some women in an emergency might be unable to access a refuge bed because the funding structure limits the flexibility of capacity by not allowing refuge providers to have any voids in their properties.

5. Victims with additional vulnerabilities

Many victims have additional vulnerabilities (complex needs). These include cases where victims are presenting with the so called 'toxic trio' of domestic or sexual abuse, mental ill health and/or substance use, or those at risk for other reasons such as trafficking, young people leaving care,

or victims very isolated by culture. These victims often present with accommodation-related needs through self-referral or other agencies. Some will be supported in refuge, and others will receive floating support attached to 'units' of accommodation in the community.

Data on the profiles by level of risk or complexity of needs⁷ and outcomes for these individuals are not consistently available, and the multiplicity of needs and fragmented range of services add a layer of complexity.

We estimate that around 10% of victims have multiple complex needs. This is equivalent to about 200 victims in the high risk group, and another 200 in the medium risk group who will need more intensive support.

The Supporting People Programme Guidance requires a 'statement of criteria for admission to each Supporting People service and a process of assessing and prioritising potential service users against these criteria'⁸. In some areas (Merthyr Tydfil and RCT) Supporting People have a single point of contact (SPOC) for all accommodation-based services, and eligibility criteria apply when accessing this support. In other areas, this support is provided by refuge as an extension to an open access service.

Support to these individuals is provided by:

- Generic complex needs providers supporting individuals where domestic abuse is often a feature (e.g Llamau, Cross Borders). In South Wales, 13 frontline practitioners support 90 individuals with multiple complex needs costing £0.5m.
- Specialist domestic abuse providers supporting victims of domestic abuse who present with complex needs (e.g. Hafan Cymru, Gwalia, Women's Aid, BAWSO or other domestic abuse providers).

Some providers with funding for generic services have expertise in domestic abuse (Hafan), others have specialisms in engagement with young people (Llamau), and BAWSO has specialist experience in engaging with B&ME victims.

Complex needs provision is very expensive because the average duration of intervention is much longer, practitioners hold very low caseloads, and support is very often available 24 hours per day. The average of 7 -10 cases per support worker per year compares to the average caseload of social workers in England and Wales of between 25 to 30 per year.

An in-depth review of the eligibility criteria, victim profiles, caseloads and processes in order to provide a recommended capacity and configuration of services for complex needs was outside the scope of this review.

We would suggest that the fragmentation of service provision across multiple providers inhibits development of multi-skilled teams with the specialisms necessary to address additional vulnerabilities. For some services these victims are excluded from accessing support, for example where significant drug, alcohol, or mental health issues are present.

¹ Welsh Government. (2012) "White Paper. Consultation on legislation to end violence against women, domestic abuse and sexual violence (Wales)." Welsh Government. P.24

² Welsh Government. (2012) "White Paper. Consultation on legislation to end violence against women, domestic abuse and sexual violence (Wales)." Welsh Government. P.24

³ Insights data collected from August 2010 to March 2014 on 823 cases within refuge showed that 35% of cases were high risk meeting the MARAC threshold, another 18% were high risk, 37% medium risk, and 10% were standard risk victims.

⁴ CSEW data on victims of domestic abuse of any risk level who sought refuge on their first night after leaving shared accommodation, when applied to the South Wales estimates indicates a similar figure of around 400 victims.

⁵ Welsh Government (2012). "The Welsh Government's proposed 'Ending Violence Against Women and Domestic Abuse (Wales) Bill': Recommendations from the Task and Finish Group". Welsh Government. P.57

⁶ Some data were provided to CAADA during meetings or in templates by providers and others from funding organisations. In some cases the rent has been estimated or calculated using annual accounts for the year to March 2013, or other data sources.

⁷ BDO analysis year to 03/2013 showed that in Cardiff almost a fifth of service users had "complex needs", and around half had "serious needs", but there was no analysis of risk level at the point of intake.

⁸ Welsh Government (2013) "Supporting People Programme Grant (SPPG) Guidance – Wales". P.24

Review of services for domestic abuse and sexual violence in South Wales 2014: sources of funding for all provision

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
WG	Communities (Build Safer Communities)	247,000	IDVA	WSU IDVA service including overhead	WSU	Cardiff	Mar, 2014
WG FF	WG Families first	20,000	CYP	WSU specialist children's IDVA	WSU	Cardiff	Mar, 2017
WG	Communities (Build Safer Communities)	65,000	MALE	WSU Dyn helpline	WSU	Cardiff	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	WSU	Cardiff	Mar, 2015
PCC ¹	PCC ¹	20,000	IDVA	WSU Male IDVA Dyn	WSU	Cardiff	Mar, 2014
WG	Communities (Build Safer Communities)	147,000	Special	Streetlife project (sex workers)	WSU	Cardiff	Mar, 2014
WG	Communities (Build Safer Communities)	27,500	DAC	Domestic Abuse Coordinator (managed by CWA)	CWA	Cardiff	Mar, 2014
WG	Communities (Build Safer Communities)	10,000	IDVA	CWA IDVA post	CWA	Cardiff	Mar, 2014
SP	SP	290,311	Refuge	CWA refuge	CWA	Cardiff	Mar, 2014
SP	SP	23,600	IDVA	CWA Intake & Assessment (IDVA /key worker posts) (70,799 x 2/6)	CWA	Cardiff	Mar, 2014
SP	SP	47,199	FS ext	CWA Intake & Assessment (IDVA /key worker posts) (70,799 x 4/6)	CWA	Cardiff	Mar, 2014
SP	SP	69,822	IDVA	CWA Tenancy Support (IDVA/ key worker posts) (209,467 x 2/6)	CWA	Cardiff	Mar, 2014
SP	SP	139,645	FS ext	CWA Tenancy Support (IDVA/ key worker posts) (209,467 x 4/6)	CWA	Cardiff	Mar, 2014
SP	SP	226,331	Refuge	BAWSO refuge	BAWSO	Cardiff	Mar, 2014
SP	SP	328,969	FS	BAWSO FS	BAWSO	Cardiff	Mar, 2014
SP	SP	211,012	FS	BAWSO (Tenancy support)	BAWSO	Cardiff	Mar, 2014
SP	SP	211,012	FS - Hafan	Hafan Cymru (Tenancy support)	Hafan Cymru	Cardiff	Mar, 2014

¹Police and Crime Commissioner

Funding information has been determined from various sources; not all verified.

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
SP	SP	295,054	FS other vulnerable	Llamau (16-25) women	Llamau	Cardiff	Mar, 2014
PCC ¹	PCC ¹	15,000	MC	MARAC coordinator	CWA	Cardiff	Mar, 2014
HO	Home Office	15,000	MC	MARAC coordinator	CWA	Cardiff	Mar, 2014
PCC ¹	PCC ¹	40,000	IDVA	CWA IDVA x 2 posts	CWA	Cardiff	Mar, 2014
PCC ¹	PCC ¹	47,686	IDVA	BME IDVA x 1.5	BAWSO	Cardiff	Mar, 2014
PCC ¹	PCC ¹	15,000	special	IOM analyst	SW police	Cardiff	Mar, 2014
LA	CCC - CS	63,236	CYP	Children's key workers for Safe As project	CWA	Cardiff	unknown
WG FF	WG Children	5,800	CYP	CYP £29,000 for all BAWSO - 20% allocated to Cardiff refuge	BAWSO	Cardiff	ongoing
WG	WG	117,150	Core	Core funding BAWSO (55% allocated to Cardiff)	BAWSO	Cardiff	ongoing
Police	SW Police	50,000	SARC	SARC core funding	Yns Saff	Cardiff	ongoing
WG	WG Regional development	140,000	SARC	SARC core funding	Yns Saff	Cardiff	Mar, 2015
HB	Aneurin Bevan Health Board	35,000	SARC	SARC core funding	Yns Saff	Cardiff	ongoing
HB	Cardiff and Vale Health board	11,000	SARC	SARC funded shortfall (last yr 140,000)	Yns Saff	Cardiff	ongoing
HO	Home Office	20,000	SARC	SARC ISVA post	Yns Saff	Cardiff	Mar, 2015
WG Health	WG Dept of Health	43,000	SARC	SARC (Variable - last yr £24,000)	Yns Saff	Cardiff	ongoing
Police	Gwent Police	15,000	SARC	SARC - for child forensics	Yns Saff	Cardiff	ongoing
PCC ¹	PCC ¹	50,000	special	Health Liaison post seconded to PCC ¹	SW police	Cardiff	Unknown
SP	SP FS	67,893	FS ext	Atal Y Fro FS 14 units	Atal Y Fro	VOG	Mar, 2014
SP	SP - refuge	90,415	Refuge	Atal Y Fro Refuge 5 units	Atal Y Fro	VOG	Mar, 2014

¹Police and Crime Commissioner

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
MOJ	Witness & victim fund Voluntary action scheme	42,483	IDVA	High & Med Risk court advocate	Atal Y Fro	VOG	Sep. 2014
LA		23,000	SW IDAP	IDAP Womens Safety worker	Atal Y Fro	VOG	Mar, 2016
HO	HO	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015
WG	WG	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015
GMT	Tudor Trust	60,000	Special	EPIC programme	Atal Y Fro	VOG	Mar, 2015
GMT	Lloyds Foundation	15,000	Special	EPIC programme -IDAP	Atal Y Fro	VOG	Mar, 2014
MOJ	Probation	25,000	Special	EPIC programme -IDAP	Atal Y Fro	VOG	Mar, 2014
WG	DA service grant	49,132	Special	EPIC programme	Atal Y Fro	VOG	Mar, 2014
WG FF	WG via WA Children matter	3,263	CYP	Star programme	Atal Y Fro	VOG	Mar, 2014
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	Safer Vale	VOG	Mar, 2015
LA	RCTBC	195,992	IDVA	Oasis centre Pontypridd Safety Unit (mainstream funding)	PPSU	RCT	Ongoing
LA	RCTBC	24,900	MC	MARAC coordinator	PPSU	RCT	Ongoing
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	PPSU	RCT	Mar, 2015
WG	WG	10,000	IDVA	IDVA post	PPSU	RCT	Mar, 2015
HO	HO	20,000	IDVA	IDVA post	PPSU	RCT	Mar, 2015
PCC ¹	PCC ¹	25,000	Special	Oasis centre funding	PPSU	RCT	Mar, 2015
PCC ¹	PCC ¹	15,000	Sanctuary	Target hardening	PPSU	RCT	Mar, 2015
SP	SP	149,132	FS ext	Gwalia Oasis (drop in and medium risk)	Gwalia	RCT	Mar, 2015

¹Police and Crime Commissioner

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
SP	SP	263,143	FS	FS 25 units	RCT WA	RCT	Mar, 2014
SP	SP	443,411	Refuge	Refuge 24 units	RCT WA	RCT	Mar, 2014
GMT	Big lottery (People & Places)	32,000	CYP	SAFE project (1 FTE for 3 years)	RCT WA	RCT	Mar, 2015
WG FF	Fraimwaith Childrens services	24,040	CYP	SLA CYP worker (2 posts 18 hours)	RCT WA	RCT	Ongoing
SP	SP	215,362	FS - Hafan	Generic vulnerable families FS 19 units	Hafan Cymru	RCT	Mar, 2014
SP	SP	113,349	FS - Hafan	Generic vulnerable families SC housing 10 units	Hafan Cymru	RCT	Mar, 2014
SP	SP	88,723	FS	BAWSO FS Merthyr	BAWSO	Merthyr	Mar, 2015
WG FF	WG Children	11,600	CYP	BAWSO CYP in Merthyr refuge 40% of £29,000	BAWSO	Merthyr	ongoing
WG	WG	10,650	Core	Core funding BAWSO (5% allocated to Merthyr)	BAWSO	Merthyr	ongoing
SP	SP	137,476	Refuge	Llamau refuge (24 hours)	Llamau	Merthyr	Mar, 2015
WG	WG via CSP	55,000	IDVA MR	2 DA support workers / contribution to IDVA post	Safer Merthyr Tydfil	Merthyr	Mar, 2015
WG	WG via CSP	10,000	IDVA	IDVA post	Safer Merthyr Tydfil	Merthyr	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	Safer Merthyr Tydfil	Merthyr	Mar, 2015
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	Safer Merthyr Tydfil	Merthyr	Mar, 2015
MOJ	MOJ: victims fund	11,296	IDVA	SDVC IDVA	Safer Merthyr Tydfil	Merthyr	Sep, 2014
GMT	Children in Need	27,395	CYP	Childrens programme	Safer Merthyr Tydfil	Merthyr	Aug, 2015
WG FF	WG Families First	20,000	CYP	Childrens programme	Safer Merthyr Tydfil	Merthyr	Mar, 2015
LA	MTCBC SLA 42,127 (CEO + DART SM)	41,000	Special	Teulu centre manager	Safer Merthyr Tydfil	Merthyr	Mar, 2014
WG	WG SARC Rent Merthyr	24,000	SARC	SARC (Merthyr rent)	New Pathways	Merthyr	Until end of the lease

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
WG	WG SARC (190k) est	12,167	SARC	SARC (Merthyr - WAG core)	New Pathways	Merthyr	Mar, 2015
WG	WG SARC (190k) est	12,167	SARC	SARC (Swansea - WAG core)	New Pathways	Swansea	Mar, 2015
Police	SW Police SARC (100K) est	50,000	SARC	SARC (Merthyr allocation core)	New Pathways	Merthyr	Mar, 2015
Police	SW Police SARC (100K) est	50,000	SARC	SARC (Swansea allocation core)	New Pathways	Swansea	Mar, 2015
HO	HO SARC (80K) est	20,000	SARC	ISVA(Merthyr allocation)	New Pathways	Merthyr	Mar, 2015
HO	HO SARC (80K) est	20,000	SARC	ISVA (Swansea allocation)	New Pathways	Swansea	Mar, 2015
MOJ	MOJ SARC (60K) est	17,500	SARC	SARC (Merthyr MOJ core)	New Pathways	Merthyr	Mar, 2016
MOJ	MOJ SARC (60K) est	17,500	SARC	SARC (Swansea MOJ core)	New Pathways	Swansea	Mar, 2016
HB	Cwm Taf Health Board	20,237	SARC	SARC (Merthyr counselling)	New Pathways	Merthyr	Mar, 2015
HB	ABMU Health Boards	6,914	SARC	SARC (Swansea counselling)	New Pathways	Swansea	Mar, 2016
LA	MTCBC (SARC) EED trainer	6,908	SARC	SARC EED trainer	New Pathways	Merthyr	Jan, 2015
GMT	BBC Children in Need	11,317	SARC	CYP Merthyr allocation	New Pathways	Merthyr	Mar, 2016
GMT	BBC Children in Need	11,317	SARC	CYP Swansea allocation	New Pathways	Swansea	Mar, 2016
GMT	Big Lottery	25,754	SARC	CYP Merthyr allocation	New Pathways	Merthyr	Oct, 2014
GMT	Big Lottery	25,754	SARC	CYP Swansea allocation	New Pathways	Swansea	Oct, 2014
PCC ¹	PCC ¹	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2014
WG	WG	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2015
WG	WG - CLG (VAWG team)	25,700	DAC	Domestic Abuse Coordinator	SW police	Bridgend	Mar, 2015

¹Police and Crime Commissioner

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
Police	Police BCU	16,752	MC	MARAC coordinator (shared with VOG)	SW police	Bridgend	ongoing
SP	SP	55,582	FS - Hafan	Hafan Fs for 5 units accom	Hafan Cymru	Bridgend	Mar-14
SP	SP	78,739	FS other vulnerable	Cross border - complex needs (1/3 share)	Cross Border Wallich	Bridgend	Mar-14
SP	SP	80,000	FS	Bridgend FS 20 units (split unknown)	BWA	Bridgend	Mar-14
SP	SP	95,158	Refuge	Bridgend refuge 8 units (split unknown)	BWA	Bridgend	Mar-14
WG FF	Cymorth (now Families First fund)	31,259	CYP	CYP scheme	BWA	Bridgend	Mar-14
LA	Bridgend CBC - LSA	89,040	CYP	Refuge service for children (LSA)	BWA	Bridgend	Mar-14
SP	SP refuge	219,373	Refuge	Swansea Refuges x 2	SWA	Swansea	Ongoing (SLA)
SP	SP refuge	68,358	Refuge	Swansea Safe houses x 3	SWA	Swansea	Ongoing (SLA)
SP	SP FS	34,856	FS ext	DAISE project	SWA	Swansea	Ongoing (SLA)
WG	Swansea Change Fund	25,000	CYP	CYP Scheme	SWA	Swansea	Apr, 2014
LA	SCC adult social services	15,000	IDVA	IDVA post	SWA	Swansea	Mar, 2015
LA	SCC adult social services	15,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
HO	HO - CSP	10,000	IDVA	IDVA post	SWA	Swansea	Mar, 2015
HO	HO - CSP	10,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
WG	WG	5,000	IDVA	IDVA post	SWA	Swansea	Mar, 2014
WG	WG	5,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
WG	Swansea Change Fund	4,500	IDVA	IDVA administration	SWA	Swansea	Mar, 2015
WG	Swansea Change Fund	4,500	IDVA	IDVA administration	BAWSO	Swansea	Mar, 2015

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
HO	HO	15,000	MC	MARAC coordinator (4/5)	SWA	Swansea	Mar, 2015
GMT	Big lottery	32,459	special	Your opinion matters (CYP scheme)	SWA	Swansea	unknown
SP	SP FS	77,310	FS	BAWSO FS	BAWSO	Swansea	Mar, 2014
SP	SP refuge	185,804	Refuge	BAWSO Refuge & safehouse	BAWSO	Swansea	Mar, 2014
SP	SP TH	6,000	Sanctuary	Target Hardening	SP	Swansea	unknown
SP	SP TH	50,177	Sanctuary	Target hardening (Alarms scheme)	SP	Swansea	unknown
SP	SP refuge	78,739	FS other vulnerable	Cross border - complex needs (1/3 share)	Cross Border Wallich	Swansea	Mar, 2015
SP	SP refuge	55,433	FS - Hafan	Hafan FS SC housing	Hafan Cymru	Swansea	Mar, 2015
SP	SP FS	232,233	FS - Hafan	Hafan FS SC housing	Hafan Cymru	Swansea	Mar, 2014
WG	WG	42,600	Core	Core funding BAWSO (20% allocated to Swansea)	BAWSO	Swansea	ongoing
WG	WG	27,500	DAC	Domestic Abuse Coordinator (4/5) (employed by LA)	SCC	Swansea	Mar, 2015
LA	Swansea CC mainstream	27,100	CYP	RAY CYP post (SCC CYP information Service)	Info-Nation	Swansea	unknown
HO	HO	15,000	MC	MARAC coordinator (4/5)	NPT CS	NPT	Mar, 2015
WG	WG CSP	27,500	DAC	Domestic Abuse Coordinator (3/5)	NPT CS	NPT	Mar, 2015
HO	HO	20,000	IDVA	IDVA	NPT CS	NPT	Mar, 2015
WG	WG CSP	10,000	IDVA	IDVA	NPT CS	NPT	Mar, 2015
SP	SP refuge	145,450	Refuge	PT&AWA Refuge	PT&AWA	NPT	Mar, 2014
SP	SP FS	43,165	FS ext	PT&AWA FS (plus ad hoc)	PT&AWA	NPT	Mar, 2014
WG FF	Families First	45,060	CYP	CYP project	PT&AWA	NPT	Mar, 2015

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
GMT	Lloyds TSB Coalfields Regeneration fund	7,400	special	Volunteer coordination	PT&AWA	NPT	Oct, 2014
GMT		8,500	special	Outreach in the Afan Valley	PT&AWA	NPT	Jul, 2014
WG	Collaborative communities	14,500	special	Social enterprise	PT&AWA	NPT	Feb, 2014
GMT	Comic relief	8,500	male	Boys and young men - Violence in the home	PT&AWA	NPT	May, 2014
GMT	Big lottery	83,492	CYP	Preventative work (schools and young men/couples)	PT&AWA	NPT	Mar, 2017
GMT	Children in need	29,985	CYP	Champions, male role models, children affected by DA	PT&AWA	NPT	Mar, 2015
SP	SP refuge	155,199	FS - Hafan	Hafan SC housing FS units	Hafan Cymru	NPT	Mar, 2014
SP	SP FS	11,100	FS - Hafan	Hafan FS units	Hafan Cymru	NPT	Mar, 2014
SP	SP refuge	243,317	Refuge	Calan DVS Refuge units	Calan	NPT	Mar, 2015
SP	SP FS	127,385	FS ext	Calan DVS FS units (plus crisis)	Calan	NPT	Mar, 2015
WG FF	Families First	62,084	CYP	CYP project	Calan	NPT	Mar, 2015
Other	OSS	24,000	special	OSS occupancy rent income	Calan	NPT	ongoing
GMT	Engagement gateway	6,249	CYP	Vulnerable women over 16.	Calan	NPT	Jun, 2014
SP	SP	78,739	FS other vulnerable	Cross border - complex needs (1/3 share)	Cross Border Wallich	NPT	Mar, 2015
		8,762,812					

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
Additional Unallocated funding							
LA	Housing benefit	1,722,017	Refuge	Housing Benefit- rent and service charges	Various	South Wales	ongoing
Police	SW Police (SARC) forensics	350,000	SARC	Forensic Doctors (Private contract) Estimate only	TASCOR	Cardiff	ongoing
WG	WG	367,901	Core	Core funding	WWA	All Wales	ongoing
WG	WG	229,862	CYP	Children's project (STAR support Trust respect)	WWA	All Wales	ongoing
WG	WG	446,369	Special	DA helpline (AWDASVHL)	WWA	All Wales	ongoing
		1,394,132			WWA		

Review of services for domestic abuse and sexual violence in South Wales 2014:
Funding for dedicated high and medium risk community provision including coordination.

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
WG	Communities (Build Safer Communities)	247,000	IDVA	WSU IDVA service including overhead	WSU	Cardiff	Mar, 2014
HO	HO	10,000	IDVA	IDVA post	WSU	Cardiff	Mar, 2015
PCC ¹	PCC ¹	20,000	IDVA	WSU Male IDVA Dyn	WSU	Cardiff	Mar, 2014
WG	Communities (Build Safer Communities)	27,500	DAC	Domestic Abuse Coordinator (managed by CWA)	CWA	Cardiff	Mar, 2014
WG	Communities (Build Safer Communities)	10,000	IDVA	CWA IDVA post	CWA	Cardiff	Mar, 2014
SP	SP	23,600	IDVA	CWA Intake & Assessment (IDVA /key worker posts) (70,799 x 2/6)	CWA	Cardiff	Mar, 2014
SP	SP	47,199	FS ext	CWA Intake & Assessment (IDVA /key worker posts) (70,799 x 4/6)	CWA	Cardiff	Mar, 2014
SP	SP	69,822	IDVA	CWA Tenancy Support (IDVA/ key worker posts) (209,467 x 2/6)	CWA	Cardiff	Mar, 2014
SP	SP	139,645	FS ext	CWA Tenancy Support (IDVA/ key worker posts) (209,467 x 4/6)	CWA	Cardiff	Mar, 2014
PCC ¹	PCC ¹	15,000	MC	MARAC coordinator	CWA	Cardiff	Mar, 2014
HO	Home Office	15,000	MC	MARAC coordinator	CWA	Cardiff	Mar, 2014
PCC ¹	PCC ¹	40,000	IDVA	CWA IDVA x 2 posts	CWA	Cardiff	Mar, 2014
PCC ¹	PCC ¹	47,686	IDVA	BME IDVA x 1.5	BAWSO	Cardiff	Mar, 2014
SP	SP FS	67,893	FS ext	Atal Y Fro FS 14 units	Atal Y Fro	VOG	Mar, 2014
MOJ	Witness & victim fund	42,483	IDVA	High & Med Risk court advocate	Atal Y Fro	VOG	Sep, 2014
HO	HO	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015

¹Police and Crime Commissioner

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
WG	WG	10,000	IDVA	IDVA post	Atal Y Fro	VOG	Mar, 2015
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	Safer Vale	VOG	Mar, 2015
LA	RCTBC	195,992	IDVA	Oasis centre Pontypridd Safety Unit (mainstream funding)	PPSU	RCT	Ongoing
LA	RCTBC	24,900	MC	MARAC coordinator	PPSU	RCT	Ongoing
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	PPSU	RCT	Mar, 2015
WG	WG	10,000	IDVA	IDVA post	PPSU	RCT	Mar, 2015
HO	HO	20,000	IDVA	IDVA post	PPSU	RCT	Mar, 2015
SP	SP	149,132	FS ext	Gwalia Oasis (drop in and medium risk)	Gwalia	RCT	Mar, 2015
WG	WG via CSP	10,000	IDVA	IDVA post	Safer Merthyr Tydfil	Merthyr	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	Safer Merthyr Tydfil	Merthyr	Mar, 2015
WG	WG via CSP	27,500	DAC	Domestic Abuse Coordinator	Safer Merthyr Tydfil	Merthyr	Mar, 2015
MOJ	MOJ: victims fund	11,296	IDVA	SDVC IDVA	Safer Merthyr Tydfil	Merthyr	Sep, 2014
PCC ¹	PCC ¹	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2014
WG	WG	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2015
HO	HO	10,000	IDVA	IDVA post	BWA	Bridgend	Mar, 2015
WG	WG - CLG (VAWG team)	25,700	DAC	Domestic Abuse Coordinator	SW police	Bridgend	Mar, 2015
Police	Police BCU	16,752	MC	MARAC coordinator (shared with VOG)	SW police	Bridgend	ongoing
SP	SP FS	34,856	FS ext	DAISE project	SWA	Swansea	Ongoing (SLA)
LA	SCC adult social services	15,000	IDVA	IDVA post	SWA	Swansea	Mar, 2015

¹Police and Crime Commissioner

Code	Source of funding	Funding Amount	Purpose	Description of scheme (E.g. Core/ Project/ Post etc.)	Recipient/ management	LA	End or review data
LA	SCC adult social services	15,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
HO	HO - CSP	10,000	IDVA	IDVA post	SWA	Swansea	Mar, 2015
HO	HO - CSP	10,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
WG	WG	5,000	IDVA	IDVA post	SWA	Swansea	Mar, 2014
WG	WG	5,000	IDVA	IDVA post	BAWSO	Swansea	Mar, 2015
WG	Swansea Change Fund	4,500	IDVA	IDVA administration	SWA	Swansea	Mar, 2015
WG	Swansea Change Fund	4,500	IDVA	IDVA administration	BAWSO	Swansea	Mar, 2015
HO	HO	15,000	MC	MARAC coordinator (4/5)	SWA	Swansea	Mar, 2015
WG	WG	27,500	DAC	Domestic Abuse Coordinator (4/5) (employed by LA)	SCC	Swansea	Mar, 2015
HO	HO	15,000	MC	MARAC coordinator (4/5)	NPT CS	NPT	Mar, 2015
WG	WG CSP	27,500	DAC	Domestic Abuse Coordinator (3/5)	NPT CS	NPT	Mar, 2015
HO	HO	20,000	IDVA	IDVA	NPT CS	NPT	Mar, 2015
WG	WG CSP	10,000	IDVA	IDVA	NPT CS	NPT	Mar, 2015
SP	SP FS	43,165	FS ext	PT&AWA FS (plus ad hoc)	PT&AWA	NPT	Mar, 2014
SP	SP FS	127,385	FS ext	Calan DVS FS units (plus crisis)	Calan	NPT	Mar, 2015
		1,828,506					

Appendix: Consultation summary for South Wales project

As agreed with the Police and Crime Commissioner, we used existing service user consultations to inform our recommendations. This appendix outlines the key priorities identified by victims of domestic abuse and service providers. This takes work from Wales as a whole as well as locally within South Wales.

The views of service users provide insight into the experiences of accessing services and what service provision actually feels like. Within South Wales influential and insightful research has been carried out by the KAFKA Brigade. This research initially looked at the local profile of identified victims of domestic abuse using police data to understand the characteristics of the victims and abuse within Rhonda Cynon Taf (2008). This proved useful to educate people about victims of domestic abuse but also to consider the service users in regards to service provision. KAFKA carried out further research in Rhonda Cynon Taf, Newport and Merthyr Tydfil, gathering the views and experiences of victims of domestic abuse using to understand the current response to domestic abuse and the services used (2009 – 2010).

The responses from victims were insightful and informative and able to provide an overview of the experience they have had in accessing services when experiencing domestic abuse. The following themes provide an overview of the issues raised within the KAFKA research:

- **Risk level:** The level of support received was dependent on risk level and the response was seen as limited when an incident was not considered high risk or serious.
- **Awareness:** Victims were not always seeking support from all services which could provide help. It was also identified that services which did not specialise in domestic abuse were missing opportunities to refer or support victims, meaning the victim was not being made safe at the earliest opportunities.
- **Victim focus:** Services were considered led by their own priorities and meaning the needs of the victim were not forefront of their actions, limiting preferable options for victims. It was also felt that the perpetrator is prioritised more than the victim, facing fewer challenges when accessing services.
- **Support:** Support was very well received when it was provided with an appreciation for it. There was a lack of support for children noted, with limited options available to support them. Victims did feel that the support they received could be inconsistent and dependent on the individual person within an organisation, rather than the support they could offer.

Research carried out by Supporting People in Gwent and North Wales (2011) reviewed statutory services for victims of domestic abuse by consulting those who have accessed them. This included housing, refuge, social services and police, as well as specific domestic abuse services. Responses indicated that they did not feel that their situation was always taken entirely seriously if it was not high risk, and that they were required to fit in with organisational targets rather than the service prioritising their needs, echoing the KAFKA findings (2009 – 10). The Supporting People users also felt that services had an absence of consideration for the abuse they were experiencing and this led to a lack of suitable service options to help improve their situation.

The work carried out within South Wales by the KAFKA Brigade has been utilised and built upon within the 10,000 Safer Lives report 2012 for Wales, focussing on the service providers views of service provision and priorities for change. Regional workshops with professionals with responsibilities for

domestic abuse across Wales were carried out during November 2011 – January 2012 to consider service quality and priorities for change and practice.

The following themes emerged from these workshops as areas which needed to be prioritised to improve the response to domestic abuse:

- **Strategic direction and leadership** was required to remove barriers to effective service delivery and improve the awareness and implementation of domestic abuse as a priority.
- **Improved multi-agency training** to improve the support and response for standard and medium risk victims.
- **Effective information-sharing** to enable victims of all risk levels to receive a good multi-agency response to domestic abuse. Information sharing should also include evidence on effective practice and service need.
- **Prevention** with an emphasis on early intervention and education for children and young people. Prevention of escalation of standard and medium risk by consistent, effective use of risk assessments and safety plans.
- **Consistent, high quality service**, to improve the response to medium and standard risk victims and using victim's experience of services to ensure changes are implemented effectively.

These themes were also reflected upon within the Welsh Government's proposed 'Ending Violence Against Women and Domestic Abuse (Wales) Bill': Recommendations from the Task and Finish Group, August 2012. This paper outlines the following themed recommendations:

- **Stronger leadership** across public services in Wales that is independent, can monitor and challenge, providing a strategic overview
- **Better education and awareness** across the lifetime, that includes the public and professionals
- **Strengthening and integrating services** that are timely, consistent, effective and of a quality standard. Alongside the issues of education and leadership, it was identified that current services for Wales are inconsistent and based on a postcode lottery.

One of the most integral themes which came out from service providers and stakeholders consultations was the need for leadership and commitment from senior and strategic levels. Within the regional workshops held to inform the 10,000 Safer Lives report in 2011 – 2012, it was felt that to make a significant improvement the effect of strategic support was essential to ensure that barriers to implementing and carrying out good services could be removed, and actions could be taken to make necessary changes. It was also recognised that to enable consistent messages to front line staff, they needed to come from senior and strategic leaders. Within the recommendations for the Task and Finish Group (2012) it was identified that leadership should be independent and with the authority to challenge and influence.

To work in a more preventative supportive way to victims it was felt that the awareness of domestic abuse was particularly key, for both the public, victims, perpetrators and service providers, especially on the front line. Within the Safer Lives workshops there was particular concern for victims of standard and medium risk not being supported as they were not high risk. Implementing consistent use of risk assessments and safety plans to support victims of non-high risk abuse was thought as particularly important to preventing escalation in abuse. These issues are reflected within views of victims of domestic abuse, reporting that it would not be until an incident considered high risk had taken place that support was offered and actions taken.

Practice around information sharing was discussed within regional workshops for 10,000 Safer Lives identifying that areas did practice this, but that it varied greatly within Wales. It was identified that information sharing is not just important to address high risk domestic abuse, but also non high risk abuse to ensure there is a strong response to all victims.

Within South Wales the priorities outlined in Single Integrated Plans and Community Strategies relating to domestic abuse vary. Within some of the local authorities there are relatively clear indications and commitments to understanding and reducing domestic abuse, however this did vary between the local authorities. Of the consultations carried out on the local priorities in Single Integrated Plans and Communities Strategies there was a very consistent consensus that the public were in agreement with any priorities relating to domestic abuse.

Consultation documents used in the process

- Reflections and learning points from domestic violence projects in Wales, KAFKA Brigade, 2009-10

Overview: KAFKA Brigade has worked with services in Rhondda Cynon Taf, Newport and Merthyr Tydfil to get an insight into service provision from victims of domestic abuse receiving support from services. This research gave an informative understanding of the victims experiences and provided

Identified themes: Awareness of domestic abuse support by services and service users, inconsistent quality of response by risk level, services lacking victim focus and support for children was not wide enough.

- Domestic Abuse in Rhondda Cynon Taf Explorative Research Report, Rhondda Cynon Taf Community Safety Partnership, 2008.

Overview: The KAFKA Brigade carried out research to outline the characteristics of victims of domestic abuse reporting to the police and the actual incidents of domestic abuse. This work informed areas of the general characteristics of the victims, and also the seasonal trends around incidents. A profile was made of 'Emma', which was to help inform areas of who the victims of domestic abuse in the area are, which could be used to inform decisions on the services provided.

- 10,000 Safer Lives, Final Report, Welsh Government, April 2012

Online

location: <http://wales.gov.uk/topics/improvingservices/pslg/nwp/effectservices/10ksaferlivesreport/?lang=en>

Overview: Report by Welsh Government using insight from service providers and those responsible for domestic abuse across Wales. Regional workshops were held during 2011 – 2012 to understand the barriers to effective work around domestic abuse and how these can be removed. There were 225 delegates attending these workshops from a range of sectors, leaders from Public Service did not attend.

Identified themes: Strategic direction and leadership; Improved multi-agency training; Effective information-sharing; Prevention and Consistent, high quality service

- The Welsh Government's proposed 'Ending Violence Against Women and Domestic Abuse (Wales) Bill': Recommendations from the Task and Finish Group, August 2012

Online

location: <http://www.cardiff.ac.uk/socsi/resources/Robinson%20et%20al%20%282012%29%20Task%20and%20Finish%20Group%20Report.pdf>

Overview: A detailed report from the task and finish group set up to look at leadership and accountability, education and awareness and strengthening services. Each theme had the key issues identified, and the current responses available, recommendations were then made based on the evidence available. This paper takes into consideration the findings of KAFKA and the 10,000 Safer Livers project.

Identified themes: Stronger Leadership, Better education and awareness and Strengthening and integrating services

- The pathfinders and modernisation: Working towards a regional approach to delivering domestic abuse housing services, North Wales and Gwent Supporting People, 2011

Online location: <http://www.slidefinder.net/t/the-pathfinders-and-modernisation-ann-dann-and-julie-nicholas/32873996>

Overview: This research used 74 women's 'journeys' as well as interviews conducted with professionals from local services supporting domestic abuse victims, including housing, police, social workers, and specific domestic abuse workers, as well as specific refuge consultation. This research was used to identify the experiences of women accessing statutory services and how they felt about the service they received. Many of the experiences were quite negative where the individuals felt that the professionals in the service did not have compassion or understanding of the risks they were experiencing, and the response was inconsistent between different members of staff. The refuge consultation revealed that the prompt response and offer of a safe place was important, however the actual facilities were not always practical for the family needs, other issues such as complex needs and move on accommodation was not always appropriate or available for the users needs. The perception of refuges were reported as quite negative prior to using one, however valued once they had been used.

- The One Swansea Plan Consultation Findings Report, Swansea Local Service Board, April 2013

Online

location: http://www.swansea.gov.uk/media/pdfwithtranslation/4/j/OSP_Consultation_Findings_2013.pdf

Overview: Swansea ran a consultation on their One Swansea Plan from 29th November 2012 to 4th March 2013 and included individual responses from 221 people and 28 organisational responses.

Identified themes: Respondents strongly agreed that information sharing, working together and to some extent a thorough review was important to address domestic abuse and its impact upon children.

- Involving People, A Public Engagement Strategy for Rhondda Cynon Taf, Rhondda Cynon Taf Borough Council, March 2013

Online

location: <http://www.rctcbc.gov.uk/en/relateddocuments/publications/publicrelationsstrategy/single-integrated-plan-march-2013/involving-people.pdf>

Overview: Rhondda conducted analysis with regards to their SIP however there were very few respondents (10). The only comments with regards to domestic abuse identified that it was important to support both male and female victims of domestic abuse, and that there was agreement that the local priorities were correct.

- Bridgend County Together, Consultation Report, Bridgend County, 2013

Online location: <http://www.bridgendlsb.org.uk/media/2622/consultation-report.pdf>

Overview: The public consultation on the draft plan started on 7th January and lasted 12 weeks. The consultation closed on 31st March 2013 and there were 1,013 respondents. To achieve the outcome that

Bridgend County is a great place to live, work and visit respondents thought that the action of encouraging increased reporting of violent crime and domestic abuse through awareness raising campaigns was ranked as the most important action that would achieve this outcome.

Identified themes: There was a lot of support for encouraging reporting domestic abuse through awareness raising campaigns.

- Report on the Consultation for the Single Integrated Plan, Merthyr Tydfil Local Service Board, Merthyr Tydfil Council, March 2013

Online

location: <http://www.merthyr.gov.uk/English/CommunityAndLiving/CommunityAdvice/Documents/Report%20on%20the%20Consultation%20for%20the%20Single%20Integrated%20Plan.pdf>

Overview: This consultation had 177 respondents which were asked on their opinions of the proposed Single Integrated Plan priorities. There was overwhelming agreement that prioritising domestic abuse would have a positive impact on local people.

Identified themes: Strong support for prioritising domestic abuse.



Rt Hon Alun Michael JP FRSA

Police and Crime Commissioner for South Wales
Comisiynydd yr Heddlu a Throseddu De Cymru



South Wales
Police and Crime Commissioner
Comisiynydd yr Heddlu a Throseddu
De Cymru

Christine Chapman AM
Chair of the Communities, Equality and Local Government Committee
National Assembly for Wales

3rd October 2014

Dear Christine,

I was very pleased to learn of the Minister's wish to strengthen the Bill that is currently before your committee with a specific section about Violence Against Women and Girls. I hope that it will now prove possible to move some of the language of the Bill - and in particular its title - closer to the language and aspirations set out in the White Paper.

It is sometimes said that the title of an Act is unimportant and that it is the contents that matter. There is some truth in that, but a title is also important to signal the intentions of Legislators and Ministers as that can "change the weather" in terms of public attitudes and understanding. That is what the title of the White Paper started to do in Wales and it will certainly influence thinking in the public domain – including how the police and other public services respond – if that message can be sent out loud and clear.

Having had my own experience over many years of trying to resolve such legislative issues, and to bring clear policy objectives within the constraints of legal drafting, I thought it might be helpful to commission an expert who until recently was one of the country's leading experts within the Office of the Parliamentary Counsel to consider options for strengthening the Bill. I was familiar with the work of Daniel Greenberg from my time as a Minister at Westminster. He is now in private practice and undertakes work in regard to Welsh legislative processes, although I was unaware of that when I approached him.

While I can see that simply calling the legislation "an Act to prevent violence against women" might be seen as too narrow, the current title is potentially confusing and possibly incorrect. Clarity is important to the police and to all the partners with whom they work. That is why I asked Daniel to offer advice on the title and on some other changes that might take the Bill closer to the intentions in the White Paper, which were widely applauded as putting Wales in the forefront of action on this issue.

His suggestion was a title that would provide the clear focus that was originally intended while also making it clear that ALL forms of domestic violence, sexual violence and violence within relationships are covered: "An Act of the National Assembly for Wales to make provision in relation to violence against women & other domestic and sexual abuse".

The reason that this is important from a policing point of view is clear when looking at the statistics and while it is my role as Commissioner to take the lead on matters like this, my view is supported by the operational experience and data of South Wales Police.



Rt Hon Alun Michael JP FRSA

Police and Crime Commissioner for South Wales
Comisiynydd yr Heddlu a Throseddu De Cymru



The South Wales Police approach is that each act of violence by one person on another should be treated with seriousness that is proportionate to the circumstances – and this must apply to violence within an intimate relationship of any sort. But as was explained in our formal evidence to the committee, presented by Lian Penhale on Wednesday, there are three factors that make tackling violence against women and girls a significant priority for the police.

- The number of incidents is very high
- The extent of under-reporting is extremely high
- The risk of serious injury or death is disproportionately high

South Wales Police data give a very clear picture of the prevalence of domestic abuse and sexual violence and clearly demonstrate the disproportionate impact on women and girls. Our review found that both in scale and seriousness women were by far the biggest victims of domestic abuse sexual assault and honour-based violence recorded in South Wales.

- Domestic violence with injury - 82% of victims were women
- Serious sexual Assaults - 82% of victims were women
- Honour-based violence - 72% of victims were women

It follows that there is a public policy imperative for the police and all other public bodies to tackle the scandal of violence against women and girls which historically has been higher in Wales than in some other parts of the UK.

The attached document, which I hope will be of assistance to the Committee, also suggests improvements to deal with the vital concern about how these issues are dealt with within formal and informal educational settings, the way in which a duty might be placed on all public bodies – bearing mind the important role that NHS bodies and others could play – and other ways in which public opinion could be influenced as a result of this legislation.

If it would help to draft specific amendments to make the suggestions clearer I would be happy to do so but in the first place we thought that this illustrative way of presenting the suggestions would be more helpful.

Yours ever

Communities, Equality and Local Government Committee
CELG(4)–28–14 Paper5a

An Act of the National Assembly for Wales to make provision in relation to violence against women and other domestic and sexual abuse

Having been passed by the National Assembly for Wales and having received the assent of Her Majesty, it is enacted as follows:

Introduction

1 Purpose [— Replacement for Government Bill section 1]

The purposes of this Act are to provide—

- (a) effective strategies for the prevention of violence against women and other domestic and sexual abuse;
- (b) improved arrangements for the protection of victims of violence against women and other domestic and sexual abuse; and
- (c) effective support for people affected by violence against women and other domestic and sexual abuse.

Welsh Government Duties

2 National Strategy

[No changes to Government section 2 – references to Bill purpose will refer back automatically to substituted purposes as per section 1.]

3 Implementation of national strategy

[No changes to Government section 3 – references to Bill purpose will refer back automatically to substituted purposes as per section 1.]

3A Raising awareness [— New section]

- (1) Welsh Ministers must include in their implementation of their national strategy, in particular, provision for campaigns which in their opinion will —
 - (a) raise awareness of violence against women and other domestic and sexual abuse; and

(b) challenge entrenched attitudes in society which support existing levels of, and tolerance or acceptance of, violence against women and other domestic and sexual abuse.

(2) Welsh Ministers must also include provision for campaigns which are designed to raise awareness of—

(a) what services are available to protect or support the victims of violence against women or other domestic and sexual abuse; and

(b) new initiatives being developed to protect or support those victims.

(3) Welsh Ministers must also—

(a) include provision for a national training framework in relation to issues of violence against women or other domestic and sexual abuse; and

(b) ensure that the framework receives sufficient funding to allow it to be effective.

Duties of local authorities and other public bodies

4 Duty to prepare strategies

[To follow lines of Government section 4 – **but duty to be imposed on all public authorities, not only local authorities.**]

5 Publication and review of local strategies

[No changes to Government section 5.]

6 Matters to which regard must be had in preparing or reviewing a local strategy

[No changes to Government section 6.]

7 Duty to implement local strategies

[To follow lines of Government section 7 – but with added provisions as follows—]

(3) A public authority's implementation of its strategy under section 4 must, in particular, include—

- (a) arrangements for the strategy to be published;
- (b) arrangements for the strategy to be monitored for effectiveness, by reference to assessments of needs and prevalence of issues relating to violence against women or other domestic and sexual abuse;
- (c) provision to ensure that the necessary funding is made available to deliver services required to achieve the objectives specified in the strategy;
- (d) arrangements for all staff of the authority to be required to undertake training in relation to violence against women or other domestic and sexual abuse, including training designed to encourage staff to take a proactive attitude towards identifying and resolving issues;
- (e) arrangements for the appointment of a Violence and Abuse Champion, who receives the necessary training and support to take the lead within the authority on issues relating to violence against women and other domestic and sexual abuse;
- (f) arrangements to require or encourage persons (public or private) having dealings with the authority to cooperate with and participate in action being taken on issues relating to violence against women and other domestic and sexual abuse, with a view to combining forces to achieve the most effective responses to or resolutions of those issues;
- (g) arrangements to require or encourage persons (public or private) having dealings with the authority to share information where actually or potentially relevant to violence against women or other domestic and sexual abuse, with a view to enhancing safety and providing the most effective support for victims;
- (h) referral mechanisms to ensure that those in need of services relating to violence against women and other domestic and sexual abuse have access to them in the safest and fastest possible way;
- (i) arrangements for the display (by the authority and by other public service organisations), in workplaces and public places, of appropriate information about violence against women and other domestic and sexual abuse.

7A Education [— New section]

(1) In this section “education authorities” means—

- (a) the Welsh Ministers, in so far as their functions extend to educational matters;
 - (b) local authorities, in so far as their functions extend to educational matters; and
 - (c) proprietors, governing bodies and senior leadership teams of schools in Wales.
- (2) Education authorities must take reasonable steps to ensure the provision, as part of the education of all children and young persons, of education in relation to violence against women and other domestic and sexual abuse.
- (3) Education provided in accordance with subsection (2) must be appropriate to the age of the children and young persons concerned.
- (4) Education provided in accordance with subsection (2) must explore, to the extent and in the manner appropriate, issues of—
- (a) gender inequality; and
 - (b) respect and consent as part of a healthy relationship.
- (5) Education authorities must take all reasonable steps to ensure that each school has a Violence and Abuse Champion with senior leadership responsibility for addressing issues relating to violence against women and other domestic and sexual abuse in a coherent manner throughout the school.
- (6) Education authorities must take all reasonable steps to ensure that all teachers and school governors receive training in issues relating to violence against women and other domestic and sexual abuse.

8 National indicators

[No changes to Government section 8.]

9 Annual progress report by Welsh Ministers

[No changes to Government section 9.]

10 Annual progress reports

[To follow lines of Government section 10 – but duty to be imposed on all public authorities, not only local authorities.]

11 Meaning of “relevant authority”

[No changes to Government section 11.]

12 Power to issue statutory guidance

[No changes to Government section 12.]

13 Consultation and National Assembly for Wales Procedure

[No changes to Government section 13.]

14 Duty to follow statutory guidance

[No changes to Government section 14.]

15 Policy statements: requirements and ancillary powers

[No changes to Government section 15.]

16 Directions

[No changes to Government section 16.]

Ministerial Adviser

17 Ministerial Adviser on Violence Against Women and Other Domestic Abuse

[To follow lines of Government section 17 – but title of post Ministerial Adviser on Violence Against Women and Other Domestic and Sexual Abuse.]

18 Functions of the Adviser

[No changes to Government section 18.]

19 Annual plan and annual reports

[No changes to Government section 19.]

20 Publication of reports

[No changes to Government section 20.]

General

21 Interpretation

[No changes to Government section 21.]

22 Commencement

[No changes to Government section 22.]

23 Short title [— Replacement for Government section 23]

The short title of this Act is the Violence Against Women and Domestic Abuse (Wales) Act 2014.

**Pwyllgor Cymunedau, Cydraddoldeb a
Llywodraeth Leol**

**Communities, Equality and Local Government
Committee**

Cynulliad
Cenedlaethol
Cymru
National
Assembly for
Wales



**Bae Caerdydd / Cardiff Bay
Caerdydd / Cardiff
CF99 1NA**

Mr Mark Brooks

02 October 2014

Dear Mark,

Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill

Thank you for attending the Communities, Equality and Local Government Committee meeting on 1 October, to give evidence on the *Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill*.

During the session you agreed to address any outstanding questions that we did not get an opportunity to put to you within the time available. The Committee would be interested to hear from you on the following:

Definitions

- Can you expand on your concerns about the definitions used in the Bill?
- Is there potential for confusion over the definitions used between different devolved and non-devolved agencies?
- Is ‘gender-based violence’ an appropriate definition to use in the Bill?

Financial implications

- Is there a danger that the requirements of the Bill could divert resources away from frontline services?

Croesewir gohebiaeth yn y Gymraeg a'r Saesneg / We welcome correspondence in both English and Welsh
Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol / Communities, Equality and Local Government Committee
Gwasanaeth y Pwyllgorau / Committee Service
Ffôn / Tel : 029 2089 8032
Ebost / Email : CELG.Committee@wales.gov.uk

- Are you concerned that the Bill may lead to an increase in demand for services without increased funding to deliver them, and is there a need to commission services in a different way to ensure value for money?

During the meeting you also agreed to provide further information on whether there is a link between the physical punishment of children and domestic abuse in general, in the context of education and how children and young people are prepared for citizenship.

It would be helpful to hear from you as soon as possible, and by Friday 17 October at the latest, to enable us to take account of the information when preparing our Stage 1 report.

Best Wishes

A handwritten signature in black ink, appearing to read 'Christine Chapman'.

Christine Chapman AC / AM
Cadeirydd / Chair



Flook House, Belvedere Road, Taunton, TA1 1BT
admin@mankind.org.uk : www.mankind.org.uk 01823 334244
Registered Charity No. 1089547 – Company Registration No. 3869893
Honorary Patrons – Lord Cotter, Ian McNicholl, John Penrose MP, Erin Pizzey and Sara Westle

Consultation on the Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill: Request for further information

(1) Definitions

(i) Can you expand on your concerns about the definitions used in the Bill?

Our concern is that the definitions used in the Bill will drive strategy which in turn will drive service provision. Our belief is that individual need should drive strategy which in turn should drive provision.

As the Minister has indicated, the government is looking to reinstate 'Violence against Women' as a key definition and driver for the Bill. Our argument and one made at the committee hearing is that this will have a damaging effect on male victims of domestic abuse, sexual violence and forced marriage in Wales.

This is because by defining these crimes as gendered on the basis that they affect females in Wales more than males leads to the overwhelming, primary and disproportionate focus to be on female victims because of gender rather than both female and male victims based on need. This has been the public policy and service provision history of domestic abuse, forced marriage and sexual violence over the past 40 years.

The result will be that strategies that the statutory agencies in Wales have to construct and implement, the training of front-line professionals and also other related issues will be overwhelmingly female-centric rather than victim-centric. Thereby relegating male victims, and their daughter and sons if relevant, to being second class victims.

There is also the issue of consistency. As outlined at the committee 90% of people who are homeless are male, yet rightly the Welsh Government would not consider prefixing any

legislation, regulations or guidance with the term 'Male' so why would it consider this for domestic abuse, forced marriage and sexual violence?

(ii) Is there potential for confusion over the definitions used between different devolved and non-devolved agencies?

There is ample room for confusion which is why current gender neutral definitions are more appropriate and also that there is one definition for each crime.

At one level, this just makes life simpler and less complex for both practitioners in devolved and non-devolved agencies whose focus should be on service delivery and support not on what definition to use and what is best to use.

For example, police forces across the UK were criticised recently by Her Majesty's Inspectorate of Constabulary¹ for their support to domestic abuse victims. The basis of the report is the gender-neutral Home Office definition of domestic abuse². If another definition is used in Wales, then the four police forces in Wales will be dealing with two different definitions – one from the Home Office and one devolved agencies would be using when they work with them. That is both confusing and inefficient, and does not support good simple straightforward government.

In addition, the law of unintended consequences means that that if devolved and non-devolved agencies are using different definitions there is the risk that situations may arise where an individual or a service provider does not get the support they need. For example, if an individual needs support from both a devolved and non-devolved agency, due to the different definitions it may mean that they cannot get the full package of support they need.

¹ <http://www.justiceinspectors.gov.uk/hmic/our-work/domestic-violence-and-abuse/>

² <https://www.gov.uk/domestic-violence-and-abuse>

(iii) Is 'gender-based violence' an appropriate definition to use in the Bill?

Our view is that the use of 'gender-based violence' risks male victims of forced marriage from being excluded in the public policy creation and the subsequent service provision. We recognise the difficulty with calling a Bill Forced Marriage, Domestic Abuse and Sexual Violence' is how FGM is included.

Our main priority is to maintain that domestic abuse and sexual violence is not recognised as either 'gender-based violence' and 'violence against women'. We had suggested in our earlier submission that the Bill be renamed as 'Domestic Abuse, Gender-based Violence and Sexual Violence Bill'

(2) Financial implications

(i) Is there a danger that the requirements of the Bill could divert resources away from frontline services?

We do not believe the requirements could divert resources away from frontline services for male victims, we believe they will enhance them. Albeit we do not support resources being diverted away from female victims and given to male victims.

(ii) Are you concerned that the Bill may lead to an increase in demand for services without increased funding to deliver them, and is there a need to commission services in a different way to ensure value for money?

We are concerned that there may be an increased in demand for services for male victims without increased funding but as this demand has to be met not only due to the powers in this Bill but also due to the Equality Act (2010) it will mean that the commissioning landscape will change to ensure male victims are included. This is something we support.

(iii) Further information on whether there is a link between the physical punishment of children and domestic abuse in general, in the context of education and how children and young people are prepared for citizenship.

I have looked for academic evidence for this and have not found the evidence of a clear link. Anecdotally we feel that someone committing domestic abuse will have been more likely to have grown up in a traumatic household where domestic abuse is normalised. This could include domestic abuse between parents, physical punishment on the children but also emotional and psychological abuse leading to retraumatisation in later life.

In terms of preparing for citizenship, Home Office statistics³ covering England and Wales state that younger people are more likely to be a victim of domestic and partner abuse than those in older age groups. In 2012/13, 7.5% of men aged 16-19 were victims of domestic abuse and 3.6% were victims of partner abuse. The figures were 11.3% and 6.3% for women respectively. It is vital that as part of preparing for citizenship that domestic and partner abuse is both seen and information is given that it is domestic abuse is unacceptable whether the teenage victim is a girl or a boy.

3 ONS BCS Focus on Violent Crime and Sexual Offences 2012/13 <http://tinyurl.com/nb4xga>; Table 4.09 on Appendix Table: <http://tinyurl.com/qgxb7xq>

Leighton Andrews AC / AM
Y Gweinidog Gwasanaethau Cyhoeddus
Minister for Public Services



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref LF/LA/1046/14

David Melding AM
Chair
Constitutional and Legislative Affairs Committee
National Assembly for Wales
Cardiff Bay
Cardiff
CF99 1NA

16 October 2014

Dear *David,*

**GENDER-BASED VIOLENCE, DOMESTIC ABUSE AND SEXUAL VIOLENCE (WALES)
BILL**

I agreed at my appearance before the Constitutional and Legislative Affairs Committee on 29 September to provide the Committee with a copy of the Secretary of State for Wales' letter granting the requested Minister of the Crown consents in respect of the Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill.

As I explained at Committee the Bill was redrafted prior to introduction to exclude reference to Minister of the Crown functions whilst Secretary of State consent was being sought. I now intend to table a Government amendment at Stage 2 to amend section 4(4) to remove reference to the exclusion of Minister of the Crown functions.

I am copying this letter to Christine Chapman, Chair of the Communities, Equality and Local Government Committee.

Yours sincerely,

Leighton Andrews AC / AM
Y Gweinidog Gwasanaethau Cyhoeddus
Minister for Public Services

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Agenda Item 9

By virtue of paragraph(s) vi of Standing Order 17.42

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