



Subject: The Change Project, The Change Hub - Domestic Abuse Perpetrator Intervention Service

Originator: Amanda Murr

Decision no. 21 /2023

Reason for submission: For Decision

Submitted to: Police and Crime Commissioner

Summary:

This decision notice is directly related to the further service development and provision of the previous Grant Decision Notice No 39/2022.

The Office of the Police and Crime Commissioner for Norfolk (OPCCN) has a statutory responsibility for the local commissioning of victim support services and, along with Norfolk Police, they have invested in first class services to support those who are affected by all types of crime, including domestic violence and abuse. Whilst robust policing and investigations alongside effective victim support services go some way to address the symptoms of domestic abuse and violence, it is recognised that perpetrator intervention approaches, which can involve programmes to address behaviours, are necessary to change behaviours and deal with the root cause of offending. It is the OPCCN and partnership philosophy that victims cannot be supported successfully without a whole system approach including perpetrator prevention, provision of services, partnership working and pursuit through tactical means.

To understand the need of further interventions a deep dive analysis was undertaken utilising police data and County's Domestic Abuse and Sexual Violence Group, Perpetrator Subgroup research which demonstrates an evidenced based need for perpetrator behaviour change interventions.

The specification for this service is to provide continued accredited positive behaviour change interventions on a 1-2-1 basis which assists the perpetrator to address their abusive behaviours, prevent reoffending and reduce repeat victimisation and vulnerability.

Perpetrators are identified through an evidenced based approach by the Domestic Abuse Perpetrator Partnership Approach (DAPPA) team and those high-risk perpetrators associated to the Multi Agency Risk Assessment Coordination (MARAC) process. Individuals will be subject to review, assessment and where appropriate engagement will take place with those individuals by The Change Project in consultation with the DAPPA team and the Domestic Abuse Safeguarding Team (DAST).

This approach will improve the availability and access to robust behaviour interventions, which supports and underpins the following:

- Strategic intent of both the Office of the Police and Crime Commission, Police Crime and Community Safety Plan 2022-2024¹ and the Norfolk County Community Safety Partnership, Safer Norfolk Plan 2021-2024².
 - Police and Crime Plan 2022-24 priorities (pillars):
 - Support Victims
 - Tackling Crime
 - Prevent Offending
- Home Office Domestic Abuse Perpetrator Intervention Standards principles and practice guidelines for perpetrator intervention (Feb 23).
- Aims as set out in the Tackling Domestic Abuse Plan and Tackling VAWG Strategy³ (July 21) by the wider safeguarding system, including statutory and non-statutory partners.

Recommendation:

It is recommended that the PCC for Norfolk support the allocation of funding to The Change Project to deliver Domestic Abuse Perpetrator Intervention Service on a 1-2-1 basis in Norfolk for those who are identified by DAPPA team analysis and the MARAC process. This project will run for a 12-month period until 31st March 2024.

Footnotes

¹ Police, Crime and Community Safety Plan for Norfolk 2022-2024

² Norfolk Community Safety Partnership Safer Norfolk Plan 2021-2024

³ HM Government Tackling Domestic Abuse Plan and Tackling VAWG Strategy July 2021

Outcome/approval by: PCC/~~chief executive~~/~~chief finance officer~~

(Delete as appropriate)

The recommendations as outlined above are approved.

Signature: 

Date: 31/07/2023

Detail of the submission

1. Objective:

- 1.1 The key objectives of The Change Project – provision of community-based evidence led domestic abuse perpetrator interventions which includes a dedicated Integrated Support Service for victims of domestic abuse. This service will continue to support the Domestic Abuse Perpetrator Partnership Approach (DAPPA) and the Multi Agency Risk Assessment Coordination (MARAC) process in addressing perpetrator abuse.
- 1.2 The DAPPA team and MARAC process, in partnership with key stakeholders will use an evidence-based approach to identify those perpetrators who would benefit from engagement with this intervention service. The service aims to assist a positive change in attitudes, associated behaviour and in turn reduce the risk of repeated abusive behaviour amongst service users.
- 1.3 The positive behaviour change interventions will be inclusive of all protected characteristics and be accessible in appropriate, and agreed, geographical locations across Norfolk. The approach will provide dedicated integrated emotional, behavioural and practical support services for perpetrators of domestic abuse whilst providing safeguarding to their partners who are victims of crime. The service will be matched to the individual's circumstances and level of risk and for those who want to stop being abusive towards intimate partners.

2. Background:

- 2.1 The Domestic Abuse Bill Consultation, Home Office (2018) revealed the necessity to identify innovation and best practice from a national audience regarding perpetrator intervention, prevention, and protection, which is key to stop repeat and serial perpetrators from reoffending and reduce crisis intervention.

2.2 There is a national drive to address and implement intervention pathways and provision for perpetrators of domestic abuse, which demonstrate a positive reduction in abusive and violent behaviour:

- Home Office (2016)
- Violence Against Women and Girls Statement of Expectations (2016)
- Violence Against Women and Girls Strategy 2016-20 (2019)
- The Domestic Abuse Bill Consultation, Home Office (2018)
- A Domestic Abuse Perpetrator Strategy for England and Wales: Call to Action (2019)
- Tackling Domestic Abuse Plan and Tackling VAWG Strategy (July 21)
- The Domestic Abuse Act 2021
- Home Office Domestic Abuse Perpetrator Intervention Standards - principles and practice guidelines for perpetrator intervention (Feb 23).

2.3 Domestic abuse is a strategic priority for all partner organisations in Norfolk. In conjunction with the Domestic Abuse and Sexual Violence Delivery Group (DASVG), Perpetrator Partnership Sub-group it was identified and necessary to protect vulnerable victims from the physical and emotional harm that domestic abuse causes. Domestic abuse has a profound effect on victims and children, both emotionally and physically as well as socially and financially. The abuse can lead to difficulties at school for children and result in learned behaviours which can/could continue and perpetuate as children grow up to become victims and/or perpetrators of domestic abuse themselves.

2.4 A rapid evidence review of available academic literature identified best practice for domestic abuse perpetrator interventions and approaches. This was completed by the OPCCN for the benefit of the DASVG, 2018 and 2019. This research, which reviewed similar approaches such as the Northumbria Multi Agency Tasking and Coordination (MATAC) approach, which has been subjected to evaluation, Drive and other independent perpetrator programs, has already been presented to the DASVG partner agencies and used to inform perpetrator intervention progression in the county.

2.5 There is a growing body of research to demonstrate the effectiveness of quality assured domestic abuse perpetrator programmes and intervention approaches.

2.6 A 'one size fits all' approach would not be suitable for all perpetrators of domestic abuse. Provisions in service need to be identified on a case by case basis and personalised to the level of threat, risk and harm the individual presents to those they target and abuse.

2.7 The service provision must include meeting the perpetrators own level of needs to address their offending behaviours, whether the perpetrator is acknowledging they are an abuser or not.

2.8 This will assist in the prevention and reduction of reoffending by addressing the underlying causes of abuse whilst delivering innovative services.

2.9 Programmes and interventions cannot exist in isolation. They need to be embedded as part of a whole service approach protecting all who are at risk of abuse. Specialist support services, such as mental health, substance misuse, housing and employment are required to provide perpetrators with appropriate help and ensure those services are working concurrently with support services for victims and children.

2.10 The current perpetrator service provision is predominantly reactive and Criminal Justice driven. There are limited intervention services and opportunities to respond to perpetrators offending behaviour outside the criminal justice system and within the Criminal Justice system in Norfolk for agencies or perpetrators, when recognised and accepted, to access to address domestic abuse offending behaviour

2.11 Norfolk DASVG partners through the DASVG Perpetrator Partnership subgroup have developed an appropriate response to the domestic abuse perpetrator intervention agenda. The development of the Domestic Abuse Perpetrator Partnership Approach (DAPPA) intervention, disruption, education and interruption model including the evidenced base and business case to support the model. This follows the similar approach as the Northumbria Multi Agency Tasking and Coordination (MATAC) approach which has been subjected to evaluation.

2.12 This approach, will support and develop the partnership strategic vision to: Build upon the current cohesive multi-agency operational delivery group to manage:

perpetrators, who are serious or repeated risk to harm, regardless of post-conviction, gender or geographical location

- Support the focused and dedicated referral team/partnership management process/intensive pathway to support enabling:
 - reduced reoffending
 - impacting positively on offender's behaviour
 - improvement of victim safety, criminal justice outcomes and partnership working
- Provide access to intensive, targeted positive behaviour change interventions on a 1-2-1 basis (inclusive of all protected characteristics or geographical location) which are not reliant on criminal justice outcomes.

2.13 The Change Project will provide access to community-based domestic abuse positive behaviour change one to one interventions, which include a dedicated Integrated Support Service for victims of domestic abuse. This service will support the Domestic Abuse Perpetrator Partnership Approach (DAPPA) and the MARAC safeguarding process.

2.14 The DAPPA team in partnership with key stakeholders will use the developed evidence-based approach to identify those perpetrators who would

benefit from engagement with The Change Project. In partnership with The Change Project.

2.15 The Change Project will continue to develop the Change Hub model in Norfolk. The Change Hub team will review and assess the DAPPA and MARAC perpetrators who are identified as suitable to participate in positive behaviour change interventions. A member of the team will attend the DAPPA meetings and provide a referral pathway for MARAC referrals. This is an inclusive model, supporting the work in other agencies providing safeguarding services.

2.16 The desired outcomes of this project will be to:

- Provide targeted support for perpetrators of domestic abuse identified through the DAPPA and MARAC processes
- Support will include dedicated integrated emotional, behavioural, and practical support services for perpetrators of domestic abuse and their partners who are victims of crime to assist attitudes, behaviour and risks of those re offending for those attending and completing the intervention tailored to their needs
- Reductions in the reoffending rates for domestic abuse perpetrators who receive the intervention
- Reduce repeat victimisation and vulnerability for those associated with the perpetrator

3. Areas for consideration:

3.1 As the operator of the domestic abuse perpetrator interventions The Change Project will be required to:

- Deliver the interventions on a 1:1 basis in Norfolk in locations that are easily accessible and that take into consideration the geography of Norfolk.
- Provide tailored packages for participants over the contract period which focus on participants taking responsibility for their own actions which will explicitly focused on 1:1 intervention session's.
- Deliver a range of mechanisms which assist in the addressing of abusive behaviors and individuals identified are regularly reviewed for risk and program suitability.
- Support and identify managing risk in multi-agency environment from first point of contact and awareness.
- Deliver proactive safeguarding support, information and help to victims associated with the perpetrator, working collaboratively with Norfolk Multi agency Safeguarding Hub (MASH), DAPPA Manager and the Norfolk Integrated Domestic Abuse Service (NIDAS)
- Signposting to appropriate diversionary activities.

- Appropriately managed handovers to other identified agencies and or specialist services.
- Deliver an assertive persistent non-collusive approach which challenges attitude and behaviour, enables those on the intervention to take full responsibility for their actions and supports them to identify and work towards positive change.
- Provide sufficient hours of contact over an established period to provide a reasonable opportunity for behavior change and to sustain a reduction in risk/future risk.
- Deliver the approach at the most appropriate time for the intended audience.

4. Other options considered:

4.1 Not funding The Change Project to facilitate domestic abuse perpetrator positive behaviour change interventions. This option was rejected as The Change Project are an accredited community-based perpetrator intervention organisation which can provide the service required to support the DAPPA and MARAC process. Without an appropriate non-criminal justice positive behaviour change intervention available to address perpetrator behaviours the DAPPA work would predominantly remain reactive and Criminal Justice driven.

5. Strategic aims/objective supported:

5.1 The delivery of domestic abuse perpetrator behaviour change interventions supports the national drive to address and implement intervention pathways and provision for perpetrators of domestic abuse, which demonstrate a positive reduction in abusive and violent behaviour:

- Home Office (2016)
- Violence Against Women and Girls Statement of Expectations (2016)
- Violence Against Women and Girls Strategy 2016-20 (2019)
- The Domestic Abuse Bill Consultation, Home Office (2018)
- A Domestic Abuse Perpetrator Strategy for England and Wales: Call to Action (2019)
- The Domestic Abuse Act 2021
- Violence Against Women and Girls Strategy 2021
- Policy paper Tackling perpetrators, Home Office 2022

- Supporting male victims: Position statement on male victims of crimes considered in the cross-government Tackling Violence Against Women and Girls Strategy and the Tackling Domestic Abuse Plan 2022

5.2 The approach aligns and supports the Home Office Standards for domestic abuse perpetrator interventions . The service provides accessibility of systematic interventions to support behaviour change work and intensive multi agency case management. This approach will support the future evidence base research regarding perpetrator intervention, prevention, and protection which is key to stop repeat and serial perpetrators from reoffending and reduce crisis intervention.

6. Financial and other resource implications:

6.1 To deliver the service until the 31st of March 2024 (inclusive), the Office of the Police and Crime Commissioner for Norfolk will fund The Change Project £169,675.

7. Other implications and risks:

- 7.1 All parties will work together to identify, manage and mitigate risks on achieving the project through the DAPPA, MARAC and MASH processes. These shall be recorded in all referrals, assessments and collaborative work between The Change Project, DAPPA team and MARAC approaches.
- 7.2 Any risk and safeguarding matters will be regularly reviewed and managed collaboratively between The Change Project, DAPPA team and MASH partners.

Footnote 4 Home Office Standards for Domestic Abuse Perpetrator Interventions Jan 2023

Table 1 Originator checklist

Originator checklist (must be completed)	Please state 'yes' or 'no'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes

Is this report a Confidential Decision?

No

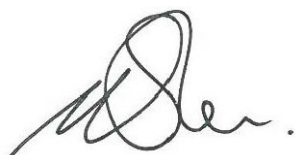
If Yes, please state reasons below having referred to the [PCC Decision Making Policy](#)

Approval to submit to the decision-maker (this approval is required only for submissions to the PCC).

Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.

Signature:



Date: 31/07/2023

Chief Finance Officer (Section 151 Officer)

I certify that:

- a) there are no financial consequences as a result of this decision,
Or
- b) the costs identified in this report can be met from existing revenue or capital budgets,
Or
- c) the costs identified in this report can be financed from reserves
And
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

Signature:



Date: 31/07/2023

Public access to information: *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*