



Brighton & Hove
City Council

Community Safety Forum

Title:	Community Safety Forum
Date:	18 October 2010
Time:	4.00pm
Venue	Council Chamber, Hove Town Hall
Members:	Councillors: Simson (Chairman), Barnett, Carden (Opposition Spokesperson), Duncan, Hyde, Janio, Morgan, Phillips, Watkins and Young, Representatives from Communities of Interest
Contact:	Penny Jennings Democratic Services Officer 01273 291065 penny.jennings@brighton-hove.gov.uk



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COMMUNITY SAFETY FORUM

The following are requested to attend the meeting:

Representatives from Communities of Interest:

Age Concern
Area Housing Panels
Brighton & Hove Business Crime Reduction Partnership
Brighton & Hove Community & Voluntary Sector Forum
Brighton & Hove Federation of Disabled People
Brighton & Hove City Primary Care Trust
Independent Advisory Group Sussex Police
Brighton & Hove Mediation Service
British Transport Police
Coalition for Youth
Domestic Violence Forum
East Sussex Fire & Rescue Service
Hangleton & Knoll Project
Hove YMCA
Local Action Team Representatives
Neighbourhood Watch
Older People's Council
Racial Harassment Forum
St James's Street Community Safety Group
Spectrum
Sussex Probation
Victim Support
Whitehawk Community Safety Development Project
Women's Refuge Project
Youth Offending Team.

AGENDA

14. PROCEDURAL BUSINESS

- (a) Declaration of Substitutes - Where Councillors are unable to attend a meeting, a substitute Member from the same Political Group may attend, speak and vote in their place for that meeting.
- (b) Declarations of Interest by all Members present of any personal interests in matters on the agenda, the nature of any interest and whether the Members regard the interest as prejudicial under the terms of the Code of Conduct.
- (c) Exclusion of Press and Public - To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

NOTE: Any item appearing in Part 2 of the Agenda states in its heading either that it is confidential or the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the public.

A list and description of the categories of exempt information is available for public inspection at Brighton and Hove Town Halls.

15. MINUTES OF THE PREVIOUS MEETING

1 - 10

16. CHAIRMAN'S COMMUNICATIONS

17. PUBLIC QUESTIONS

(The closing date for receipt of public questions is 12 noon on 12 October 2010)

No public questions received by date of publication.

18. COMMUNITY SAFETY ISSUES RAISED BY MEMBERS AND COMMUNITY REPRESENTATIVES

19. CRIME TRENDS AND PERFORMANCE IN BRIGHTON & HOVE : POSITION AT END AUGUST 2010

11 - 20

Report of the Strategic Director of Place (copy attached)

Contact Officer: Ruth Condon

Tel: 29-1103

Ward Affected: All Wards;

20. MANAGEMENT OF DEMONSTRATIONS IN THE CITY

COMMUNITY SAFETY FORUM

Oral report by the Chief Superintendent of Police.

21. SUPPORT SERVICES FOR VICTIMS OF SEXUAL VIOLENCE:RESPONSE TO RECOMMENDATIONS **21 - 70**

Report of the Strategic Director of Place (copy attached)

Contact Officer: Linda Beanlands *Tel:* 29-1115

Ward Affected: All Wards;

22. INTELLIGENT COMMISSIONING PILOTS:PROGRESS

Oral report by Head of Community Safety.

Contact Officer: Linda Beanlands *Tel:* 29-1115

Ward Affected: All Wards;

23. POLICING IN THE TWENTY FIRST CENTURY

Oral presentation by Chief superintendent of Police.

24. EAST SUSSEX POLICE AUTHORITY: MINUTES OF THE MEETING HELD ON 29 JULY 2010 **71 - 74**

(copy attached)

25. EAST SUSSEX FIRE AUTHORITY: MINUTES OF THE MEETING HELD ON 9 SEPTEMBER 2010 **75 - 76**

(copy attached)

The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

The closing date for receipt of public questions and deputations for the next meeting is 12 noon on the fifth working day before the meeting.

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Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

For further details and general enquiries about this meeting contact Penny Jennings, (01273 291065), email penny.jennings@brighton-hove.gov.uk or email democratic.services@brighton-hove.gov.uk

Date of Publication - Friday, 8 October 2010

COMMUNITY SAFETY FORUM

Agenda Item 15
Brighton & Hove City Council

BRIGHTON & HOVE CITY COUNCIL

COMMUNITY SAFETY FORUM

4.00pm 5 JULY 2010

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillor Simson (Chairman); Morgan (Opposition Spokesperson), Barnett, Hyde, Duncan, Janio, Phillips and Watkins

Sussex Police: Chief Superintendent Bartlett; Inspector P Castleton

Communities of Interest: Mr D Peacock, St James Street LAT; Mrs P Weller, Hangleton & Knoll Community Action Team ; Mrs C El-Shabba, Whitehawk Crime Prevention Forum; Mrs F Matyzak MBE Whitehawk Crime Prevention Forum and Racial Harassment Mediation Forum; Mr B Gandy, Moulsecoombe and Bevendean LAT; Councillor Marsh, Moulsecoombe and Bevendean LAT; Mrs S Howell, Moulsecoombe and Bevendean LAT; Mr J McPhillips, Turner LAT; Mrs J Brookes, Portland and Clarendon Forum; Ms C Summers, London Road Area LAT; Mr B Copelin, Patcham LAT; Ms J Taylor,RISE; and Ms E Butler, Brighton & Hove Domestic Violence Forum

Officers: Linda Beanlands, Head of Community Safety; Linda Anglin, City Parks Projects and Penny Jennings, Democratic Services Officer

PART ONE

1. PROCEDURAL BUSINESS

1a. Declaration of Substitutes

1.1 There were none.

1b. Declarations of Interest

1.2 There were none.

1c. Exclusion of Press and Public

- 1.3 In accordance with Section 100A of the Local Government Act 1972 ("The Act"), the Community Safety Forum considered whether the press and public should be excluded from the meeting during consideration of any item of business on the grounds that it was likely in view of the business to be transacted or the nature of the proceedings, that if members of the press and public were present during that item there would be disclosure to them of confidential information (as Defined in Section 100(1) of the Act).
- 1.4 **RESOLVED** – That the press and public be not excluded from the meeting during consideration of any item on the agenda.

2. MINUTES OF THE PREVIOUS MEETING

- 2.1 The Democratic Services Officer referred to proposed amendments to the minutes which had been notified to her by Christina Summers, London Road LAT in relation to her presentation given at the previous meeting as follows:

Paragraph 43.4: The first sentence to be amended to read as follows:

"Both commended the support given by the Community Safety Team and the Police in terms of set-up and on-going support."

Paragraph 43.4: The final sentence should read:

"The London Road Traders Association (which had previously been dormant) was reformed in response to the increasing problems of street drinking and anti-social behaviour and brought these issues back onto the agenda for the Police and Council. As a result of that, the London Road Area LAT was newly set up as a group with an official mandate to deal with these problems and, in turn the London Road Traders Association naturally folded."

- 2.2 John Stevens, Leach Court Resident's Association stated that he had been present at the meeting.
- 2.3 **RESOLVED** – That subject to the amendments set out above the Chairman be authorised to sign the minutes of the meeting held on 8 March 2010 as a correct record.

3. CHAIRMAN'S COMMUNICATIONS

Anti Social Behaviour

- 3.1 The Chairman stated that minimum standards had been agreed to ensure that a consistent service was provided. The Council was working in partnership with the Police and a launch would take place in the near future.

Closure Orders

- 3.2 The Chairman stated that a Closure Order had been issued on an address in Kemptown. These powers were in place and would be used in appropriate cases.

Street Pastors

- 3.3 The Chairman explained that the first Street Pastors had been commissioned and were working from St Paul's Church in West Street. Their presence was welcomed, as they were a tremendous asset in that they helped to keep vulnerable people safe in the city centre late at night.

LAT Chair's Meeting

- 3.4 The Chairman confirmed that the next scheduled LAT Chair's meeting would be held on 16 July 2010. The Head of Community Safety would ensure that details of the meeting were circulated. In the event that any Chair was unable to attend any other member of the LAT was welcome to attend in their stead.

Letter Received from John Stevens

- 3.5 The Chairman referred to a letter received from John Stevens, Leach Court Residents Association. The Head of Community Safety explained that the letter encompassed a number of complex issues, in consequence it had not been possible to respond to the letter prior to that days meeting. A response would be sent however as soon as it was possible to do so. The response could also be forwarded to the next meeting of the Forum for information if that was Mr Stevens wish.

- 3.4 **RESOLVED** - That the content of the Chairman's Communications be noted.

4. PUBLIC QUESTIONS

- 4.1 There were none.

5. COMMUNITY SAFETY ISSUES RAISED BY MEMBERS AND COMMUNITY REPRESENTATIVES

- 5.1 Mr Cooke, Whitehawk LAT, enquired whether the existing reporting networks remained in place. Chief Superintendent Bartlett stated that the contact point was dependent on the issue, that this was in the process of being reviewed and that the principles of local policing remained.

- 5.2 **RESOLVED** – That the position be noted.

6. CRIME TRENDS AND PERFORMANCE IN BRIGHTON & HOVE

- 6.1 The Forum considered a report of the Head of Community Safety setting out crime trends in Brighton and Hove up to March 2010.
- 6.2 Sergeant Castleton explained that in consequence of new Home Office directives some of the targets previously imposed had been removed, the Crime Trends and Performance Team were therefore revisiting the way in which targets and trends could be reported forward to future meetings in a meaningful way.

Total Recorded Crime

- 6.3 The Forum were pleased to note that in 2009/10 there had been a reduction in overall crime of 3.1% compared to 2008/09 and that this had exceeded the target of 3% which had been set. This represented a continuation of the long term downward trend experienced over the last ten years. The main crime areas contributing towards this reduction were violent crime, criminal damage and theft.
- 6.4 Councillor Morgan (OS) welcomed these figures which were very good news, however, he sought clarification of how these figures would be measured and sustained in the context of proposed funding cuts. Chief Superintendent Bartlett stated that whilst it was known that there would be reductions to all public sector funding there remained a commitment to protect front line services and to explore ways in which it might be appropriate to extend current levels of collaborative working, the most effective means by which this could be achieved were under active discussion.

Sexual Offences

- 6.5 The figure of 293 referrals from Brighton and Hove to the Sexual Assault Referral Centre was queried and it was subsequently notified that the second sentence of paragraph 3.6 should read as follows:

“During 2009 there were 293 referrals to the Sexual Assault Centre of whom 29% (85) were from Brighton & Hove More than a quarter of all SARC referrals were under 18 years and a further percentage were identified as vulnerable adults with mental health needs also identified.”

- 6.6 In answer to questions, the Head of Community Safety explained that notwithstanding that the SARC was based in Crawley this had not presented any problems in cases being referred as effective inter-agency liaison procedures were in place. In the current economic climate the need to have good third sector services in place had been identified as a priority, this new service had established itself rapidly, it had been set up and was running effectively within a year. An amended copy of this report was circulated subsequently to Members of the Forum.

Motor Vehicle and Cycle Theft

- 6.6 It was noted that the theft of two wheeled motor vehicles continued to present a problem and had made up 42% of all vehicle thefts during March. In addition to work with a trap scooter to assist detection of crimes, the possibility of providing securing points in motorcycle parking places was also being explored. The Chairman stated that such initiatives were welcomed.

Domestic Violence and Hate Incidents and Crime

- 6.7 It was noted that the number of domestic violence incidents reported to the Police was 6% higher than for the previous year. It was considered however that this was due in part to the on-going work which had taken place to increase reporting. Improved support for victims had resulted year on year in increases in the percentage of successfully concluded DV cases; this had reached 72% in 2009/2010.

- 6.8 Mr Stevens, Leach Court Residents Association referred to the incidence of disability hate crimes and asked what was being done to highlight this issue and to ensure that attacks were properly reported. The Head of Community Safety stated that as this was a “new” category of reported crime how it was defined was complex. Measures were in place to address this by launching common reporting forms.
- 6.9 Councillor Janio also referred to the current financial situation noting that notwithstanding the removal of some targets the commitment to local policing for local people remained as did a commitment to deliver the forces’ stated priorities. In answer to questions by Councillor Bartlett it was confirmed that all of the agreed targets would remain in place for the current year.
- 6.10 Councillor Duncan stated that as a Council appointee to the Police Authority he was happy to feed in and support these stated needs on that body. Councillor Watkins referred to the fact that the financial situation could change rapidly citing the importance of bodies such as the Forum.
- 6.11 Mr Harmon, SCLAT stated that he hoped that the priorities set out in the “Policing Pledge” would still be maintained. Mrs Weller, Angleton Community Project stated that she hoped that local community organisations would be notified of any changes at an early stage.
- 6.12 **RESOLVED** - That the contents of the report be noted.

7. IMPROVEMENTS TO CITY PARKS AND ROLE OF LOCAL ACTION TEAMS

- 7.1 The Projects Manager, City Services Ms Anglin gave an oral report detailing the improvements made to City parks in concert with local communities and those e.g., LAT’s representing them. She explained that the play builder scheme had set up by the Department of Education a few years previously in order to focus on the identified needs of 8 -13 year olds. As the scheme had rolled forward a lack of facilities for those with disabilities had emerged and measures had been put into place to address this. A design led programme had been encouraged in partnership with other agencies including the police and third sector representatives.
- 7.2 In answer to questions she explained that in detailed preparatory work was necessary and cited three schemes in Whitehawk which had recently come to fruition. The form any scheme took would differ dependant on the differing needs of local communities. One of the drivers for schemes was to seek to design out low level anti-social behaviour. Mr Gandy, referred to the increasing number of elderly residents across the city and to the need to prepare for their needs too. Ms Angelin referred to equipment which had been provided in Hove and Vale Parks respectively.
- 7.3 The Chairman thanked Ms Angelin for her informative presentation. Councillor Morgan stated that the information provided highlighted the success that could be achieved as a result of co-operative working.
- 7.4 **RESOLVED** – That the report be noted.

8. FEEDBACK FROM SCRUTINY REVIEW ON SUPPORT SERVICES FOR VICTIMS OF SEXUAL ASSAULT

8.1 The Forum considered a report of the Director of Strategy and Governance detailing the findings of the Scrutiny Panel into support services for victims of sexual violence.

8.2 Councillor Watkins had chaired the Panel and was invited to present the report and its findings to the Forum. He explained that this area of work could by its very nature be emotionally challenging and that the Panel had been impressed by the level of professionalism and dedication shown by those working in this difficult area, all of those interviewed by the Panel had shown focus and commitment to achieving a common purpose with other agencies; one of the key factors in carrying forward this important piece of work was to seek to ensure that co-ordinated joint strategic commissions were put into place. This would be important in ensuring the future stability and funding of the support services available in the city for those affected by sexual violence.

8.3 Councillor Duncan a Member of the Forum and also a Council appointee on the Police Authority agreed that he would be happy highlight the content of the report and to raise this matter at an authority meeting.

8.4 The Chairman, Councillor Simson thanked the Panel for their report and commended the in depth analysis which had taken place into a difficult and sensitive issue.

8.5 **RESOLVED** – (1) That the Forum note the content of the scrutiny panel's report (Appendix 1) which will be referred to the Council's Executive and to appropriate partner organisations; and

(2) That the Forum also note a proposal that was not agreed by ECSOSC for an additional recommendation as recorded in the extract from the draft minutes of the 21 June ECSOSC meeting (Appendix 2).

9. DEALING WITH SERIOUS VIOLENT CRIME

9.1 Chief Superintendent Bartlett gave an oral presentation detailing how serious violent crime was categorised and then proceeded to set out the key challenges for the Police in this area of their work.

9.2 Chief Superintendent Bartlett explained that the public often found that the way different crime types were categorised was confusing. There was a new area "attempted gbh" and "attempted assault" Examples were given of the types of crime which fell into each of these categories. Chief Superintendent Bartlett stated that about 3 such incidents occurred in the city each week. Although this number was small the impact on victims of such crime could be significant, injuries sustained could be life changing if not life threatening.

9.3 Key challenges for the Police were around alcohol and domestic incidents. Whilst alcohol did not necessarily make individuals violent a significant proportion of those who drank to excess had a propensity for violent behaviour. In addition to the work carried

out by the neighbourhood policing teams to build up trust and to establish pathways to help, there were a number of visitors to the city, some of whom had a tendency towards violence or other alcohol related crime; this was one of the challenges presented by a vibrant city. Generally, young people's conflict management skills were not good and lots of targeted work was carried out with young people.

- 9.4 There had been national recognition for the inter-agency work carried out in managing the night time economy and for the red/yellow card system operated in conjunction with door supervisors. If a situation was deemed severe enough, powers could be used, requiring individuals to leave an area, in such circumstances it was an offence not too. Significance was attached to ensuring that premises were properly run and in response to repeated offences at licensed premises in Bevendean had been closed down for a fixed period recently.
- 9.5 Additionally, there was a focus on dealing with domestic incidents, these could have a number of route causes and were not necessarily alcohol related. A multi agency approach had been adopted which sought to ensure that victims were given access to the appropriate wrap around services. Whilst not complacent the structures in place had helped to ensure serious violent crime in city had been reduced and contained and had not seen the level of increases which had occurred elsewhere in the country although further reduction of such crimes remained a target.
- 9.6 Councillor Barnett sought confirmation that it was illegal to sell alcohol to anyone who was already drunk and it was confirmed that it was. Councillor Barnett referred that a number of individuals could be observed around the city that was under the influence of alcohol enquiring as to the level of sanctions taken where offences occurred. It was noted that whilst the Police sought to work with licensees to effect any necessary improvements licences could be reviewed if that was considered appropriate. The Chairman cited the recent premises closure as an example of this.
- 9.7 Councillor Morgan enquired whether a number plate recognition system was used and Chief Inspector Bartlett responded that systems were in place to follow through in cases where such intelligence was received.
- 9.8 Councillor Watkins referred to instances elsewhere in the country where savage dogs were used for purposes of attack/as a weapon, it was confirmed that this had not been a prevailing trend in Brighton & Hove.
- 9.9 Mrs Matyzak referred to the weapons including on occasion live ammunition sometimes turned up at markets, /boot fairs and it was confirmed that trading standards and other agencies were aware of and took a pro-active approach in relation to this matter.
- 9.10 Mr Stevens referred to the sale of alcohol to street drinkers and those who were under age by supermarkets, it was explained that proportionate action was taken and that alcohol sales would not cease in the case of isolated incidents. A penalty notice would be served on the individual member of staff who had sold the alcohol; if this was a regular occurrence a review of the licence could be sought.
- 9.11 **RESOLVED** – That the content of the report be noted.

10. REDUCING RE-OFFENDING BY PROLIFIC OFFENDERS

- 10.1 The Chief Probation Officer, Mrs L Rogers gave an oral presentation detailing the initiatives in place to reduce the level of re-offending by prolific offenders.
- 10.2 Mrs Rogers explained that the Police had been working with the Police and other agencies since 2005 in order to target those individuals responsible for high levels of crime in the city. Individuals were supported and monitored through a twelve month period either as part of a community order or on release from prison. The scheme was designed to support these individuals in a consistent and comprehensive way. In appropriate instances drug testing /support for those with alcohol related problems was used. Improvements were seen year on year and the cohorts of individuals in the scheme changed as individuals moved on to other provision and new individuals joined.
- 10.3 This programme had been successful nationwide and during the coming year it was intended to roll the scheme out to involve a wider group of partners e.g., women's sector services to prevent people falling through any "gaps" in the system and to work with offenders aged 25 and below. Short term intervention work was also carried out with those who had no other formal support and had lost their homes/jobs as a result of a custodial sentence. Advice was given on benefits and other issues relevant to their circumstances.
- 10.4 Councillor Duncan stated that whilst he was very pleased to hear about these "intelligent" measures to help to reduce crime he enquired whether secure funding was in place to ensure that valuable resource could continue. Councillor Watkins concurred stating that funding was a key issue. Mrs Rogers explained that whilst difficult financial times were ahead some matched funding was in place. The key to continued success lie in working information sharing and working collaboratively with other partners. Whilst the probation service could not do it all it was well placed to work with the third sector in sharing their expertise and providing guidance to agencies dealing with those at the higher end of offending.
- 10.5 Mr Peacock referred to the available funding streams and to whether/if any under spend could be carried over to successive years and to the number of cohorts going through the system in any one year. It was explained that there were usually three cohorts within any one year and that this work carried forward year on year as a rolling programme. Dependent on the individuals within each cohort the level of intervention used would differ.
- 10.6 The Chairman welcomed the presentation and was pleased to note that this work was being carried forward in an integrated and supportive way. It was also that a presentation be given at a future Forum meeting detailing the work carried out by INSPIRE.
- 10.7 **RESOLVED** – That the content of the report be noted.

11. FIRE RISK ASSESSMENTS AND SAFETY MEASURES IN HIGH RISE BLOCKS OF FLATS

- 11.1 The Technical Fire Safety Officer, East Sussex Fire and Rescue Service, Mr Combs gave a presentation setting out how Fire Risk Assessments were carried out in High Rise Blocks of flats.
- 11.2 He explained that the service worked pro-actively with Planning Officers and Building Control Officers as part of the planning process when new developments were considered. He referred to the historic position stating that whilst different measures applied in different types of block and dependent on their age, generally in all modern blocks or those above 7 storeys in height the presumption was against all residents leaving the event of a fire as it should be possible to compartmentalise areas of the building and to contain a fire so that only those in the immediate vicinity would need to be evacuated.
- 11.3 It was important that residents were aware of the procedures to be followed in the event of a fire and work was undertaken to ensure this was so. Works/ obstructions to common parts of a building give rise to problems. Councillor Marsh referred to works undertaken with Council tenants recently to ensure the removal of plants, pictures etc which could result in a fire hazard/obstruction.
- 11.4 Mr Stevens referred to the measures applicable to council owned properties and the importance of all residents being made aware of the procedures applicable to the particular block where they lived.
- 11.5 **RESOLVED** –That the contents of the report be noted.
- 12. EAST SUSSEX FIRE AUTHORITY: MINUTES OF THE MEETINGS HELD ON 20 MAY AND 3 JUNE 2010**
- 12.1 **RESOLVED** – That the contents of the minutes be noted.
- 13. EAST SUSSEX POLICE AUTHORITY: MINUTES OF THE MEETING HELD ON 10 JUNE 2010**
- 13.1 **RESOLVED** – That the contents of the minutes be noted.

The meeting concluded at 6.25pm

Signed

Chairman

Dated this

day of

Subject: Crime trends and performance in Brighton & Hove:
Position at end August 2010

Date of Meeting: 18th October 2010

Report of: *Director of Environment*

Contact Officer: Name: *Ruth Condon* Tel: 29-1103
E-mail: ruth.condon@brighton-hove.gov.uk

Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report describes crime trends up to August 2010 and reports against targets and areas of work relating to the Brighton & Hove Community Safety, Crime Reduction and Drugs Strategy, 2008-11. The report is intended to keep members of the Community Safety Forum apprised of crime trends and of recent work which is going on in support of the various areas.
- 1.2 Graphs with monthly data are also provided going back to April 2006. This enables recent data to be interpreted in the context of both longer term trends and also seasonal crime cycles (where appropriate).

2. RECOMMENDATIONS:

- (1) The Community Safety Forum notes the information provided in this report and invited to:
 - i) comment on any developments they may be aware of from their own or their organisation's experience which may help to understand and interpret the police crime data contained in this report.
 - ii) consider the potential for supporting crime reduction and community safety when their organisations develop and take forward projects

3. INFORMATION:

Total Police Recorded Crime

- 3.1 After the first five months of 2010/11 (to end of August) there was a reduction in overall crime of 4.8% compared to the same months of 2009/10 and this exceeds our 3% reduction target. This is a continuation of the long term downward trend experienced in the past ten years.

Criminal Damage

- 3.2 Criminal damage offences during the first 5 months of 2010/11 were 17% fewer than in the same months in 2009/10. The numbers rose from relatively low levels in the winter months up to a peak in May and June, but have dropped back during the following two months. This pattern was observed across the various types of criminal damage (ie. against dwellings, other buildings and vehicles).
- 3.3 Work has been progressing around improved appearance of the local environment with renewed work to tackle fly-posting and flyering and the purchase of high pressure street washing equipment to remove chewing gum. Such work helps to discourage deliberate damage. Partnership working involving projects with children in East Brighton has helped to tackle arson in this area and to keep numbers within target.

Violent Crime

- 3.5 The number violent offences involving injury (including both serious and other injury) has reduced in the first 5 months of 2010/11 by 9% compared with the same months in 2009/10, which is better than the 3% reduction target. Alcohol misuse is often behind violent offences. Work continues around the development of an overarching Alcohol Strategy for the city which will ensure that the work of the wide range of partner agencies who have an interest in managing the use of alcohol in the city is co-ordinated. In parallel to this, research and consultation work around alcohol problems and services is also taking place through the 'intelligent commissioning' process to ensure future city-wide services are commissioned in the most effective way. Ways of effectively delivering information to the public around alcohol are being taken forward by a partnership group both from the health and crime perspectives. Measures were put in place prior to World Cup match days to ensure that an increase in violent crime did not result.

Sexual Offences

- 3.6 In the first five months of 2010/11 there have been 152 sexual offences, 2% fewer than in the same months of 2009/10. Although there was a peak in the number of offences recorded in July, a number of these related to historical incidents and in fact there were fewer taking place in July this year than last year. In the first three months 21 clients were referred to the Sexual Assault Referral Centre for specialist services and further referral to support agencies. Information around mental health and adult vulnerability collected by the SARC is being analysed to inform the development of new working arrangements with adult social care and other services. Two part time Independent Sexual Violence Advisor posts have now started in post. They are based at Survivors Network and support victims of sexual offences by working with them through the criminal justice process, providing advice, helping them access counselling and so on. The scrutiny of sexual violence services is now complete and a final report with recommendations has been produced. This will be considered by a partnership meeting of statutory and third sector organisations during October.

Domestic Burglary

- 3.7 The number of domestic burglaries in the first five months of 2010/11 is 22% lower than in 2009/10. The long term pattern over the last three years has oscillated and is often related to the presence or absence of individual prolific burglars. Residents living near burgled houses have been alerted to take extra crime prevention measures due to statistically heightened risk or further burglaries. Homes that are repeat victims of burglary or where residents are deemed vulnerable have received security upgrades. There are a small number of prolific offenders whose drug-related offending is particularly problematic and these individuals are worked with intensively to reduce the risk of further drug-related offending.

Motor Vehicle and Cycle Theft

- 3.8 The number of vehicle thefts during 2010/11 to date have decreased by 9% compared with 2009/10. This decrease applies both to thefts of and thefts from motor vehicles. Car parks have received new crime prevention signage. Vehicle crime prevention advice has been distributed at a range of events across the city such as Freshers Fairs. Also, police operations have taken place over the summer to address the problem of stolen mopeds.
- 3.9 During the first five months of 2010/11 police recorded cycle thefts increased by 5.5% compared with last year, with numbers of thefts during June and July being particularly high with over 120 cycle thefts each month. A number of police action days for cycle theft have taken place at locations across the city including Brighton train station, the promenade, St James St and Churchill Square. This involved registering cycles on immobilise.com, giving out crime prevention advice, postcoding cycles and leaving crime prevention tips on cycles left unattended in cycle theft hotspots.

Domestic Violence

- 3.10 The number of domestic violence incidents reported to the police continues to increase, with numbers over the last four months averaging about 335 per month. So far during 2010/11 numbers are 3% higher than the same months last year. While seeking to decrease the incidence of DV, there is also ongoing work to increase reporting. The police are responding promptly to investigate offences and improving other processes around their handling of domestic violence cases and as a consequence more offences are being detected and charged than in previous months and years. The percentage of finalised court cases with successful outcomes remains at over 70%.

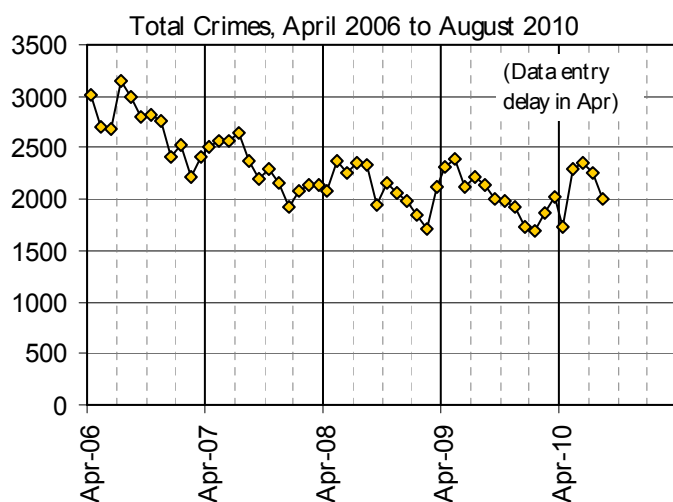
Hate Incidents and Crimes

- 3.11 The number of racist and religiously motivated incidents (RRMI) recorded by the police continues to decline, although the number recorded through the multi-agency Racist Incident Report Form remains relatively stable. This form has now been superseded by a generic Hate Incident Report Form which has been launched and is available on the council, Safe in the City and Racial Harassment Forum websites, as well as being promoted to a wide range of organisations and reporting centres. A BME businesses safety project has begun and is seeking to engage with community partners.
- 3.12 Police recorded LGBT-motivated hate crimes and incidents also continue to fall. It is anticipated that the generic Hate Incident Report Form which is being widely promoted across agencies will promote further reporting. The Partnership Community Safety Team once again had a high profile presence at Pride and

messages delivered via the local authority focused on how to report and deal with hate crime, what support services are available and LGBT youth bullying.

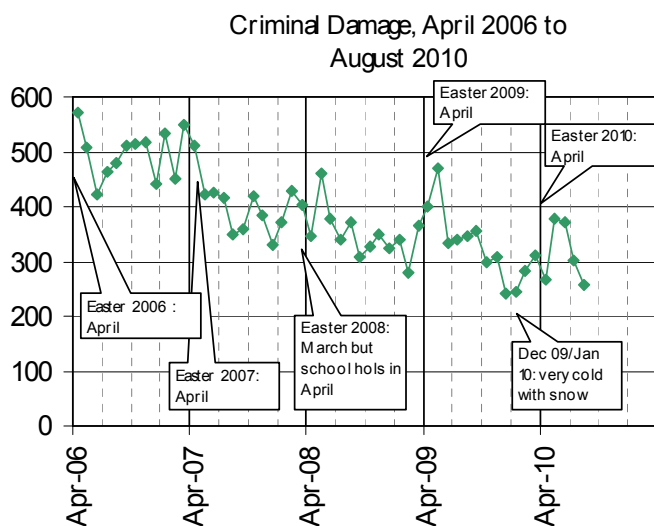
3.13 There were 5 disability hate incidents reported to the Partnership Community Safety Team between April and June 2010. A wider launch than that mentioned above which focuses on promoting headline messages about the unacceptability of disability hate incidents is appropriate. There have been three disability hate incidents finalised in court since April and all of these have had successful outcomes.

Crime trends up to August 2010



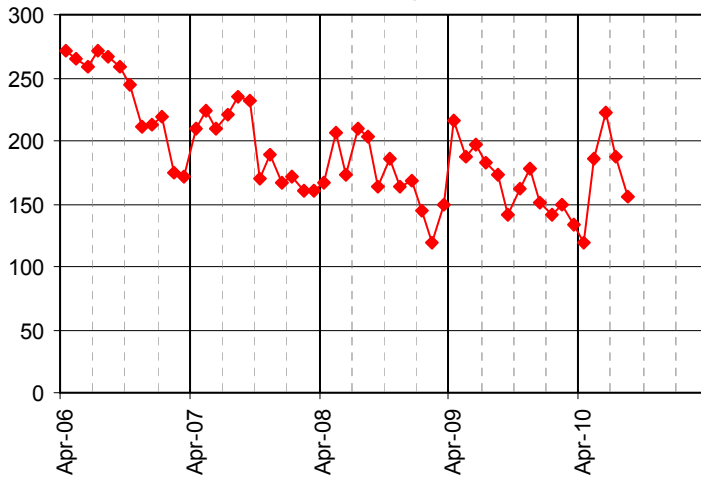
3.14 The typical seasonal pattern in crime levels has continued with lower levels over the winter months, rising again in the summer.

There was a delay in entering crimes into the police data recording system in April, so numbers are showing fewer in that month, and numbers in the following two months are correspondingly enhanced. This effect is seen in a number of the crime types shown below.



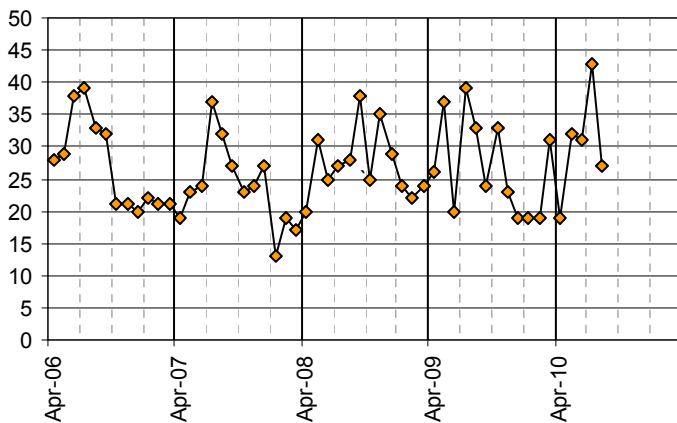
3.15 Numbers of criminal damage offences have risen since the low levels experienced during December and January when the weather was particularly cold, but overall the long term decline continues. Numbers of criminal damage offences have been lower in July and August than in May and June.

All Injury Violence
April 2006 to August 2010



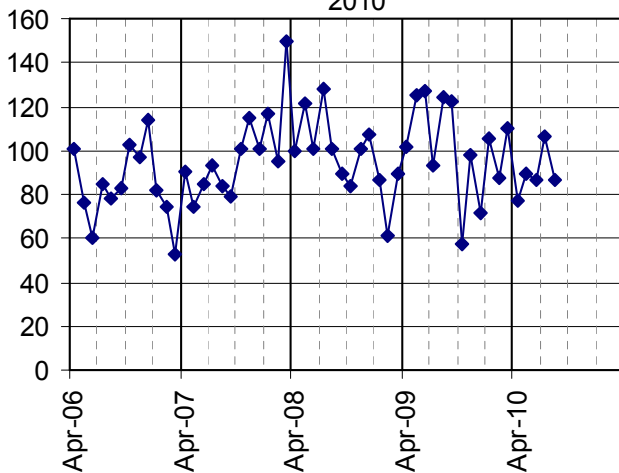
3.16 There is a clear seasonal pattern in injury violence with higher levels tending to occur in the early summer. This pattern has continued.

Sexual Offences
April 2006 - August 2010



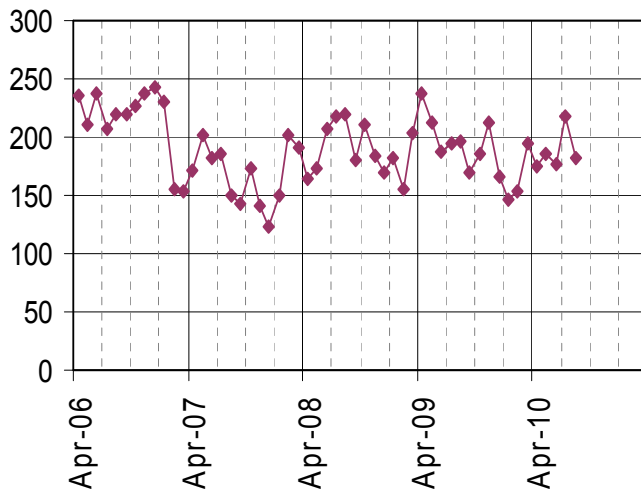
3.17 In the first 5 months of 2010/11 numbers are similar to the same months in 2009/10.

Domestic Burglary, Apr 2006 to August 2010



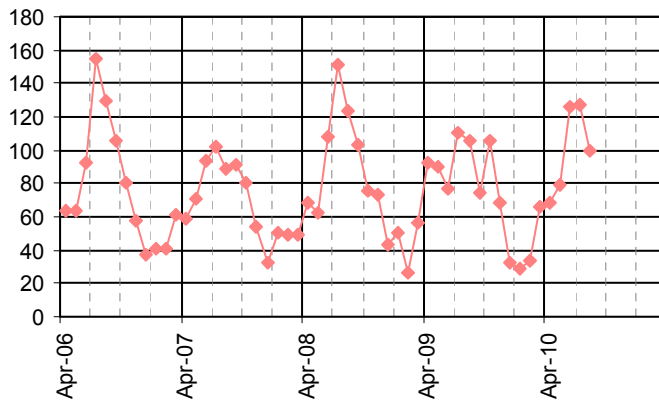
3.18 The number of domestic burglaries has averaged at about 90 per month in the first 5 months of 2010/11 and this is roughly the same level as the preceding 5 months, but below the same 5 months in 2009/10

Vehicle Crime, April 2006 to August 2010



3.19 The number of vehicle crimes in the first 5 months of 2010/11 has averaged about 190 per month. Both thefts from vehicles and thefts of vehicles have decreased compared with the same period in 2009/10.

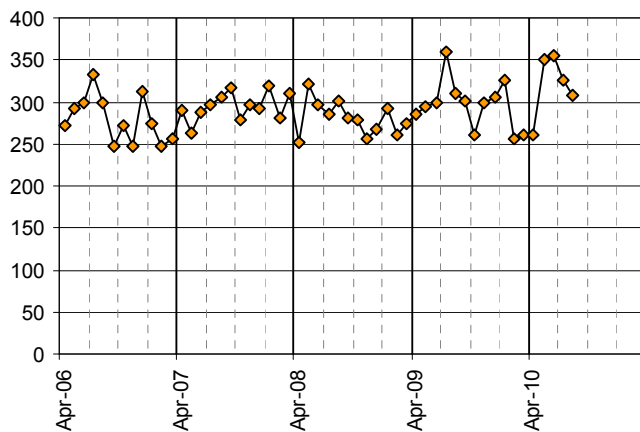
Theft of a Pedal Cycle, April 2006 to August 2010



3.20 Pedal cycle theft shows a strong seasonal effect related to the months when more people cycle and can be influenced by weather.

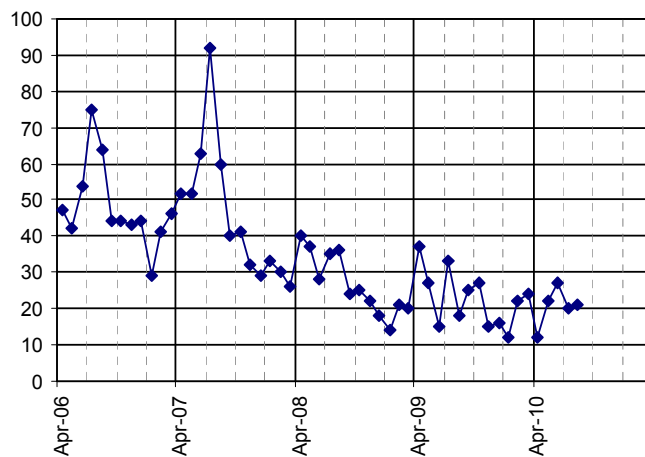
3.21 Police crime data presented in this report only reflect those crimes which are reported and recorded. There is likely to be a level of underreporting in many crime types. However, domestic violence and the hate crimes on this page are likely to be particularly liable to underreporting.

Domestic Violence Crimes and Incidents,
April 2006 - August 2010



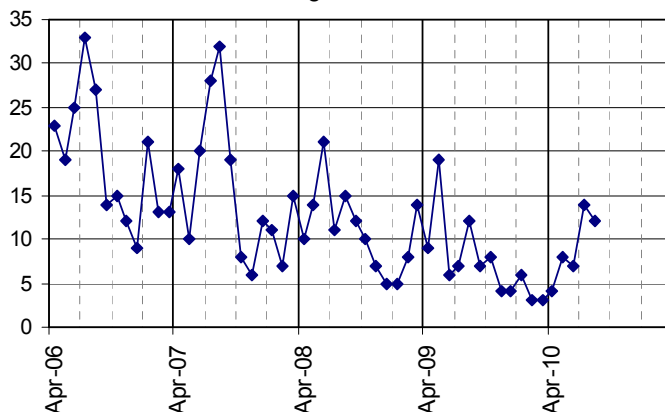
3.22 The number of domestic violence crimes and incidents during the first 5 months of 2010/11 has increased compared with the same months in 2009/10. This increase is seen in both the crime and crime-related incidents. Numbers remain significant at an average of 320 per month.

Racist and Religiously Motivated Crimes and Incidents, April 2006 to August 2010



3.23 The declining trend in racist and religiously motivated incidents and crimes appears to be continuing with an average of 20 per month. The seasonal effect (more incidents in the summer months) may still be present, but this is much less marked than in previous years.

LGBT Hate Crimes and Incidents, April 2006 to August 2010



3.24 After the very low numbers of recorded crimes and incidents between Nov and Apr numbers have risen again, in common with previous season patterns. Jul and Aug have seen 14 and 12 crimes and incidents respectively.

Performance data for key crime types, 2010/11

Police recorded crimes April to August (inclusive)	number of crimes Apr 09-Aug 09	number of crimes Apr 10-Aug 10	reduction target (from 2009/10 baseline)	performance against target to date	rank within 15 benchmarked CSPs
Total Crimes	11,179	10,647	-3%	on target	8
Criminal Damage	1,891	1,572	-5%	on target	13
Injury Violence ¹	956	871	-3%	on target	9 ²
Sexual Offences	155	152	-	-	11
Domestic Burglary	571	446	-	-	2
Theft from/of a Motor Vehicle	1,028	937	-	-	4
Pedal Cycle Theft	475	501	-	-	6
Domestic Violence Crimes and Incidents	1,551	1,598	-	-	n/a ³
Racist/Rel. Crimes and Incidents	144	102	-	-	n/a
LGBT Hate Crimes and Incidents	53	45	-	-	n/a

¹ As defined by Sussex Police

² iQuanta category 'wounding (serious and other)'

³ Because DV and hate crimes are locally 'flagged' crimes and do not have nationally defined classification codes, comparative/benchmarking data are not available. Also, because DV, hate crimes and sexual offences are subject to significant underreporting and local work is being undertaken to increase reporting of these crimes, it is not appropriate to judge performance in comparison with other CDRPs based on the number of police recorded crimes.

Appendix.

A note on how Brighton & Hove's performance is compared with other Community Safety Partnerships

For the purposes of assessing the relative performance of the Brighton & Hove Community Safety Partnership (CSP) in reducing crime, our performance is compared (benchmarked) with the performance of 14 other 'Most Similar' CSPs. The Home Office have created these groupings to help provide information on how CSPs, police forces, etc. are performing.

CSPs within a 'Most Similar' grouping have been assessed as having similar characteristics in terms of 24 socio-demographic and geographic variables which are strongly linked to increased levels of crime, fear of crime, or incidents.

We are able to compare our crime trends and current performance with our Most Similar CSPs. The data presented on page 1 of this report (see right-most column of the table) shows our ranked position within this group of 15 CSPs. For example, a ranking of 1 indicates that a CSP is performing best within the group, and a ranking of 8 shows that the CSP is in the middle ranked position.

Other Members of Brighton & Hove's Most Similar CSP Group (from Apr 2010) are as follows:

LB Barnet
Bournemouth
Cheltenham
LB Croydon
Eastbourne
LB Hackney
LB Hammersmith & Fulham
LB Kensington & Chelsea
LB Lambeth
Reading
LB Southwark
LB Wandsworth
Windsor and Maidenhead
Wycombe

Subject:

Scrutiny Report: Support Services for Victims of Sexual Violence. Response to Recommendations.

Date of Meeting: 18th October 2010.

Report of: Head of Community Safety

Contact Officer: Name: Linda Beanlands Tel: 29-1115

E-mail: linda.beanlands@brighton-hove.gov.uk

Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 A scrutiny panel on support service for victims of sexual violence was established by the Environment and Community Safety Overview and Scrutiny Committee following a referral from full council. The report of panel's findings and recommendations is appended.
- 1.2 This report informs the Forum of progress in meeting the recommendations.

2. RECOMMENDATIONS:

- 2.1 The Forum is asked to note the progress described in detail in the body of the report. As recommended, this report will in due course, be taken to Cabinet and the Local Strategic Partnership.
- 2.2 The Forum is also asked to note that a further report will be brought to its meeting next year, which brings together the work to deal with sexual and domestic violence within the wider policy framework of dealing with 'Violence Against Women and Girls'. That framework continues to be developed nationally. We have been invited to submit the outcome of our Intelligent Commissioning Pilot (on DV) as an example of good practice within that national framework.

3. BACKGROUND INFORMATION

- 3.1 The scrutiny panel comprised Councillor David Watkins (Chairman), Councillor Juliet McCaffery (Deputy Chairman), and Councillors Averil Older and Alex Phillips.
- 3.2 The terms of reference for the panel were agreed as:
- To gain an understanding of the nature and prevalence of sexual violence, particularly in the Brighton and Hove context
 - To identify what support services for victims of sexual violence are already available to Brighton and Hove residents
 - To identify where there are gaps in the provision of support services
 - To identify what referral routes and pathways between different statutory agencies and support services currently exist, and how these can be developed further to increase support to victims of sexual violence
 - To investigate ways to encourage a co-ordinated and holistic approach to the provision of support services for victims of sexual violence
 - To investigate ways to encourage a more strategic and integrated approach to planning and commissioning support services
 - To identify ways to ensure that support services can be sustainably resourced
 - To identify ways to consult with service users about the support services they are accessing
- 3.3 The panel report is appended to this paper.
- 3.4 The report identifies four recommendations (p 10) which are about putting in place joint strategic commissioning arrangements across the Partnership and which are integrated with those for domestic violence. Those recommendations will be in place from 1st November this year. A single lead commissioner for community safety overall, will develop further the joint commissioning processes already in place for sexual violence, informed by the outcome of the Intelligent Commissioning Pilot on domestic violence.
- 3.5 There are a number of recommendations which are directly in relation to the development and funding of support and other services. They are:
- A dedicated programme of support services for young women aged 16 -25 (R.1)
 - Group counselling services for men who have unwanted sexual experiences (R.2)
 - A Health, Independent Domestic Violence Advisor in A&E in Sussex County Hospital (R.3)
 - That funding (by all statutory agencies) for local independent support services be awarded funding for a three to five year period (R.19)

- That all statutory agencies (with health agencies particularly identified) consider how they support and provide mainstream funding for sexual violence services including local independent support services (R.20 & 21)

3.6 Joint funding and commissioning decisions for the current year have enabled the establishment of a Sexual Assault Referral Centre for Sussex and new local rape crisis, support and counselling service. Although capacity is limited by available funding, that local provision includes a dedicated support service for young women (16 – 25 age group) by a staff member with appropriate expertise. A Health, Independent Domestic Violence Advisor located in A&E is funded for the current year by the PCT. Group counselling services for men are not funded in the current year. That recommendation will be considered in the joint commissioning decisions for 2011 and beyond. While the benefit of funding decisions and allocations for a three to five year period is recognised, it is not yet possible to indicate whether or not that arrangement can be achieved within financing and new joint commissioning arrangements.

3.7 There are three recommendations (R,6, 15 and 18) which are about building the capacity of local independent support services and establishing networks and partnership support structures between statutory and third sector service providers in order to better develop strategic approaches and services which meet local need. Recommendation 7, proposes that strengthening the referral pathways to (and from) the Sexual Assault Referral Centre (SARC) is a high priority.

3.8 These recommendations are being taken forward in several ways. The SARC has now completed its first year of operation overseen by a management and commissioning Board made up of representatives from police, health and community safety services across Sussex. An Operational Group is established which brings together the third sector service providers from Brighton & Hove and Sussex, to work alongside the statutory forensic and clinical service providers. Progress in developing this complex service is very good and reports to each meeting of the management Board assist in joint problem and service development.

3.9 Regular meetings of the network of agencies in the women's services sector, facilitated and chaired by the Director of Probation Services and Head of Community Safety is one way in which support is provided and the capacity of those organisations is developed. Outside of those meetings, senior Probation officers and those within the Partnership Community Safety team provide practical assistance with the tasks associated with funding bid preparation, the development of protocols, procedures, monitoring returns and so on. A meeting on 6th October of an 'expert reference group' for Brighton & Hove, will allow a wider range of statutory and third sector organisations to consider progress on taking

forward all the outcomes that are being sought to reduce sexual violence in the City.

- 3.10 Recommendation 8 seeks the commissioning of a feasibility study for the introduction and funding of an independent 24 hour signposting and support service. That recommendation will be considered at the October meeting (above). The SARC Management Board are also to consider the potential of the service as a Sussex wide provision within its funding plans in future years.
- 3.11 Two recommendations (R.10 & 11) are to be taken forward within proposals currently being considered, to increase workforce skills of frontline staff to recognise, risk assess and respond appropriately to those who are experiencing domestic or sexual violence. The recommendations in the Scrutiny report are specific about promoting staff training to enable appropriate responses and seeking to ensure that all women who come into contact with front line staff and professionals are informed about the independent, women only specialist support services in the City. Those specific recommendations will be incorporated within future work plans for improving workforce skills.
- 3.12 Recommendations 12 and 16 seek to standardise recording and monitoring of cases of sexual offences across the city. The issue arises because although that measurement is incorporated within NI 26, the Home Office have not offered any definition which is normal practice for national indicators. In the absence of that definition, we have during the past year, monitored police recorded sexual offences as a measure of what is happening in the city. That information is included within the regular performance reports which are submitted to the Safe In The City Partnership, Community Safety Forum and elsewhere. As the SARC and local support services begin their service and client monitoring, the data set begins to build upon which we can develop important analysis which then informs interventions. Those interventions (both within the criminal justice system and of local support services) are also informed by six monthly 'strategic assessments' of rape and other sexual offences. The assessments are completed by the police and the Head of Community Safety considers the implications of that restricted information with partners at a regular Sussex wide steering group. In due course, we will seek to compose a data set that contains information that can be more widely shared.
- 3.13 Recommendation 17 proposes that support is given to independent support services and organisations who represent vulnerable adults to enable them to work together to develop appropriate services which meet their needs. Discussions with Adult Social Care will begin shortly on taking forward this recommendation.
- 3.14 Recommendations 4, 5, 9, 13 and 14 are in relation to services for children and young people. In summary they are:

- That the specialised therapeutic support service for children and young people affected by sexual violence be reviewed as a matter of high priority in order to ensure that their needs are met
- That the specialised support services for children who display sexually harmful behaviour be reviewed as a matter of high priority to ensure that their needs are met
- That Children's services reviews and considers how it responds to and supports children and women from families where domestic and sexual violence has taken place in order to ensure a holistic approach to such cases is taken
- That greater evidence is placed on positive perspectives of masculinity and promoted to young people
- That a programme of prevention and early intervention be developed to meet the needs of a range of individuals in a range of different contexts. As part of this, education and awareness raising programmes about what healthy relationships are and consist of, should also be undertaken

3.15 The Children and Young People's Trust regard these matters as a high priority and are to begin considering the approach to be taken to implement these reviews as soon as is possible.

4. CONSULTATION

4.1 The Scrutiny panel invited and heard evidence from a range of third sector organisations, including those from the Women's Services sector and providers of local support services.

5. FINANCIAL & OTHER IMPLICATIONS:

5.1 The financial implications of adopting the scrutiny panel's recommendations will be considered by within the new Commissioning arrangements and by the Council's Executive alongside the relevant budgets.

6. LEGAL IMPLICATIONS

6.1 Sexual offences are a serious violent crime and as such the responses to prevent and reduce their incidence, protect and support victims and bring offenders to justice is a priority for the Community Safety Partnership

7. EQUALITIES IMPLICATIONS

7.1 Sexual violence is mostly experienced by women and girls and can be considered one of the main causes and consequences of gender inequality. Sexual violence represents a significant violation of women's and girls' fundamental human rights. These issues have been clearly acknowledged within the review and within all the work carried out to deal with sexual violence.

8. SUSTAINABILITY IMPLICATIONS

8.1 There are no sustainability implications arising directly from this report.

9. CRIME AND DISORDER IMPLICATIONS

9.1 Sexual offences are a serious violent crime and as such the responses to prevent and reduce their incidence, protect and support victims and bring offenders to justice is a high priority for the Community Safety Partnership.

10. RISK AND OPPORTUNITY MANAGEMENT IMPLICATIONS

10.1 None identified directly in relation to this report.

11. CORPORATE/CITYWIDE IMPLICATIONS

11.1 The recommendations made in this report are in line with the council's priorities to reduce crime, improve safety and reduce inequality.

12. SUPPORTING DOCUMENTATION

Appendices:

1. Report of the Support Services for Victims of Sexual Violence scrutiny Panel, Volume 1.

Background Documents:

1. The Panel report Volume 2 contains the evidence presented to the scrutiny Panel.

**EXTRACT FROM ENVIRONMENT & COMMUNITY SAFETY OVERVIEW & SCRUTINY
COMMITTEE 21 JUNE 2010**

MINUTES

Present: Councillors Morgan (Chairman); Janio (Deputy Chairman), Davis, Drake, A Norman, Rufus, Smart and West

Also present: Councillors Simpson, Watkins and Phillips

PART ONE

**9 REPORT OF THE SCRUTINY REVIEW OF SUPPORT SERVICES FOR THE
VICTIMS OF SERIOUS SEXUAL ASSAULT**

[This report was considered after item 6 on the agenda.]

9.1 Councillor David Watkins the Chairman of the Scrutiny Panel on Support Services for Victims of Sexual Assault introduced the report. He said the recommendations, which included four on commissioning, reflected the seriousness of the evidence that had been received. The information had been particularly disturbing. Women men and children could be affected and often had to live with the effects for many years. There were high levels of under-reporting locally and nationally. Councillor Watkins commended the work already in progress and said it was important that all agencies were fully aware of what goes on in the community.

9.2 Councillor Watkins especially thanked all those who gave information to the scrutiny review, colleagues who had also served on the Panel and also the Scrutiny Assistant.

9.3 ECSOSC Chairman also thanked the Panel Members who had worked on such a serious matter. He said this was one of the finest examples of what scrutiny can achieve.

9.4 Members of the Committee discussed possible measures to help prevent sexual violence, clarification of the personal and financial cost estimates, and the levels of under-reporting. The Head of Community Safety noted that sexual violence had been a priority within the Community Safety Strategy only since 2008. Alcohol misuse was also recognised as a high priority for the Community Safety Partnership. There was no research-based evidence that economic changes were an additional factor; however in the context of domestic violence poverty had been shown to increase stresses in families. Working towards developing training and employment opportunities would help sex workers move away from prostitution.

9.5 Councillor Alex Phillips who had been a Member of the Scrutiny Panel referred to: the estimated £60 million total monetary cost of sexual offences for 200708 with each rape estimated to cost £76,000; no stability in funding for support services; and recommendation 6 which asks for the capacity of local independent support services to be strengthened.

9.6 Councillor Phillips asked that an extra recommendation be added; that the Chief Executive be asked to write to the Government to request yearly ring-fenced funding to support those who experience sexual violence.

9.7 The Head of Community Safety commented that intelligent commissioning pilot work on domestic violence and alcohol and drugs, to be run during the summer would include comprehensive needs analysis of sexual violence in the city as well as making recommendations about levels of investment that in the most cost effective way could address concerns about funding levels.

9.8 Some Members argued that the scrutiny report should include a recommendation on funding of these support services. However it was agreed that the financial implications were not within the direct remit of this Committee. Actions supported by evidence and recommended by scrutiny were to be funded in ways to be identified by the Executive and partner agencies. Report paragraph 5.1 refers.

9.9 The Committee agreed that the minutes of this meeting including Councillor Phillips' comments at 9.5 and 9.6 above would be taken forward.

9.10 **RESOLVED** (1) That subject to 9.9 above the Scrutiny Panel report as attached at Appendix 1 be endorsed.

(2) That the report recommendations be referred to the councils' Executive and to the appropriate partner organisations.

(3) That monitoring of outcomes of agreed recommendations be added to the ECSOSC work plan.

ENVIRONMENT AND COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 8

Brighton & Hove City Council

Subject: Report of the Support Services for Victims of Sexual Violence Scrutiny Panel

Date of Meeting: 21 June 2010

Report of: Director of Strategy and Governance

Contact Officer: Name: Tom Hook Tel: 29-1110
E-mail: tom.hook@brighton-hove.gov.uk

Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The scrutiny panel on support service for victims of sexual violence was established by ECSOSC following a referral from full council.
- 1.2 The scrutiny panel's report is presented here for approval by the Environment and Community Safety Overview and Scrutiny Committee.

2. RECOMMENDATIONS:

That members:

- 2.1 Endorse the scrutiny panel's report as attached as appendix 1.
- 2.2 Agree to refer the report recommendations to the council's Executive and to the appropriate partner organisations.
- 2.3 Agree to add monitoring of outcomes of agreed recommendations, to the Committee's work plan.

3. BACKGROUND INFORMATION

- 3.1 The scrutiny panel comprised Councillor David Watkins (Chairman), Councillor Juliet McCaffery (Deputy Chairman), and Councillors Averil Older and Alex Phillips.

3.2 The terms of reference for the panel were agreed as:

- To gain an understanding of the nature and prevalence of sexual violence, particularly in the Brighton and Hove context
- To identify what support services for victims of sexual violence are already available to Brighton and Hove residents
- To identify where there are gaps in the provision of support services
- To identify what referral routes and pathways between different statutory agencies and support services currently exist, and how these can be developed further to increase support to victims of sexual violence
- To investigate ways to encourage a co-ordinated and holistic approach to the provision of support services for victims of sexual violence
- To investigate ways to encourage a more strategic and integrated approach to planning and commissioning support services
- To identify ways to ensure that support services can be sustainably resourced
- To identify ways to consult with service users about the support services they are accessing

3.3 The panel report is appended to this paper.

4. CONSULTATION

4.1 Officers have been consulted on the findings of the scrutiny review

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

5.1 The financial implications of adopting the scrutiny panel's recommendations will be considered by the Council's Executive alongside the relevant budgets.

Legal Implications:

5.2 ECSOSC has the necessary power to agree the panel's recommendations. It then falls to the Executive and other bodies to whom the recommendations are directed to decide what action, if any, to take in response.

Equalities Implications:

5.3 Equality issues are central to the issue under review and are dealt with extensively throughout the report.

Sustainability Implications:

5.4 There are no sustainability implications arising directly from this report.

Crime & Disorder Implications:

5.5 Crime and disorder issues are central to the issue under review and are dealt with extensively throughout the report. Sexual violence is mostly experienced by women and girls and can be considered one of the main causes and consequences of gender inequality. Sexual violence represents a significant violation of women's and girls' fundamental human rights.

Risk and Opportunity Management Implications:

5.6 None identified directly in relation to this report.

Corporate / Citywide Implications:

5.7 The recommendations made in this report are in line with the council's priorities in reducing inequality.

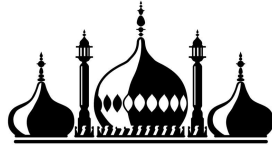
SUPPORTING DOCUMENTATION

Appendices:

1. Report of the Support Services for Victims of Sexual Violence scrutiny Panel, Volume 1.

Background Documents:

1. The Panel report Volume 2 contains the evidence presented to the scrutiny Panel.



**Brighton & Hove
City Council**

**Report of the Scrutiny Panel into Support Services for
Victims of Sexual Violence**

June 2010

Volume One: The Recommendations

Panel Members:

Councillor David Watkins (Chairman)
Councillor Juliet McCaffery (Deputy Chairman)
Councillor Averil Older
Councillor Alex Phillips

Contents:

1. Chairman's Introduction	page 2-3
2. Executive Summary	page 4-12
3. Introduction	page 13
4. Methodology	page 14-15
5. Background Information	page 16-25
6. Key Issues and Findings	page 26-36
7. Conclusions and Recommendations	page 37

Volume Two contains the evidence

1. CHAIRMAN'S INTRODUCTION

Sexual violence is mostly experienced by women and girls and can be considered one of the main causes and consequences of gender inequality. Sexual violence represents a significant violation of women's and girls' fundamental human rights. It is estimated that, in the UK, as many as one in four women have experienced some form of sexual violence. Whilst sexual violence is disproportionately experienced by women and girls, the smaller number but significant proportion of men and boys who have also experienced sexual violence should not be ignored.

The impact of sexual violence on an individual is wide-ranging and long-lasting. The impact of sexual violence on families, communities, and society in general is extremely damaging. Those who experience a sexual violation require a large amount of long-term support and care to aid them in their journeys to recovery.

There is concern about the level of support available in Brighton and Hove for those who have experienced rape, sexual assault, sexual abuse or other forms of sexual violence. As a result of these concerns, the issue of support for victims of sexual violence was referred to Scrutiny. Over the last six months the panel has spoken with representatives from some of the city's statutory services as well as with organisations which offer independent support services in the city. The purpose of this report is to highlight the panel's conclusions and recommendations as a result of these discussions. The panel's recommendations are based on the evidence heard from local experts working in this field; however, a significant number of similar recommendations have also been made by recent national reviews and research on this issue.

In Brighton and Hove, there are a number of organisations offering support services to individuals who have experienced sexual violence and abuse. The panel found that these support services do an outstanding job of supporting and advising those affected by sexual violence as they embark on their journeys to recovery. The panel was frequently impressed by the dedication, commitment, and resilience of the organisations that directly support and empower survivors. However, the panel were also extremely concerned by the many difficulties faced by these organisations and the challenges which exist to independent support services in being able to continue to deliver their services and support some of the most vulnerable women, men, and children in the city.

The evidence heard by the panel clearly highlighted the urgent need for co-ordinated joint strategic commissioning arrangements to be put in place to ensure the future stability and funding of these support services in the city for those affected by sexual violence. What was also clear from the evidence was the need for further development of, and assistance to, partnership bodies to undertake the strategic and operational development of services for those who have experienced sexual violence. The evidence heard by the panel demonstrated that statutory services in the city need to take a more integrated

and co-ordinated approach to its interactions with the independent support services and take a more holistic approach to understanding the ways that sexual violence impacts on individuals and their families and the complex needs that victims may have. The city particularly needs to develop a more robust understanding of the relationships which exist between sexual and domestic violence as well as the impact of other factors such as the night-time economy, and alcohol and substance use.

The panel believes that the council and its partners need to place supporting those who have experienced sexual violence at the very heart of the city's strategic and budget plans for the future. Work on early intervention and prevention, including rolling out a programme of education also needs to be prioritised. Additionally, the expertise of those delivering the independent support services in the city need to be fully utilised in order to ensure that the needs of survivors are met. It is only through taking a wide-ranging and far-reaching approach to tackling sexual violence and supporting those who have experienced it, that the city will be able to meet the needs of some of its most vulnerable residents.

My thanks on behalf of the panel go to all the witnesses who gave their time to attend meetings and contribute evidence and their expertise to this review. I am also grateful to Councillors Juliet McCaffery, Averil Older and Alex Phillips for their work as panel members.

A handwritten signature in black ink, appearing to read 'David Watkins', with a horizontal line underneath.

Councillor David Watkins

2. EXECUTIVE SUMMARY

- 2.1 This section provides a brief summary of the panel's report and lists the panel's recommendations.
- 2.2 Firstly, a brief note on terminology. Sexual violence as a term covers a wide range of experiences which can take place in a variety of contexts and circumstances. This report uses the term sexual violence to cover rape, sexual assault, and sexual abuse, whether in a domestic or non-domestic setting. Sexual violence as a term also covers sexual harassment, sexual exploitation, trafficking, sex work, and prostitution. This definition of sexual violence is also used by central government in its strategies and action plans.

Background

- 2.3 There are a number of high risk factors which increase the likelihood of an individual experiencing some form of sexual violence. Those at particular risk in Brighton and Hove include; young people aged 16 – 24, those who are single or co-habiting, those who live in private rented accommodation, LGBT individuals, sex workers, refugees and migrants. Drug and alcohol use, as well as level of participation in the night-time economy are also risk factors.¹
- 2.4 There are high levels of under-reporting of sexual offences, both nationally and locally, and many incidents do not come to the attention of services. A Home Office Ready Reckoner Tool estimates that there have been 4,235 women and girls aged 16 – 59 who have been the victim of a sexual assault in Brighton and Hove, in the last year.² In 2008/09 in Brighton and Hove, Sussex Police recorded 328 sexual offences taking place in the city.³
- 2.5 Women, men and children are all affected by sexual violence. However, sexual violence disproportionately affects women and girls, so much so that it is now considered a cause and consequence of gender inequality and a significant violation of women's and girls' fundamental human rights.⁴
- 2.6 Sexual violence is often experienced within the context of other forms of violence such as physical and emotional violence. For example, those that experience partner rape are likely to experience this alongside other forms of abuse and violence. The impact of sexual violence within the context of domestic violence needs to be better understood.⁵
- 2.7 Children and young people are also the victims of sexual violence and abuse. It has been estimated that one-third of those who sexually abuse children are just children themselves and about one-third of

¹ Information provided at panel's private meeting, 05/03/2010

² Information provided at panel's private meeting, 05/03/2010

³ Police data provided at panel's private meeting, 05/03/2010

⁴ Butler, minutes of the panel's public meeting, 15/04/2010

⁵ Information provided at private meeting, 12/04/2010

children who display sexually harmful behaviour were probably sexually abused themselves.⁶

- 2.8 There are a number of groups of adults who may be particularly vulnerable to experiencing sexual violence. These include LGBT individuals, vulnerable adults, those with physical or learning disabilities, BME groups, refugees and migrants, and sex workers. All of these groups will also face additional and particular barriers to reporting the sexual violence they have experienced.⁷
- 2.9 Sexual violence and abuse has a devastating impact on an individual, an individual's family, friends, and on wider society. Indeed sexual offences are recognised as being one of the most traumatic crimes an individual can experience with the physical, sexual, and mental health impacts being severe and long lasting.⁸
- 2.10 As well as the emotional cost, the economic cost to society of sexual offences is significant. Much of the cost is estimated to be on lost economic output and the costs to health services for treating long-term health issues.⁹ Based on Home Office data, and adjusting for under-reporting, the economic and social cost of sexual offences in Brighton and Hove was estimated to approach £60 million in the year 2007/08, far exceeding the costs of all other types of crime in the city.¹⁰
- 2.11 Sexual violence occurs in a wide range of different contexts and circumstances with the most vulnerable in society being disproportionately affected. Those that are vulnerable and powerless are often the victims of sexual offences and those that are victimised in childhood will often become a victim again as an adult.¹¹
- 2.12 Tackling sexual violence is recognised as a priority within Brighton and Hove's new Sustainable Community Strategy and Local Area Agreement, 2008-11. The Partnership Community Safety Team also sees it as a priority in the Brighton and Hove Community Safety, Crime Reduction and Drugs Strategy 2008-11 which contains a Sexual Violence and Abuse Action Plan and a Domestic Violence Action Plan.¹² The Community Safety Partnership has recommended that a local 'Violence Against Women and Girls Strategy' be developed and put in place by March 2011.¹³

⁶ BBC Report, 17 March 2010, *Hidden problem of children sexually abusing children*, <http://news.bbc.co.uk/1/hi/programmes/newsnight/8569219.stm>

⁷ See scrutiny panel's scoping paper and section 5.2 of this report

⁸ Home Office, 2007, *Cross Government Action Plan on Sexual Violence and Abuse*

⁹ Home Office, 2007, *Cross Government Action Plan on Sexual Violence and Abuse*

¹⁰ Information provided at panel's private meeting, 05/03/2010

¹¹ Baroness Stern, March 2010, *The Stern Review: How Rape Complaints are Handled by Public Authorities in England and Wales*

¹² See www.brighton-hove.gov.uk for copies of these strategies

¹³ Safe in the City Partnership, agenda item 4.5: Brighton and Hove's strategy to end violence against women and girls, 26/03/2010

Key issues and findings

- 2.13 The panel identified a number of key gaps which exist in current local service provision for women, men and children who have been affected by sexual violence.
- 2.14 The police data covering the period 2008 and 2009 indicated that 45% of recorded sexual offences were against young women aged 15 – 24¹⁴. As young women are one of the groups most at risk of experiencing sexual violence the panel are very concerned that currently an independent dedicated programme of support is not available to young women who, if they are not supported to deal with their experiences are likely to develop serious mental health issues later in life.
- 2.15 Group counselling is not currently a service which is available to men accessing services at Mankind. This is a concern as the most benefit for the client is achieved from being able to offer clients both one-to-one counselling as well as group meetings.¹⁵
- 2.16 In 2009/10 and with the support of the Senior Officer Strategy Group of the Community Safety Partnership, RISE received funding from the Ministry of Justice to pilot a Health Independent Domestic Violence Advocacy (HIDVA) worker to operate from the Accident and Emergency department at Sussex County Hospital. This co-location of an independent support service with medical services meant that women who had been abused and then admitted into hospital for treatment could have immediate referral and access to a women's independent advocacy worker. RISE had hoped that this pilot project would be mainstreamed.¹⁶ The PCT have just confirmed that further funding is available.
- 2.17 The panel are concerned that there is not the required amount of specialist therapeutic support services available in the city for children affected by sexual violence and as a result the needs of these children are not being met. The Panel consider that this may create further problems as these children could grow up to become vulnerable adults with mental health needs.¹⁷
- 2.18 There may also be gaps in local service provision for children who display sexually harmful behaviours. Children who engage in such behaviour need very particular support services and, if their behaviours are not addressed and managed, will be at risk of becoming offenders.¹⁸ Police data on recorded sexual offences in 2008 and 2009 indicate that the largest age group of offenders committing sexual offences against under 16s in Brighton and Hove were those aged 10-19, with an average age of 15.¹⁹

¹⁴ Police data provided at panel's private meeting, 05/03/2010

¹⁵ Sullivan, minutes of the panel's public meeting, 29/03/2010

¹⁶ Gray, minutes of the panel's public meeting, 15/04/2010

¹⁷ See section 6.2.5 of this report for more information

¹⁸ Information provided at the panel's private meeting, 05/03/2010

¹⁹ Police data provided at panel's private meeting, 05/03/2010

- 2.19 From the evidence gathered at the panel's public meetings it is evident that there are a number of areas where current services could be strengthened in order to offer better support to those affected by sexual violence.
- 2.20 There is a huge amount of demand within the city for Independent Sexual Violence Advisors and other support services for those who have experienced sexual violence which, due to a lack of capacity within the independent support services, is currently not being met. The Survivors Network, Mankind, and the Brighton Women's Centre all reported having long waiting lists for access to their services.²⁰ As a result, there is likely to be a significant number of vulnerable individuals which, as they are unable to access support, are likely to be experiencing emotional turmoil, be feeling extremely isolated, and have a range of mental health needs.
- 2.21 The Partnership Community Safety Team and the other statutory agencies which manage the SARC are working hard to ensure that a seamless service is available to clients who access the SARC.²¹ Whilst the panel recognises that the SARC is still a developing service and is doing a lot of very good work already, the panel feels that the SARC's referral pathways need to be strengthened and the capacity of the SARC to take 24 hour self-referrals needs to be developed as a matter of urgency. An Operations Group is now established and is working across all Sussex services.
- 2.22 There is no independent 24 hour specialist support service, either nationally or locally, for those who experience rape or sexual assault. This means that if an individual does not wish to report a rape or sexual assault to the police, and many prefer not to, then there is nowhere and no-one that victims can turn to at any time of the day or night to receive the specialised independent emotional support, and advice and information that they need.
- 2.23 There are current weaknesses in the way that children's services work with families where sexual or domestic violence has been experienced. Some of the women involved in the Women's National Commission's consultations perceived social services were not currently meeting the needs of victims.²² Whilst the panel recognises that children's services have a very particular remit to protect children, the panel feels that more needs to be done by children's services to develop a holistic approach to working with children and women from families where domestic or sexual violence has been experienced.
- 2.24 Concerns were raised about how professionals and frontline workers recognise and respond to cases of sexual violence. In particular GPs, health visitors, school nurses, midwives, and social workers were

²⁰ See section 6.3.3 to section 6.3.6 for more information

²¹ Information provided at the panel's private meeting, 05/03/2010

²² Butler, minutes of the panel's public meeting, 15/04/210

identified as requiring training and support to help them to recognise and respond to cases of sexual violence.²³ A number of weaknesses were also identified in the way that sexual violence is monitored by services in the city.²⁴

- 2.25 There is a need for preventative work to be undertaken in the city's schools, with young people, as well as with local communities to raise awareness about what healthy relationships are, and what they should or should not involve. Such work will hopefully help to promote positive perspectives of masculinity and femininity and gender relations and reduce the level of violence in local communities.²⁵
- 2.26 A number of potential weaknesses in the current partnership support arrangements were identified by the panel.
- 2.27 While Sussex wide joint commissioning arrangements are firmly in place within which the Community Safety Partnership fully participates (as well as within a Rape Steering Group), Brighton & Hove has yet to fully establish partnership structures which bring together all organisations which provide support services to victims of sexual violence. Much local joint work proceeds within the existing multi-agency working arrangements for domestic violence and Women's Strategic Network, as well as within the Sussex wide arrangements. However, it is considered that there is not yet adequate mechanisms through which support services working with those affected by sexual violence can bring issues to the table and interact with statutory agencies and other independent support services involved in providing and delivering services.²⁶
- 2.28 Included in Brighton and Hove's Local Area Agreement, 2008-11, as a local indicator is National Indicator 26: the provision of specialised support to victims of sexual offences. However, as this indicator has still yet to be defined by the government, work to collect information and measure progress on this indicator cannot be undertaken. The Community Safety Partnership has therefore a proxy indicator which is the number of police recorded sexual offences, the number of detections, charges and convictions. The panel wishes to recommend however, that the city should agree a method and process for monitoring and measuring the National Indicator.
- 2.29 Within the city there are a number of organisations that represent groups of vulnerable adults. Some of whom may be more likely to experience sexual violence and face additional barriers in reporting incidents. These organisations and the specialised support services in the city need to form links with each other to ensure that those who are affected by sexual or domestic violence are properly supported by both

²³ Butler, minutes of the panel's public meeting, 15/04/2010

²⁴ See section 6.3.11 of this report for more information

²⁵ See section 6.3.12 of this report for more information

²⁶ See section 6.4.2 of this report for more information

specialised support services and the organisations which represents them.²⁷

- 2.30 The Women's Services Strategic Network (WSSN) needs to be invested in and is currently struggling as it does not have sustainable funding or resources. Mechanisms need to be found to ensure that members of the WSSN are able to participate in the partnership.²⁸
- 2.31 From the evidence provided at the panel's public meetings a number of issues have emerged with the way that the local independent support services are funded.
- 2.32 It is very difficult for the independent support services in the city to effectively plan medium and long-term service provision for vulnerable women, men and children, when there is no stability in the funding that they receive²⁹.
- 2.33 Most of the independent support services are struggling to find funding to deliver their support services. One of the main reasons is that many funders believe that the services being provided are services which it is the responsibility for statutory agencies to fund³⁰. The panel feels that the statutory agencies in the city need to resource far more of these services to offer stability to the organisations and to ensure that the needs of some of the most vulnerable women, men and children in the city are met.³¹
- 2.34 Health agencies in the city regularly make referrals to independent local support services yet they are currently not funding many of the services. This is despite the fact that many of those who seek support to deal with their experiences of sexual violence have acute mental health needs.³²
- 2.35 As a general principle the panel strongly support the requirement that those offering support services for women are women. Evidence received highlighted that this is vital to ensure victims feel able to access support services.

Conclusions and recommendations

- 2.36 Based on the evidence heard by the panel and the issues highlighted in this report it is evident that a more co-ordinated approach to funding local independent support services is required and that the impact of sexual violence on women, men and children needs to be considered at a more strategic level within the city.

²⁷ See section 6.4.4 of this report for more information

²⁸ Dando, minutes of the panel's public meeting, 29/03/2010

²⁹ See section 6.5.2 of this report for more information

³⁰ Gray, minutes of the panel's public meeting, 15/04/2010

³¹ See section 6.5.3 of this report for more information

³² See section 6.5.4 of this report for more information

- 2.37 The Stern Review, like most of the recent national research undertaken in this area, concluded that sexual violence is not just a matter for the criminal justice system and that the health and social implications of sexual violence is so substantial that other public sector agencies need to be involved in supporting victims.³³
- 2.38 The panel agree with this assessment and believes that because violence itself is not experienced in silos but in a range of contexts, a much wider and integrated approach is needed in the city to tackling sexual violence and to supporting those who are affected by sexual violence.
- 2.39 **Commissioning Recommendation A: The panel recommends that strategic commissioning arrangements be put in place for sexual violence support services and that alongside these commissioning arrangements the commissioning of domestic violence support services should also be considered and undertaken.**
- 2.40 **Commissioning Recommendation B: The panel recommends that the strategic commissioning arrangements put in place are undertaken jointly by Brighton and Hove City Council, the CYPT, the police, and the health agencies in the city, and that where necessary other agencies are also included in these strategic commissioning arrangements.**
- 2.41 **Commissioning Recommendation C: The panel recommends that all statutory agencies in the city contribute funding to the strategic commissioning process for support services for victims of sexual violence as all statutory agencies benefit from victims being properly supported.**
- 2.42 **Commissioning Recommendation D: The panel recommends that a single lead commissioner be responsible for overseeing the integrated strategic commissioning of support services for victims of sexual and domestic violence.**
- 2.43 The panel has made a number of additional recommendations throughout its main report which, in the event of a strategic commissioning exercise, are recommended to commissioners as a guide for the commissioning process. The additional recommendations made by the panel are:

Recommendation 1: The panel recommends that a dedicated programme of support services for young women aged 16 to 25 is developed and funded as a matter of high priority.

³³ Baroness Stern, March 2010, *The Stern Review: How Rape Complaints are Handled by Public Authorities in England and Wales*

Recommendation 2: The panel recommends that consideration is given to funding group counselling services for men who have had unwanted sexual experiences.

Recommendation 3: The panel recommends that consideration is given to funding a HIDVA worker in the Accident and Emergency department at the Sussex County Hospital, and that this is funded from within mainstream budgets.

Recommendation 4: The panel recommends that the specialised therapeutic support services for children and young people who have been affected by sexual violence be reviewed as a matter of high priority in order to ensure that the needs of children and young people affected by sexual violence are being met.

Recommendation 5: The panel recommends that the specialised support services for children who display sexually harmful behaviour be reviewed as a matter of high priority to ensure that the needs of these children and young people are being met.

Recommendation 6: The panel recommends that the capacity of the local independent support services be greatly strengthened so that the needs of all of those in the city that have experienced sexual violence can be addressed.

Recommendation 7: The panel recommends that the operations of the SARC and its referral pathways are strengthened as a matter of high priority.

Recommendation 8: The panel recommends the commissioning of a feasibility study considering the introduction and funding of an independent 24 hour signposting and support service.

Recommendation 9: The panel recommends that children's services reviews and considers how it responds to and supports children and women from families where domestic and sexual violence has taken place in order to ensure that a holistic approach to such cases is taken.

Recommendation 10: The panel recommends that all frontline staff and professionals within the city are trained to enable them to respond appropriately to cases of sexual violence.

Recommendation 11: The panel recommends that all women who come into contact with frontline staff and professionals are informed about the independent women-only specialist support services available in the city.

Recommendation 12: The panel recommends that the monitoring and recording of cases of sexual violence be standardised across the city to ensure clear and consistent recording and monitoring.

Recommendation 13: The panel recommends that a much greater emphasis be placed on positive perspectives of masculinity to be promoted to young people.

Recommendation 14: The panel recommends that a programme of prevention and early intervention work be developed to meet the needs of a range of individuals in a range of different contexts. As part of this programme, education and awareness raising programmes about what healthy relationships are and consist of should also be undertaken.

Recommendation 15: The panel recommends that partnership structures which involve all statutory agencies and independent support services are further developed to ensure the strategic development of services for those affected by sexual violence.

Recommendation 16: The panel recommends that steps are taken locally to agree a method and process for monitoring and measuring NI 26. In order to facilitate this process the panel recommends that a copy of this scrutiny report be taken to a future Community Safety Partnership and Local Strategic Partnership Meeting.

Recommendation 17: The panel recommends that support is given to both the independent support services and the organisations representing groups of vulnerable adults to enable them to work together to develop services which meet their clients' needs.

Recommendation 18: The panel recommends that mechanisms are found to support the continued development of networks and partnerships between third sector service providers.

Recommendation 19: The panel recommends that all statutory agencies, when funding independent local support services in the city should award funding for a three to five year period.

Recommendation 20: The panel recommends that all statutory agencies in the city consider how they can support and offer mainstream funding to the independent support services in the city for those affected by sexual violence and domestic violence.

Recommendation 21: The panel strongly recommends that the city recognises sexual violence and abuse as being a major public health issue. In light of this commitment, health agencies in the city should review what independent support services they are currently funding to support those affected by sexual violence. In order to facilitate this a copy of this scrutiny report should be taken to a future meeting of the Local Strategic Partnership and to the Healthy City Partnership.

3. INTRODUCTION

- 3.1 On the 8 October 2009, Council considered a Notice of Motion calling for a review of the current support services available to those who have experienced rape or sexual assault, and how these support services are funded. Council agreed to ask the Environment and Community Safety Overview and Scrutiny Committee (ECSOSC) to consider carrying out a review into the issues raised in the Notice of Motion including; the outcomes for men and women, the extent of support available to residents and the possible benefits of a 24-hour hotline.
- 3.2 At its meeting on the 9 November 2009, the ECSOSC agreed to set up a Scrutiny Panel to investigate what services there are in the city which offer support to those affected by rape and sexual assault.
- 3.3 There are a number of national action plans and strategies which have been adopted by Government to tackle sexual violence that provide a context for the scrutiny review into local support services. In April 2007, the government published its 'Cross Government Action Plan on Sexual Violence and Abuse' which detailed the actions they would be taking to reduce sex crimes, support victims, and improve the criminal justice system's response to sexual violence. The plan was intended to offer a more strategic and holistic approach to addressing the problem of sexual violence and abuse.³⁴
- 3.4 In November 2009, Government published its 'End Violence Against Women and Girls: A Strategy' which set out a cross-departmental co-ordinated approach to ending all forms of physical, emotional and sexual violence against women and girls. The strategy includes a range of actions for the police, local authorities, the NHS, education, housing, equalities, and transport departments, as well as the criminal justice system to take in three main areas: prevention, provision, and protection. Local areas are required to respond to the actions in this strategy and develop their own responses to ending all forms of violence against women and girls by March 2011.³⁵
- 3.5 Additionally, in 2009/10 the Women's National Commission, the official independent advisory body to the Government on women's issues, undertook extensive consultation with 579 women and girls from across England who had been affected by sexual violence. The consultation identified the gaps in current service provision and the support needs of women and girls who experience violence.³⁶ The work undertaken by the Women's National Commission provides invaluable evidence of what is required in future service planning and provision.

³⁴ Home Office, 2007, *Cross Government Action Plan on Sexual Violence and Abuse*

³⁵ Home Office, 2009, *End Violence Against Women and Girls: A Strategy*

³⁶ Butler, minutes of the panel's public meeting, 15/04/2010

4. METHODOLOGY

- 4.1 Members of the scrutiny panel included: Councillors David Watkins (Chairman), Juliet McCaffery (Deputy Chairman), Averil Older and Alex Phillips. The panel met for the first time on the 18 January 2010 to scope the review.
- 4.2 The panel agreed the following terms of reference for the review:
- To gain an understanding of the nature and prevalence of sexual violence, particularly in the Brighton and Hove context
 - To identify what support services for victims of sexual violence are already available to Brighton and Hove residents
 - To identify where there are gaps in the provision of support services
 - To identify what referral routes and pathways between different statutory agencies and support services currently exist, and how these can be developed further to increase support to victims of sexual violence
 - To investigate ways to encourage a co-ordinated and holistic approach to the provision of support services for victims of sexual violence
 - To investigate ways to encourage a more strategic and integrated approach to planning and commissioning support services
 - To identify ways to ensure that support services can be sustainably resourced
 - To identify ways to consult with service users about the support services they are accessing
- 4.3 At its scoping meeting on 18 January 2010, the panel agreed to hold an additional private meeting to further scope the scrutiny review.
- 4.4 The panel invited representatives from statutory agencies to attend its additional private meeting on 05 March 2010 to aid the panel in clarifying some issues around this topic. Due to the sensitivity of some of the discussions which took place at this meeting the minutes from the meeting are not publicly available.
- 4.5 The panel agreed to hold three public meetings and invite a number of representatives from local organisations providing independent support services to attend to give evidence to the panel.
- 4.6 The panel also agreed that if any experts attending the panel's public meetings or any service users who contacted the panel to give evidence wished to give their evidence in private then due to the sensitive nature of this topic they would be supported to do so.
- 4.7 Private evidence-gathering sessions were also undertaken with two service areas considered important to this review but which were unable to be accommodated in the panel's public meetings. Due to the sensitivity of some of the discussions which took place at these meetings the minutes from these meetings are not publicly available.

Evidence-gathering process

- 4.8 The panel held a private meeting on 05 March and its public meetings on 15 March, 29 March and 15 April 2010. Private evidence-gathering sessions were also undertaken on 12 April and 20 April 2010. In total, the panel heard evidence from 24 witnesses drawn from the following departments, organisations, and groups:
- Partnership Community Safety Team, Brighton and Hove City Council
 - Sussex Police
 - PCT (Sexual Health)
 - Child Protection, Brighton and Hove City Council
 - City Councillors
 - Survivors' Network
 - Adult Social Care, Brighton and Hove City Council
 - Brighton Women's Centre
 - Stopover Project
 - Mankind
 - Brighton Oasis Project
 - Lesbian, Gay, Bisexual and Transgendered (LGBT) Domestic Violence and Abuse (DV&A) Working Group
 - Sussex Central YMCA
 - Women's National Commission
 - Domestic Violence Forum
 - RISE (Refuge, Information, Support and Education)
 - Threshold
 - Housing, Brighton and Hove City Council
- 4.9 Additionally, all elected members were emailed and invited to submit their opinions and comments to the panel for their consideration.
- 4.10 A press release on the scrutiny panel was issued after the panel's private meeting on 05 March 2010 inviting organisations and individuals who wished to give evidence to contact the panel.
- 4.11 The panel wish to thank all those who attended its public and private meetings to give evidence to the panel. Whilst the panel has tried to take all of the views expressed and information provided during the evidence-gathering process into account when making their recommendations, the recommendations do, however, remain those of the panel.
- 4.12 This scrutiny review has been undertaken at a time when there has also been a large amount of national research and reviews being undertaken and published on this topic. Appendix 8 of this paper lists a number of reports that are particularly relevant to this scrutiny review.

5. BACKGROUND INFORMATION

5.1 Sexual violence: The data

- 5.1.1 There are a number of high risk factors which increase the likelihood of an individual experiencing some form of sexual violence. These include an individual's gender, disability status, age, marital status, level of participation in the night-time economy, and type of housing tenure. Other high risk categories include refugees and migrants entering the UK and sex workers.³⁷
- 5.1.2 There is a significant population within Brighton and Hove that fall into these high risk categories and that are affected by these risk factors; in particular young people aged between 16 and 24, those who are single or co-habiting, and those who live in private rented accommodation are all at greater risk. The city also has a large LGBT community and a sex worker community both of whom are particularly vulnerable to experiencing sexual violence. Drug and alcohol use is also a related risk factor.³⁸
- 5.1.3 There are high levels of under-reporting of sexual offences, and many incidents do not come to the attention of services. Under-reporting is further complicated by the fact that some groups are even less likely to report a violent experience; for example those with disabilities or those from Black Minority Ethnic (BME) Groups. The British Crime Survey shows that nationally there are very significant levels of under-reporting of serious sexual offences. Just 11% of victims in the survey who had experienced serious sexual assault since the age of 16 had reported their most recent experience to the police; 40% of victims had told no-one about their experience.³⁹
- 5.1.4 As an indication of the possible levels of under-reporting of sexual offences in Brighton and Hove, in 2008 and 2009 the police recorded 328 sexual offences taking place in the city.⁴⁰ In contrast, a Home Office 'Ready Reckoner Tool' estimates that there were 4,235 women and girls aged 16 – 59 who were the victim of a sexual assault in the same time period in Brighton and Hove.⁴¹
- 5.1.5 Local police data on recorded sexual offences in 2008 and 2009 show that 89% of victims of police recorded sexual offences were female and 11% were male. The police data from 2008 and 2009 indicates that 27% of female victims were aged 15-19 and 18% were aged 20-24. Most male victims of police recorded sexual offences in the same year were aged 20-24. The police data from 2008 and 2009 also shows that 45% of all sexual offences against females occurred in a dwelling, and 25% occurred in the street. 56% of police recorded sexual offences against men in 2008 and 2009 occurred in the dwelling and 17% on the

³⁷ Information provided at panel's private meeting, 05/03/2010

³⁸ Information provided at panel's private meeting, 05/03/2010

³⁹ Information provided at panel's private meeting, 05/03/2010

⁴⁰ Police data provided at panel's private meeting, 05/03/2010

⁴¹ Information provided at panel's private meeting, 05/03/2010

street. Based on the police data for recorded sexual offences in 2008 and 2009 42% of sexual offences were committed by strangers to the victim, and 47% by known perpetrators (32% by acquaintances, 7% by intimate partners and 8% by family members). 8% of all recorded sexual offences in 2008 and 2009 were also recorded as incidences of domestic violence.⁴²

- 5.1.6 National research indicates that those who experience violence or abuse at the hands of a partner or family member are the least likely to report it.⁴³ Studies have shown that between a third and a half of women experiencing physical abuse are also raped by their partners at least once (Bergen, 1996; Browne, 1993; Campbell, 1989). Researchers have estimated that between 10 – 14% of married women experience rape in marriage (Finkelhor and Yllo, 1985; Russell, 1990). When researchers have examined the prevalence of different types of rape they have found partner rape accounts for approximately 25% of all rapes (Randall and Haskall, 1995; Resnick, Kilpatrick, Walsh and Vernon, 1991). Partner rape needs to be recognised as a distinct problem which requires distinct solutions. Those that experience partner rape are likely to experience this alongside other forms of abuse and violence. The impact of sexual violence within the context of domestic violence needs to be better understood.⁴⁴
- 5.1.7 20% of all sexual offences committed in Brighton and Hove in 2008 and 2009 were committed against children under 16. If historical reports of abuse are also included, then this figure rises to 25% of all sexual offences. Of the children aged under 16, 88% were female and 12% were male. 46% of the sexual offences committed against under 16s in Brighton and Hove in 2008 and 2009 were committed by an acquaintance, 23% by strangers, and 14% by family members.⁴⁵
- 5.1.8 94% of all sexual offences committed against children under 16 in Brighton and Hove in 2008 and 2009 were committed by a male. The largest age group of offenders committing crimes against under 16s in Brighton and Hove in 2008 and 2009 were those aged 10-19, with an average age of 15. The second largest age group were those aged 40-49.⁴⁶ National research estimates that about a third of those who sexually abuse children are just children themselves. About a third of the children who display 'sexually harmful behaviour', which is the preferred clinical terminology, were sexually abused.⁴⁷
- 5.1.9 It is estimated that 15% of the population in Brighton and Hove identify as LGBT. Data collected for the Count Me In (2000) project suggests that of those who participated in the project 40% of women and 32% of men had felt that in their lifetime they had been pressured or forced to

⁴² Police data provided at panel's private meeting, 05/03/2010

⁴³ Information provided at panel's private meeting, 05/03/2010

⁴⁴ Information provided at private meeting, 12/04/2010

⁴⁵ Police data provided at panel's private meeting, 05/03/2010

⁴⁶ Police data provided at panel's private meeting, 05/03/2010

⁴⁷ BBC Report, 17 March 2010, *Hidden problem of children sexually abusing children*, <http://news.bbc.co.uk/1/hi/programmes/newsnight/8569219.stm>

have sex against their will. 92% of those affected by sexual violence did not report the incident(s) to the police. Data from the Count Me In Too (2007) project suggests that out of those who responded, in the last 5 years 3% of lesbians, 4% of gay men, 3% of bisexuals and 9% of trans people had experienced sexual assault. The Brighton and Hove LGBT Switchboard (2008-10) reported that 15% of their counselling clients had disclosed some form of sexual violence.⁴⁸

5.1.10 In 2008 and 2009, amongst older people and adults with disabilities eight investigations took place into alleged incidents of sexual abuse. Between 2007 and 2009 there were 21 reports of sexual incidents involving adults with learning disabilities.⁴⁹ Vulnerable adults and those with disabilities face particular difficulties in reporting sexual abuse.

5.1.11 There is not a clear picture as to the number of refugees and migrants affected by sexual violence in Brighton and Hove. However, sexual violence is likely to fit into the experience of many refugees and migrants. Victimisation for these individuals can occur at various stages; either prior to an individual's arrival in the UK; during their long and complex journeys to the UK where they may have to exchange sex for safe passage or have been affected by sexual violence on route; or once in the UK, refugees and migrants fall into the categories of those most at risk of being affected by sexual violence as they are more likely to be poor, vulnerable, and living on their own in rented accommodation. Those refugees or migrants who are refused asylum to stay in the UK can be particularly vulnerable to experiencing sexual violence as they will not have recourse to public funds and may be made destitute.⁵⁰

5.1.12 Sexual violence and abuse has a devastating impact on an individual, an individual's family, friends, and on wider society. Indeed, sexual offences are recognised as being one of the most traumatic crimes an individual can experience.⁵¹ Women who have sought support to deal with the impacts of a sexual violence from the Survivors' Network often feel isolated, suffer with depression, experience anxiety, post-traumatic stress disorder, flash backs and nightmares, have high levels of panic and anxiety, and mental health issues caused by their trauma which could include the inclination to self-harm or self-injure, embark on substance misuse or eating disorders. There is a high level of 'suicide idealisation' amongst the client group.⁵²

5.1.13 As well as the emotional cost, the economic cost of sexual offences is significant. In 2003/04 the Home Office estimated that the cost of all sexual offences was £8.5 billion. It also calculated that sexual offences are the most costly type of crimes, being 50% more costly than the

⁴⁸ Law, minutes of the panel's public meeting, 29/03/2010

⁴⁹ Farrelly, minutes of the panel's public meeting, 15/03/2010

⁵⁰ Bryson, minutes of the panel's public meeting, 15/03/2010

⁵¹ Home Office, 2007, *Cross Government Action Plan on Sexual Violence and Abuse*

⁵² Mason, minutes of the panel's public meeting, 15/03/2010

next offence group.⁵³ Each rape is estimated to cost £76,000; much of this cost is estimated based on lost economic output and the costs to health services for treating long-term health issues.⁵⁴ Based on Home Office data, and adjusting for under-reporting, the economic and social cost of sexual offences in Brighton and Hove was estimated to approach £60 million in the year 2007/08 far exceeding the costs of all other types of crime in the city.⁵⁵

5.1.14 The Stern Review reported in March 2010 on the way that rape complaints have been handled by public authorities in England and Wales. It concluded that rape takes place within wide social contexts and many of its victims are already vulnerable children or adults. The Stern Review noted that vulnerable and powerless people are often the victims of sex crimes as they are identified by perpetrators as easy targets. The Stern Review also noted that having been a victim of rape in childhood makes it more likely that the person will be a victim again. Many of those who are particularly vulnerable will not be one-off victims. Repeat victims may have mental health problems, learning disabilities or a whole history of abuse. Young people are particularly vulnerable to rape and exploitation, as are those in care homes, and those involved in gang culture.⁵⁶

5.1.15 Sexual violence, sexual offence and sexual exploitation is much more prevalent within our society than levels of reporting would indicate. The impact of sexual violence on an individual is devastating and the impact on wider society is costly. Those who are already vulnerable may be more likely to experience sexual violence and there are a range of risk factors and risk categories associated with the likelihood of experiencing sexual violence.

5.2 Local strategies, action plans, and partnership structures to tackle sexual violence

5.2.1 Tackling sexual violence is a priority within the city's Sustainable Community Strategy. Under the theme 'Reducing Crime and Improving Safety' the city has made a pledge to reduce domestic and sexual violence, including rape and assaults within relationships as well as stranger assaults, honour based violence, forced marriage and trafficking.⁵⁷

5.2.2 The city's Local Area Agreement 2008-11 includes in the top 35 indicators, National Indicator 32: 'seeking to reduce repeat incidents of domestic violence'. National Indicator 26: 'the provision of specialised support to victims of sexual offences' is also a local indicator in the

⁵³ Home Office, 2003/04, *Online report 30/05: The Economic and Social Costs of Crime Against Individuals and Households*

⁵⁴ Home Office, 200, *Cross Government Action Plan on Sexual Violence and Abuse*

⁵⁵ Information provided at panel's private meeting, 05/03/2010

⁵⁶ Baroness Stern, March 2010, *The Stern Review: How Rape Complaints are Handled by Public Authorities in England and Wales*

⁵⁷ Brighton and Hove Sustainable Community Strategy, Third edition

Local Area Agreement.⁵⁸ However, National Indicator 26 is still yet to be defined by the government.

5.2.3 The Partnership Community Safety Team recognises tackling both domestic violence and sexual violence as a priority area in the Brighton and Hove Community Safety Strategy, 2008-11. Included within the strategy are a Sexual Violence and Abuse Action Plan, and a Domestic Violence Action Plan.⁵⁹ The Partnership Community Safety Team recognises tackling sexual violence as a key priority and leads on this agenda for the council.

5.2.4 Currently, the Partnership Community Safety Team is developing a local 'Violence Against Women and Girls Strategy'. A strategic assessment for the wider topic of 'Violence Against Women and Girls' has already been undertaken.⁶⁰

5.2.5 Work dealing with rape and sexual offences, is led by Sussex Police and the local authority is represented through the Partnership Community Safety Team on the Sussex-wide Rape and Sexual Assault Steering Group. This group has three sub-groups which focus on; prevention, intelligence and investigation. There also exists a sex workers steering group which develops and delivers the action plan developed to meet the needs of sex workers. The city has a comprehensive domestic violence programme which is overseen and delivered through several partnerships; some of these partnerships are also responsible for delivering the Sexual Violence and Abuse Action Plan.⁶¹

5.2.6 The Partnership Community Safety Team is working hard to support the women's specialised services which operate in the city and to build the capacity of these organisations to become frontline service providers and services which can support the SARC. The Partnership Community Safety Team has supported the Women's Services Strategic Network (WSSN), a partnership group bringing together the main women's third sector organisations in the city, to successfully bid for funding from the Ministry of Justice to undertake some work in the city to support female offenders.⁶²

5.3 Statutory services available to support those who have experienced sexual violence

5.3.1 Sussex Police supports victims of sexual violence through the courts and conviction processes. The police have targets to meet in regard to increasing the number of offenders convicted of sexual offences. If an individual reports a sexual offence to the police a specially trained Sexual Offences Liaison Officer (SOLO), (available 24 hours a day) will

⁵⁸ Brighton and Hove Local Area Agreement 2008-11

⁵⁹ Brighton and Hove Community Safety, Crime Reduction and Drugs Strategy 2008-11

⁶⁰ Safe in the City Partnership, agenda item 4.5: Brighton and Hove's strategy to end violence against women and girls, 26/03/2010

⁶¹ Information provided at panel's private meeting, 05/03/2010

⁶² Information provided at panel's private meeting, 05/03/2010

take the victim to the Sexual Assault Referral Centre and stay with them whilst they receive any medical treatment they may require and forensic information is collected. The SOLO will then take the victim home after their visit to the SARC is over.⁶³

- 5.3.2 Sussex Police in conjunction with the Partnership Community Safety Team is working to offer sex workers, a high risk group for experiencing sexual violence, routes out of poverty and sex work. The sex workers strategy group which is led by the Partnership Community Safety Team and Sussex Police oversees this work.⁶⁴
- 5.3.3 All men and women aged over 14 who report a sexual offence will be taken to the Sexual Assault Referral Centre (SARC) in Crawley. The SARC was opened in September 2008 and is an excellent facility that offers a level of comfort to very vulnerable and distressed people. At the SARC clients will be offered any medical treatment they may need, the choice of having forensic information collected, as well as some initial emotional support and advice. Clients will then be referred on to local counselling services which are accredited providers to the SARC and work to the criteria set by the SARC Management Board.⁶⁵
- 5.3.4 The SARC is funded through contributions from a range of statutory partners across Sussex, including the Police, Crime and Disorder Partnerships (the Partnership Community safety Team), the Primary Care Trust (PCT) and other healthcare agencies. These statutory organisations work in partnership to manage and commission services on behalf of the SARC through the SARC Operational Group and the SARC Management Board. The SARC Operational Group is working hard to develop the referral pathways from the SARC into local counselling services. The Survivors' Network (the city's rape crisis service provider) will soon be joining the meetings of the SARC Operational Group.⁶⁶
- 5.3.5 Between Sep 2008 and Dec 2009 there have been 97 Brighton & Hove clients seen (26% of all SARC clients), of which 89 (92%) were referrals from the police.⁶⁷
- 5.3.6 The Clermont Child Protection Unit offers some limited specialist therapeutic support to those children who have experienced traumas such as sexual violence. The Clermont Unit also undertakes some work with suspected adult perpetrators of sexual violence through the Risk Assessment and Group Treatment Programme. The adults involved in this programme have often not been convicted as there is not enough evidence to convict, or they may deny perpetrating sexual violence but there may be concerns about their behaviour. The programme also works with the partners of perpetrators.⁶⁸ The

⁶³ Information provided at panel's private meeting, 05/03/2010

⁶⁴ Information provided at panel's private meeting, 05/03/2010

⁶⁵ Information provided at panel's private meeting, 05/03/2010

⁶⁶ Information provided at panel's private meeting, 05/03/2010

⁶⁷ Information provided at panel's private meeting, 05/03/2010

⁶⁸ Information provided at panel's private meeting, 05/03/2010

Clermont Unit also coordinates the child witness support service. The child witness support service supports any child aged 17 or under to give evidence in court. The workers support the child witness before the trial process as well as after. This service does not replace the benefits of therapeutic interventions for a distressed child but can offer support to those children who are called upon to give evidence in court, which will hopefully increase convictions for a range of offences including violence and sexual offences.⁶⁹

5.3.7 The housing directorate has responded both strategically and operationally to cases of sexual and domestic violence. A number of housing strategies include specific goals and responses to domestic and sexual violence. Housing participates in and is represented on the domestic violence partnership bodies, and there is also a Housing and Domestic Violence Working Group set up to improve partnership working and monitor and update the domestic violence strategy actions that relate to housing. Within the council's Housing Options Service there is a Crisis Intervention Team which exists to prevent homelessness. Within this team are three full-time dedicated officers that specialise in domestic violence cases. This team also has a LGBT Housing Options Officer and an officer specialised in supporting vulnerable women. The Domestic Violence Housing Options Officers work very closely with workers from RISE and undertake a work shadowing programme between RISE and housing officers to facilitate learning and knowledge. They also plan to deliver a joint-training programme on housing and domestic violence issues.

5.4 Independent support services available to support those who have experienced sexual violence

5.4.1 The Survivors' Network is the city's only specialised independent support service dedicated to supporting women who have experienced sexual violence. The network provides emotional support and practical information to women in the aftermath of sexual violence, as well as services for those who have experienced historical sexual abuse. The Survivors' Network offers a number of services including, a telephone service which is open two nights a week for a total of four hours, an email service, one-to-one support, a limited advocacy programme, a drop-in service and a quarterly newsletter.⁷⁰ The Network has just been awarded funding from the Home Office for two part-time Independent Sexual Violence Advisors (ISVAs), one to work with adults and one to work with those aged 16-25.⁷¹

5.4.2 Mankind provides the city's only specialised independent support service for men who have had an unwanted sexual experience either in their childhood or as an adult. The services offered by Mankind consist mainly of one-to-one counselling for male victims of sexual violence as well as one-to-one support for the partners and families of a victim.

⁶⁹ Information provided by Shelagh Mayo via email

⁷⁰ Mason, minutes of the panel's public meeting, 15/03/2010

⁷¹ Survivors' Network Annual Monitoring and Evaluation Return for 2009/10

Mankind is based in Newhaven and 60-70% of their clients are Brighton and Hove residents. It is estimated that 400,000 to 600,000 men in the South East Region of England may have experienced some form of sexual violence.⁷²

- 5.4.3 RISE (Refuge, Information, Support and Education), provides crisis support as well as long-term support services to women, children and young people up to the age of 25, who have been affected by domestic and sexual violence. RISE provides refuge services for those in crisis and is able to accept women with mental health and substance misuse issues and dependent boys up to the age of 18. RISE operates a helpline service several days a week and has an Independent Domestic Violence Advocate to support victims in navigating the criminal justice system and other support agencies. RISE supports high risk cases of domestic violence onto the Multi-Agency Risk Assessment Conferences (MARACs). RISE also runs children and young people therapy services and offers preventative education programmes in local schools and undertakes community outreach and support services.⁷³
- 5.4.4 The Brighton Women's Centre offers a range of both generic and specialised support services to women. Specialised services include a 12 week course of one-to-one rape and sexual assault counselling, and a 12 week course of one-to-one counselling for women affected by domestic violence. (The Brighton Women's Centre is set up to take referrals from the SARC.) The centre also provides a range of services to empower, support and provide information and advice to vulnerable women. These services include women only drop-ins, advice, guidance and signposting to other services; access to a range of training; self-development courses incorporating creative, educational and employment opportunities; self-esteem courses which are offered in partnership with the Family Intervention Project; and holistic therapies. The centre also offers an Ofsted registered pre-school. Women who use the centre often access it for a specific service but end up using a number of services on offer there in order that they may deal with the inter-related issues which many of them face.⁷⁴
- 5.4.5 The Brighton Housing Trust (BHT) comes into contact with both men and women who have had their situations breakdown and as a result have lost their housing. Through the hostels managed by the BHT, the BHT is able to focus on the particular needs of their clients and provide counselling services to meet their clients' needs. The BHT has women-only supported housing which houses women who require mental health support and tenancy support, often after having experienced some form of abuse. Threshold provides a mental health support service to these women which includes; one-to-one counselling, group work, and a crèche service. Some of the women which Threshold works with have a history of abuse which is often the trigger for their

⁷² Sullivan, minutes of the panel's public meeting, 29/03/2010

⁷³ Gray, minutes of the panel's public meeting, 15/04/2010

⁷⁴ Mercy, minutes of the panel's public meeting, 29/03/2010

mental health problems, housing needs, and their need for support to cope with daily living. BHT also has a legal immigration service, which RISE sometimes uses, which works with refugees and asylum seekers many of which have been victims of sexual violence and have experienced rape as a weapon of war or form of torture.⁷⁵

- 5.4.6 The Brighton Oasis Project is a women only drug and alcohol service which also offers therapeutic services for children affected by familial substance misuse, a crèche, and services for women working in the sex industry. Oasis delivers their drug treatment services in partnership with the NHS and CRI. Oasis also provides services for those who offend in relation to substance misuse, and outreach work with sex workers primarily to improve health outcomes for these women. There is a high level of childhood sexual abuse amongst the sex workers which Oasis has contact with and they often revert to substance misuse to cope with the experiences they have had.⁷⁶
- 5.4.7 Sussex Central YMCA primarily offers services for families and young people aged up to 25. The majority of services offered are housing related or offered through the YMCA's youth advice services. The YMCA has a number of young men and women who disclose historical sexual violence through their counselling services. Sussex Central YMCA has a lot of contact with mothers and young women who have experienced sexual violence within the context of an abusive relationship or as part of domestic violence. The YMCA works in partnership with the police, Red Cross and other organisations to deliver the Safe Space project. This project offers support and assistance to vulnerable people involved in the night-time economy. Through this project the YMCA has come across people who have experienced historical sexual abuse. Sussex Central YMCA has just secured funding for a Young Person's Sexual Exploitation Worker to work with vulnerable young people who access services because they are homeless and who have been exchanging sexual favours for somewhere to stay. The worker will be responsible for providing information about the sexual exploitation of young people in the city, particularly LGBT and BME individuals and how pathways can be improved for these young people being exploited. The worker will also undertake some awareness raising and education work with young people to enable them to understand what sexual exploitation is.⁷⁷
- 5.4.8 The Stopover Project provides supported housing for young women aged 16 – 24 many of whom have issues with mental health, drug or alcohol misuse, or have been through a family breakdown. The project offers two housing projects. One is a high support housing project which is staffed 24 hrs a day where clients can stay for a maximum of nine months. The other housing project, Stopover Two, provides less support and is staffed only during office hours. Women can stay in this housing for up to two years and play an active role in managing the

⁷⁵ Seymour, minutes of the panel' public meeting, 15/04/2010

⁷⁶ Welsh, minutes of the panel's public meeting, 29/03/2010

⁷⁷ Brett, minutes of the panel's public meeting, 15/04/2010

safety of the house and their tenancy. Amongst the women whom Stopover has contact with experiences of domestic or sexual violence are often disclosed, although the women who disclose violence often do not perceive themselves to have been the victim of abuse.⁷⁸

- 5.4.9 There are a variety of independent support services available in the city to support those affected by sexual violence. Indeed the diversity and individual specialisations of the services available locally are a real strength for the city.

⁷⁸ Gosling, minutes of the panel's public meeting, 29/03/2010

6. ISSUES AND FINDINGS

6.1.1 This section highlights the key issues and findings of the panel including 21 detailed recommendations. However there are four overarching recommendations the panel wish to make summarising the clear themes that have come out during the course of the review.

Commissioning Recommendation A: The panel recommends that strategic commissioning arrangements be put in place for sexual violence support services and that alongside these commissioning arrangements the commissioning of domestic violence support services should also be considered and undertaken.

Commissioning Recommendation B: The panel recommends that the strategic commissioning arrangements put in place are undertaken jointly by Brighton and Hove City Council the CYPT, the police, and the health agencies in the city, and that where necessary other agencies are also included in these strategic commissioning arrangements.

Commissioning Recommendation C: The panel recommends that all statutory agencies in the city contribute funding to the strategic commissioning process for support services for victims of sexual violence as all statutory agencies benefit from victims being properly supported.

Commissioning Recommendation D: The panel recommends that a single lead commissioner be responsible for overseeing the integrated strategic commissioning of support services for victims of sexual and domestic violence.

6.2 Gaps in current service provision

6.2.1 The panel identified a number of key gaps which exist in current local service provision for women, men and children who have been affected by sexual violence.

6.2.2 The Survivors' Network used to run a dedicated service, known as Space Two, for young women aged 16 – 25 who had been affected by sexual violence. However, this service was only funded in the short-term (2007/08) by the Equalities and Human Rights Commission and as new funding was not received the programme had to be suspended.⁷⁹ Whilst the Survivors' Network has just received funding for an Independent Sexual Violence Advocate (ISVA) to work part-time with this age group, one part-time worker is unlikely to meet the need of this age group within the city. The police data from 2008 and 2009 indicated that 45% of recorded sexual offences were against young women aged 15 – 24⁸⁰. As young women are one of the groups most at risk of experiencing sexual violence the panel are very concerned that currently a dedicated programme of support is not available to young women who, if they are not supported to deal with their

⁷⁹ Mason, minutes of the panel's public meeting, 15/03/2010

⁸⁰ Police data provided at panel's private meeting, 05/03/2010

experiences are likely to develop serious mental health issues later in life.

Recommendation 1: The panel recommends that a dedicated programme of support services for young women aged 16 to 25 is developed and funded as a matter of high priority.

6.2.3 Mankind used to offer group counselling for men who have had unwanted sexual experiences. However, the funding for this service was not continued and further funding could not be found so this service is not currently being delivered. This is problematic as most benefits are achieved from being able to offer clients both one-to-one counselling as well as group meetings. Such a programme of support enables a client to explore their experiences in private as well as in a group context where their experience becomes 'normalised' as they meet others who have also experienced sexual violence. Currently this peer support is unavailable to men who use Mankind.⁸¹ The panel are concerned that men are not currently able to access the full breadth of support which they need to start their routes to recovery.

Recommendation 2: The panel recommends that consideration is given to funding group counselling services for men who have had unwanted sexual experiences.

6.2.4 In 2009/10, RISE piloted a Health Independent Domestic Violence Advocacy (HIDVA) worker to operate from the Accident and Emergency department at Sussex County Hospital. This co-location of an independent support service with medical services meant that women who had been abused and then admitted into hospital for treatment could have immediate referral and access to a women's independent advocacy worker. RISE had hoped that this pilot project would be mainstreamed and that health agencies would pick up funding for this service. This has not happened.⁸² Many women who have experienced domestic or sexual violence will attend Accident and Emergency to seek treatment for their physical injuries. Having a HIDVA located in an Accident and Emergency unit enables women to have immediate access to independent advocacy. In 2009/10, the HIDVA was receiving about 10 calls a month for suspected cases of domestic violence and by being located in the hospital the HIDVA was able to support some very complex and serious cases of abuse. The HIDVA was also training hospital staff on how to undertake sensitive routine enquires, how to deal with complicated abuse scenarios, as well as developing effective pathways to support victims.⁸³

Recommendation 3: The panel recommends that consideration is given to funding a HIDVA worker in the Accident and Emergency department at the Sussex County Hospital, and that this is funded from within mainstream budgets.

⁸¹ Sullivan, minutes of the panel's public meeting, 29/03/2010

⁸² Gray, minutes of the panel's public meeting, 15/04/2010

⁸³ Information provided at private meeting, 12/04/2010

6.2.5 There are not many specialised therapeutic support services in the city for children and young people who have witnessed or been affected by sexual or domestic violence.⁸⁴ It is felt that there may be a number of children that, rather than being given specialist therapeutic support, are being managed and held in frontline services which, due to the very particular trauma which they have experienced, will be unlikely to meet their special needs. A child who does not resolve a trauma and is unable to recover is far more likely to develop adult mental health problems.⁸⁵ The panel are deeply concerned that there is not the required amount of specialist therapeutic support services available in the city for children affected by sexual violence and as a result the needs of these children are not being met. This means that these children are likely to grow up to become vulnerable adults with severe mental health needs.

Recommendation 4: The panel recommends that the specialised therapeutic support services for children and young people who have been affected by sexual violence be reviewed as a matter of high priority in order to ensure that the needs of children and young people affected by sexual violence are being met.

6.2.6 Services for children who display sexually harmful behaviours. Children who engage in such behaviour need very particular support services and, if their behaviours are not addressed and managed, will be at risk of becoming offenders.⁸⁶ National research has estimated that one-third of those who sexually abuse children are just children themselves, and that one-third of children who display sexually harmful behaviour were also abused themselves⁸⁷. A BBC investigation in March 2010 into the issue of children who engage in sexually harmful behaviour highlighted that the systems in place in the UK all too often fail to either recognise or deal with the abuse being carried out by children. National research also indicates that children who engage in sexually harmful behaviour may have to wait on average as long as four and a half years before they are seen by the experts they need.⁸⁸ The panel are concerned that the needs of children who display sexually harmful behaviour may not be being met within the city.

Recommendation 5: The panel recommends that the specialised support services for children who display sexually harmful behaviour be reviewed as a matter of high priority to ensure that the needs of these children and young people are being met.

⁸⁴ Gray, minutes of the panel's public meeting, 15/04/2010

⁸⁵ Information provided at the panel's private meeting, 05/03/2010

⁸⁶ Information provided at the panel's private meeting, 05/03/2010

⁸⁷ BBC Report, 17 March 2010, *Hidden problem of children sexually abusing children*, <http://news.bbc.co.uk/1/hi/programmes/newsnight/8569219.stm>

⁸⁸ BBC Report, 17 March 2010, *Hidden problem of children sexually abusing children*, <http://news.bbc.co.uk/1/hi/programmes/newsnight/8569219.stm>

6.3 Weaknesses in current service provision

- 6.3.1 From the evidence gathered at the panel's public meetings it is evident that there are a number of areas around which current services could be strengthened in order to offer better support to those affected by sexual violence.
- 6.3.2 Firstly, there is a huge amount of demand within the city for independent support services for those who have experienced sexual violence which, due to a lack of capacity within the independent support services, is currently not being met.
- 6.3.3 As a general principle the panel strongly support the requirement that those offering support services for women are women. Evidence received highlighted that this is vital to ensure victims feel able to access support services.
- 6.3.4 In 2008 and 2009 the Survivors' Network logged 400 calls to its helpline and of these only 88 were able to be answered⁸⁹. In 2009/10 the Survivors' Network logged 887 calls to its helpline and of these only 249 were able to be answered. This means that just 27.8% of callers to the Network's helpline received the advice and support that they needed. In 2009/10 the Survivors' Network also received 85 e-mails to its e-mail service and saw 168 women at its drop-in.⁹⁰ Also, in 2009/10 the Network was receiving on average 10 referrals a week from various agencies and self-referrals.⁹¹ In 2009/10, the Survivors' Network had a 50.9% increase in women accessing their services in comparison to 2008/09. Some of the increase in the numbers of women accessing the Network's services is due to better advertising of the Network's services and an increased profile in the city.⁹² As a result, however, there is currently a six month waiting list for the support services provided by the Survivors' Network.⁹³ From May 2010, the Survivors' Network hopes to start taking referrals from the SARC which may mean a total of 90 to 100 women being referred into the Network's services on top of the other referrals already being made.⁹⁴
- 6.3.5 In 2008/09 Mankind had a 55% increase in the number of men accessing their services, probably as a result of a local media advertising campaign about their services. There is currently an 8 – 12 week waiting list for Mankind's counselling services.⁹⁵
- 6.3.6 In 2009/10 over half of the 167 clients referred to the Brighton Women's Centre's counselling services were dealing with either sexual abuse or domestic violence, and over half of the 104 women who

⁸⁹ Mason, minutes of the panel's public meeting, 15/03/2010

⁹⁰ Survivors' Network Annual Monitoring and Evaluation Return for 2009/10

⁹¹ Mason, minutes of the panel's public meeting, 15/03/2010

⁹² Survivors' Network Annual Monitoring and Evaluation Return for 2009/10

⁹³ Mason, minutes of the panel's public meeting, 15/03/2010

⁹⁴ Survivors' Network Annual Monitoring and Evaluation Return for 2009/10

⁹⁵ Sullivan, minutes of the panel's public meeting, 29/03/2010

directly accessed the centre's counselling services were dealing with either sexual or domestic violence. There is currently a waiting list for the centre's counselling services of between 2 – 3 months.⁹⁶

6.3.7 There is a very clear demand within the city for support services for women and men. This demand is not currently being met as the support services do not have the capacity to cope with the level of need in the city. As a result there is likely to be a significant number of vulnerable individuals who either have to wait to access the support that they need, or are not even able to gain access to the support services they require. These individuals are likely to be experiencing emotional turmoil, be feeling extremely isolated, and have a range of mental health needs.

Recommendation 6: The panel recommends that the capacity of the local independent support services be greatly strengthened so that the needs of all of those in the city that have experienced sexual violence can be addressed.

6.3.8 The Sexual Assault Referral Centre (SARC), located in Crawley, is a relatively new service which is rapidly trying to develop and strengthen its operations and referral pathways. The Partnership Community Safety Team and the other statutory agencies which manage the SARC are working hard to ensure that a seamless service is available to clients who access the SARC and are then referred on to local support services.⁹⁷ However, some concerns were raised about the SARC by those attending the panel's public meetings. These concerns included the ineffectiveness of some of the referral pathways and in particular problems with some clients not being referred on to the right local support services⁹⁸. Additionally, currently the SARC is only available 24 hours a day to those men and women who report a sexual offence to the police. Those who wish to self-refer to the SARC's services currently have to call ahead between 9.00 am and 5.00 pm to make an appointment⁹⁹. Some work is being undertaken with the local support services to enable the services to support individuals to self-refer to the SARC¹⁰⁰. Whilst the panel recognises that the SARC is still a developing service and is doing a lot of very good work already, the panel feels that the SARC's referral pathways need to be strengthened and the capacity of the SARC to take 24 hour self-referrals needs to be developed as a matter of urgency.

Recommendation 7: The panel recommends that the operations of the SARC and its referral pathways are strengthened as a matter of high priority.

⁹⁶ Mercy, minutes of the panel's public meeting, 29/03/2010

⁹⁷ Information provided at the panel's private meeting, 05/03/2010

⁹⁸ Sullivan, minutes of the panel's public meeting, 29/03/2010

⁹⁹ Mason, minutes of the panel's public meeting, 15/03/2010

¹⁰⁰ Information provided at the panel's private meeting, 05/03/2010

6.3.9 Since November 2009 the Survivors' Network has provided a rape crisis service alongside their existing services. However, whilst the city now has a rape crisis service, there is still no independent 24 hour specialist support service, either nationally or locally, for those who experience rape or sexual assault. This means that if an individual does not wish to report a rape or sexual assault to the police, and many prefer not to, then there is nowhere and no-one that victims can turn to at any time of the day or night to receive the specialised independent emotional support, and advice and information that they need. There are two local helplines which can provide this support, the Survivors' Network helpline and RISE's helpline, however, neither of these are open 24 hours. The Network operates a helpline for survivors, which is open two nights a week for a total of four hours, whilst RISE's helpline operates during office hours Monday to Friday. Evidence has shown that there is a clear need for a more comprehensive service.

Recommendation 8: The panel recommends the commissioning of a feasibility study considering the introduction and funding of an independent 24 hour signposting and support service.

6.3.10 There are current weaknesses in the way that children's services work with families where sexual or domestic violence has been experienced. Some of the women involved in the Women's National Commission's consultations perceived social services as being particularly unsympathetic towards women. The women felt that they were often blamed for their children's situations despite the fact that they had been the victim of abuse. Women also felt that children's services were unable to consider a woman and her child/children's situations together. The women felt that children's services needed to take a more holistic approach towards supporting women and children when cases of abuse arise and be better at responding to and recognising complex cases of domestic and sexual violence. The women also spoke of their concern over the lack of safe child contact facilities in the city and their fears that nothing was being done in response to allegations of ongoing sexual abuse during contact visits.¹⁰¹ The issue of custody and visitation rights to children when a mother has been sexually assaulted or abused by her partner or the father of her children needs to be better considered to ensure that the potential of further harm to a child is appropriately managed.¹⁰² Whilst the panel recognises that children's services has a very particular remit to protect children, the panel feels that more needs to be done by children's services to develop a holistic approach to working with children and women from families where domestic or sexual violence has been experienced.

Recommendation 9: The panel recommends that children's services reviews and considers how it responds to and supports children and women from families where domestic and sexual violence has taken place in order to ensure that a holistic approach to such cases is taken.

¹⁰¹ Butler, minutes of the panel's public meeting, 15/04/210

¹⁰² Schaframn, January-February 2010, *Risk Assessment and intimate partner sexual abuse: the hidden dimension of domestic violence*, Judicature, vol 93.4

6.3.11 A number of weaknesses were identified about how professionals and frontline workers recognise and respond to cases of sexual violence. In particular GPs, health visitors, school nurses and midwives, and social workers were identified as requiring training and support to help them to recognise and respond to cases of sexual violence.¹⁰³ Whilst there are pockets of good practice and some use of appropriate assessment tools, the panel felt that more should be done to ensure that frontline staff are trained to respond confidently to individuals who have experienced sexual violence¹⁰⁴.

Recommendation 10: The panel recommends that all frontline staff and professionals within the city are trained to enable them to respond appropriately to cases of sexual violence.

Recommendation 11: The panel recommends that all women who come into contact with frontline staff and professionals are informed about the independent women-only specialist support services available in the city.

6.3.12 A number of weaknesses were also identified in the way that sexual violence is monitored by services in the city. At the moment sexual violence does not tend to be recorded and therefore it is not known currently whether women, for example, accessing housing options are fleeing sexual violence. There is the added difficulty that due to the close links between domestic and sexual violence there are complications over how such cases should be counted. For example, if sexual violence is perpetrated by an acquaintance or within the family this could be classified as either sexual or domestic violence. The city needs to be clear and consistent about how it records and monitors both sexual and domestic violence.¹⁰⁵ The variety of contexts in which sexual violence is experienced needs to be adequately reflected in the monitoring and recording of incidents of sexual violence.

Recommendation 12: The panel recommends that the monitoring and recording of cases of sexual violence be standardised across the city to ensure clear and consistent recording and monitoring.

6.3.13 A number of speakers attending the panel's public meetings identified the importance of undertaking preventive work to ensure early intervention in cases of sexual and domestic violence.¹⁰⁶ This preventative work needs to be undertaken in a range of contexts. Education and awareness raising needs to be undertaken in schools to promote healthy relationships and to ensure that children and young people know what should and should not happen in healthy relationships.¹⁰⁷ Targeted education and preventative work also needs to be undertaken with young women to enable them to understand

¹⁰³ Butler, minutes of the panel's public meeting, 15/04/2010

¹⁰⁴ Dando, minutes of the panel's public meeting, 29/03/2010

¹⁰⁵ Mason, minutes of the panel's public meeting, 15/03/2010

¹⁰⁶ Dando, minutes of the panel's public meeting, 29/03/2010

¹⁰⁷ Gray, minutes of the panel's public meeting, 15/04/2010

what sexual abuse and violence is and how to prevent it; and to encourage a greater understanding of what kind of behaviours are appropriate and not appropriate in relationships.¹⁰⁸ Preventative work and community outreach also needs to be undertaken in communities with men, boys, women and girls, in order to increase awareness and resilience amongst communities as to what sexual violence and abuse is and what healthy relationships should look like.¹⁰⁹ Such work will hopefully help to promote positive perspectives of masculinity and femininity and gender relations and reduce the level of violence in local communities.

Recommendation 13: The panel recommends that a much greater emphasis be placed on positive perspectives of masculinity to be promoted to young people.

6.3.14 There is a need for preventative work to be undertaken in the city's schools, with young people: particularly with young women, as well as with local communities to raise awareness about what healthy relationships are, and what they should or should not involve. Such work will hopefully help to promote positive perspectives of masculinity and femininity and gender relations and reduce the level of violence in local communities.

Recommendation 14: The panel recommends that a programme of prevention and early intervention work be developed to meet the needs of a range of individuals in a range of different contexts. As part of this programme, education and awareness raising programmes about what healthy relationships are and consist of should also be undertaken.

6.4 Weaknesses in current partnership arrangements

6.4.1 A number of weaknesses in the current partnership support arrangements were identified by the panel.

6.4.2 There are a number of partnership structures which have been set up to guide the citywide strategic development of services for those affected by domestic violence. Representatives from the domestic violence support services are strategically placed to influence decisions as they sit on the forums and partnership bodies in the city. There is not, however, adequate partnership structures set up for organisations which provide support services to victims of sexual violence. This means that there is not an adequate mechanism through which support services working with those affected by sexual violence can bring issues to the table and interact with statutory agencies and other independent support services involved in providing and delivering services. Having a forum of this kind would be an extremely useful and low-cost way of starting to co-ordinate sexual violence support services across the city, raise the profile of this issue, and also link independent

¹⁰⁸ Gosling, minutes of the panel's public meeting, 29/03/2010

¹⁰⁹ Gray, minutes of the panel's public meeting, 15/04/2010

support services into the strategic decisions taken in the city.¹¹⁰ Currently, it is the Pan Sussex arrangements and Domestic Violence Senior Officer Strategy Group on Domestic Violence which facilitates some of the delivery of the Sexual Violence and Abuse Plan.¹¹¹ The panel believes that there has been a historical strategic bias towards tackling and providing services for those affected by domestic violence and that this balance needs to be re-addressed whilst ensuring that services and support for those affected by domestic violence are not unintentionally or negatively impacted upon.

Recommendation 15: The panel recommends that more partnership structures which involve all statutory agencies and independent support services are put in place to ensure the strategic development of services for those affected by sexual violence.

6.4.3 Included in Brighton and Hove's Local Area Agreement, 2008-11, as a local indicator is National Indicator 26: 'the provision of specialised support to victims of sexual offences'. However, as this indicator has still yet to be defined by the government, work to collect information and measure progress on this indicator cannot be undertaken. Whilst the panel recognises the difficulties that this presents, the panel feels that the city should in the mean time agree a method and process for monitoring and measuring this indicator. In order to better facilitate this process, a copy of this scrutiny report could be considered at a future Local Strategic Partnership meeting.

Recommendation 16: The panel recommends that steps are taken locally to agree a method and process for monitoring and measuring NI 26. In order to facilitate this process the panel recommends that a copy of this scrutiny report be taken to a future Community Safety Partnership and Local Strategic Partnership Meeting.

6.4.4 There are a number of vulnerable adults who may be at higher risk of experiencing sexual violence and be even more unlikely to report an incident or seek support to deal with their experiences. These vulnerable adults include LGBT individuals, adults with physical or learning disabilities, BME groups, and refugees and migrants.¹¹² Within the city there are a number of organisations which represent these groups of vulnerable adults. These organisations and the specialised support services in the city need to form links with each other to ensure that those who are affected by sexual or domestic violence are properly supported by both specialised support services and the organisations which represent them. The panel is acutely aware that such links and partnership working requires more out of already stretched organisations and service providers, and therefore extra resources need to be made available to support this partnership working.

¹¹⁰ Mason, minutes of the panel's public meeting, 15/03/2010

¹¹¹ Information provided at a private meeting, 12/04/2010

¹¹² See scrutiny panel's scoping paper and section 5.2 of this report

Recommendation 17: The panel recommends that support is given to both the independent support services and the organisations representing groups of vulnerable adults to enable them to work together to develop services which meet their clients' needs.

6.4.5 A Women's Services Strategic Network (WSSN) has been set up and includes representatives from the city's women-only independent support services; these are the Survivors' Network, the Brighton Women's Centre, RISE, Threshold, and the Brighton Oasis Project. This network is supported by the Partnership Community Safety Team and has successfully won a funding bid to deliver support to women offenders in the city through the Inspire Project. The WSSN offers a vehicle through which, in partnership, the strategic and operational development of women-only support services can be developed, funded, and delivered. However, the partnership needs to be invested in and is currently struggling as it does not have sustainable funding or resources. A development worker is needed to support members of the WSSN to participate in the partnership.¹¹³ The WSSN may be a key mechanism through which representation of the women's sector can be reached at a strategic level within the city.

Recommendation 18: The panel recommends that mechanisms are found to support the continued development of networks and partnerships between third sector service providers.

6.5 Issues with funding

6.5.1 From the evidence provided at the panel's public meetings a number of issues have emerged with the way that the local independent support services are funded.

6.5.2 It is very difficult for the independent support services in the city to effectively plan medium and long-term service provision for vulnerable women, men and children, when there is no stability in the funding that they receive. Service development takes time and it takes time to put services into place and current funding cycles do not take this into account.¹¹⁴ As a result of mostly receiving one-off yearly funding, many of the organisations which the panel heard evidence from felt that they had to spend far too much time finding funding for services than delivering and developing services and undertaking strategic and long-term service planning. The lack of stability for organisations is particularly problematic as women accessing many of these services will do so for a long-time; up to eight years.¹¹⁵ Unless organisations are sustainably funded and have some stability women accessing their services will not feel secure in doing so.¹¹⁶

¹¹³ Dando, minutes of the panel's public meeting, 29/03/2010

¹¹⁴ Dando, minutes of the panel's public meeting, 29/03/2010

¹¹⁵ Mason, minutes of the panel's public meeting, 15/03/2010

¹¹⁶ Dando, minutes of the panel's public meeting, 29/03/2010

Recommendation 19: The panel recommends that all statutory agencies when funding the independent local support services in the city should award pots of money for a three to five year period.

6.5.3 Most of the independent support services informed the panel they were struggling to find funding to deliver their services. One of the main reasons cited was that many funders believed that services being provided by the local independent providers are those that it is the responsibility for statutory agencies to fund¹¹⁷.

6.5.4 However, because many local independent support services have previously received funding from central government and other grant funders, local statutory agencies have tended not to fund these organisations. The panel feels that because of the combination of reduced central government funding and grant funders not willing to fund services, the statutory agencies in the city should fund services to offer stability and ensure that some of the needs are met.

6.5.5 The Panel also believes that, as many of the independent organisations in the city work with those who have experienced both sexual violence and/or domestic violence, that consideration of the resourcing of support services for those affected by both problems should be made in tandem by statutory agencies.

Recommendation 20: The panel recommends that all statutory agencies in the city consider how they can support and offer mainstream funding to the independent support services in the city for those affected by sexual violence and domestic violence.

6.5.4 One particular area of frustration for many of the independent support services is that health agencies regularly made referrals to their services, but did not contribute funding.

6.5.5 For example the Survivors' Network receives referrals from mental health agencies, substance misuse workers, Mill View Hospital, midwives, health visitors, GPs, and the Accident and Emergency department at the Sussex County. However the Network receives no funding from the PCT at all.¹¹⁸

6.5.6 The Women's Brighton Centre, despite working with some very vulnerable women is not funded by the PCT.

Recommendation 21: The panel strongly recommends that the city recognises sexual violence and abuse as being a major public health issue. In light of this commitment that health agencies in the city should review what independent support services they are currently funding to support those affected by sexual violence. In order to facilitate this, a copy of this scrutiny report should be taken to a future meeting of the Local Strategic Partnership and to the Healthy City Partnership.

¹¹⁷ Gray, minutes of the panel's public meeting, 15/04/2010

¹¹⁸ Mason, minutes of the panel's public meeting, 15/03/2010

7. CONCLUSIONS AND RECOMMENDATIONS

- 7.1 Based on the evidence heard by the panel and the issues highlighted in this report it is evident that a more co-ordinated approach to funding local independent support services is needed and that the impact of sexual violence on women, men and children needs to be considered at a more strategic level within the city.
- 7.2 The Stern Review, like most of the recent national research undertaken in this area, concluded that sexual violence is not just a matter for the criminal justice system and that as the health and social implications of sexual violence is so substantial other public sector agencies need to be involved in supporting victims.¹¹⁹
- 7.3 The panel agree with this assessment and believes that, just as violence is not experienced in silos but in a range of contexts, a much wider and integrated approach is needed in the city to tackling sexual violence and to supporting those who are affected by sexual violence.
- 7.4 **The panel recommends that strategic commissioning arrangements be put in place for sexual violence support services and that alongside these commissioning arrangements the commissioning of domestic violence support services should also be considered and undertaken.**
- 7.5 **The panel recommends that the strategic commissioning arrangements put in place are undertaken jointly by Brighton and Hove City Council the CYPT, the police, and the health agencies in the city, and that where necessary other agencies are also included in these strategic commissioning arrangements.**
- 7.6 **The panel recommends that all statutory agencies in the city contribute funding to the strategic commissioning process for support services for victims of sexual violence as all statutory agencies benefit from victims being properly supported.**
- 7.6 **The panel recommends that a single lead commissioner be responsible for overseeing the integrated strategic commissioning of support services for victims of sexual and domestic violence.**
- 7.7 Other detailed recommendations can be found within the body of the report.

¹¹⁹ Baroness Stern, March 2010, *The Stern Review: How Rape Complaints are Handled by Public Authorities in England and Wales*

REPORT OF THE SUSSEX POLICE AUTHORITY

The Sussex Police Authority met at County Hall, Lewes, on 29 July 2010

Attendances:

Dr L Bush (Chairman), Mr L Barnard, Mr P Bratton, Prof G Bull, Ms E Daniel, Mr G Daniel JP, Mr P Evans, Mr F Faiz, Mrs S Knight, Mr P Jones, Mr A Price JP, Mrs C Shaves MBE JP, Mr A Smith, Mr R Tidy, Mr S Waight (Vice-Chairman) and Dr R Walker.

The Police Authority considered a wide range of policing issues at the meeting, including the following matters. The full set of reports to the Police Authority can be accessed on the Authority's website www.sussexpoliceauthority.gov.uk

FINANCIAL FORECAST TO 2015

- 1.1 The Authority is developing the right model for policing Sussex in the future against the background of having to make significant budget savings between now and 2015. The Authority has agreed a programme of work which will redesign the way Sussex Police operates, and although the precise impact of public sector spending cuts will not be clear for some months, the Authority expects to have to make savings of at least £50 million over the next four years. The Authority is not alone in facing significant cuts to its budget and some radical and difficult decisions will need to be made whilst seeking to minimise the impact on the public.
- 1.2 Sussex Police has already delivered more than £5 million in savings from this year's budget. In addition, the Serving Sussex 2015 programme has been set up to help shape the future of policing in Sussex. The Authority is engaged in shaping potentially far-reaching changes, and members and officers of the Authority are involved at all levels of the programme, including the work streams set up to develop detailed proposals. The Authority and Sussex Police are also working closely with the other public authorities and forces both locally and regionally to collaborate on ways to deliver a quality service with fewer resources.
- 1.3 The Authority has instructed the officers to prepare plans for its meeting on 28 October, which will be a key meeting in formulating the draft Local Policing Plan and draft Budget 2011/12. The plans will include the following matters:

- the right models and structures for local delivery of policing (in which connection the Authority is committed to maintaining district commanders at chief inspector level);
 - increasing the range of ways for the public to access policing services, in particular using the benefits that come from new technology;
 - the potential for delivering services jointly with neighbouring forces and other partners;
 - more efficient ways to provide the functions – such as finance, human resources and information technology – that support the delivery of frontline policing in Sussex; and
 - identifying ways to develop a workforce that is freed up from unnecessary red tape and trusted to use their discretion.
- 1.4 In pursuing the above principles, the Authority has highlighted the importance of maintaining and improving public confidence and satisfaction in policing; the vital nature of the police emergency service; and the strength that comes from working more closely with the public and other organisations.
- 1.5 It is the clear intention of the Authority and Sussex Police to achieve budget savings whilst providing a better public service for example by reducing time-consuming bureaucracy and duplication. The Serving Sussex Programme will examine how different teams can work more efficiently together, and with other organisations to provide better value for money for the public.
- 1.6 Wherever possible cuts will be targeted away from the frontline, for example by reviewing management costs amongst police officers and police staff. The decision has already been taken to combine the two policing divisions (North Downs and West Downs) that serve West Sussex to form a single division which will continue to deliver a high level of service to the public of West Sussex at a lower management cost. This will provide a more efficient way of policing for West Sussex and facilitate the important partnership working with West Sussex County Council. The Authority is also working closely with East Sussex County Council and Brighton & Hove City Council regarding policing in their areas.

SOUTH EAST REGION COLLABORATION PROGRAMME – AIR SUPPORT

- 2.1 The Authority has been working with Surrey and Hampshire police authorities to create a regional air support consortium to cover Sussex, Surrey and Hampshire. The Authority has now approved the business case for the formation of a three force, two helicopter air support consortium which secures the desired level of operational effectiveness whilst maximising the financial benefits for the three forces. One helicopter will as at present operate from Shoreham Airport and the other will operate from Hampshire and will be based at RAF Odiham. There are clear operational benefits for collaboration in this service area. These include:
- Improved efficiency of air support delivery across the region
 - More efficient tasking of specialist resources across the region.

- A more consistent approach to adopting best practice and achieving national compliance.
- Improved public confidence through the stronger delivery of specialist support to police operations.

The creation of a South East Air Support Unit has the potential to save up to £8m over five years for the region and continues to involve a collaborative agreement with the South East Region Air Ambulance service.

- 2.2 The Authority has already entered into collaborative agreements in respect of witness protection, covert operations and technical support. A South East regional response unit has also been established to tackle serious and organised crime and co-ordinate the recovery of criminal assets. Sussex Police is the Lead Force for the Serious and Organised Crime Directorate, incorporating an extended South East Regional Intelligence Unit and new Regional Asset Recovery Team. Discussions of further collaboration projects are continuing with Surrey Police Authority, our "preferred partner".

ROGUE TRADERS

3. Sussex Police has participated in a multi-agency campaign to warn people about the dangers of rogue trading, and doorstep crime which saw nearly 1,500 police officers, trading standards officers and members of government agencies join forces nationwide. The day of action formed part of a week of activities that highlighted the dangers of allowing strangers into homes and consenting to have work carried out by cold callers. 330 vehicles, mainly light vans, were stopped and checked across Sussex - 75 at the Brighton checkpoint and 50 at the Handcross checkpoint. As well as checks to see if people were authentic traders, 31 £60 Fixed Penalty Notices were issued for seat belt and non-MoT test certificate offences, six for having no insurance, and five for mobile phone use whilst driving. Two further drivers were reported for possible prosecution for having no insurance. The Authority supports fully the work undertaken in tackling rogue traders and particularly the engagement with Trading Standards officers across Sussex.

RESTORATIVE JUSTICE PILOTS

4. Sussex Police is actively pursuing restorative justice programmes placing the victim at the heart of the decision making process which is hoped will lead to greater satisfaction levels and confidence in the criminal justice system. There have been two restorative justice pilots running in Sussex, the Crawley Crime Diversion Scheme and the Brighton & Hove 'Youth Triage' system. Both of these pilots have been co-ordinated in partnership with other agencies and have been very successful. In order to capture effective practice from these pilots and align them to the national restorative justice model, a review of these schemes has taken place, and guidance and procedures are being developed which it is hoped will achieve wider coverage across the Sussex.

DR LAURIE BUSH

Chairman

EAST SUSSEX FIRE AUTHORITY

Report of a meeting of the East Sussex Fire Authority held at Fire & Rescue Service Headquarters at 10.30 hours on Thursday 9 September 2010.

Present: Councillors Carden, Fawthrop, Freebody, Freeman, Harmer-Strange, Healy, Heaps, Howson, Kemble (Chairman), Kenward, Livings, Marsh, Ost, Pidgeon, Rufus, Scott, Thomas and Waite.

Also present:

Mrs Redman, Chair of the Standards Panel, and Mr Wheeler, Independent Person and Member of the Standards Panel.

1. PRESENTATION BY SHONA DUNN, DIRECTOR OF FIRE AND RESILIENCE, COMMUNITIES AND LOCAL GOVERNMENT

- 1.1 The Fire Authority welcomed Shona Dunn, Director of Fire and Resilience, CLG, to the meeting. She spoke about the key strategic issues facing the fire and rescue service and answered questions from Members.
- 1.2 The main issues covered were:
 - i. FireLink
 - ii. FiReControl
 - iii. Implications for the Service arising from the latest
 - iv. The government fire service agenda in the context of localism and central facilitation rather than direction
 - v. Integrated Risk Management Planning
 - vi. New Burdens funding
 - vii. The Strategic Review of the Fire Service – sector driven approach
 - viii. National policy formulation and assessment

2. REVENUE AND CAPITAL BUDGET MONITORING 2010/11

- 2.1 The Fire Authority has considered a report on the revenue and capital budget monitoring for 2010/11. Currently, there was a small projected underspend on the Revenue Budget for 2010/11 of £193,000. It was anticipated that the Capital Programme would underspend by £77,000 which related to three projects.
- 2.2 Preparations were in hand for medium term financial planning that was dependant on the outcome of the latest Comprehensive Spending Review/Local Government Finance Settlement.

3. 2009/10 PERFORMANCE OUTCOMES

- 3.1 Members considered the 2009/10 performance outcomes (full details are available on the website at www.esfrs.org). Continuing to build upon achievements made in previous years, in 2009/10, 94% of the Best Value Performance Indicators (BVPs) met the improvement targets compared to 63% in 2008/09.
- 3.2 The Fire Authority had also set long-range targets for some indicators to align with the two national targets of a 20% reduction in deaths in dwelling fires and a 10% reduction

in deliberate fires by 2010. The following table presents the actual results against the Fire Authority's 10 year targets and the two national indicators. As can be seen from the table, the Fire Authority has achieved remarkable reductions in its long-range targets.

Performance Indicator	200/01 Base-line	2009/10 year end result	10 year target	Achievement against target
142(i) All fire calls attended	4,627	2,757	20% reduction	40% reduction
NI 49a No of primary fires attended per 100,000 population	2,933	1,583	40% reduction	46% reduction
NI 33 No of deliberate primary fires per 10,000 population	3,403	1,375	10% National target	60% reduction
142(iii) No of accidental fires in dwellings attended per 10,000 dwellings	867	562	40% reduction	35% reduction
143(i) No of deaths arising from accidental fires in dwellings per 100,000 population	4.6	3.6	20% National target	22% reduction *
143(ii) No of injuries (excl. precautionary checks) arising from accidental fires in dwellings per 100,000 population	86	49	20% reduction	43% reduction

* This figure is based on the 11 year average from 1999/2000

- 3.3 The Fire Authority's 2009/10 Annual Plan covered 3 Strategic Aims on an objective-by-objective basis. The aims were supported by 9 strategic objectives that ensure the whole organisation worked towards the overall vision of 'Achieving safer and more sustainable communities'. A summary of the outturn performance indicators in relation to the strategic objectives is shown below:

Indicator Group	Indicators where target has been met	Indicators where target has not been met
Priority Areas (Best Value Performance Indicators) (BVPIs)	13 (93%)	1 (7%)
Non-priority areas (BVPIs)	19 (95%)	1 (5%)
All BVPIs (Sum of priority areas & non-priority areas above)	32 (94%)	2 (6%)
Integrated Risk Management Plan (IRMP) Standard	4 (80%)	1(20%)
Local Indicators	15 (83%)	3(17%)
All Indicators (sum of BVPIs, IRMP Standard & Local Indicators)	19 (83%)	4 (17%)

- 3.4 The Fire Authority has noted the position.

COUNCILLOR TED KEMBLE
CHAIRMAN OF EAST SUSSEX FIRE AUTHORITY
 10 September 2010