



Department for
Communities and
Local Government

2016/18 Fund for specialist accommodation based support and service reform to meet the Priorities for Domestic Abuse Services

Bidding Prospectus

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Bidding Prospectus

Summary

1. Government's Manifesto commitment is that ***"We will now work with local authorities, the NHS and Police and Crime Commissioners to ensure a secure future for specialist FGM and forced marriage units, refuges and rape crisis centres."*** In our refreshed Violence Against Women and Girls (VAWG) Strategy launched on 8th March this year, we launched our ambition to go further and faster to reform services to support earlier models of intervention with victims, perpetrators and their families, at the same time as maintaining crisis provision to meet the needs of women and girls suffering violence. Our fund will provide support to local areas to achieve this aim with specific focus on domestic abuse services.
2. The VAWG Strategy also made clear that Government will develop a National Statement of Expectations, which will set out a blueprint for all local areas to follow on what good commissioning and service provision should look like.
3. The National Statement of Expectations, currently being developed, will reinforce the importance of bringing local service providers together, understanding local needs, commissioning services accordingly and publishing data about their local needs, and how services are being provided to meet them, and setting out clear leadership and accountability for delivery.
4. The Government is determined to ensure that no victim of domestic abuse is turned away from the support they need. Refuges and other forms of specialist accommodation-based services play a vital role in providing this support. We are looking for local areas to work collaboratively across local authority boundaries to strengthen provision. To help meet this challenge, the Government will provide funding of up to £20 million over two years (2016-2018) to support the provision of accommodation-based support services and the local reforms need to meet the Priorities for Domestic Abuse Services.
5. Our two year fund is available to local areas which demonstrate that they are taking steps to deliver the Priorities for Domestic Abuse Services (see Annex B). The fund is available for the provision of core support for refuges and specialist accommodation-based services, helping local areas ensure that no woman is turned away from the support she needs. Bids should demonstrate evidence-wide assessment of need, and take into account the particular needs of victims from isolated and/or marginalised communities/ BME backgrounds.
6. Funding is available for local areas whose bids demonstrate collaboration with one another to ensure that partnerships are joining up across borders to meet the needs of women who may flee to seek support, and collaborate on securing assets of national significant providing specialist provision.

7. We recognise that men can also be victims of domestic abuse and our approach will be to benefit all victims. However, women are much more likely than men to be victims of high risk or severe domestic abuse, and therefore more in need of refuges and other forms of specialist accommodation based services. We expect our fund will primarily focus on the needs of women and children suffering violence as set out in our VAWG Strategy.
8. The Fund will operate for the 2016/18 financial years. We can only fund bids where work will be complete by 31 March 2018. We will require confirmation that approved funding will be allocated to the named provider(s) in your bid.
9. If you would like to discuss your proposals with the DCLG Team please contact DomesticAbuse.Fund@communities.gsi.gov.uk and someone from the team will get in touch.
10. If you would like to discuss your proposals with the local Troubled Families Co-ordinators, please contact the DCLG Troubled Families Team on families.team@communities.gsi.gov.uk, and they will put you in touch.

Responding to the Challenge

11. The Fund will support proposals for the provision of core support for refuges and other accommodation-based services, helping local areas ensure that no woman is turned away from the support she needs, and welcomes bids which can demonstrate a) that there is a need for this type of support locally, and b) that the solution proposed is designed to meet the needs of victims. We recognise that victims of domestic abuse will have different needs – so your bid could be for specialist refuge places or for specific groups (ie for women with mental health problems, substance abuse problems, or particular needs of different ethnic communities), or, where this best meets local need, other accommodation based services with specialist support, or other services that enable victims to access this support. We also recognise that there will be demand for some specialist services in particular local areas from across the country (e.g. refuges which cater for the needs of women from particular BME communities) which serves a broader need.
12. Local areas will also need to ensure that provision is made for victims moving away from their home area and those moving into new areas due to abuse. We are looking to receive bids that bring together three or more local authorities working across boundaries to form regional hubs where appropriate.
13. We are open to a range of proposals from local partnerships that demonstrate how the needs of victims could be met through collaborative working across local

authority boundaries to provide or support the provision of refuges or other accommodation-based support services with specialist support. We are also open to proposals for services which enable victims to access this accommodation-based provision.

14. We know that the multi-faceted and complex nature of domestic abuse means that it cannot be addressed by one agency alone. Bids must be put forward by a local authority, but clearly demonstrating their partnership arrangements with other local commissioners including PCCs and health partners, local specialist domestic violence service providers. We are also open to proposals bringing in other service providers. Partnerships must address the needs of victims who are vulnerable or excluded, and for whom the gaps in provision may be particularly acute, including victims from isolated and/or marginalised communities and those victims with complex needs. We are also very interested in bids that demonstrate how the service will be accessible to victims from across boundaries (i.e. regardless of the victim's local authority of origin). Partnerships may include more than one local authority, but with one leading the bid.
15. All bids must help deliver the local strategy for domestic abuse provision, and provide evidence of local need and gaps in provision in specialist refuge bedspaces. Bids may offer ways of improving/ establishing access to these bedspaces, particularly for victims who may have difficulty in accessing these services because of their vulnerability or isolation. Given that tackling domestic abuse and broader service reform is an explicit objective of the national Troubled Families Programme¹ we would also expect bids to articulate how any additional funding would contribute to the areas existing approach and vision.

Value for money

16. The Government is required to ensure that funding delivers value for money – bids must demonstrate how they will provide additional outcomes over and above current provision. We are interested in high quality outcomes as well as efficient delivery.
17. Proposals must set out the forecast outcomes in a way which allows us to determine their value. It is not the Government's intention in assessing value for money to favour low quality low cost services over high quality services, or generalist solutions over specialist. There are different ways you could do this, but they need to be quantifiable. You may suggest different types of service for

1

https://www.gov.uk/government/uploads/systems/uploads/attachment_data/file/409682/Financial_Framework_for_the_Expanded_Troubled_Families_Programme_april_2015.pdf

different people, with different costs and benefits. These services need to meet the DCLG Quality Standards set out in Annex A. Proposals should also meet the Priorities for Domestic Abuse Services as set out in Annex B.

18. The Government retains the right to reject a bid on the basis of insufficient information on value for money. We will reject bids which demonstrate poor value for money (costs exceed benefits).

Process

19. Bids must be submitted by the local authority where the service will be provided. The local authority is the grant recipient, responsible to their local community for delivering on their bid, and needs – as domestic abuse services commissioner - to be fully involved.
20. As well as addressing shortfalls and fostering service change, a further purpose of this fund is to provide Government with evidence of domestic abuse services and their outcomes for victims of abuse. This evidence will be used in the development of policy solutions to meet our Manifesto commitment to ensure that no victim of domestic abuse is turned away from the support they need.
21. We need to learn from you and your partners how best to deliver services. So although we will not formally monitor each project we fund, DCLG officials will be in contact to understand more about the progress of your work and will arrange visits to a number of projects. We would also like the local authority partner to set out in your proposal your own suggestions for evaluation and judging whether the proposal has achieved its objectives, and your proposals for sharing what you have learned across England. We would welcome your thoughts and suggestions on how well proposals are working.
22. There will be one bidding round to allocate resource funding of up to £20 million which must be spent by 31 March 2018.

How to apply

Applicants are required to submit bids no later than **5pm on Friday 16 December 2016** to DomesticAbuse.Fund@communities.gsi.gov.uk

Bids should be submitted using the attached application form. Bidders are encouraged to limit their application to 5 sides of A4. Bids must include supporting evidence and the requirements for this evidence are set out in the application form.

An officer should be nominated for contact purposes. Please provide a telephone number and e-mail address.

If local authorities have any queries about the bidding process they should contact DomesticAbuse.Fund@communities.gsi.gov.uk.

Assessment of applications

Bids will be assessed by DCLG/HO officials, and Ministers will take the final decision on which bids to support. The Bids will be assessed against the following criteria.

Criteria	Points available	Reasons for these criteria
<u>Meet the DCLG Quality Standards as set out in Annex A</u>	Pass/Fail	To make sure that the proposed services are of sufficient quality to meet victims' needs
<u>Meet the Priorities for Domestic Abuse Services</u>	Pass/Fail	To stimulate service change to meet the priorities for domestic abuse services.
<u>Innovative and sustainable solutions</u> Evidence of innovative and sustainable ways of delivering through partnership bids. Filling of accommodation based services with specialist support and improving/establishing access to this support, particularly for victims who may have difficulty in accessing these services because of their vulnerability or isolation.	Up to 5	Successful bidders should demonstrate that they have taken an innovative and sustainable approach to tackling domestic abuse providing clear pathways and referral routes for victims. Bids should evidence transparency of funding to encourage the funding following the victim rather than a particular local authority.
Scoring system		
5 points: strong proposals with very good evidence of		

<p>sustainable approaches to address need in accommodation based services and other service provision identified by local need.</p> <p>An additional 5 points: strong proposals for leading change. For more experienced local authorities this would be evidenced through the provision of peer support to local authorities with less capacity.</p> <p>3 points: good evidence of accommodation based service proposals.</p> <p>1 point: very limited or no evidence for accommodation based proposals – actual or proposed.</p> <p><u>Supporting areas' local strategies on domestic abuse and setting out longer term plans for sustainability.</u></p> <p>Scoring system</p> <p>5 points: strong proposals with very good evidence of addressing need identified in the local strategy, and with strong potential to lead to a sustainable long term solution.</p> <p>3 points: good</p>		<p>Bids should set out how they will further the development of local strategies on domestic abuse, and how they will help create sustainable and long term approaches to supporting victims. This latter must include how the service will be sustained when this funding ends on 31 March 2018.</p>
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evidence of the above 1 point: very limited or no evidence of the above		
<u>Partnership working and working across Local Authority boundaries</u> Scoring system 5 points: strong partnership working exists or is proposed on a robust and evidenced based project plan with very clear milestones, very good analysis of need/risk and very effective mitigation measures identified. 3 points: good partnership working proposals. 1 point: very limited or no evidence of partnership working actual or proposed.	Up to 5	<p>Successful bidders must demonstrate that they have worked with under-represented groups with complex needs and those from isolated and/or marginalised/BME groups to identify and respond to local need, in preparing the bid. Partnerships must include domestic abuse/accommodation based service providers in particular, namely the local specialist domestic violence refuge service provider and include providers specialising in complex and specialist needs. Partnerships must ensure that there is full representation for providers meeting specialist and BME needs.</p> <p>We want to see such partnership bids demonstrating cross boundary working across Local Authority boundaries to meet identified need and break down barriers to accommodation based service delivery, for those victims from outside of their area. Bids may include one or more local authorities working in partnership or a number of local authorities setting up a regional hub (with one being nominated as the lead authority).</p> <p>Given that tackling domestic abuse and broader service reform is an explicit objective of the national Troubled Families Programme we would expect bids to articulate how any additional funding would contribute to the areas existing approach and vision.</p> <p>We would also be interested in bids that demonstrate leading change through the provision of peer support and sharing best practice across local authority boundaries.</p>
<u>Inclusion of specific provision for BME victims and those from isolated/marginalised communities</u>	Up to 5	<p>Bids should set out how their proposal meets the needs of those from isolated and/or marginalised communities and BME groups who have struggled to access services.</p> <p>We want to see bids that have not only</p>

<p>Scoring system</p> <p>5 points: strong proposal demonstrating a strong evidence inclusion of specific provision for BME communities</p> <p>3 points: good evidence of inclusion of provision for BME communities</p> <p>1 point: very limited or no evidence of specific provision for BME communities, actual or proposed.</p>		<p>considered generic provision but have also considered the needs of those from isolated/marginalised communities and from a BME background.</p> <p>Whilst proposals must reflect local needs, local areas must take into account service provision in their areas which serves a broader national client group i.e. being the only refuge across the country for a particular BME group.</p>
<p><u>Value for money and additionality</u></p> <p>Evidence for value for money. Bids should give a full costing strategy to demonstrate the costs and what they will achieve with the funding. If possible, bids should also identify where more provision can be created across the domestic abuse landscape by leveraging in other sources of funding.</p> <p>Scoring system</p> <p>5 points: strong proposal demonstrating very good evidence to show how the funding will support the delivery of the cost strategy, including a breakdown of costs</p>	<p>Up to 5</p>	<p>It is essential that Government programmes show value for money (that the benefits of an action exceed the costs) – which means bids must demonstrate how they will provide genuinely additional provision and outcomes over and above current provision.</p> <p>Bid proposals must set out the forecast outcomes in a way which allows us to determine their value. There are different ways you could do this, but they need to be quantifiable. You need to quantify the number of victims you will be assisting in refuges or accommodation-based services and confirm that these services meet the DCLG Quality Standards set out in Annex A. You must state how many bed spaces in accommodation based provision will be provided by the funding.</p> <p>Bid proposals should also be clear about the benefits/outcomes of funding for service reform</p> <p>It is not the Government’s intention in assessing value for money to favour low quality low cost services over high quality high cost ones, or generalist solutions over specialist. Bidders may suggest different types of service for different people, with different costs and benefits.</p>

<p>and activities. 3 points: good evidence of value for money in respect of both accommodation based services and service reform. 1 point: very limited or unclear evidence of value for money</p>		<p>Government retains the right to reject a bid on the basis of insufficient information on VFM. We will reject bids which demonstrate poor VFM (costs exceed benefits)</p>
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We will also be interested in bids that show where additional funding will be provided by the authority and partners.

Bids must demonstrate that they have support from the Chief Executive of their authority, and, where relevant, the commitment of partner providers. If the bid involves a number of authorities working in partnership, each partner authority must provide a letter of support from the relevant Chief Executive.

Costs and funding arrangements

DCLG would expect to provide around £100,000 maximum per Partnership bid, but will consider bids of more than £100,000 which proactively work across a number of local authority boundaries. Bids should be based on provision of funding up to 31 March 2018 only and should indicate how the service provision will be sustained beyond March 2018. All proposals must involve work being delivered in 2016-18.

Proposals must set out the total amount of funding sought and give a high level breakdown of costs, including planned timing. Costs and outputs for 2016-17 and 2017-18 should be distinguished.

Bids which include more than one local authority must designate the lead local authority to which payment is to be made.

Funding will be issued as unringfenced resource grant under Section 31 of the Local Government Act 2003.

Annex A: Supplementary Guidance on Domestic Abuse and Homelessness

DCLG Quality Standards

Bids must conform to the DCLG Standards

1. Safety, Security and Dignity

- Victims can access crisis support at any time and receive a timely response.
- Victims are assessed and offered services on the basis of their individual need for safety and support.
- Victims are assisted to move geographical location if necessary for their safety
- Provision for male victims is located separately from women's services, within dedicated men's services.

2. Rights and Access

- Service users are believed and listened to and service interventions are respectful of their rights to self-determination.
- Service users with protected characteristics under the Equality Act 2010 can access dedicated specialist services addressing their particular needs.
- Resources are allocated to addressing barriers to access.

3. Health and Wellbeing

- The physical, mental and sexual health needs of service users are addressed.
- Service users can access individual counselling or group work to build their confidence and resources.
- The organisation works with partners in the sexual violence sector to provide specialist therapeutic support.
- The safety and wellbeing of staff teams is attended to.

4. Stability, resilience and autonomy

- Service users are supported to take charge of decision-making processes in their lives.
- Service users are encouraged to identify goals and access education, training and employment to maximise their stability and independence.
- Service users have access to resettlement and follow-up services with exit strategies tailored to individual need.

5. Children and young people

- The safety and wellbeing of children and young people is addressed in risk assessment and support planning.
- Children are able to access support to understand their experiences and build their resilience and confidence.
- Support is provided to parents to develop their parenting resources and maintain their relationships with their children.
- Services are responsive to the needs and views of children and young people.

6. Prevention

- Children and young people are better informed and educated around consent, healthy relationships, gender inequality and violence against women and girls.
- The organisation contributes to training and awareness-raising activities with other professionals and within local communities.
- The organisation contributes to local strategies for ending violence against women and girls.

Annex B: Priorities for Domestic Abuse Services

Our Priorities for Domestic Abuse Services apply to Local Authorities as the lead accountable bodies working with local multi-agency partnerships in response to locally driven change and service reform and ensuring that all local partners are involved to ensure that victims of domestic abuse receive the support they need when they need it.

Context

Domestic abuse is a devastating crime. It can affect anyone regardless of their age, gender, race, religion, class, sexual orientation and marital status.² It takes place in every locality across the UK and we are determined that everyone should receive the support they need. In our refreshed Violence Against Women and Girls (VAWG) Strategy, we set out our ambition that service reform should go further and faster to meet the needs of women and girls suffering violence.

We know that there are real challenges to be overcome in achieving this ambition. Much domestic abuse is hidden, whilst many victims of domestic abuse need to flee from their local area to access services and stay safe. A DCLG and Home Office summer 2015 review of domestic abuse service provision found that services struggle to meet the needs of some victims of domestic abuse, namely those (i) with complex needs, (ii) from isolated and/or marginalised communities or (iii) from a BME background.

We know that some local authorities and partnerships have excellent practice in taking on these challenges and we want all local areas to rise to the level of the best. Real change will only happen at local level. The Priorities for Domestic Abuse Services set out what local areas need to put in place to ensure their response to domestic abuse is as collaborative, robust and effective as it can be. Our strategic vision is ambitious – we will only achieve it by working together with you on the frontline.

The Government is providing a package of support to help local commissioners fulfil these expectations which include:

- A Two Year Fund for specialist accommodation based support and service reform to meet the Priorities for Domestic Abuse Services.

² Crime Survey for England and Wales (CSEW) and Multi-Agency Risk Assessment Conference (MARAC) data indicate that the majority of victims are women. This is why our approach is framed around violence against women and girls.

- From next year, a VAWG Service Transformation Fund which will support programmes and approaches to make a systemic change to local service provision and evaluate the impact of different approaches.
- A network of experts in VAWG and service transformation to work collaboratively and constructively with local areas to help identify what needs to be done in your area, and how you can implement plans for improvements.

We expect service provision to:

- Ensure that no victim is turned away from the support they need at the time they need it, through understanding the risks they face and the full extent of their need to keep them safe and promote their long term safety and wellbeing.
- Put the victim first, providing flexible services that meet their needs and enables them to make their own choices and to live independently as soon as possible.
- Respond to the needs of diverse groups, including those with complex needs and those from isolated and/or marginalised communities, BME, LGBT and older victims.
- Meet the needs of victims from within and outside the local area, recognising that many victims move from their local area to be safe
- Take a strategic approach to service commissioning, based on data about need and evidence of what works.
- Be led by clear, accountable local leadership, joining up across agencies and areas to provide better services, pools budgets for maximum flexibility.

Here is a checklist of questions to clarify the steps to take in meeting these priorities.

Ensures that no victim/survivor is turned away from the support they need at the time they need it, through understanding the risks they face and the full extent of their need to keep them safe and promote their long term safety and wellbeing.

- Have you taken steps to raise local awareness of all forms of domestic abuse, available services and support in the area?
- Do all your local partners understand the full extent of the needs of diverse victims and do you all share an ambitious goal of the immediate and long term safety and wellbeing of victims/survivors?
- Do front line professionals in your area including universal services as well as specialist providers, recognise when victims need help and provide them with support they need or offer them routes to appropriate support?
- Do you listen to what victims say they need to help them to be safe and to recover?

Puts the victim first, providing flexible services that meet their needs and enables them to make their own choices and to live independently as soon as possible

- Are you providing clear but flexible pathways and choices for survivors from danger to safety and independence?
- Does this include planning for move on accommodation or community-based support to enable survivors to stay safe in their own homes?
- Are you providing victims with routes back into the community, education and employment, such as 'life skills', access to training and other development opportunities to move towards independence?
- Do you draw on service user experience when you design and commission services?

Responds to the needs of diverse groups, including those with complex needs and those from isolated and/or marginalised communities, BME, LGBT and older victims

- Do you provide services which meet the needs of those with complex needs?
- Have you taken steps to understand the barriers that prevent survivors from isolated and/or marginalised communities from accessing and using services? Do you know what they are? If not have you asked what the barriers are?
- Do you use the expertise and knowledge of specialist services/workers to deliver a multi-agency approach to identify and deal with barriers to access to services?

Meet the needs of victims from within and outside the local area, recognising that many victims move from their local area to be safe

- Have you opened provision to victims from outside your local area, recognising the victims from your area are likely to be supported elsewhere?
- Are you collaborating with other local authorities to allow victims easy movement from one area to another whilst ensuring their safety?
- Are you joining up with other areas to secure specialist services, looking at commissioning these in partnership, or on a sub-regional level?

Takes a strategic approach to service commissioning, based on data about need and evidence of what works

- Do you have robust, local data that gives an accurate picture of local need, drawing on data from specialist organisations and not solely rely on data from statutory agencies?
- Do you plan your local strategy to meet need on the basis of data, evidence and risk assessment outcomes?

- Have you agreed an outcomes framework to measure how your strategy improves outcomes for victims, and do you use these outcomes when planning commissioning cycles?
- Is your commissioning informed by survivors' voices and do you have a process for measuring survivor satisfaction?
- Do you have a process for independent scrutiny?
- Do you consider long-term sustainability of service providers in addition to funding cycles?

Be led by clear, accountable local leadership, joining up across agencies and areas to provide better services, pools budgets for maximum flexibility

- Do you have a single accountable lead to bring together all local service partners to assess need and commission services to reflect this?
- Are you pooling funding streams across agencies to maximise the use of resources and outcomes for diverse survivors?
- Are you ensuring an effective multi-agency response to domestic abuse to achieve outcomes as soon as possible?
- Have you got an open, inclusive and transparent decision making and appeals process?

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Application Form

2016/18 Fund for refuges, specialist accommodation based support and service reform to help local areas meet the Priorities for Domestic Abuse Services.

Name, address & contact details of applicant lead local authority:		
Names of partners:		
Amount of grant sought: Profile of bid 2016/18:		
	16/17	17/18
Support		
Service reform costs		
Staff costs		
Other		
Total		
How many victims will be helped – adhering to the standards set out in Annex A – by the funding		
<p>Summary of Bid (Bid proposals must set out what the local demand is for – refuges, or any other accommodation type, service improvement to meet the Priorities for Domestic Abuse Services, and how the bid addresses it)</p> <p>Title and description of bid – what is the proposal and what are the aims? How will it achieve them? What resources are requested and what for? How many bed spaces³, will the proposal provide and will these be provided in refuges, Sanctuary schemes, dispersed housing (with support) or other housing provision? What mechanisms are in place to ensure that named domestic abuse service providers in the bid receive the appropriate funding? What service change will you put into place to deliver the priorities for domestic abuse services?</p>		

³ Number of victims units (for victims and their children).

Supporting evidence

Partnership working and working across Local Authority boundaries

- Which other organisations do you work in partnership with locally to tackle domestic abuse?
- What are your proposals for further developing partnership working and how will this funding help build those relationships?
- What accommodation based support do you provide to victims from other areas and what are the challenges in doing so?
- What actions are you proposing to take to support victims across local authority boundaries and from areas other than your local authority?

Inclusion of specific provision for BME victims and those from isolated/marginalised communities

- What actions are you taking to ensure that smaller BME organisations are included in bid proposals?
- What is your proposal for assessing the needs of isolated and /or marginalised communities in your area and coming into your area?
- What actions are you taking to make provision for local specialist support and protect specialist services of importance beyond the local area?

Value for money and additionality

- How many domestic abuse victims do you currently support and what is the current cost per victim for general/specialist support?
- What more will you be able to achieve with this additional funding?
- How will you capture the outputs and benefits gained from this funding and how will this feed into local area strategies and longer term sustainable solutions for domestic abuse?
- What estimate have you made of the costs incurred for example if staff are hired with the funding, the approximate annual cost per person and dates of employment?
- What assessment have you made of the level of resource and what measures are you putting into place to deliver the commitments set out in your bid beyond March 2018?

Deliverability

- What assessment have you made of the level of resource required to deliver the commitments set out in your bid?
- How have you ensured these resources will be in place beyond March 2018?

Any other information which you wish to have taken into consideration

Completed forms (including signature by Local Authority lead partner(s) to be submitted by 5pm 16 December 2016 to:

DomesticAbuse.Fund@communities.gsi.gov.uk

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