

**Decision under Delegated Powers
MHCLG Bid – Fund for Domestic Abuse Services**

Officer Requesting Decision

Katie Moore - Housing Needs Manager

Officer Making the Decision

Alison Simmons – Head of Strategic and Private Sector Housing

Recommendation

That approval be given for the Council to provide confirmation of support for the Leicestershire County Council MHCLG Bid – Fund for Domestic Abuse Services.

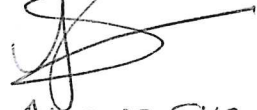
Reasons

The bid if successful will increase the supply of Domestic Abuse Services across the County.

Authority for Decision

Section 8.1 of the Council's Constitution gives delegated authority to Heads of Service to take such action as may in his or her opinion be necessary or appropriate in connection with all operational management matters for those functions and service areas for which he or she has responsibility.

Decision and Date



Alison Simmons
Head of Strategic
Background and Private
Sector Housing

6th September 2018

Leicestershire County Council are leading the bid on behalf of all partners:

- Leicestershire County Council
- Leicester City Council
- Rutland County Council
- Blaby District Council.
- Charnwood Borough Council.
- Harborough District Council.
- Hinckley and Bosworth Borough Council.
- Melton Borough Council.
- North West Leicestershire District Council.
- Oadby and Wigston Borough Council

- Office of the Police and Crime Commissioner for Leicester, Leicestershire and Rutland
- Turning Point
- Turning Point Crisis House
- Women's Aid Leicestershire Ltd
- UAVA Ltd
- Panahghar
- New Dawn New Day

Title of Proposed Project: The Hope Project

The funding will be used to ensure that more victims and their children access safe accommodation earlier and can sustain that accommodation and recover from their experience of domestic abuse more effectively through the recognition that enhanced provision is required for those with multiple vulnerabilities.

The Project will deliver:

- Provision of 21 additional units of refuge accommodation including 12 BAMER specialist units with extended staff support in place so that victims with multiple vulnerabilities can be accommodated
- The additional units to be able to accommodate larger families and also additional places in the County to reduce the numbers turned away because it wasn't safe for them in the area they wanted to move to.
- Adopting a tiered approach to providing additional trauma informed mental health support so that wider numbers can be supported and victims who need the support can be reached earlier; (1) rolling programme of emotional management support; (2) specialist mental health staff; (3) additional co-ordination and support for those cases identified to improve outcomes.
- Establishing specialist staff for victims with substance use issues.
- Creating structure change in local authority housing departments to make whole scale improvements across the sub-region, focusing on policy and working protocols where necessary for example no recourse to public funds; allocations policies; interpreter policy; move on arrangements and possible adoption of something similar to the PAN London Reciprocal; robust and consistent offer in place for the Homelessness Reduction Act responsibilities and building better relationships between local authority housing services and specialist providers of domestic abuse services.
- Providing a broader skill base and best practice for supporting victims with multiple vulnerabilities and their children, including case support and co-ordination where appropriate, meaning that intervention is earlier and more effective. This will also help to ensure that there is better communication and a clearer offer of service.

- Ensuring that existing victim and child pathways are more efficient as the housing needs and risks to achieving and sustaining safe accommodation are responded to appropriately
- Exploring in more depth the potential solutions to the translation and language need difficulties identified locally. In scoping this bid, a number of examples of poor outcomes and practice were highlighted by specialist domestic abuse providers, concerned about the impact on survivors. In an area of growing language diversity and need, it is important to developing a safe local model which maximises safety and dignity for survivors. A local good practice protocol will be developed; a skilled local network of translators will be scoped leading to a 'DA approved' network. It is anticipated this will minimise incidents of providers debating who is going to meet the cost or accepting sub-standard provision. This in turn will limit flawed engagement and negative outcomes for survivors. A key benefit will be that small BAMER providers will not be exposed to such financial risk as currently exposed to (meeting £14,000 interpreter costs per annum from reserves for example). Other benefits will be reducing cost long term (use of language line for example), and repeat homelessness.

Financial Implications

There are no financial implications or costs for the Council in the delivery of the services that the successful bid will be providing.

Risk Management

There are no risks associated with this decision

Key Decision: No

Background Papers: A copy of the bid is attached as Appendix 1.

Application Form:

2018/20 Fund for Domestic Abuse Services, including Refuge, to help local areas meet the Priorities for Domestic Abuse Services

Name, address & contact details of applicant lead local authority:

Gurjit Samra-Rai – Community Safety Manager. Gurjit.Samra-Rai@leics.gov.uk 0116 3056056

Joshna Mavji – Consultant in Public Health. Joshna.Mavji@leics.gov.uk 0116 3050113

Leicestershire County Council, County Hall, Glenfield, LE3 8RA

Names of partners:

- Leicestershire County Council
- Leicester City Council
- Rutland County Council
- Blaby District Council.
- Charnwood Borough Council.
- Harborough District Council.
- Hinckley & Bosworth Borough Council.
- Melton Borough Council.
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- Turning Point
- Turning Point Crisis House
- Women's Aid Leicestershire Ltd
- UAVA Ltd
- Panahghar
- New Dawn New Day

Amount of grant sought:

Profile of bid 2018/20:

Category	Role	2018/20	2019/20
Support	Project Coordinator	£14,155	£33,972
Support	Finance/Project Support Officer	£1,531	£3,675
Service reform costs	Turning Point (Dedicated Substance Misuse Practitioner)	£17,917	£43,000
Service reform costs	Turning Point (Psychologist)	£4,583	£11,000
Service reform costs	Turning Point Crisis House (Dedicated Mental Health Practitioner)	£12,500	£30,000
Service reform costs	New Day New Dawn	£20,921	£50,210
Service reform costs	Wraparound workers	£46,420	£111,408
Staff costs	Women's Aid	£60,609	£145,462
Staff costs	Panahghar	£52,483	£125,960
Other	Women's Aid (service running costs)	£1,350	£3,240
Other	Panahghar (service running costs)	£10,689	£25,654
Other	Interpreter Services	£5,885	£14,124
Other	Academic Evaluation	£7,500	£17,500
Other	Office base for extended team within New Dawn New Day	£3,125	£7,500
Totals		£259,668	£622,705

Grand Total for 2018-20

£882,373

How many victims will be helped – adhering to the standards set out in Annex A – by the funding

Based on local authority housing data we have calculated that there would be approximately 630 adult victims identified as having no safe accommodation due to domestic violence and abuse per year. Based on an engagement rate of 78% alongside the number expected to have additional vulnerabilities such as mental health issues and/or substance misuse issues, we would anticipate actively working with a total number of 540 adult victims.

Local data indicates an average 2.2 children per adult victim, and 66% of adult victims having children under 18. This would mean that over 790 children could be better supported through this fund. 10% of service users are generally pregnant at the time of referral, which would relate roughly to 54 unborn children.

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)

Local Demand

Research undertaken by the Council of Europe (CE) in 2007 recommends 1 family refuge space per 10,000 of the population. This would mean that 101 refuge spaces are required for our local population. The local authorities currently commission 31 units of refuge accommodation. No currently commissioned units are BAMER specialist.

104 people were turned away from the additional DCLG 2016-18 funded refuge units that added to this picture (13 months funding April 2017 – April 2018) due to space limitations.

Q1 data 2018-19 from Leicestershire Police and the local domestic and sexual violence and abuse helpline show a 20% increase in calls.

A Sexual and Domestic Violence and Abuse Needs Assessment for Leicestershire, Leicester and Rutland (LLR) was completed in 2017. This highlighted that:

- A city refuge service (over a 12 month period), was unable to accommodate 56 people. The most common reasons were due to no space in the refuge or their complex needs could not be supported safely.
- Male victims did require support with accessing safe accommodation, but many did not access refuge accommodation; more information needs to be gathered to shape a male specific housing related domestic abuse service.
- A more consistent offer of perpetrator interventions is required across the sub-region (with a Respect accredited perpetrator interventions service only commissioned in the City at present).
- The importance to understand more about language needs in the sub-region.
- Unstable housing is the single most common factor in Leicester Domestic Homicide Reviews.
- Victims who have never previously approached specialist services for help can be reached through perpetrator interventions.

Learning from the DCLG 2016-2018 project included:

- Demand for dedicated BAMER services was high with 84 individuals being turned away. The most common reason was due to lack of space within the refuge, which Panahghar report was as a result of slow move on. The Panahghar research found there was not sufficient space to accommodate the families coming forward for their services and that larger family units to accommodate could be developed to address this.
- Interpreting and translation services were not factored into the costings of the project but are essential to service delivery (£14,000pa).
- Provision of services outside of normal working hours e.g. via an on-call system is beneficial to service delivery. Out of hours' enrichment and support activities address feelings of isolation and built on a sense of community within the refuge.
- Women who have had their children removed from their care by social care are over-represented in the cohort of victims with substance and mental health needs and might require specialist offers in order to achieve positive outcomes due to that specific circumstance
- Timeliness of move-on accommodation requires strategic input and policy change
- Activities to respond to the homelessness reduction act were missing and the local authorities would have valued a more direct relationship and understanding of the offer
- The support focused on adults but needs to be extended to children and young people
- Need to link in with the Department for Work and Pensions (DWP), Citizen's Advice Leicestershire and Job Centre Plus.
- Need to educate/raise awareness of services to frontline housing officers and social care staff (for victims with no recourse to public funds clients in particular).

With a new commitment to establish a sub-regional strategy rather than authority specific approach, a Leicester, Leicestershire and Rutland Domestic and Sexual Violence and Abuse Strategy (2018-2021) has been developed.

This framework builds upon the needs assessment, learning emerging from the DCLG Project and previous projects, and each local authority's assessment of local provision against the National Statement of Expectations (2016).

The aim of the strategy is to reduce the prevalence, likelihood and harm of domestic and sexual violence and abuse with particular focus on prevention, early identification, reducing harm and supporting recovery and resilience through a partnership approach.

The Strategy is overseen by an Executive Group which has clear reporting lines into the Strategic Partnership Board (a Chief Officer Board chaired by the Police and Crime Commissioner). Underneath this sits an oversight group (domestic and sexual violence and abuse operational group closed) of senior officers from across a range of local partners including health, local authorities, probation and police, and an insight group (domestic and sexual violence and abuse operational group open) which includes many local VCS providers, the local authorities heads of service, police, probation and health. These group works with the recommendations from the needs assessment, prioritise actions and monitor progress.

There is one jointly commissioned specialist domestic and sexual violence service (helpline, advocacy, support and information) working across Leicester, Leicestershire & Rutland. This service is achieving positive outcomes in many areas, however it is stretched, with a waiting list (latest quarter end of 397 people across the sub-region).

Local picture of multiple vulnerabilities:

Local data from the DCLG project 2016-18 supported our understanding of survivors with multiple vulnerabilities, and offered additional data to support the case for mental health support resources for survivors. When comparing those victims who identified as having a disability (which was mainly mental health related) against those who did not:

- The average length of abuse was 6.8 years as opposed to 5.5 years
- 38% reported struggling financially compared to 28%
- 28% reported feeling confident accessing services compared to 34%
- 7% were at risk of honour based violence as opposed to 5% in the non-disabled population.

Other local data available in relation to disabled survivors came from the Leicester Safe Home Service which saw that 56% identified as disabled, many of which relating to mental health. This was the highest population across the locally commissioned services, providing an indication for the partnership that work to identify survivors with multiple needs sooner is a priority.

Historically it has been very difficult to access refuge places for women with drug and alcohol difficulties. The 2016-18 DCLG project enabled us to provide support to women who previously could not be safely accommodated due to higher specialist and intensive needs. Key learning from the 2016-18 project was that 34% of residents who resided in LLR were unknown to the local substance misuse agency. This learning built on our ambition to identify needs earlier and a broader wrap around community focus was established as a model to achieve this. In addition, by working with the broader network of refuges, further needs were identified and support was provided by substance misuse specialists. Our 2016-18 project proved successful and following admission to refuge, to point of move on, the psychological and quality of life of survivors with substance misuse needs accessing services averaged over 80%. In addition to positive data and outcomes, feedback from voice work with service users showed that the service was a lifeline and that they had previously experienced multiple rejection and subsequently returned to further abuse.

BAMER individuals with multiple needs present with greater vulnerability still, with many high risk factors in relation to forced marriage, honour based violence and insecure accommodation. BAMER individuals experience many additional barriers to accessing support, and as such are additionally vulnerable.

How the Bid Addresses Local Need -

Title of Proposed Project: The Hope Project

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Delivery:

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- Establishing specialist staff for victims with substance use issues.
- Creating structure change in local authority housing departments to make whole scale improvements across the sub-region, focusing on policy and working protocols where necessary for example no recourse to public funds; allocations policies; interpreter policy; move on arrangements and possible adoption of something similar to the [PAN London Reciprocal](#); robust and consistent offer in place for the Homelessness Reduction Act responsibilities and building better relationships between local authority housing services and specialist providers of domestic abuse services.
- Providing a broader skill base and best practice for supporting victims with multiple vulnerabilities and their children, including case support and co-ordination where appropriate, meaning that intervention is earlier and more effective. This will also help to ensure that there is better communication and a clearer offer of service.
- Ensuring that existing victim and child pathways are more efficient as the housing needs and risks to achieving and sustaining safe accommodation are responded to appropriately
- Exploring in more depth the potential solutions to the translation and language need difficulties identified locally. In scoping this bid, a number of examples of poor outcomes and practice were highlighted by specialist domestic abuse providers, concerned about the impact on survivors. In an area of growing language diversity and need, it is important to developing a safe local model which maximises safety and dignity for survivors. A local good practice protocol will be developed; a skilled local network of translators will be scoped leading to a 'DA approved' network. It is anticipated this will minimise incidents of providers debating who is going to meet the cost or accepting sub-standard provision. This in turn will limit flawed engagement and negative outcomes for survivors. A key benefit will be that small BAMER providers will not be exposed to such financial risk as currently exposed to (meeting £14,000 interpreter costs per annum from reserves for example). Other benefits will be reducing cost long term (use of language line for example), and repeat homelessness.

How

Panahghar currently self-funds a 12 bed BAMER refuge in Leicester City. Currently the refuge can only accept lower risk clients and those with modest support needs. This fund will enable the provision of 12 units of accommodation staffed from

9:00am – 7:00pm with an on-call service available from 7:00pm-9:00am. The on-call provision will cater for out of hour referrals as well as call outs if and when required. Panahghar currently provides 6 self-contained units and 6 shared units which are all based in the City. However, Panahghar are looking to change the 6 shared units to more suitable accommodation for larger families (which would meet the need of this cohort) and be based in the County. The fund will also support the provision of 3 FTE frontline staff members to run this service. Panahghar also has a refuge in nearby Coventry which will provide additional resilience for swift re-location should re-location be required if risk escalates. This extended service will offer enhanced specialist BAME support and interventions for BAME women fleeing domestic abuse who are additionally vulnerable due to multiple complex needs such as Honour Based Violence (HBV), forced marriage, FGM, suicide and self-harm, mental health, substance misuse and insecure status and refugees (No Recourse to Public Funds (NRPF)); who in particular have found it harder to access the current services and provision and follow the existing pathway within the city and rural areas.

The Workers and residents at Panahghar's refuge will be beneficiaries of the additional elements provided via in-reach sessions. Panahghar will be able to access learning, assessments and interventions via the mental health & substance misuse services. Panahghar will be core partners within the project and will provide manager time to steering group activities. In addition to the proposal above, Panahghar will also receive partnership support to engage within wider strategic and partnership activities – ensuring specialist BAME voices are heard where partners work together to understand local needs, and scope next steps for development against the national VAWG agenda. They will join other local BAME organisations already participating in this process.

A 9 bed refuge, which is currently self-funded by Women's Aid Leicestershire Ltd (WALL) and based in Leicester City, will provide specialist support for women fleeing domestic abuse who are additionally vulnerable due to mental health needs and substance misuse. The service will be staffed by skilled domestic abuse staff alongside dedicated mental health and substance misuse practitioners who will form a cross disciplinary team. Refuge staff will be on site from 8am until 10.30pm, with security staff operating from 10pm until 8.30am. WALL will work across the partnership to maximise the pool of staff available for the project and to share learning as it emerges.

This resource will ensure women, who currently cannot be admitted to the LLR refuge network due their higher support needs, can be accommodated, supported and safeguarded within the sub-region. The approach will focus upon stabilising the needs of women – supporting them to access treatment, stabilise medications and access clinical interventions, with a view to move on within the commissioned refuge network or other settled accommodation.

Panahghar and WALL will each provide 2 FTE staff to replicate the support provided within the refuges and deliver this as a wraparound service to individuals housed in alternative accommodation and to those moving on from temporary emergency accommodation into suitable accommodation who cannot be supported by the existing UAVA service due to their multiple vulnerabilities.

The Wrap Around service:

- Acknowledges that needs of survivors will vary but all survivors are made safer through early identification of risk and a flexible, needs led response.
- Will maximise safety and reduce escalation of issues for survivors who approach housing teams for help.
- Will also maximise opportunities to stabilise existing housing where this is safe.
- Where needed will provide a link with target hardening resources.
- Will not have contact with perpetrators.
- Provides access to a skilled specialist worker who will ensure the needs of the service user and children are met.
- Provides a bridge to the specialist Mental Health and Substance Misuse practitioners
- Will take referrals direct from housing teams following contact with service users who are at risk from domestic abuse within an existing relationship as well as post relationship abuse.
- Will take direct referrals via Panahghar BAME element of the project. Preparatory work for refuge as well as other work related to insecure housing is a core identified need for BAME survivors contacting Panahghar.
- Can hold a caseload or support via another worker if a lead is already established (e.g. an early help/troubled families worker)
- Will sign post onto other appropriate services within the LLR DASV network and offer support, advocacy and safety

planning [see **Annex A**]

- Will focus on whatever is having greatest impact upon the safety and sustainable housing of the service user
- Offer a proactive, creative approach, and where needed take a hands-on approach included accompanying survivors to meetings and appointments.
- Will offer specialist support and interventions focusing on mental health, substance misuse and emotional management, and also focus on the wider determinants of health. These include: securing suitable and/or safe accommodation, supporting with accessing opportunities for employment or training and supporting with financial issues, all of which are critical in supporting recovery, resilience and independence.

The following services will be available:

Mental Health Support

Mental Health Recovery Worker(s) (2 part time staff or 1 full-time senior recovery worker) from Turning Point Crisis House will deliver mental health cover 5 days per week 9am to 5pm for the duration of the project. The allocated workers will also be contactable via email and mobile. It is foreseen that all Mental Health Recovery Worker(s) will be bi-lingual.

All service users, irrespective of location, will be offered access to 'My Turning Point' a digital e-module platform which delivers a range of interventions. My Turning Point enhances accessibility in rural locations and complements face to face interventions.

Recovery Worker(s) will signpost service users to mental health support networks across LLR using a well-established database of services developed through the Leicester, Leicestershire & Rutland Crisis House Service.

Support will be offered to family members and carers affected by the service users circumstances. Turning Point also have links with other agencies and are actively involved with existing partners such as Revolving Doors (housing support), Workers Education Association (training and confidence building), Working Links (support back into employment), Futures (support with CV writing, apprentices, interviewing skills), P3 (housing support), DWP/Job Centres, Age UK (for those over 50), Caring Carers, where we can use their skills and knowledge to help individuals. Recovery Workers have access to these add on services.

Turning Point will provide a psychologist once a week, who will be available for one to one appointments and will offer assessment appointments and referrals on to appropriate services to best meet need. Short term packages of interventions (up to 6 weeks) may be delivered by the psychologist where it is felt this is the most appropriate intervention to meet needs. The psychologist is bi-lingual and speaks Hindi and Gujarati, which are common local languages.

Substance Misuse Support

Recovery Workers (2 part timers or 1 full time worker) from our locally commissioned provider of substance misuse treatment services in the community will deliver substance misuse cover 5 days per week 9am to 5pm for the duration of the project. The allocated workers will be also contactable via email and mobile.

Turning Point Recovery Workers will deliver 1 to 1 interventions for service users as well as group interventions. These will take place at the refuges and where appropriate in the main hubs. Service users will be assessed and the level of intervention delivered will be based on their needs. This may be a brief intervention or may involve the delivery of structured treatment. Turning Point Recovery Workers will visit other victims identified through local authority homelessness services or UAVA as having vulnerabilities around domestic abuse and substance use. If in a particular refuge there are enough residents, group work will be offered in that location.

In addition, service users and Recovery Workers will have support from the Turning Point Wellbeing Nurses and Prescribers/Doctors on an ad hoc provision as and when the need arises. If medical appointments are required these will take place at one of the 3 hubs within the sub-regions, unless unsafe to do so.

Recovery workers will complete comprehensive assessments, individualised recovery plans, psycho-social interventions, harm reduction advice and deliver any appropriate substance misuse interventions as part of the service user's individual recovery plan. The support will be tailored to the individual service user's needs and be based in an in-depth understanding

of domestic abuse. Support will be offered for those affected by someone else's substance misuse via the family and carers programme. As part of the service user's package of care, Turning Point will explore in-patient detox and rehabilitation. The service will have access to in-patient detox beds and access to funding for rehabilitation placements if assessed as suitable and eligible.

Turning Point Peer Mentors will be available to visit service users within this project. One of the Peer Mentors within Turning Point is an individual who received support as a result of the DCLG 2016-2018 project thereby highlighting the legacy of the previous project.

Emotional Management Programme

New Dawn New Day will deliver an evidence based emotional management programme for female victims to address the effects of trauma through understanding emotions and responses by facilitating an awareness of the processes of trauma and how it manifests. Through improving self-awareness, women are more able to explore healthier coping strategies whilst aiding their recovery to create better futures for themselves and their families.

The programme is 10 weeks in length and comprises of 8 x 2 hour group sessions and a one-to-one consultation for each group member at the beginning and the end of the programme. The groups will be delivered through in-reach into both Panahghar and WALL refuges, at New Dawn New Day's Women's Centre in Leicester as well as through outreach, and open to any service user meeting the projects referral criteria.

New Dawn New Day will provide 1 FTE staffing (split between 4 staff to ensure holidays and sickness can be covered) who will be able to deliver a total of 7 programmes every 13 weeks, up to 4 times per year, therefore maximum capacity per year for 1 FTE worker would be 28 x 10 session group programmes reaching a maximum of 224 women. New Dawn New Day will also employ a practitioner with specialist knowledge around the South Asian community, which is of key relevance to the sub-region. Developing broad and diverse cultural knowledge base will be a priority for the worker and broader translation needs (including dialects not held by the worker) will be managed through approved translators This will ensure the needs of BAMER women are extensively planned for and resourced

Staff delivering the intervention will have knowledge and experience of working with complex mental health needs. They will have expertise in trauma informed practice and will receive clinical supervision from a qualified and experience Psychotherapist. This will maintain the safety of the client and process how the clients impact on the facilitator from a psychological perspective.

Trauma Informed Group programmes will be structured and include activities designed to support survivors explore and process their experiences. Women will be supported to develop resilience and to recover from the impact of trauma on their emotional, behavioural and relational wellbeing. Group programmes will also provide structured opportunities for women to experience important peer support.

The flow chart found at **Annex B** summarises the flow of support that each individual has the potential to receive as part of this project as well as showing how this service provision will link into existing commissioned services.

'People Zones'

The Leicestershire Police and Crime Commissioner is leading on the development of 'People Zones', which are geographically defined areas wherein public services (including health, police, local authorities, fire services and criminal justice services) work collaboratively to address the key social problems for that particular area. The intention is to address the issues that are the highest priority for the local community and the organisations that support them. This project will be of key benefit to these three zones in the sub-region, where there is also high volume of domestic abuse and high levels of repeat incidents. It is proposed that the Hope Project pilots more in-depth work with families in these areas who are at risk of care proceedings that are connected to their multiple vulnerabilities thereby building whole family interventions. This was a key learning point from the 2016-18 DCLG project.

Project coordination and system change.

A full time project coordinator hosted by Leicestershire County Council will have the following roles and responsibilities:

- Overall leadership and coordination of the project
- Setup of the project including conducting procurement activities if required and setting up and monitoring project

milestones

- Refreshing the previous information sharing agreement and risk register to take account of the developments
- Working with corporate resources to develop the relevant contracts
- Monitoring the project including contract management and performance management
- Providing regular updates to partners and providers on the outcomes of the project to date including through appropriate governance channels
- Stakeholder involvement and communication; establishing systems for ongoing learning and development
- Supporting a robust evaluation of the project
- Drive forward the policy and procedure change that needs to take place around the local housing response; exploring DAHA accreditation and a local version of the PAN London reciprocal arrangement; and joint working protocols so that the local pathways relating to housing support for victims of domestic abuse are consistent and clear.
- Developing an exit strategy including development of business cases for commissioners.

Project Support Officer

This 0.2 FTE role will be hosted by Leicestershire County Council and will involve:

- Undertaking administrative tasks such as room bookings and minute taking
- Ensuring payment of invoices in a timely manner
- Following up on any delays to payments and resolving issues in a timely manner
- Producing literature to promote the local offer and communicate the impact it is having
- Supporting service user engagement activity

Evaluation

De Montfort University supported the early stage of evaluation of the Complex Needs Project which ran from 2016-2018 and have a domestic and sexual abuse research network. Economists in Leicester University have also worked with the partner agencies and robustly evaluated project 360 (a Ministry of Justice Project from 2014-16).

For this project, we propose that we build on this ground work and develop a full robust evaluation.

Required Resources

The full breakdown of costs is provided below:

Element	Cost Nov 2018-Mar 2020	Support hours	Representative cost
Refuge Element - WALL	£210,661	9 Beds Refuge staff will be on site from 8am until 10.30pm, with security staff operating from 10pm until 8.30am.	£16,522 per bed space
Panahghar BAMER Refuge element	£214,786	12 beds Refuge staff will be on site from 9:00am – 7:00pm with an on-call service available from 7:00pm-9:00am. 3 FTE staff Plus - access to further 18 bed spaces for eligible BAMER at very high risk cross boundary in West Midlands	£12,635 per bed space

Dedicated Substance Misuse practitioner	£60,917	37 hours support per week. This will be provided in the form of 1 or more dedicated workers.	£22.35 per support hour
Dedicated Mental Health practitioner	£42,500	37 hours support per week. This will be provided in the form of 1 or more dedicated staff, at least one of which will be BAMER specialist	£15.59 per support hour
Psychologist Support	£15,583	7.4 hours support per week. This will be provided in the form of 1 member of staff who also speaks Hindi and Gujarati	£28.59 per support hour
Emotional Management Programme	£71,131	1 FTE staff (multilingual) Maximum capacity is 28 programmes a year, supporting a total of 224 women per year.	£1,793.00 per programme (£224 per woman supported)
Wraparound workers	£157,828	4 WTE staff providing a total of 148 support hours per week	£14.48 per support hour
Project Support and Coordination	£48,127	1 FTE Project Coordinator providing 37 support hours per week	£17.66 per support hour
	£5,206	0.2 WTE Project Support Officer providing 7.4 hours per week	£9.55 per support hour
Other	£25,000	Financial Modelling and Impact Evaluation	
	£20,009	Interpreter Services	
	£10,625	Office base for extended team	
Total	£882,373	21 Beds Complex Needs Provision (Substance misuse, Mental Health, Psychologist) Emotional Management Programme Wraparound services Project Support and Coordination Evaluation Interpreter Services Office base for extended team	£14,300 per bed space 4,233 annual support hours 28 programmes supporting up to 224 women a year 7,696 annual support hours 2,309 annual support hours

- Victims accommodated in specialist units = 160

- Victims supported by wraparound care whilst in other accommodation already provided locally = 380

=£1,634 per victim

Approximately 2/3 will have children with an average of 2.2 children. This gives an overall unit cost of £662 per person.

If an estimated 10% of service users are pregnant (54 unborn children), the overall unit cost is £637 per person.

How many bed spaces¹, will the proposal provide and will these be provided in refuges, Sanctuary schemes, dispersed housing (with support) or other housing provision?

21 bed spaces will be made available across two established, specialist DVSA refuge providers. Women's Aid Leicestershire Ltd will provide 9 beds in a multiple vulnerabilities refuge setting for women. Panahghar will provide 12 beds (6 in Leicester City and 6 in Leicestershire County) in a specialist BAMER refuge setting, ensuring a needs led approach. The refuges accept women with children.

The 21 additional bed spaces will be available to the national refuge network and local homelessness services.

The wraparound service will be provided to clients in their own homes or within alternative existing housing provision identified by housing teams within the relevant local authority or by UAVA, the main local SDVA specialist service provider (providing IDVA, ISVA, helpline and group work).

What mechanisms are in place to ensure that named domestic abuse service providers in the bid receive the appropriate funding?

The partners have experience of quickly establishing an appropriate basis for funding dissemination through the DCLG 2016-18 fund. The project includes the provision of a project coordinator and finance support officer who will ensure that funding is allocated appropriately and in a timely manner as achieved in the previous DCLG project. Each service provider has submitted a description and costings of their offer, which has been used to inform this bid. Grant agreements have been prepared which reflect this and can simply be amended dependent on the time of the notification of funding.

What service change will you put into place to deliver the priorities for domestic abuse services?

The service will:

- Support those with Mental Health, Substance Misuse, and BAMER specific needs to identify, access and sustain safe accommodation and move on to recovery successfully. This will be achieved through the provision of 21 refuge bed spaces and associated staffing.
- Enhance partnership working between domestic abuse, mental health, substance misuse and Black Asian Minority Ethnic (BAMER) specialists, via the development of a co-located multidisciplinary team;
- Offer larger units within one of the refuges as this was a significant reason people previously couldn't be accommodated (6 accommodation units)
- Offer new provision in the County (6 accommodation units)
- Offer more focus on policy change and better practice around housing allocations, interpretation services and move-on options
- Reach wider pool of victims and their families compared with the previous project, through the provision of flexible pathway management and wraparound services both within and outside of a refuge setting.
- Provision of an evidence based emotional management programme
- Offer a team who are integrated with the established local DVSA offer, who can support anyone meeting the criteria
- Improve resilience of local services to meet the needs of victims of domestic abuse who are at further risk due to their mental health, substance misuse or immigration status;
- Capture and quantify the social and economic value offered by a model which addresses the needs of a cohort who might otherwise access high cost public services and interventions e.g. police call outs, emergency department (ED)

Supporting evidence

Partnership working and working across Local Authority boundaries

A Partnership Agreement from the previous project will be built upon for this project setting out the service requirements and the quality and monitoring expectations, to ensure that each local authority partner has an explicit understanding of risks and responsibilities. Leicester, Leicestershire and Rutland have a strong tradition and track record of partnership working, including the current joint commissioning arrangement for domestic and sexual violence delivered by UAVA (which is under considerable pressure with high caseloads across all levels of need and waiting lists). Within Leicestershire, this project includes the additional scope of working with district and borough councils to strengthen the provision of safe accommodation for victims and their families.

Leicestershire County Council (through the project coordinator) will take a lead role in communicating the terms and expectations for monitoring to providers and devise suitable models for feeding learning, concerns and opportunities back to partners and will oversee a risk register for the project.

We work with a range of other local organisations locally to tackle domestic violence and abuse – this is brought together by the Domestic and Sexual Violence and Abuse Operations Group. This structure has good representation from police, health, specialist domestic abuse and sexual violence services, probation, housing, safeguarding and public health commissioners, who will all be keen to track the development and success of this project. The group has clear terms of reference, agreed strategic priorities, monitor delivery plans and strong reporting links to higher Executive Board and respective Local Authority, Community Safety Partnership and Safeguarding Boards. The groups offer ample opportunities for core partnership activities, including mapping needs, gaps and building the local & national evidence base. There is growing focus on adults and families with multiple vulnerabilities in local Safeguarding Boards. This project will contribute to the work in this area.

The Homelessness Reduction Act and the Homelessness Code of Guidance set out clear roles and responsibilities for housing authorities in relation to victims of domestic abuse who present with a housing need. This includes the provision of support services (e.g. debt, substance misuse and mental health problems), provision of accommodation placements outside of the district, developing close links with refuge providers, ensuring efficient and planned move on services from refuge provision to maximise the use of refuge spaces and provision of services to enable a victim to stay safe in their own home. This project has a strong focus on housing need for victims with complex needs and their families which provides a good opportunity to strengthen partnership working with housing authorities and between housing authorities across LLR. The Pan-London Housing Reciprocal Agreement is a voluntary collaboration between local authorities and registered housing providers in London. Its purpose is to increase options for people with a social housing tenancy in London, who are at high risk of harm and need to move to a safe area of London. In doing so, the reciprocal supports individuals and families to avoid homelessness, makes better use of housing stock, and ensures that those at risk do not lose their tenure. A similar setup across LLR could be achieved through local policy development and partnership working, which will ensure sustainability of service provision post-March 2020.

This project is bringing together an array of partners who have expert knowledge of their areas of work but may not necessarily have an understanding of wider service provision. This project will help providers to understand the wider offer of services that link to domestic abuse. In addition, this project will work to increase links with frontline staff in Rutland through the project coordinator role. This is based on feedback from the previous project which highlighted that a number of frontline staff based in Rutland were not aware of the services available as part of the Complex Needs Project which may offer one explanation as to why there were very few referrals into the service from Rutland.

Across Leicester and Leicestershire, there are a total of 60 refuge bed spaces, of which 19 are commissioned by the local authorities. Although the majority of refuge provision is located in the City, the provision is already accessible to those who are out of area as we know that many victims do not feel safe remaining in their local area. The commissioned County Council refuge is also already open to people fleeing from outside of that local authority area within which it is located. The challenge to providing this service is the lack of move on accommodation or the timeliness in accessing move on accommodation. This is particularly relevant for those seeking to secure housing through the local housing register, where there might be a requirement for a local connection which does not consider residence in refuge accommodation as a 'local

connection'. By focusing on working with the local Chief Housing Officers Group, who are supportive of this bid, we hope to reduce such potential blockages.

In addition, Panahghar has a BAMER unit in Coventry which provides an opportunity to support victims from out-of-area as part of a reciprocal arrangement. The challenge in doing this is that nationally there is a shortage of BAMER specific provision.

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

This proposal allows for funded BAMER specific provision. The additional capacity will allow this currently non-commissioned service provider to engage more in the local partnership structure. Our cross border approach and close working with a small BAMER provider include the following benefits:

- Diversity of the city and counties and the number of languages spoken within established and emerging communities.
- Opportunities to galvanise, develop and innovate with ideas driven by small community groups. This will build on the successes to date with other small local VCS BAMER providers (not DVA specialist) Zinithiya Trust and the Sharma Women's Centre. Pressure on existing provision has restricted universal provider's opportunities to move work forward. Inclusion of smaller community networks is very valuable.
- Engagement with services likely to be used and more likely to identify new communities – neighbourhood services; ESOL providers, revenue and benefits staff, housing staff, GP surgeries etc.
- Language registers maintained by local DVSV specialist services
- Specialist BAMER staff in the local DVSV provision
- Engagement with local community groups and providing drop in services

Innovative and Sustainable Solutions

We have a strong history of innovative partnership projects including:

- Project 360, which established a strong piece of quantitative and qualitative research <http://pri360.org/>
- Joint Commission of a specialist Domestic and Sexual Violence Information & Support Service
- DCLG 2016-18 Fund Learning
- Service User Involvement Project with De Montfort University 2016
- Pooling funding across the local authority, and commissioning holistic, integrated, whole family approach quality services (Leicester City)

We spoke at the Leicester University Business School Conference on Project 360 (March 2017), which attracted individuals from around the UK and there were specific questions regarding our contribution as project developers and in our relationship with local Universities.

We have been asked to write a blog on our jointly commissioned service for the Helplines Partnership due to the unique co-operative consortium and joint commission approach.

We have been involved in the founding of the Domestic Violence Co-ordinators Network and are active in the Safe Lives

Community Hub and other best practice networks, We have been asked to share our service specifications with other local authority commissioners and previous providers have commented on how our service provision compares positively across the UK. We have worked with Safe Lives since 2012 and Respect. We are also considering submitting case studies to the LGA on some of our projects.

Through our commitment to equality and the evidence base (since 2007) we have built our understanding of what works and for who over the years and have better data on perpetrators, alleged perpetrators, victims, and children across the sub-region now than ever before. It is this data which allows us to further refine and check delivery and progress to ensure we are delivering the right services at the right time and in the right way.

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?

The Leicester, Leicestershire & Rutland Information and Support Services for Domestic and Sexual Abuse 2017-18 recorded 2680 new helpline callers (over 12,000 calls or other enquires received over the year) and opened 1882 new cases. This is at a cost of £986,240 per annum. Whilst we have been robust about value for money and efficiency of resources, we have kept a focus on sustainability and commitment to partnership working and so have taken note of where partners had to use their own reserves to support previous projects (DCLG 2016-18) in this bid.

The additionality of this bid is around more efficient working for those who are not achieving the same levels of positive outcomes as other victims; it is about using additional skills and knowledge and connections to maximum effect for victims and their children in an integrated and co-ordinated manner.

The eligibility criteria for this fund is for individuals who:

(1) have not got access to safe stable accommodation due to being a victim of sexual or domestic violence and abuse and having current needs (single or multiple) in relation to mental health, substance misuse, BAMER;

and/or

(2) are struggling to sustain safe accommodation due to their mental health, substance misuse, BAMER needs and abuse experience

(3) are referred by any of the named partner agencies to this bid (UAVA; WALL; Panahghar; Councils; Turning Point; NDND)

A performance workbook was developed for the complex needs project 2016-18 which captured a wealth of data. The workbook will be developed further to capture additional elements from this project. We also intend to expand the current use of adult and children insights to the service users of this project; further integrating the additional service into existing provision and enabling better data scrutiny. This will be reviewed at each contract management meeting as per the Partnership Agreement, and will be used by the evaluation team when evaluating the outcomes and return on investment of this project.

The project will be evaluated through:

- Conducting and analysing feedback from questionnaires and focus groups involving service users and service providers who were part of the project, including longer term outcomes.
- Analysing the activity and performance data to evidence the outcomes achieved by the project.
- Identifying the financial and social return on investment of the project.

In addition to the above, Panahghar will feed into local area strategies and longer term sustainable solutions for domestic abuse by:

- Joint working with other DVA statutory and voluntary organisations facilitating continuous learning re: BAMER communities
- Data collection and analysis– qualitative and quantitative
- Participation in MARAC
- Report on findings and widely disseminate to Partners and Stakeholders
- Feedback and presentations re BAMER issues to the delivery groups and local Community Safety Partnerships
- Working in partnership with local partners to identify opportunities for further engagement of smaller BAMER organisations

Deliverability & Sustainability

Bid partners have worked closely with the specialist domestic abuse providers to ensure that the funding provided will be sufficient to cover the cost of staffing and ongoing costs as well as support the cohort of individuals targeted for this project. Also, a large proportion of bid partners were involved with the Complex Needs Refuge Project and therefore costings have been easier to pull together based on existing experience.

Project Partners will ensure future funding for this project beyond March 2020 by facilitating a well evidenced case for future “spend to save” investment by local commissioners. We are confident that our model will provide a strong evidence base for strategic commissioners to retain co-location and proactive outreach elements of the model. Public Health Commissioners in the sub-region already show a strong strategic interest in the cross cutting impacts of domestic abuse, mental health and substance misuse.

Project milestones:

Date	Action
	Build job descriptions for coordinator and officer roles
	Meet again with housing leads across City, Rutland and Borough and establish forward dates of existing forums.
Sept 2018	Draft expression of interest document to start recruitment of Coordinator/Officer roles through secondment
	Specialist agencies scope re-recruitment of complex needs project workers and scope/draft documents for secondments and recruitment
	Pre-recruitment activities (dependent upon date by which MHCLG confirms successful applicants)
	Commence commissioning for research and evaluation with local universities
	Reform the steering group and ToR and prepare templates for highlight reports
	Refresh the partnership agreement and risk register
	Recruitment commences and agreements for accommodation and line management agreed
Oct 2018	Sign off the action plan for implementation (including job descriptions; training; recruitment, understanding data requirements; implement databases/templates for performance reporting)
	Agree parameters, action plan and deadlines for evaluation - fed by a schedule of meetings with providers in order to shape
	Draft materials for professionals and survivors about the offer

ICT arrangements and accommodations are clarified and made ready for go-live

Nov 2018	<p>Full staff team go live</p> <p>Full multi-disciplinary meeting held to ensure all partners and front line staff involved with the project are clear on all aspects of the project and their role within it</p> <p>All referral materials and protocols are complete</p> <p>Thematic actions related to the project are integrated into DVSV Action plans</p> <p>Project coordinator and Specialist DA Provider Managers to hold workshops with Housing team to establish needs, expectations and protocols for delivery of the wrap around service.</p>
Dec 2018	<p>Briefing presented to key local partnerships and forums on offer</p> <p>Contracts are finalised</p> <p>Purchase Orders are prepared for quarterly payments</p> <p>First invoices submitted to Leicestershire County Council</p> <p>Project Coordinator to commence scoping of Pan London Reciprocal model with Housing Partners</p>
Jan 2019	<p>Specialist Providers submit report on first 2 months of learning and performance to Project Coordinator</p> <p>Initial 360 degree assessment takes places to establish, understand and build on successes, challenges and blockages. "What's working well? Etc"</p> <p>Contracts are fully signed off.</p> <p>Project Coordinator addresses any clarifications on reporting format</p>
Feb 2019	<p>Nov and Dec Performance report published and shared with DASV partnership</p>
March 2019	<p>Project Coordinator to confirm date for funds to be received by MHCLG</p>
April 2019	<p>Invoices submitted to Leicestershire County Council</p> <p>Specialist Providers submit quarter 4 report outlining learning and performance to Project Coordinator</p> <p>Second 360 degree assessment takes places to establish, understand and build on successes, challenges and blockages. "What's working well? Etc"</p>
May 2019	<p>Quarter 4 Performance report published and shared with DASV partnership</p>
June 2019	<p>Project Coordinator to facilitate a workshop with all project partners to ensure key messages and learning is fed into LLR procurement planning ahead of 2020.</p>
July 2019	<p>Specialist Providers submit quarter 1 report outlining learning and performance to Project Coordinator</p> <p>Third 360 degree assessment takes places to establish, understand and build on successes, challenges and blockages. "What's working well? Etc"</p> <p>Project Coordinator delivers a report to the DASV Commissioning Sub-group, to ensure learning shapes next LLR procurement.</p>

August 2019	Quarter 1 Performance report published and shared with DASV partnership
Sept 2019	Initial Evaluation Submitted to Partners and Commissioners
Oct 2019	Specialist Providers submit quarter 2 report outlining learning and performance to Project Coordinator Fourth 360 degree assessment takes places to establish, understand and build on successes, challenges and blockages. "What's working well? Etc"
Nov 2019	Final Evaluation complete Update submitted to DASV Partnership
Dec 2019	Learning from Evaluation delivered to key strategic DASV partners and wider strategic boards Scoping for onward bids and application for growth funds are prepared
Jan 2020	Specialist Providers submit quarter 3 report outlining learning and performance to Project Coordinator Scoping for onward bids and application for growth funds are complete
Feb 2020	Fifth 360 degree assessment takes places to establish, understand and build on successes, challenges and blockages. "What's working well? Etc" Update submitted to DASV Partnership
April 2020	Specialist Providers submit quarter 4 and end of project report outlining learning and performance
May 2020	Project partners to deliver a report to DASV partners and wider strategic boards.

Annex A - Existing services across LLR

Prevention Services: Partners across LLR have pooled budgets to commission the provision of a coordinated programme of sexual and domestic abuse training to frontline staff (see table 20 of the Sexual and Domestic Violence and Abuse Needs Assessment for Leicestershire, Leicester and Rutland (LLR)). In addition, the Leicestershire Healthy Schools Programme offers a wide range of courses for all school staff to support the delivery of healthy outcomes for children and young people. This includes: Teaching Relationships and Sex Education (RSE) with Confidence, Teaching PSHE Education, and Understanding and Managing Risk in relation to relationships. Leicestershire County Council also provides a Local Area Coordinator (LAC) service. This team works closely with organisations to identify individuals (adults) who may benefit from support. The team are based in the community and help individuals to make positive changes, develop resilience mechanisms, link in to the local community and find out about local services and activities. The aim is to improve health and wellbeing, improve quality of life, increase community cohesion and increase the levels of people taking part in volunteering, training or employment. In the last year, the LAC team have worked with 35 individuals where domestic abuse was a factor.

United Against Violence and Abuse (UAVA) Information and Support: This service is jointly commissioned by OPCC and three LAs. It provides support to victims of sexual and domestic violence and abuse over the age of 13 across. The service provides: helpline support to professionals and the public, sexual violence support (through Independent Sexual Violence Advisers), domestic abuse support (through Independent Domestic Violence Advisers), recovery and engagement support (through an outreach service), counselling & therapeutic support, group work and 1-2-1 support, and signposting & referral to specialists services.

The activity from this service over a 12 month period has identified the following:

- 66% of victims accessing support from this service had children. This amounted to 959 children.
- 42% reported mental health issues,
- 6% reported drug misuse and 9% reported alcohol misuse
- 74% of clients were not living with the perpetrator
- 5% were at risk of 'honour' based violence
- Outcomes of support: 85% reported feeling safer, 93% reported an increase in confidence and 86% reported an improvement in quality of life.

Services for children, young people and families: Leicester City Council commissions the *Children Young People and Family Service* which works with children and young people and their families to reduce the harmful impact of sexual and domestic violence. In the last year, 272 families and 443 children and young people were referred to the service. Leicestershire County Council commissions a similar service (*Domestic Abuse Family Recovery Service*).

Accommodation Based Services: The OPCC commissions the *24/7 Locks service* which provides a target hardening service to victims. In the last year there were 641 referrals made to the service. Approximately 251 homes were secured across LLR. Leicester City Council commissions the *Leicester Safe Home and Refuge Service* which provides advice and support to victims to make informed decisions about housing options, including facilitation to temporary safe refuge accommodation and support to live safely in their own home. In the last year the service received 773 referrals for housing related support, 132 people that were victims or at risk of abuse were accommodated in a refuge. The provider also secured 50 homes through the sanctuary scheme, ensuring safety of the victim in their own home. Leicester City Council also commissions 19 refuge

bed spaces and Leicestershire County Council commissions 12 refuge bed spaces. Other self-funded refuge bed spaces are available across LLR. Rutland County Council commissions the *Pride Alarms Service* which installs security by way of an alarm system which can be activated should the victim require assistance or feel concerned. This service is open to all victims aged 13 and over.

Services for Perpetrators: Leicester City Council commissions the *Perpetrator Intervention Service* which provides interventions to adult men and women who wish to change their own abusive behaviour. There is an additional responsibility to ensure that support is in place for partners and ex-partners of the perpetrators. In the last year 136 perpetrators and 120 partners/ex-partners were known to the service.

Sexual Abuse Services: *The Sexual Assault Referral Centre (SARC)* commissioned by NHS England provides help and support for those affected by rape and sexual assault in Leicester, Leicestershire and Rutland.

Other Services

Charnwood Borough Council provides an outreach service supporting victims over the age of 16 affected by domestic violence. In the last year the service received 166 referrals.

Hinckley and Bosworth Borough Council and Blaby District Council deliver domestic abuse outreach services and recovery support for children affected by domestic abuse.

Harborough District Council and Oadby and Wigston Borough Council commission support and advocacy for children whose parents are high risk survivors.

The OPCC are leading on the development of 'People Zones' which are geographically defined areas wherein public services (including health, police, local authorities, fire services and criminal justice services) work collaboratively to address the key social problems for that particular area. The intention is to address the issues that are the highest priority for the local community and the organisations that support them.

Project 360 is a collaboration between Leicestershire Police and the local authorities aimed at addressing concerns outlined by HMIC's report "Everyone's business: Improving the police response to domestic abuse" HMIC (2014). The project employs engagement workers with an expertise in assisting victims of domestic violence. These workers are embedded within the police force. In the last year 1,004 referrals were generated to the service