Draft Commissioning Plan for Bristol Domestic and Sexual Abuse Services

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1. **Summary**

Safer Bristol funds eleven domestic abuse and sexual abuse services which are in scope to be re-commissioned. Each project has different contract conditions and most have not had inflationary contract price increases for a number of years. The draft commissioning plan is based on findings from the Domestic Abuse and Sexual Violence Needs Assessment 2013 and from an informal consultation process. These two processes have assessed the level of need for domestic and sexual abuse support services using qualitative and quantitative methods.

Even though the sector has grown organically and funding sources are varied, Bristol has a good range of domestic abuse and sexual abuse services which meet most needs. However, there are gaps in provision and there could be a better way of organising services to ensure value for money.

The main aims of the draft commissioning plan are to review the current model for providing domestic and sexual abuse support services in Bristol and to commission, at a minimum, a women-only safe house service, resettlement support, and specialist support for children who have experienced domestic violence and abuse. The plan consults on what these essential services should look like and what additional, complimentary services are needed.

This draft commissioning plan proposes three options:

1) To make minimal changes to services to sustain the benefits of the current provision

2) To commission a range of different services to improve the range of services and ensure greater efficiencies in the provision

3) To propose a series of outputs and outcomes and allow domestic abuse and sexual violence providers to tender for the services which they feel would best meet community needs.

The key priority groups to benefit from the plan are:

- Survivors of domestic and sexual abuse
- Young people at risk of experiencing domestic abuse, sexual violence and sexual exploitation
- Children and young people who have witnessed or experienced domestic abuse
• Young people who have witnessed domestic abuse and who are at high risk of perpetrating it within their own relationships

• Adult perpetrators of domestic abuse
2. **Commissioning brief**

The following eleven projects are included within the scope of the recommissioning process. At this stage funding is not confirmed however it is anticipated the total funding available from 2015 will be in the region of £1.2m. It is anticipated that services will be commissioned for 3 years from April 2015, with provision for a two year extension.

<table>
<thead>
<tr>
<th>Service</th>
<th>Current Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Crisis Response Service</td>
<td>Next Link</td>
</tr>
<tr>
<td>2 Safe House provision</td>
<td>Next Link</td>
</tr>
<tr>
<td>3 Resettlement Support</td>
<td>Next Link</td>
</tr>
<tr>
<td>4 CYPS Safe House + Resettlement Service</td>
<td>Next Link</td>
</tr>
<tr>
<td>5 Survivor Groupwork</td>
<td>St Mungo's</td>
</tr>
<tr>
<td>6 Stopping Violence</td>
<td>SPLITZ</td>
</tr>
<tr>
<td>7 Community Based Services</td>
<td>Next Link</td>
</tr>
<tr>
<td>8 Telephone Helpline</td>
<td>Womankind</td>
</tr>
<tr>
<td>9 Bristol Rape Crisis</td>
<td>Bristol Rape Crisis/SARSAS</td>
</tr>
<tr>
<td>10 Street Sex Work Options Project</td>
<td>One25</td>
</tr>
<tr>
<td>11 Family Intervention Team DVA support</td>
<td>Next Link</td>
</tr>
</tbody>
</table>

It is intended to re-commission the Family Intervention Team DVA support contract (11 above) within the same process. However, continued Troubled Families funding from central government has not yet been confirmed.

**2.1 Purpose**

Our vision is to prevent domestic abuse and sexual violence by challenging behaviours and attitudes and intervening early to prevent it. Where adults and
children are at risk or are experiencing domestic/sexual violence or abuse, appropriate support will be made available to them to enable them to deal with their situation, including providing them with a safe and secure environment in which to live.

3. **Commissioning Plan objectives**

The commissioning plan is part of the Safer Bristol Partnership’s Violence and Abuse Against Women and Girls (VAAWG) decision-making structure and these draft options have been developed by the Joint Commissioning Project Board.

There are seven subject areas included within VAAWG. This plan covers domestic abuse, sexual violence and sex work (sex workers are most vulnerable to sexual violence):

<table>
<thead>
<tr>
<th>Domestic Violence &amp; Abuse</th>
<th>FGM</th>
<th>Forced Marriage</th>
<th>Human Trafficking</th>
<th>Sexual Harassment</th>
<th>Sexual Violence</th>
<th>Sex Work</th>
</tr>
</thead>
</table>

The strategic outcomes of the VAAWG strategy are:

**Prevention**

- Strategic partners have a shared approach to delivery of services, changing attitudes, behaviour and practices through education, training and campaigns.

**Provision**

- Clear support pathways from early intervention through to safeguarding women, men and their children who experience domestic abuse and sexual violence
• Provision includes supporting women and children in their recovery from violence/witnessing violence and abuse and resilience to future risks of violence.
• Provision also includes placing sanctions on proven or convicted perpetrators.
• Services work in partnership to ensure seamless care pathways and effective signposting

**Risk Reduction & Justice**

• Across all relevant services in Bristol, there are common processes for identifying and assessing risk

• Strategic partners have a common approach to protecting victims with civil and criminal legal interventions and addressing the behaviour of perpetrators by all available means including criminal and civil justice measures
4. Co-ordinated Community Response

The Commissioning Plan recognises that commissioned services are only part of the full range of services and support on offer. The main delivery agency for Prevention is Public Health, Provision is mainly delivered through commissioned services and Risk Reduction & Justice is mainly delivered through Multi Agency Risk Assessment Conferences and criminal justice partners.

Options must strengthen service provision and not further fragment it. Coordination of the responses of those in the community who come into contact with domestic violence and sexual violence issues can significantly increase victim protection and perpetrator accountability. The primary goal of coordination should always be increased victim safety. Different agencies may encounter victims at different points and in different settings. For example, women who may not be willing or able to contact an advocate or shelter may still seek medical assistance.

There are eight key components to ensuring a co-ordinated community response, and the plan will strengthen these:

a. Creating a coherent philosophical approach centralizing victim safety
   - The needs assessment describes Bristol’s underpinning philosophical approach and providers will need to demonstrate understanding and delivery against this approach

b. Developing “best practice” policies and protocols for intervention agencies that are part of an integrated response.
   - Successful providers would be expected to adhere to the Women’s Aid Service Standards for Domestic and Sexual Abuse Services
     http://embed.policyreview.tv/media/documents/L1271_Deborah_McIlvenen%20ppt.pdf

c. Enhancing networking among service providers

d. Ensuring a supportive community infrastructure for women experiencing DVA
   - It is estimated funding awards will be made in December 2014 and the ensuing months will include networking between future providers and statutory providers sector to ensure clear pathways and seamless services for providers from April 2015

e. Building monitoring and tracking into the system
   - A case management system will be needed to increase the safety of service users as they move between services and to monitor providers against their contract requirements. The Housing Support Register cannot be used but a similar system is needed which is compatible with Children and Young People’s Services First Response processes. The Avon and Somerset Police and Crime Commissioner’s Police and Crime Assessment 2013 highlights the importance of effective case
management in ensuring the safety of victims of domestic abuse and so all partners are keen to resolve monitoring and tracking and we are positive a solution will be in place by 2015.

f. Providing sanctions and rehabilitation opportunities for abusers
   - This provision is identified as a complimentary rather than core service (see below).

g. Undoing the harm violence against women does to children
   - This provision is recognised as part of core services (see below).

h. Evaluating the co-ordinated community response from the standpoint of victim safety
   - This provision is recognised as part of core services (see below).
5. **Contribution to the council's strategic objectives**

Effective delivery of domestic abuse and sexual violence services will contribute to these strategic objectives and priorities:

- Burglary, domestic and sexual violence are high impact crimes which carry substantial social and economic costs. They are also issues that illicit high levels of concern amongst local residents (Avon and Somerset Police and Crime Needs Assessment 2013)

- Increase the confidence of people to report domestic abuse and sexual violence in the city (Crime and Disorder Assessment 2013)

- A multi-agency response to domestic violence is helping to engage families where children are at risk from repeat incidents (Bristol Children and Young People’s Plan)

- Safeguard women and children and young people at risk of sexual exploitation (Children’s Safeguarding Board)

- Prevent homelessness wherever possible and provide support that seeks to minimise the time people spend being homeless and avoid repeat episodes of homelessness (Preventing Homelessness Strategy)

- Contributing to safeguarding children who are experiencing significant risk factors, including drug and alcohol misuse by parents, poor parental mental health and recurring domestic violence within their household. (Bristol Children and Young People’s Plan)
6. **Minimum requirements**

There is no statutory duty to provide domestic and sexual abuse services, however the UK has elected to opt into the EU directive on the rights, support and protection of victims of crime\(^1\). As a minimum, this includes shelters or other appropriate temporary accommodation for victims in need of a safe place due to a risk of repeat victimization, and targeted support for victims of sexual violence, gender-based violence, and violence in close relationships\(^2\).

In line with this directive the plan has defined core services which must provided, irrespective of which final option is chosen:

- emergency telephone/signposting provision for individuals experiencing domestic abuse and sexual violence
- secure accommodation for women, including those with complex needs and those with children
- move-on support from the secure accommodation and support to stay safely in own home
- advice and support to reduce exposure and risk of domestic abuse and or sexual violence
7. Consultation Findings

An informal consultation process took place in October and November 2013. 222 people completed a paper and online survey (134 service users and 89 professionals) and agencies and service users attended a number of focus groups including:

- Five general focus groups (each with a differential focus of safeguarding, health, housing, families or complex needs)
- A survivors group
- A current service users group
- A lesbian, gay and bisexual communities group
- Men in prison
- Young men with experience of domestic abuse
- Young women with experience of domestic abuse
- Bristol city council homelessness service providers
- Potential domestic and sexual abuse providers meeting
- Joint Planning Network for Advice Providers

Consultees were asked:
- What is good about current services?
- What could be improved?
- Where are the gaps?
- What are priority services?

A wide range of services were highlighted as being important:
8.1. Core services

From the needs assessment and the consultation responses, the following are viewed as core services:

Emergency provision

One stop telephone contact through which services in the city can make referrals and women can contact in an emergency, including provision for deaf women and information relevant for men. The service would need to have up to date information on the domestic abuse and sexual violence sectors to signpost effectively.

The service would need to develop a range of legal advice leaflets on domestic abuse and sexual violence issues on a range of issues as needed by men and women phonning the service

Refuge accommodation

Staffed accommodation in a confidential location to include provision for single women, women with families, women with complex needs including those with unmanaged substance misuse issues, disabled women, BME women and young women.
Safety advice and practical support to make women safe within their own homes

**Move on support**

Housing support for women to apply for social housing transfers and swaps, to apply for rehousing through HomeChoice Bristol, to apply for housing in the private rented sector and legal advice around maintaining tenancies which are shared with a perpetrator. The support should be for women and men in the community and for women in refuge accomodation.

**Children’s services**

A therapeutic and practical intervention service to support children to be safe to attend school and to receive support to mitigate the damaging impact of living in a household with domestic abuse.

**8.2. Discretionary Services**

The consultation process highlighted the importance of a number of other services. Funding is restricted and effective delivery against all services is not possible, therefore the options appraisal includes core services and a range of complimentary services. Two options identify which of these discretionary services should be commissioned, with the third option focussing on outcomes rather than defining the services needed

**Prevention and Early Intervention**

- Intervention service for young women and men aged 18 and over at high risk of sexual exploitation and sexual violence
- Offering different models of provision which are relevant and accessible to groups who under report, namely 16-18 year olds, lesbians, gay men, transgender, disabled women and older women for example LGBT outreach services
- Key worker model of provision for women with complex needs
- Interventions for young men at risk of becoming perpetrators
- Enforcement interventions for adult perpetrators of domestic abuse who are not part of the criminal justice system.

**Intervention to support recovery and resilience**
- Crisis and therapeutic support for victims of sexual violence including interventions for women experiencing severe trauma
- Counselling and recovery support for victims of domestic abuse, such as the Freedom Programme and individualised support
- Accommodation and substance misuse support for street sex workers with complex needs

The consultation also highlighted quality and organisational issues which should be reflected in the commissioning process. These can be summarised as the following service principles:

- Do not stigmatise the victim
- Victim focussed
- Prioritise safety
- Be accessible and relevant to people from all communities and ages
- Offer excellent value for money
- Focus on achieving the best possible outcomes for victims and their children
8. **Assessment of current provision**

8.3. **Consultation Feedback**

The quality of current service provision is not in doubt. There were 186 comments praising current service provision, for example:

I was helped to feel safe  
I had somewhere to go  
Freedom programme is good  
Next Link very helpful  
Next Link were quick  
Good expertise in the city  
Safehouse is good  
BASE are good. They help service users from Bristol teenage alliance  
Greenhouse have a specialist counselling service  
Good networking  
A lot of services and good awareness of services  
Helpline is a low cost way to support women  
Lots of energy and willingness in BAVA  
Good to have community services and city wide services  
We all know who to refer to  
Good to sustain gender specific services  
I was stuck in my family but I knew who to contact for support  
Good to have staff who are bi lingual  
Womankind enable you to get your confidence, you don't have to give your name  
Eden House is brilliant  
Splitz is all I have that gives me hope that my partner will change and be a good dad.  
Freedom Programme - you can tell them everything when you’re ready, no pressure, no questions
Support of other women – it’s not just me in this situation
Southern + Northern Arc – saved my life

8.4. Value for money

Most services commissioned are viewed as good value for money.

Within current provision, most domestic abuse services are delivered by a single provider, which creates economies of scale for triage, case management, signposting and organisational consistency. These hidden services/costs need to be explicit in the commissioning process.

Service usage April 2012-March 2013

<table>
<thead>
<tr>
<th>Service description</th>
<th>Unit cost per person</th>
<th>Service usage</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crisis Response Team Intensive crisis support</td>
<td>£203</td>
<td>295 women supported</td>
<td>270 remained in their own homes</td>
</tr>
<tr>
<td>for women and children at risk of homelessness</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CYPS Safe House + Resettlement service To enable</td>
<td>£611</td>
<td>114 children supported and 88</td>
<td>96% increased ability to stay safe and 94% increased confidence</td>
</tr>
<tr>
<td>children in resettlement service and safehouse</td>
<td></td>
<td>children in the safehouse</td>
<td></td>
</tr>
<tr>
<td>service to attend school full time &amp; increase</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>confidence</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Resettlement support Short term floating support</td>
<td>£621 per household</td>
<td>371 women supported and 114</td>
<td>93% of women felt safer and more equipped to maintain their independence</td>
</tr>
<tr>
<td>to settle into new home after moving from own</td>
<td></td>
<td>children</td>
<td></td>
</tr>
<tr>
<td>home or safe house</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safe House 4 communal for families(1 for BME</td>
<td>£2923 per household</td>
<td>119 women and 53 children</td>
<td></td>
</tr>
<tr>
<td>women) 1 communal for single women and 7 self</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>contained flats</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community based services Outreach in some wards</td>
<td>£436</td>
<td>428 service users including 10</td>
<td>94% felt safer, 83% remained in own accommodation</td>
</tr>
<tr>
<td>in North and South of the city</td>
<td></td>
<td>men</td>
<td></td>
</tr>
<tr>
<td>Service description</td>
<td>Unit cost per person</td>
<td>Service usage</td>
<td>Outcomes</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>----------------------</td>
<td>--------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Survivor group work</td>
<td>£341 per completed programme</td>
<td>229 groupwork sessions, 132 women completed the course</td>
<td>250 women had increased confidence, 264 increased understanding of DVA</td>
</tr>
<tr>
<td>Perpetrator Programme</td>
<td>£6157 per completed programme</td>
<td>28 men attended</td>
<td>19 completed the course</td>
</tr>
<tr>
<td>Telephone helpline</td>
<td>£4.57 per call</td>
<td>4180 calls</td>
<td>87% calls related to domestic abuse or sexual violence</td>
</tr>
<tr>
<td>Rape crisis</td>
<td>£126 per user</td>
<td>539 calls</td>
<td>56 individual received ongoing support</td>
</tr>
<tr>
<td>Street sex work options project</td>
<td>£2387 per completed programme (woman who left sex work)</td>
<td>31 new referrals, 36 women supported each quarter</td>
<td>16 women exited sex work</td>
</tr>
</tbody>
</table>

The perpetrator programme was commissioned in 2009 using the Respect model where the perpetrator is supported for 12 months and their (ex-) partner is also supported. Although the project achieved positive outcomes, unfortunately budget pressures in 2013 have resulted in these unit costs as being viewed as too high to demonstrate good value for money and a different model of perpetrator work will be commissioned from 2015.

The Street Sex Work programme also has high unit costs; however these are viewed as reasonable due to the complex needs of all street sex workers and their high levels of social exclusion.

**8.5. Value for Money for safe house accommodation**

The Safe House provision has a high unit cost, but, when benchmarked against other provision in the South West, is good value for money. For example, when
comparing the Bristol unit cost to 9 other local authorities, the spectrum of costs is between £9,038 and £22,000 per unit per annum. The Bristol cost is the third lowest at £10,500 per unit per annum. Obviously, different areas provide different services which are not evaluated in this comparison.

8.6. Anticipating volume of need

The Avon and Somerset Police and Crime Commissioner’s Police and Crime Needs Assessment 2013 reports that
‘The vast under-reporting of domestic and sexual violence means that it is not possible to provide a composite profile of prevalence across the area’

In 2012/13 about 3000 people reported domestic abuse to the police and over 800 people reported sexual violence.

We propose to base output targets on usage of current helpline, resettlement and community services.

- At least 800 women to receive a casework service from core domestic abuse services per annum
- At least 200 children receiving therapeutic input per annum
- At least 100 women receiving sexual violence face to face services per annum

There will be other targets for high volume services in addition to the above targets.

Safe house provision

Safe house move-on times were discussed at length in the consultation process. Providers of safehouse and hostel provision in the city were clear than women and workers had little influence on move on times because of the lack of suitable housing in preferred areas.

We anticipate by 2015 that Bristol City Council will have completed its review of the rehousing policy and that women in safehouses will have the same HomeChoice priority as women in High Support hostel accomodation which supports faster move on times. We recognise that women spending very little time in safehouse accommodation is not a good indicator as it is likely she has returned to the perpetrator which probably increases risk.
The needs assessment identifies the average time for rehousing tenants on Band 3\(^1\) is similar to the average time for women to move out of the current safe house provision (including self-contained accommodation).

Consultation was clear that safe house move-on targets should not be the same as for high support accommodation, but we consider that any future contract should have targets as service users/survivors found the move on process problematic and asked for consistent advice on what women could expect from move–on. We propose the following targets based on average time in current safehouse accommodation.

50% of women to move from any Safe House within 6 months, 80% within 9 months and 100% within 12 months.

**Other outputs measured would be specific to each service and would include:**

Waiting times to receive a service

Number of telephone calls relating to domestic abuse and number of telephone calls relating to sexual violence

Number of unplanned departures from services

Number of people offered:

- Benefits advice
- Legal advice
- Private housing advice
- Home Choice advice

Number of people signposted to:

- ISVA
- IDVA
- SARC
- Mental health services
- Drugs and alcohol advice
- Debt advice

\(^1\) For more details about Bristol City Council’s current arrangements for prioritising housing applications, visit [http://www.homechoicebristol.co.uk/data/asppages/1/32.aspx](http://www.homechoicebristol.co.uk/data/asppages/1/32.aspx)
9. **Outcomes based commissioning**

9.1. **Service user outcomes**

Consultation highlighted that the CAADA-DASH risk assessment did not effectively evaluate risks for women suffering from coercive and controlling behaviour. Also service users highlighted the importance of mental and emotional recovery which is not explored in a risk assessment.

At present service users request support and organisations attempt to meet all requests for as long as a woman needs support. Services from 2015 will be purchased and potential providers will need to be able to manage demand. Consultation was clear that demand should not be managed by implementing thresholds based on the CAADA-DASH risk assessment.

We therefore recommend services are measured using service user wellbeing outcomes and that providers can remove casework support when a level of wellbeing is achieved (although service users can return for a service if risk increases).

3.1 **Measuring service user progress**

We propose that Core Services’ service user recovery is evaluated using the Warwick-Edinburgh Mental Well-being Scale (WEMWBS) with the addition of questions on safety:

- I've been feeling safer
- I've been feeling optimistic about the future
- I've been feeling useful
- I've been feeling relaxed
- I've been feeling interested in other people
- I've had energy to spare
- I've been dealing with problems well
- I've been thinking clearly
- I've been feeling good about myself
- I've been feeling close to other people
- I've been feeling confident
- I’ve been able to make up my own mind about things
- I’ve been feeling loved
- I’ve been interested in new things
- I’ve been feeling cheerful
- I’ve been feeling safe and secure where I live

This method will monitor ‘distance travelled’ for case work clients from entry into services to planned departure. Service users are asked to consider how they have felt over the past two weeks and to answer whether they have felt this was:

- None of the time (1 point),
- Rarely (2 points),
- Some of the time (3 points),
- Often (4 points), or
- All of the time (5 points).

This will enable the service user and the service to track progress and should support risk assessments especially around coercive and controlling behaviour. If service user demand exceeds the 800 anticipated then we can raise thresholds for exiting services on the wellbeing scale.

Where services are unable to contact service users to undertake the assessment we would consider a professional judgement on whether the intervention has reduced risk using the CAADA-DASH risk assessment.

Outcomes for children would include improved chances in education.
9.2. Examples of service outcomes

- Reduction in repeat incidents
- Victims have increased knowledge / understanding of domestic and sexual abuse
- Professionals have increased knowledge/understanding of domestic and sexual abuse
- Increase in disclosures of sexual violence/domestic abuse (measure: domestic and sexual abuse scorecard)
- Increased engagement over the course of the contract in service usage by
  - disabled women,
  - lesbians,
  - gay men,
  - older people,
  - 16-18 year olds,
  - Women who are confined to their own home
    (measure: increased reporting/case studies, evidence of community marketing)
- Victims have increased resilience, confidence and self-esteem in staying in their own home
- Victims have an understanding of individual rights and choices available to them.
10. Conclusion and options for consultation

The draft commissioning plan proposes that core services are commissioned, with the addition of a selection of discretionary services. Three models of discretionary services are proposed for consultation.

Core Services:

Core Service 1

Preventing homelessness and providing women only safe house accommodation.

To combine safe house budget and crisis budget to create economies of scale, provision for women with complex needs and increase the budget to enable more units to be provided.

Suggested annual contract value £475,000

It is likely that TUPE would apply to this service

Requirements:

- Telephone triage for referrals during working week, to include finding alternative accommodation if Bristol safe houses are full. Minimal telephone service out of hours
- Increase bed spaces to at least 40
- Include two accessible bed spaces for women with physical impairments including one in family accommodation
- 8 bed spaces for single women, 32 for families
- 4 bed spaces for women with complex needs (single women with multiple additional needs)
- Preferred but not required – 1 bed space for woman with children and complex needs
- BME women only hostel is preferred but not essential, but provision of bi-lingual staff available to women is essential
- Protocols for referrals into treatment services required at ITT stage: as part of license agreements service users with unmanaged and problematic substance misuse issues must agree to engage with recovery services. Prescribing arrangements and testing facilities must be in place
- Participation and engagement with processes such as MARAC.
Proposed purchasing model:

EU compliant two stage restricted commissioning process.

Consortium and collaboration agreements welcomed, lead provider essential.

Outcomes and Outputs:

- 150 women to use service each year
- 50% of women to move from any Safe House within 6 months, 80% within 9 months and 100% within 12 months
- 85% of women to score 3 or above on 12/16 wellbeing indicators
- 90% of victims feel safer on case closure
- 100% of children to score 3 or more on wellbeing indicators for confidence, feeling loved and safe/secure and 70% to have improved chances in education
- 30% or less unplanned departures
- 100% offered benefits advice and advice on home choice and private rent accommodation
- 30% or more signposted to specialist services for additional needs.
**Core Service 2**

**Community services**

Casework with women and men experiencing domestic abuse to decrease risk from domestic violence and abuse to include rehousing, increasing security in own home, improving knowledge of domestic abuse and sexual violence, information, signposting, legal advice.

**Suggested annual contract value £380,000**

It is likely that TUPE would apply to this service

**Requirements**

- A total of at least 650 victims to receive a service each year
- For at least 200 victims to receive high support
- For at least 250 victims to receive medium support
- For 200 victims to receive on-going support, signposting and confidence building
- Casework can be undertaken on a one to one or groupwork basis as necessary
- Preferred but not required: peer support model to supplement core service
- Provider is accredited to provide benefits advice
- Participation and engagement with processes such as MARAC.

**Proposed purchasing model**

EU compliant restricted two stage commissioning process.

Consortium and collaboration agreements welcomed, lead provider essential.

**Outputs/Outcomes:**

- 85% of women increase their wellbeing scores by 2 points against at least 10 out of the 16 indicators
- Victims feel safer on case closure
- Reduction in repeat incidents
- Victims have increased knowledge / understanding of DA&SV
- Increased engagement over the course of the contract in service usage by
  - disabled women,
- lesbians,
- gay men,
- older people,
- 16-18 year olds,
- Women who are confined to their own home through controlling and coercive behaviour

- Victims have increased resilience, confidence and self-esteem in staying in their own home
- Victims have an understanding of individual rights and choices available to them
Discretionary Services:

The following 3 models outline the proposed options for purchasing discretionary services:

**Option 1: Similar to current provision but allowing for budget reduction**

The current service provision is well received by both professionals and service users, who appreciate the range of services. Multiple services also minimises the risk of disruption. This option includes therapeutic support for both domestic violence and abuse, and sexual violence, as well as support for street sex workers and children and young people.

  a) Therapeutic Support for children who have witnessed DVA

**Suggested annual contract value £65,000**

It is unlikely that TUPE will apply

**Requirements:**

- To take referrals from core services, YOT, schools and CYPS
- To use evidence based interventions
- Participation and engagement with processes such as MARAC

**Proposed purchasing model**

EU compliant restricted two stage commissioning process.

**Outcomes:**

- To support 200 children and young people
- Following programmes, for 85% of children to score 3 or more on dealing with problems well, feeling good about self, feeling close to other people and feeling confident and 50% to have improved chances in education and feel safe and secure
b) Support for street sex workers

**Suggested annual grant of £35,000**

It is likely that TUPE will apply to this contract

**Requirements:**

Protocols for referrals into treatment services required at ITT stage

**Proposed Purchasing Model**

Waiver or quote process

**Outcomes**

- Victims have increased knowledge / understanding of sexual violence
- Increase in disclosures of sexual violence
- Victims have increased resilience, confidence and self-esteem to leave street sex work
- Victims have an understanding of individual rights and choices available to them

c) Crisis and Therapeutic Support for victims of sexual violence

**Suggested annual contract value £60,000**

TUPE may apply to some or all of this contract

**Requirements:**

- Telephone and face to face counseling services
- Evidence based interventions must include provision for victims experiencing severe trauma
- Participation and engagement with processes such as MARAC.

**Proposed Purchasing Model**

EU compliant restricted two stage commissioning process.
Outcomes:

- Victims have increased knowledge/understanding of sexual violence
- Increase in disclosures of sexual violence
- Victims have increased resilience, confidence and self-esteem
- Victims have an understanding of individual rights and choices available to them

**d) Survivors Programme**

**Suggested annual grant of £35,000**

It is likely TUPE will apply if a co-ordinator is appointed

Requirements:

- Freedom programme is not a requirement but evidence based model must be used
- Models of programmes should be flexible to provide specific programmes for disabled women, lesbians, gay men, older people, 16-18 year olds
- Participation and engagement with processes such as MARAC.

**Proposed Purchasing Model**

Quote process

Outcomes:

- 85% of women increase their wellbeing scores by 2 points against at least 10 out of the 16 indicators
- Reduction in repeat incidents (measure MARAC)
- Victims have increased knowledge / understanding of DA&SV
- Increased engagement over the course of the contract in service usage by
  - disabled women,
  - lesbians,
• gay men,
• older people,
• 16-18 year olds,

• Victims have an understanding of individual rights and choices available to them (measure: victim survey)

e) Perpetrator work with young people

Suggested annual grant of £30,000

It is unlikely TUPE will apply to this contract

Requirements:

• Evidence based model must be used
• Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Quotes process/Competitive Grants Model

Outcomes:

• To provide interventions that challenge, support and encourage perpetrators of domestic violence to engage in respectful relationships.
• Reduction in repeat incidents (self reporting and by partner when known)
• Perpetrators have increased knowledge / understanding of DA&SV

f) Family Intervention Team domestic violence and abuse support (subject to funding)

Suggested annual grant of £45,000

Requirements:

• To provide a specialist domestic violence and abuse package of support to Family Intervention Team clients including safety planning, and emotional support for the duration of their support from the Family Intervention Team
- To work safely with the victim of domestic violence and abuse, ensuring no collusion with the perpetrator/s.
- To make appropriate referrals to other services including MARAC, and to enable victims to access other Missing Link and Next Link services as appropriate
- To provide specialist domestic violence and abuse advice and guidance to the Family Intervention Team
- Support workers to be trained IDVAs
- Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Waiver or quotes process

Outcomes:
- Victims and their family report feeling safer
- Interventions are considered to have reduced the risk for the victim and their family
- Victims report improved health and wellbeing
- Victims report feeling more confident
Option 2: Early intervention services and sexual violence services

This option focuses on providing an early-intervention response to domestic violence and abuse and sexual violence, with a strong emphasis on children and young people.

a) Therapeutic Support for children and young people who have witnessed DVA

Suggested annual contract value £80,000

It is unlikely that TUPE will apply

Requirements:

- To take referrals from core services, YOT, schools and CYPS
- To use evidence based interventions
- Participation and engagement with processes such as MARAC.

Proposed purchasing model:
EU compliant two-stage restricted Commissioning Process.

Outcomes:

- To support 300 children and young people
- Following programmes, for 85% of children to score 3 or more on dealing with problems well, feeling good about self, feeling close to other people and feeling confident and 50% to have improved chances in education and feel safe and secure
- To provide interventions that challenge, support and encourage perpetrators of domestic violence to engage in respectful relationships.
- Perpetrators have increased knowledge/understanding of domestic and sexual abuse
b) Caseworker and overnight accommodation for women Street Sex Workers

Suggested annual contract value £55,000
It is unlikely that TUPE will apply to this contract

Requirements:
- Protocols for referrals into treatment services required at ITT stage
- Participation and engagement with processes such as MARAC.

Proposed Purchasing Model:
Quotes process

Outcomes:
- Victims have increased knowledge / understanding of sexual violence
- Increase in disclosures of sexual violence
- Increase in referrals to SARC
- 50% of women using overnight provision take part in recovery programme
- Decrease in homelessness
- Acceleration in women leaving street sex work over duration of contract
- Victims have an understanding of individual rights and choices available to them

c) Crisis and Therapeutic Support for victims of sexual violence

Suggested annual contract value £50,000
TUPE may apply to some or all of this contract

Requirements:
- Telephone and face to face counseling services
Evidence based interventions must include provision for women experiencing severe trauma

Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Quotes process

Outcomes:

- Victims have increased knowledge / understanding of sexual violence
- Increase in disclosures of sexual violence
- Victims have increased resilience, confidence and self-esteem
- Victims have an understanding of individual rights and choices available to them

**d) Therapeutic intervention for 18-25 year olds at risk of sexual exploitation**

Suggested annual grant of £45,000

It is unlikely that TUPE will apply to this contract

Requirements:

- Assertive outreach
- Therapeutic support
- Practical support
- Supportive to exit exploitative situations
- Evidence based model to maximize sustainability of interventions and ensure protection of victims’ mental well-being
- Provision for young adults with complex needs
- Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Competitive Grants Model

Outcomes:
- Victims have increased knowledge/understanding of sexual violence and domestic abuse
- Victims have an understanding of individual rights and choices available to them
- Victims have an understanding of healthy relationships
- Increase in disclosures of sexual violence
- Increase in referrals for specialist drugs, alcohol and mental health services
- Decrease in homelessness

e) Voluntary adult perpetrator programme

Suggested annual grant of £25,000
It is unlikely that TUPE will apply to this contract

Requirements:
- To require all men who wish to participate in the programme to fund some or all of the cost of the package
- It is permissible but not a requirement to seek joint funding for this programme or to support men to seek grant funding towards the cost of their contribution
- Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Quotes process

Outcomes:
- To provide interventions that challenge, support and encourage perpetrators of domestic violence to engage in respectful relationships.
- Reduction in repeat incidents - self reporting and confirmation from partner
• Perpetrators have increased knowledge / understanding of domestic and sexual abuse

f) Family Intervention Team domestic violence and abuse support (subject to funding)

Suggested annual grant of £45,000

Requirements:
• To provide a specialist domestic violence and abuse package of support to Family Intervention Team clients including safety planning, and emotional support for the duration of their support from the Family Intervention Team
• To work safely with the victim of domestic violence and abuse, ensuring no collusion with the perpetrator/s.
• To make appropriate referrals to other services including MARAC, and to enable victims to access other Missing Link and Next Link services as appropriate
• To provide specialist domestic violence and abuse advice and guidance to the Family Intervention Team
• Support workers to be trained IDVAs
• Participation and engagement with processes such as MARAC.

Proposed Purchasing Model
Waiver or quotes process

Outcomes:
• Victims and their family report feeling safer
• Interventions are considered to have reduced the risk for the victim and their family
• Victims report improved health and wellbeing
• Victims report feeling more confident
Option 3: Domestic abuse and sexual violence single contract

This option would aggregate all discretionary service under one contract to maximise opportunities for providers to tender for services. Spend on each outcome would be decided by the tenderers who would design services in response to information in the needs assessment. Participation and engagement with processes such as MARAC will be a requirement for all elements.

To include Family Intervention Team domestic violence and abuse support as outlined above (subject to funding).

a) Early intervention and recovery services

Suggested annual contract value £225,000

Proposed purchasing model:
EU compliant two stage restricted commissioning process.

Outcomes:

- Service users show progress against wellbeing indicators
- Victims feel safer
- Victims have increased resilience, confidence and self-esteem
- Victims/professionals have increased knowledge / understanding of domestic and sexual abuse
- Increase in disclosures of sexual violence/domestic abuse either to the police or support services
- Pro-active outreach to the following groups in order to increase engagement:
  - disabled women,
  - lesbians,
  - gay men,
  - older people,
  - 16-18 year olds,
  - Women who are confined to their own home
  - Children & young people
  - Perpetrators and potential perpetrators
- Victims have an understanding of individual rights and choices available to them
## Glossary

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>BASE</td>
<td>Barnardos Against Sexual Exploitation</td>
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<tr>
<td>BME</td>
<td>Black and Minority Ethnic</td>
</tr>
<tr>
<td>CAADA</td>
<td>Coordinated action Against Domestic Abuse</td>
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<tr>
<td>CCR</td>
<td>Co-ordinated Community Response</td>
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<tr>
<td>CCRM</td>
<td>Co-ordinated Community Response Model</td>
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<tr>
<td>CEDAW</td>
<td>Convention for the Elimination of Discrimination Against Women</td>
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<td>CSP</td>
<td>Community Safety Partnership</td>
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<td>CYPS</td>
<td>Children and Young People's Services</td>
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<td>DAIP</td>
<td>Domestic Abuse Intervention project</td>
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<td>DASH</td>
<td>Domestic Abuse, Stalking and Harassment</td>
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<td>DHR</td>
<td>Domestic Homicide Review</td>
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<td>DVA</td>
<td>Domestic Violence and Abuse</td>
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<td>DVDS</td>
<td>Domestic Violence Disclosure Scheme</td>
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<td>DVPO</td>
<td>Domestic Violence Protection Order</td>
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<tr>
<td>EHRC</td>
<td>Equality and Human Rights Commission</td>
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<td>EU</td>
<td>European Union</td>
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<td>FGM</td>
<td>Female Genital Mutilation</td>
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<td>IDVA</td>
<td>Independent Domestic Violence Advisor</td>
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<td>ISVA</td>
<td>Independent Sexual Violence Advisor</td>
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<tr>
<td>LGBT</td>
<td>Lesbian, Gay, Bisexual and Transgender</td>
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<td>MARAC</td>
<td>Multi-Agency Risk Assessment Conference</td>
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<tr>
<td>NICE</td>
<td>NHS National Institute for Health and Clinical Excellence</td>
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<td>ONS</td>
<td>Office for National Statistics</td>
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<tr>
<td>PCC</td>
<td>Police and Crime Commissioner</td>
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<tr>
<td>UK</td>
<td>United Kingdom</td>
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<tr>
<td>VAAWG</td>
<td>Violence and Abuse Against Women and Girls (the term used widely in Bristol)</td>
</tr>
<tr>
<td>VAWC</td>
<td>Violence Against Women and Children (the term used by Avon and Somerset's Police and Crime Commissioner)</td>
</tr>
<tr>
<td>VAWG</td>
<td>Violence Against Women and Girls (the term used by the UK government)</td>
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Ibid