

<b>Report to:</b>	Strategy and Resources Committee	<b>Date:</b>	8 July 2019
<b>Report title:</b>	Award of contract for the provision of specialist Domestic Abuse and Women's Refuge services.		
<b>Report from:</b>	Mary Morrissey, Strategic Director of Environment Housing & Regeneration		
<b>Ward/Areas affected:</b>	Borough Wide.		
<b>Chair of Committee/Lead Member:</b>	Cllr Ruth Dombey Cllr Jean Crossby		
<b>Author(s)/Contact Number(s):</b>	Emma Cockerell, Head of Commissioning, Quality and Practice 020 8770 5957		
<b>Corporate Plan Priorities:</b>	<ul style="list-style-type: none"> <li>● Being Active</li> <li>● Making Informed Choices</li> <li>● Living Well Independently</li> <li>● Keeping People Safe</li> </ul>		
<b>Open/Exempt:</b>	Open with the exception of Appendix A which is exempt by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972		
<b>Signed:</b>		<b>Date:</b>	5 July 2019

## 1. Summary

1.1 As part of the Sutton Plan, public service partners in Sutton have identified the ambition of "refocusing our energies on the victims and perpetrators of domestic abuse". As part of a three year Domestic Abuse Transformation Programme (2017-20), a number of organisations and groups have committed to transforming and improving the multi-agency response to domestic abuse (DA) in Sutton. In commissioning terms, this falls under the Ambitious for Sutton outcome of 'Keeping People Safe', and also contributes directly to the other three outcomes.

1.2 The council has committed £1.25m to the programme from the Council's Transformation Fund over the three years, to transform the multi-agency response to domestic abuse (DA) in Sutton. Following a commissioning exercise, this report seeks the Committee's approval for the award of a three year contract (with the option to extend for two discrete periods of twelve months) to Bidder A. The contract is to provide specialist Domestic Abuse (DA) and Women's Refuge (WR) services, at a total value of just over £1million.

## 2. Recommendations

- 2.1 To agree to award the contract to Bidder A for the provision of
  - a) Specialist Domestic Abuse and
  - b) Women's Refuge services
- 2.2 To agree the contract to run from November 2019 - October 2022 with the option to extend for two discrete periods of 12 months each for services under a) and from January 2020 - October 2022 with the option to extend for two discrete periods of 12 months each for services under b).

### **3. Background**

- 3.1 In 2018 the total number of domestic violence and abuse cases reported in Sutton was 1,573 which is an increase of 8% from 2017 (1,451 reported). The services commissioned focus on the recovery and safety of victims and children and the cessation of violence and abuse from perpetrators. We will be commissioning services outlined in 5.2 below. The benefits achieved are directly aligned to aims and ambitions of the Sutton Plan.
- 3.2 An initial task for the Programme Board was to commission a review of current services, from a national DA charity, Standing Together Against Domestic Violence. This review evidenced that, while there are pockets of good provision within the borough, the coordination of and the financial sustainability of these services is poor. The Board recognised this as a high risk for an extremely vulnerable part of our community.
- 3.3 The Board therefore agreed the allocation of the majority (£765,000) of the budget to support the recommissioning of specialist DA services as a key workstream of the Programme, together with 0.5 fte of a Commissioning Manager post to enable this to happen. S&R Committee received an update as part of the budget report in February 2019.
- 3.4 During the analyse and plan stages of the commissioning exercise, officers identified significant benefits from including the recommissioning of the provision of the borough's Women's Refuge and Floating Support Service (c £123,000 per annum) within the specialist DA specification. The current Women's Refuge and Floating Support Service contract runs to early January 2020, therefore it was agreed this element of the contract would run from January 2020 to October 2022, with an approximate value of £345,666. This brings the overall three year contract to the value of just over £1M .

### **4. Issues**

#### **4.1 Procurement process**

Reflecting that this is a Sutton Plan project, the analyse and plan stages were carried out as a partnership exercise, involving all partners on the Board, and especially the voluntary and community sector.

- 4.2 Two market events were held to engage with specialist DA providers. Namely a) to consult on their appetite and ability to deliver services through a consortium model and b) to engage with

providers in the development of outcomes for victims, perpetrators and CYP. Both events were well attended and helped to stimulate a market response to the tender.

- 4.3 Having identified some weaknesses in the current model re joined up provision and pathways, we ensured schools, health and a DA survivor had close involvement, and were included on the bid evaluation panel.
- 4.4 The procurement was carried out using the *Open* process under regulation 27 of the Public Contracts Regulations 2015. A contract notice was published on the 19 April 2019 and deadline for receiving bids was the 31 May 2019.

#### 4.5 Evaluation criteria

The evaluation was weighted 70/30 in favour of quality.

#### 4.6 Impact on existing services

Where appropriate contracts have been extended to 31st October 2019. There should be minimum disruption for service users. The transition from award of contract to go live date on the 1st November 2019 will be managed through the mobilisation period of the contract and project plans for mobilisation will take into account the need for a seamless handover where relevant. In addition where TUPE applies bidders are aware of their responsibilities and this was reflected in their response to tender documents.

### 5. Options Considered

- 5.1 Option 1 - do nothing. Continue to commission and deliver services under current arrangements, illustrated below.

Status quo

Service functions	Brief service description and delivery model <b>Option 1- services commissioned individually through separate lots at the point of expiry of contract</b>
Independent Domestic Violence Advocacy (IDVA) service and Domestic Violence One Stop Shop	2 FTE IDVAs based in the Police Community Safety Unit (CSU), primarily to support high-risk DA victims discussed at MARAC. Also coordinate and attend the DV One Stop Shop, providing advice to medium/ low-risk victims. Free drop-in advice service for domestic violence victims at all risk levels. <b>Expires 31st October 2019</b>
Therapeutic support to women	Delivery of Group work programmes and one to one support for victims of DA <b>Expires 31st August 2019 - extension to 31st October 2019</b>
Services to children	Therapeutic Groupwork programme and one to one support for children exposed to domestic abuse.

	<b>Expires June 2019</b>
Perpetrator Programme	Therapeutic Groupwork programme and one to one support for male perpetrators <b>Expires 31st October 2019</b>
Women’s Refuge and Floating support	1FTE IDVA Housing Floating Support worker who supports DA victims with housing-related needs, working across all risk levels.This will include women at risk who are not resident in the refuge. 12 refuge spaces available (2 single spaces, 9 family units, and 1 disability unit) for women fleeing domestic abuse, plus their children. <b>Expires 3rd January 2020</b>

5.1.1 Benefits

- Providers who have historically supplied services have the opportunity to bid.
- There are suppliers who can deliver, giving continuity of services.

5.1.2 Risks

- No co-ordinated approach and strong leadership of DA services.
- No ‘one point of contact’ to improve contract monitoring and evidence of outcomes
- Inability to achieve sustainability of services given reduced funding available from existing grants etc ( ie LCPF, MOPAC,)
- Less likelihood of achieving innovation and transformation
- Less likelihood of achieving a specific focus on health and wellbeing outcomes
- Less likelihood of achieving a specific focus on support to schools and healthy relationship outcomes
- Individual procurement projects would have to be implemented each time a contract ceased making this a costly and time intensive activity, with the danger of commissioning the same type of services, wit no innovation.

5.2 Option 2 - recommission services using a consortium approach to delivery. Rather than commission several separate services from individual unconnected suppliers, to secure provision through a lead provider who would bring together other suppliers to form a consortium.

Service function	Breakdown of service delivery
Leadership and coordination	The Lead provider will ensure coordination and leadership of domestic abuse services as identified in the specification, engage with partners including the third sector to ensure best practice is achieved and greater coverage /capacity to deliver on our response to DA and ensure the delivery of services by others and those directly delivered by the provider. The provider will be a subject matter expert, supporting strategic planning and future commissioning, by providing intelligence through contract monitoring and reporting arrangements which will include user feedback, and horizon scanning.
Assessment and support to victims	Risk assessment for victims and children Individual work and group work for victims and children

and children affected by DA	This could be through specialist provision and or roles such as IDVAs priorities include but not limited to; <ul style="list-style-type: none"> <li>- support to victims known to MARAC</li> <li>- support to high risk groups</li> <li>- coordination and support of the DA one stop shop</li> <li>- Support to CYP at risk</li> </ul>
Assessment and support to perpetrators	Risk assessment of perpetrators Services to deliver and provide coordination of group work and one to one support to perpetrators. To target repeat perpetrators in Sutton
Women's Refuge and Floating support	Services to deliver accommodation. A floating Support worker who supports DA victims with housing-related needs, working across all risk levels. This will include women at risk who are not resident in the refuge but are sutton residents. Management of residential units providing refuge resource for women fleeing domestic abuse, plus their children.
Education	The provider will be flexible in arrangements for the use of IDVAs and/or other resources to ensure professional support is offered to children in schools, including support to develop and deliver healthy relationship programmes.
Health	The provider will support the delivery of agreed outcomes by working with health providers and partners to establish a clear referral pathway through social prescribing, for individuals to access DA services. The provider will ensure that information about these services remains up to date and is available to social prescribing link workers.

### 5.2.1 Benefits

- A coordinated community response which addresses fragmentation.
- A commissioning response which facilitates a multi-agency joined up approach to requirements expressed by service users and professionals.
- Increased sustainability - services will be developed through existing resources across the membership of the consortium and in collaboration with external partners
- The consortium will undertake income generation led by the lead agency to support the sustainability of services.
- One point of contact which will enable improved contract monitoring and evidence of impact against outcomes.
- Improved ability to understand current and emerging need in the borough through intelligence coordinated and disseminated by the lead provider.
- Provides the opportunity for local providers who deliver evidence based outcomes to continue their work and build their capacity by partnering with a lead provider.
- There is a specific focus on health , and wellbeing outcomes through social prescribing
- There is a specific focus on support to schools and healthy relationship outcomes.

### 5.2.2 Risks

- No bids received from a potential lead provider to develop a consortium.
- The successful lead provider has difficulty in mobilising the contract and requires additional support from LBS lead commissioner.

5.3 A decision was made by the Board's Commissioning and Performance sub group, subsequently confirmed by the DATPB and CMT, to re-commission services via a consortium model. All parties agreed this will enable DA services to become more sustainable, innovative and responsive to the needs of service users.

#### 5.4 Next Steps

Members are requested to review appendix A, which sets out the rationale for the decision of the evaluation panel to award the contract to Bidder A.

5.5 The commencement date of this service is 1st November 2019. The contract is awarded for 3 years with options to extend the contract for a further 2 years, via two discrete 12-month extensions, at the discretion of the Council.

5.6 Contract award is made subject to sign off, and a standstill period of 10 working days observed. Following the conclusion of the standstill period the exemption will no longer apply and the successful bidder will be announced.

5.7 Mobilisation period to start 4th week of July 2019.

## 6. Impacts and Implications

### Financial

6.1 The recommended option moving forward is option 2, "Option 2 - To re-commission services using a consortium approach to delivery". Option 1 of maintaining the "Status Quo" has been ruled out as a viable option following a detailed option appraisal. As the provision of specialist Domestic Abuse and Women's Refuge services are a key objective of the administration the option to reduce or cease these activities has not formed part of the options appraisal process.

6.2 Sections 5.1.1, 5.1.2, 5.2.1 and 5.2.2 details the option appraisal and outlines the benefits and risks relating to each option.

6.3 As agreed by the Domestic Abuse Transformation Board a full procurement and tendering process has been carried out in accordance with the "Open" process under regulation 27 of the Public Contracts Regulations 2015. This process has identified a successful bidder. It is important to note that the evaluation criteria of this process has been weighted heavily towards quality (70/30) over price due to the nature of the service.

6.4 The contract is to run for an initial period of 3 years with the option to extend for a further two years. The contract value for the 3 year period is in excess of £1.1m (due to bidder confidentiality the exact amount cannot be disclosed). All associated costs are to be funded from Revenue and no capital costs are associated with the service/contract

- 6.5 In 2017/18 the Domestic Abuse Transformation Programme was allocated £1.25million to fund the programme. To date £181k has been consumed leaving a balance of £1.069million to fund the program moving forward. This is profiled as £765k for the new 3 year contract and £304k for other committed expenditure in 2019/20, there is an additional permanent annual budget of £123k to fund this.
- 6.6 This provides sufficient funding to cover the contract and allows for current planned work to continue as part of the programme.
- 6.7 If the contract is extended beyond the 3 years additional funding will be required and approval sought. Work will be ongoing to identify new funding opportunities with the aim of funding the optional years of the contract. There may be additional currently unknown cost associated with the exit strategy should the contract not be extended.
- 6.8 It is anticipated that the consolidation of the separate contracts currently covering the Domestic Abuse service will provide a higher value for money than the separate contracts. As per point 3.2 of the report.

### Legal

- 6.9 This report details the procedure undertaken following an open procedure. Provided the relevant advertising requirements have been followed in a fair and transparent manner following the requirements of the Public Contracts Regulations 2015 then the contract award can be made.
- 6.10 The Council will need to observe the mandatory 10 day standstill period in accordance with regulation 87, prepare the relevant contract award notice under regulation 50 and meet the reporting requirements under regulation 84.

## **7. Reasons for lateness and urgency**

- 7.1 The report is presented late as it was originally intended to be let as two separate contracts awarding as a single contract puts this issue above the threshold for an officer delegated decision, and is required to be considered by a committee.
- 7.2 The item is considered urgent because there is a need to award the contract and mobilise the services before the existing contract expires, so as not to have a gap in service provision.

## **8. Appendices and Background Documents**

<b>Appendix letter</b>	<b>Title</b>
A	Rationale for decision - exempt by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972
B	Equalities Impact Assessment

<b>Background documents</b>
None

<b>Audit Trail</b>		
Version	Final	Date: 5 July 2019
<b>Consultation with other officers</b>		
Finance	Yes	Steve Watts
Legal	Yes	Jonathan Miller
Procurement	Yes	Steve Hoy
Equality Impact Assessment required?	Yes	Completed