

**Report of: Head of Commissioning, Strategy & Commissioning, Public Health**

**Report to: Director of Environment and Housing**

**Date: July 2016**

**Subject: Award of Contracts for the Domestic Violence and Abuse Services**

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: 10.4 (3)  Appendix 2 to this report has been marked as exempt under Access to Information Procedure Rules 10.4 (3) on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) which, if disclosed to the public, would, or would be likely to prejudice the commercial interests of that person or of the Council. The information is exempt if and for so long as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In this case the report author considers that it is in the public interest to maintain the exemption.		

**1. Summary of main issues**

- 1.1 The purpose of this report is to recommend that the Director of Environment and Housing approve the award of contracts to the Leeds Domestic Violence and Abuse Service (lead provider – Leeds Women’s Aid) with respect to both Lots 1 and 2 of the services being procured.
- 1.2 The service model that has been procured meets the needs and requirements of the service users which have been assessed through extensive consultation.
- 1.3 The procurement opportunity was published on 7<sup>th</sup> April 2016 and a bidder information event was held on 21<sup>st</sup> April 2016. The deadline for tender submissions was 1<sup>st</sup> June 2016 and four bids were received by this date.
- 1.4 The tender exercise was undertaken using the open procedure. The tender instructions detailed that the evaluation panel would first assess the PQQ submissions which included previous experience of delivering this type of service. Tenderers that met the minimum levels of suitability for these areas would then go through to the second stage of the process which was to evaluate the method

statement submissions. Only after this stage was the price element of the submissions considered.

- 1.5 One bidder was unable to meet the minimum requirements of the PQQ and was therefore eliminated from the process at this stage. The method statements of the remaining 3 bidders were then evaluated by the panel on a consensus basis. Following this stage the pricing element of the tenders were reviewed and it was determined that the tender submitted by Bidder D was non-compliant and was therefore removed from the process and not considered further.
- 1.6 The interviews took place on 6<sup>th</sup> July 2016 and the scoring from this exercise was added to the scores from the method statement and pricing evaluation. Leeds Domestic Violence Service scored highest in respect of both Lots 1 and Lot 2 and the evaluation panel therefore recommends their bid for approval.
- 1.7 The recommendation was endorsed by the Domestic Violence and Abuse Programme Board on 20<sup>th</sup> July 2016.
- 1.8 Following the satisfactory conclusion of the Alcatel process, contract award is planned for mid-September 2016 with a mobilisation period commencing from the date of award prior to a contract start date of 1<sup>st</sup> April 2017.
- 1.9 The contract will commence on 1<sup>st</sup> April 2017 and end on 31<sup>st</sup> March 2022, with the option to extend the contract for up to a maximum period of three years. In accordance with the Public Contracts Regulations 2015, the final award of the contract will be subject to the satisfactory conclusion of the vetting process.
- 1.10 The contract value of the initial 5 year contract is £4,349,490 of which £4,089,210 is funded by Environment and Housing and £260,280 by Public Health.
- 1.11 This report provides the background to the current service provision and the decision to undertake a procurement exercise. It then outlines the procurement process and the outcome of the evaluation exercise.

## **2. Recommendations**

- 2.1 The Director of Environment and Housing is recommended to:
  - approve the award of the contracts to Leeds Domestic Violence Service for the Domestic Violence and Abuse Service (Lot 1 and Lot 2)
  - note that, subject to the satisfactory conclusion of the vetting process, the contract will commence on 1<sup>st</sup> April 2017 until 31<sup>st</sup> March 2022, with the option to extend the contract for up to a maximum period of three years; and
  - note that the Head of Commissioning (Strategy and Commissioning Team) will support the implementation of the contract award to ensure the new service is in place and operational by 1<sup>st</sup> April 2017 and will ensure that a satisfactory contract mobilisation process is undertaken and contract management plan is developed and implemented in order to ensure that the required outcomes of the contracts are achieved.

## **3. Purpose of this report**

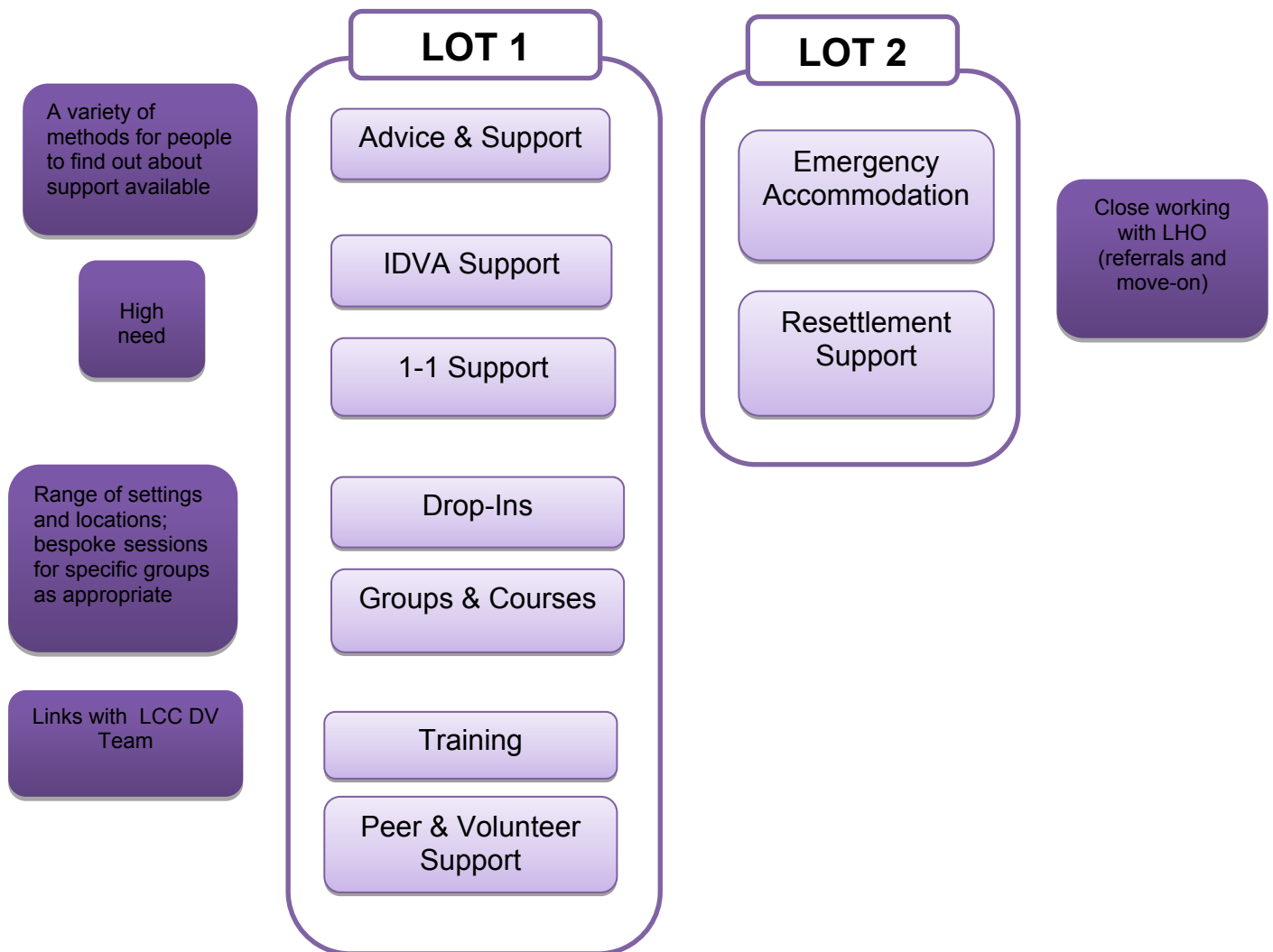
- 3.1 The purpose of this report is to give the background for the need for the procurement and the process by which the successful bidder was selected, and to seek approval from the Director of Environment and Housing for the recommendations made in paragraph 2.1.

#### **4. Background information**

- 4.1 Appendix 1 provides details of the current commissioned services which will operate until 31<sup>st</sup> March 2017. In summary, there are 4 separate contracts:
- Integrated Outreach, Resettlement and IDVA Service (Leeds Women's Aid (LWA), Behind Closed Doors (BCD) and HALT) (E&H funding)
  - Refuge Service (Stonham Division of Home Group Ltd) (E&H funding)
  - Women's Groups (Women's Health Matters) (PH funding)
  - Drop-in Clinics (Leeds Women's Aid) (PH funding)
- 4.2 A commissioning review of domestic violence and abuse services was undertaken by a project team consisting of Council officers and strategic partners. In addition to work on mapping and data, this involved significant consultation and engagement with service providers, service users, strategic partners and other stakeholders. The key drivers for the review were as follows:
- the wider programme of work around domestic violence and abuse taking place through the Breakthrough project and including the recommendations resulting from the June 2014 Scrutiny enquiry
  - new partnership arrangements being developed to respond to incidents of domestic violence and abuse – the Front Door Safeguarding Hub
  - growing emphasis on restorative practice and family group conferencing as a way of enabling families to change and reject violent or abusive behaviours
  - expansion of the Families First programme
  - growing problem of adolescents who are violent (to each other in relationships and towards adults)
  - recognition of the links between domestic violence and abuse and substance misuse
  - recognition of the links between domestic violence and abuse and mental ill-health
  - expiry of existing contracts for domestic violence and abuse services in Leeds

4.3 The findings of the review concluded that it would be beneficial to pool the Environment and Housing and Public Health funding in order to promote easier movement between different elements of support for service users. While there were benefits identified to having 1 fully integrated service, it was also felt that procuring the services in 2 Lots would ensure that smaller providers were not excluded from applying.

4.4 Key elements of support were identified and included in the specification as follows:



## **5. Main issues**

- 5.1 In accordance with the Public Contracts Regulations, the contract opportunity was advertised in the Official Journal of the European Union (OJEU) on 8<sup>th</sup> April 2016, as well as on the Council's electronic tendering system, Yortender, under the open procurement procedure. Authority to procure this new service was granted by the Director of Environment and Housing on 25<sup>th</sup> February 2016 which was published as a Key Decision.
- 5.2 Tender documents were developed by the Projects, Programmes and Procurement Unit (PPPU) in partnership with Strategy and Commissioning.
- 5.3 Tenders were evaluated on the basis of 70% quality and 30% price with the appropriate approval being granted by the Director of Environment & Housing on 22<sup>nd</sup> March 2016.
- 5.4 4 tenders were received by the deadline of 1<sup>st</sup> June 2016, with all of the bidders applying for both Lot 1 and 2. An evaluation panel consisting of officers with a range of experience and knowledge relating to domestic violence and abuse services evaluated each bidder's response on a consensus basis and agreed an overall score for quality. The panel consisted of officers from: Public Health, Adult Social Care, Safer Leeds, Children's Services and Environment and Housing. The process was overseen by the PPPU.
- 5.5 Bidder C failed to meet the minimum levels of experience required as part of the PQQ and was therefore eliminated from the process at this stage.
- 5.6 The tender submissions of the three remaining organisations were then evaluated in accordance with the instructions contained in the tender documents. There were 13 qualitative areas which were developed into method statement questions for the bidders to respond to. The first 11 questions covered both Lot 1 and Lot 2 (bidders could submit separate responses for each Lot or a composite response to cover both), question 12 was for Lot 1 only and question 13 was for Lot 2 only:
- Delivery Model
  - Service User Outcomes
  - Whole Family Approach
  - Accessibility / Marketing and Promotion
  - Engagement / Disengagement
  - Multi-Agency and Partnership Working
  - Workforce Development
  - Service Development and Change Management
  - Data Management and Performance
  - Contract Mobilisation
  - Service Innovation
  - Peer Support / Befriending and Volunteer (Lot 1 only)
  - Housing Management (Lot 2 only)
- 5.7 The next stage was for the assessment of the pricing schedules to be undertaken. This established that the prices submitted by Bidder D in respect of both Lots were outside of the price range permitted for the tender. They were therefore informed that their bid was deemed to be non-compliant and removed from the process.

- 5.8 The final part of the quality evaluation was an interview during which the two remaining bidders were asked three general questions and three scenario questions for which they were given only the headings prior to the day as detailed in the tender instructions. The topics covered were:
- Vision
  - Organisational culture
  - Strategic contribution
  - Partnership / multi-agency working
  - Whole Family Approach (Lot 1 only)
  - Recognising and responding to vulnerable, high risk service users (Lot 2 only)
- 5.9 The evaluation panel agreed a consensus score for each of the responses during the qualitative assessment stage of the process .
- 5.10 Following the completion of the price and quality evaluations it was determined that Leeds Domestic Violence Service scored higher than the other remaining bidder (see Appendix 2 for scoring matrix).
- 5.11 The new contract will begin on 1<sup>st</sup> April 2017 until 31<sup>st</sup> March 2022, with an option to extend the contract for up to a maximum period of three years. In accordance with the Public Contracts Regulations 2015, the vetting process will be concluded prior to the award of the contract.
- 5.12 Leeds Domestic Violence Service is a consortium of providers consisting of Leeds Women's Aid, HALT, Behind Closed Doors and Women's Health Matters. The lead provider and therefore the organisation with whom the Council will formally contract is Leeds Women's Aid.
- 5.13 It should be noted that both bidders who remained in the process each scored below 50% of the available marks for a method statement question. However, in accordance with the tender instructions, this does not mean that their submission had to be removed from the process. Clause 9.8.5 of the tender instructions allows for the decision maker to approve the recommendation to award a contract in these circumstances at their discretion.
- 5.14 The question on which the successful bidder scored below 50% of the available marks relates to contract mobilisation. Information relating to this response was contained elsewhere in the information they submitted but could not be directly considered as part of the response to this question. However, on completion of the evaluation process the project team have been assured that the Bidder has the capability and knowledge to address contract mobilisation. It must be noted, that the above process was only undertaken on completion of the evaluation process. The contract mobilisation requirements will also be managed accordingly by the Contract Manager during the mobilisation period. Furthermore, the panel considered that overall their submission was strong enough to make a recommendation to the decision maker to accept this bid. In accordance with the tender instructions, the final decision to accept the tender will be that of the decision maker. Following the award of the contract the contract manager will pay particular attention to this area, in order to ensure that it is undertaken to the satisfaction of the Council.

## **6. Corporate Considerations**

### **6.1 Consultation and Engagement**

6.1.1 The commissioning of these services has taken place in the context of the development of the Domestic Violence and Abuse Breakthrough Project to ensure that commissioned services will contribute to the strategic aims of the Council and wider partners. A number of key stakeholders, including service providers and service users were involved in a variety of consultation events to inform this process, including:

- 2 Outcomes Based Accountability (OBA) sessions
- A conference aimed at engaging employers
- A stakeholder event at which the key findings from the review were discussed

6.1.2 As part of the evaluation process a housing management officer from the landlord of the refuge building (Leeds Federated Housing Association) participated in the evaluation and scoring of question 13.

### **6.2 Equality and Diversity / Cohesion and Integration**

6.2.1 An Equality, Diversity, Cohesion and Integration Impact Assessment was carried out as part of the commissioning review and published with the Key Decision report in March 2016.

6.2.2 The specification clearly addresses equality, diversity, cohesion and integration issues, laying out the requirement that one of the key principles of the Service is that it must be:

“Inclusive and accessible - domestic violence and abuse cuts across peoples’ ethnicity, religion, class, age, sexual orientation, disability or lifestyle and can occur in a range of relationships including heterosexual, gay, lesbian, bisexual and transgender relationships, and extended families. It is essential that the Service recognises, understands and addresses the barriers that prevent individuals from all communities in Leeds from accessing support, including newly arrived members of the community, older people, people with limited ability to express their views as a result of their health and social care needs and very isolated people. The Service will develop a recognisable brand and will actively promote and raise its profile/brand through a range of social media and other methods relevant to specific target groups. It will also ensure that a fit for purpose interpreting provision is offered for those individuals whose first language is not English. Everybody in Leeds who is suffering the impact of domestic violence and abuse should feel that this is a service that they can approach and that will help and support them.”

6.2.3 The method statement and the interview questions tested the bidders on these areas to ensure that these needs will be met.

6.2.4 The recommended provider has appropriate policies and procedures in place and these will be vetted as part of the PQQ evaluation process.

### **6.3 Council Policies and City Priorities**

- 6.3.1 The commissioning of domestic violence and abuse services directly supports the 'Vision for Leeds 2011-2030' and the delivery of wider outcomes for the Council and its partners including those related to community safety, health and well-being and social inclusion.
- 6.3.2 It supports the delivery of key outcomes and priorities within the Best Council Plan (BCP) 2015-20, specifically the 2016/17 outcomes for everyone in Leeds to:
- be safe and feel safe
  - enjoy happy, healthy, active lives
  - live with dignity and stay independent for as long as possible
  - do well at all levels of learning and have the skills they need for life
  - earn enough to support themselves and their families
  - live in decent, affordable homes within clean and well cared for places
- 6.3.3 Helping progress towards the Best City outcomes, the commissioned services will work with other partners and stakeholders on delivering the following priorities:
- keeping people safe from harm
  - supporting communities, raising aspirations
  - improving educational achievement and closing achievement gaps
  - supporting children to have the best start in life
- 6.3.4 Think Family, Work Family Protocol: this is a joint protocol between Leeds Safeguarding Children Board, Leeds Safeguarding Adults Board and Safer Leeds and provides best practice guidance for people working with adults who are parents or carers, particularly where domestic violence and abuse, drug/alcohol use and/or mental health are presenting issues. It advises on how to take a holistic view of the family to consider the impact of support needs on all family members and how to work in partnership to support improved outcomes for the family as a whole. It also reminds services of the need to consider the support available to the individual and family from extended family and the wider community. The Service will be expected to operate in support of this protocol and Think Family principles.
- 6.3.5 Leeds Safeguarding Adults Strategic Plan 2016-2019. The Leeds Safeguarding Adults Board (LSAB) has a key statutory strategic priority to work with other partnerships in Leeds to improve the responses to adults with care and support needs who are at risk of or are experiencing domestic violence and abuse. It has a vision to end the abuse experienced by adults with care and support needs, working with its member organisations, partners and communities to challenge abuse and support adults with care and support needs to have choices and control about how they want to live. Tackling domestic violence and abuse is a key element of this vision.
- 6.3.6 Leeds Housing Strategy (2015-18): A key priority within this strategy is to tackle domestic violence and abuse, recognising that this continues to be a major issue affecting people living and working in Leeds. The Service will work with Leeds Housing Options to help prevent homelessness and by joint working to support people to manage tenancies.



- 6.3.7 This contract seeks to contribute to the Leeds Domestic Violence and Abuse Breakthrough Project which sets out the following ambition:

*“People in Leeds can lead safer, healthier and happier lives and are free from the risks, threats and harms associated with DV&A”.*

## **6.4 Resources and value for money**

- 6.4.1 The budget value for the proposed contract award is £4,349,490 over a period of five years with an annual value of £869,898, broken down between the Lots and between directorates as follows:

Lot 1: £620,976 (£568,920 E&H; £52,056 PH)

Lot 2: £248,922 (E&H)

- 6.4.2 The recommended bidder was at the lower end of the pricing range for the procurement and the annual budget commitment for both Lots is £869,898. This represents value for money and delivers an efficiency of 5% on the current price. There are therefore no additional funding pressures.

## **6.5 Legal Implications, Access to Information and Call In**

- 6.5.1 The decision maker's authority falls under Section 3E (08) of the Council Constitution, Officer Delegation Scheme (Executive Functions) - Director of Environment and Housing.
- 6.5.2 This decision is the implementation of a Key Decision of 7<sup>th</sup> March 2016 and as such it is not subject to call-in and will be treated as a Significant Operational Decision. Due to the value and impact of the decision it is considered that this is a significant operational decision.
- 6.5.3 Appendix 2 to this report is confidential and exempt under Access to Information Procedure Rule 10.4 (3) as it contains information relating to the business affairs of each organisation involved throughout the process. It is felt that if this is disclosed this would, or would be likely to, prejudice the commercial interest of the Council and the bidding organisations.
- 6.5.4 This procurement process was conducted in accordance with the Council's Contract Procedure Rules and the Public Contract Regulations in order to ensure that a fair, open and transparent process was undertaken.

## **6.6 Risk Management**

- 6.6.1 A robust mobilisation plan and risk register will be developed to ensure that all risks are identified and plans made in mitigation. These will be regularly reported to the Domestic Violence and Abuse Programme Board.

## **7. Conclusions**

- 7.1 The procurement of the Domestic Violence and Abuse Services has been undertaken in line with procurement processes. The recommendation to award the contract was reached following evaluation of the quality and price responses submitted in the compliant bids.
- 7.2 The successful bids received from Leeds Domestic Violence Service reflect the desired outcomes that Leeds City Council require through the delivery of this contract while achieving best value.

## **8 Background documents<sup>1</sup>**

Service specification

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

## **Current commissioned domestic violence and abuse services**

1. Integrated Outreach, Resettlement and IDVA Service (Leeds Women's Aid (LWA), Behind Closed Doors (BCD) and HALT)
  - The Independent Domestic Violence Advisory (IDVA) element delivered by HALT. The IDVA provides independent support and advocacy including legal advice on a range of civil remedies available to clients (women and men). It supports clients through the criminal justice system to increase numbers of successful prosecutions, where this is appropriate. This IDVA service focuses on high risk cases subject to the Leeds Multi Agency Risk Assessment Conference (MARAC) process and provides proactive short to medium term crisis intervention through individual safety planning, personal and practical support.
  - Resettlement support is provided by Leeds Women's Aid (LWA), to women leaving refuge and emergency accommodation, or clients who require a planned move to ensure their safety.
  - Outreach support is provided by Behind Closed Doors (BCD), to women, men and children affected by domestic violence, enabling them to keep themselves safe, rebuild their lives and make informed choices about their futures, improve their quality of life and leave the abuse behind. The service has separate female and male outreach workers.
  - Domestic Violence Telephone Helpline: LWA also operates a 24 hour telephone helpline in conjunction with the Stonham Refuge service. This helpline offers advice and information to women and men experiencing and/or recovering from domestic violence who require support; anyone concerned about family members or friends who want to find out more information about domestic violence; information on the availability of services in Leeds and professionals who want information to support their clients. LWA operates the telephone helpline during office hours (Monday to Friday 9am to 5pm).
2. Refuge Service (Stonham Division of Home Group Ltd)
  - The service provides an emergency short stay refuge service to women and families who have experienced domestic violence. The service focuses on high risk cases where there is an urgent need for refuge accommodation to ensure safety.
  - The accommodation is provided in a core and cluster model with 11 self-contained units within the main refuge building and 15 self-contained dispersed units across the city.
  - The service also operates a 24 telephone domestic violence helpline in conjunction with LDVS, which offers advice and information to women and men experiencing domestic violence, concerned others and professionals. The Refuge operates the helpline between the hours of 5pm and 9am.

### 3. Women's Groups (Women's Health Matters)

This service provides three domestic violence Safe Space groups. During this time education, support and information can be accessed by women. These groups run weekly during term time.

### 4. Drop-in Clinics (Leeds Women's Aid)

Provides an open access drop in service to women in Leeds who need support with domestic violence issues. The Agency also provides assistance to professionals seeking advice and information about domestic violence-related issues.

This service is delivered in various accessible and discreet health settings. Most contact with women will be a one-off session where they are given information about their options and emotional support, and then signposted or referred to other agencies or other services Leeds Women's Aid offers (for example, refuge service or floating support service).