

**Report of** Strategy & Commissioning

**Report to** Environment & Neighbourhoods Delegated Decision Panel

**Date:** 26<sup>th</sup> September 2011

**Subject:** Request to award contracts to Stonham Home Group and the Leeds Women's Aid Consortium to deliver two new domestic violence services for 3(+1+1) years, following a competitive tender exercise

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3) Appendix numbers: 3 and 4	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

### Summary of main issues

1. This report gives the background to the decision to subject domestic violence services in Leeds to competition. It then outlines the procurement process and details the pre-qualification questionnaire and the tender stages of the process. Detailed scoring is attached in confidential appendices.

2. The report requests that the Director of Environment and Neighbourhoods approves the award of the contracts to the preferred bidders, on the basis that their tender submissions demonstrated the best quality and price. The contract awards were approved by the Supporting People Commissioning Body who are acting as Project Board on 14<sup>th</sup> September 2011.

3. This delegated decision is a key decision and is on the forward plan for September 2011.

## **Recommendations**

1. The Director of Environments and Neighbourhoods is recommended to approve the award of the 3(+1+1) year contract for the provision of a Domestic Violence Women's Refuge service to Stonham Home Group on the basis that their tender submission has demonstrated the best quality and price.
2. The Director of Environments and Neighbourhoods is recommended to approve the award of the 3(+1+1) year contract for the provision of an Integrated Outreach/IDVA/Resettlement service to the Women's Aid Consortium, on the basis that their tender submission has demonstrated the best quality and price.
3. Subject to approval, both contracts are due to commence on 1<sup>st</sup> December 2011 and the duration will be three years with the option to extend for a further two 12 month periods, to a maximum duration of five years.

### **1 Purpose of this report**

- 1.1 On 14<sup>th</sup> September 2011, the Supporting People Commissioning Body (acting as Project Board) approved the contract awards. The purpose of this report is to seek further approval from the Director of Environment and Neighbourhoods to award contracts to Stonham Home Group and the Leeds Womens Aid Consortium for the Domestic Violence Refuge service and Integrated Outreach/IDVA/Resettlement service respectively, following the competitive tender.
- 1.2 The cost of the services will be £287,411.54 per annum for the Refuge Service and £513,248.58 per annum for the Integrated Outreach/IDVA/Resettlement service. Subject to approval, the contracts will commence on the 1<sup>st</sup> December 2011 and the duration will be three years with the option to extend for a further two 12 month periods, to a maximum duration of five years.
- 1.3 This is a key decision as the contractual values are both over £250k per annum, and as such has been placed on the Council's Forward Plan. This is a high value procurement as the value of the contracts is over £250k per annum.

### **2 Background information**

- 2.1 The Council undertook a strategic review of all commissioned housing related and specialist support services for women who have experienced domestic violence in Leeds.
- 2.2 The purpose of the sector review was to:
  - Make most effective use of commissioning resources and put in place revised commissioning and contractual arrangements within the available budget.
  - Clarify strategic and commissioning priorities to ensure post-review contracts are focused on directly contributing to the Council's and strategic partner agency's priorities for women experiencing domestic violence.

- Identify areas of duplication with other commissioned services and identify gaps where priority needs are not currently met.
- Identify opportunities for: service reconfiguration and remodelling; improving information, navigation, access and pathways; and improving housing and support outcomes for women experiencing domestic violence.

2.3 The findings from the sector review, and associated proposals were presented to the Supporting People Commissioning Body in October 2010. The proposals were ratified by the directorate's Delegated Decision Panel in December 2010. The proposals were to commission two new domestic violence services through a competitive procurement exercise as follows:

#### 2.4 A new Women's Refuge service

- 2.4.1 26 units of self contained refuge accommodation based on a core and cluster model. 10 self contained units with 24 hour security, with emergency on call security provided to the 16 dispersed units. The new refuge service will:
- i) cater for women who are trafficked and provide a culturally sensitive service to women from a wide diversity of backgrounds.
  - ii) facilitate the transfer of women and their families into refuge accommodation in Leeds where they need to move from outside areas (a maximum of 5 units (20%) at any one time).
  - iii) ensure a stronger focus on throughput and achieving suitable housing outcomes for women and their families in shorter timeframes.

#### 2.5 A new Integrated IDVA/Outreach/Resettlement service

- 2.5.1 It was proposed to integrate the housing related floating support, outreach and Independent Domestic Violence Advisory (IDVA) functions into one comprehensive and coherent floating support service to deliver a 'wrap around' service to all victims of domestic violence and their families, including male victims. This model will enable one pathway with streamlined referral and access arrangements. The integration will improve risk management and provide more flexibility, enabling intensive support when the risks are high and less support when the risks reduce. The service will have an IDVA function to provide specialist support and advice as and when required.
- 2.5.2 The new service will have an enhanced capacity to support 300 households at any one time. This will address the inequalities in access that currently exist and provide a more equitable service to women and men irrespective of which part of Leeds they are from. This model will provide flexible coverage to all three Multi Agency Risk Assessment Conferences (MARACs) as the need arises.
- 2.5.3 The service will be culturally sensitive and be able to respond and support victims of domestic violence from a broad range of ethnic backgrounds in term of language, religious and cultural needs.
- 2.6 It was also proposed to include a telephone advice line to enable 24 hour coverage and access to refuge accommodation at night where necessary. The helpline will

be operated by the Integrated IDVA/Outreach/Resettlement service during office hours, and by the Refuge service outside of office hours.

### 3 Main issues

- 3.1 The Supporting People Commissioning Body agreed to commission a new Women's Refuge and Integrated IDVA/Outreach/Resettlement service following the domestic violence sector review in October 2010. This decision was ratified through the directorate's delegated decision panel in December 2010. The tender process commenced on 3<sup>rd</sup> March 2011.
- 3.2 The tender has been carried out through a restricted two stage procurement procedure.
- 3.3 Members of the procurement project team are:
- Edwige Moutault (Senior Procurement Officer, Corporate Procurement Unit)  
*Non scoring team member*
  - Debbie Forward (Head of Commissioning, Environment & Neighbourhoods)
  - Eleanor Mundy (Contracts Officer, Environment & Neighbourhoods)
  - Louise Atherton (Commissioning Officer, Children's Services Commissioning)
  - Michelle De Souza (Domestic Violence Team Manager, Safer Leeds)
  - Gail Faulkner (Head of Service, Children and Young People's Social Care).
  - Julie Sykes (Detective Chief Inspector, Safeguarding Unit, West Yorkshire Police).
- 3.4 At the 25<sup>th</sup> May 2011 Commissioning Body meeting, CB members acting as the Project Board agreed the final invitation to tender documents and short listed organisations to be invited to tender. The tender invitation documents included the two distinct service specifications, evaluation and scoring methodology and the price brackets for both services. Unit cost pricing brackets were agreed as follows for the two services:
- Women's Refuge service – bids to be submitted in the region of £212 to £224 per unit per week (between £287,411.42 and £303,680.00 per annum).
  - Integrated IDVA/Outreach/Resettlement service – bids to be submitted in the region of £24 to £34 per unit per week (between £375,428.58 and £531,857.14 per annum).
- 3.5 The Project Board also approved the shortlist of organisations who had passed the PQQ stage. These were as follows:
- Home Group (Stonham)  
Foundation  
Sanctuary Carr Gomm  
Metropolitan Support Trust  
Refuge  
Leeds Women's Aid as lead organisation (consortium/grouping includes Behind Closed Doors, Leeds Housing Concern and HALT)

GIPSIL as lead organisation (consortium/grouping includes Relate and Home Start)

3.6 Together Women Project (8th position) only scored 47% (237 marks out of 500 available) of the overall PQQ score and the project board agreed to exclude this organisation from the shortlist of organisations to invite to the tender stage.

### 3.7 Tender Stage

3.7.1 Short listed organisations were invited to tender on the 27<sup>th</sup> May 2011 through the electronic SCMS system. The deadline for receiving bids was Wednesday 20<sup>th</sup> July 2011. Bids were received from the following organisations:

Stonham Home Group  
Foundation  
Sanctuary Carr Gomm  
Refuge

Leeds Women's Aid as lead organisation (consortium/grouping includes Behind Closed Doors, Leeds Housing Concern and HALT)

GIPSIL as lead organisation (consortium/grouping includes Relate and Home Start)

3.7.2 Metropolitan Support Trust did not submit a bid due to organisational capacity. Sanctuary Carr Gomm were disqualified due to non-compliance with the tender requirement with regards to their price submission.

### 3.8 Evaluation Process

3.8.1 The bids were evaluated on the basis of a price quality model, details of which set the points to be awarded for the qualitative element of the bid at 600 and the points awarded for the financial element of the bid at 400. A minimum quality threshold was set at 60% of the 600 marks available (360 marks). Any organisation not meeting the threshold could not be awarded a contract.

3.8.2 The quality submission (600 marks) was further broken down as follows:

#### 3.8.3 Women's Refuge Service:

- Service criteria (method statement) - 300 marks with each of the ten questions carrying the same weighting (evaluation carried out by the panel)
- Housing management assessment - 100 marks (evaluation carried out by the landlord only)
- interview - 200 marks (100 for the presentation and 100 for the questions)

#### 3.8.4 Integrated IDVA/Outreach/Resettlement Service:

- Service criteria (method statement) - 400 marks with each of the ten questions carrying the same weighting (evaluation carried out by panel)
- interview - 200 marks (100 for the presentation and 100 for the questions)

3.8.5 A detailed evaluation model for both services is attached as Appendix 1.

- 3.8.6 All bidders were invited to interview. The interviews for each service comprised a series of three questions and a pre-prepared 10 minute presentation specific to the service area tendered for. The presentations centred around describing how the bidders would provide a service to children. Full details of the interview questions and presentations are attached as Appendix 2.
- 3.8.7 Each panel member individually scored the method statements and interviews and then the panel collectively agreed a final score on a consensus basis. Full details of the tender scoring for each bidder are contained within Appendix 3 (part A Refuge Service) and Appendix 4 (part B IDVA/Outreach/Resettlement Service).

### 3.9 The results of the tender stage

#### 3.9.1 Women's Refuge Service

Only one organisation passed the 60% quality threshold for the Refuge service – **Stonham Home Group**, they were also the lowest price at £287,411.54 per annum. This constitutes a weekly unit price of £212.00.

#### 3.9.2 Integrated Outreach/Resettlement Service

Only one organisation passed the 60% quality threshold for the Integrated IDVA/Outreach/Resettlement service - **Leeds Women's Aid Consortium**, who submitted the second lowest price at £513,248.58. This constitutes a weekly unit price of £32.81.

## 4.0 Corporate Considerations

### 4.1 Consultation and Engagement

- 4.1.1 The sector review process which preceded this competitive procurement included consultation with a range of key stakeholders relevant to domestic violence.

### 4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A full Equality Impact Assessment has been completed as part of the sector review of Domestic Violence services. The EIA indicated that the procurement of these two new services will not negatively impact upon any minority groups within Leeds.
- 4.2.2 The service specifications for both services contain clear requirements around the provision of a culturally responsive service which is accessible to people from all backgrounds.
- 4.2.3 Equality, diversity, and cohesion are considered as part of a quality assessment against the national framework of quality standards for housing related support services contained within the Quality Assessment Framework (QAF). The QAF includes 5 core objectives including Fair Access, Diversity & Inclusion and Client Involvement & Empowerment. A quality assessment of these services will be undertaken as part of ongoing contract management.

### **4.3 Council Policies and City Priorities**

- 4.3.1 These services are strategically relevant, and contribute to a number of strategies, policies and priorities. This includes the new Health & Wellbeing City Priority Plan (2011 to 2015), by supporting clients to make healthy lifestyle choices and live safely in their own homes.
- 4.3.2 These services will contribute directly to the main objectives of the Leeds Housing Strategy Action Plan 2009 - 2012 and also the Leeds Domestic Violence Strategy.

### **4.4 Resources and Value for Money**

- 4.4.1 There is financial provision for these contracts as they have been accounted for by Strategy & Commissioning within the Supporting People budget.

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

- 4.5.1 All procurements undertaken by the Council are required to follow the procurement legislation and rules as prescribed within the Public Contract Regulations 2006 and the Councils Contracts Procedure rules.
- 4.5.2 Appendices 3 and 4 to the tender evaluation report supporting this delegated decision are confidential under access to information procedure rule 10.4(3) as they contain the detailed prices submitted by the contractors for the goods/services to be supplied as well as commercially sensitive information in respect of the bidders. It is considered therefore that the public interest in maintaining the content of the relevant documentation as exempt outweighs the public interest in disclosing the information contained in the appendices, as disclosure would prejudice the commercial interests of the contractor and the prices submitted relate to the financial / business affairs of a particular company.
- 4.5.3 This will constitute a key decision, and as such has been placed on the Council's Forward Plan. If approved, the decision will be subject to a 10 day call in period.

### **4.6 Risk Management**

- 4.6.1 The Director of Environment and Neighbourhoods is recommended to agree to the proposals outlined in this report in order to ensure a prompt start of contract. A robust mobilisation plan and a dedicated team is in place to undertake the mobilisation of these services which will reduce risk.

### **5.0 Conclusions**

- 5.1 This report seeks approval from the Director of Environment and Neighbourhoods to enter into two new contracts with Stonham Home Group and the Leeds Women's Aid Consortium for periods of 3(+1+1) years for the Women's Refuge and Integrated IDVA/Outreach/Resettlement services respectively, following a competitive tender process.

## **6.0 Recommendations**

6.1 The Director of Environment and Neighbourhoods is recommended to agree to award contracts to the successful bidders as follows:

- PART A Women's Refuge service: Award a 3(+1+1) year contract to Stonham Home Group for the Women's Refuge Service at a cost of £287,411.54 per annum. Contract to commence on 1<sup>st</sup> December 2011.
- PART B Integrated IDVA/Outreach/Resettlement service: Award a 3(+1+1) year contract to the Leeds Women's Aid Consortium (includes LWA, Leeds Housing Concern, HALT and Behind Closed Doors) for the Integrated Outreach/IDVA/Resettlement Service at a cost of £513,248.58 per annum. Contract to commence on 1<sup>st</sup> December 2011.

## **7.0 Background documents**

7.1 Appendices 1, 2, 3 and 4.