

---

**Decision Maker:** Executive

**Date:** 14<sup>th</sup> September 2016

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** **GATEWAY REVIEW REPORT DOMESTIC VIOLENCE  
AGAINST WOMEN AND GIRLS SERVICES**

**Contact Officer:** Victoria Roberts, Interim DV/VAWG Commissioner  
Tel: 020 8313 4290 E-mail: victoria.roberts@bromley.gov.uk

**Chief Officer:** Anne Watts, Assistant Director Strategic Business and Support Services  
(ECHS)

**Ward:** Borough Wide

---

1. Reason for report

- 1.1 This report provides key recommendations and a proposed timetable for the commissioning of the Domestic Violence (DV) and Violence Against Women and Girls (VAWG) services in the London Borough of Bromley. The funding will be entirely dependent on the success of MOPAC bids that will be submitted. The current contracts expire on the 31 March 2017.
- 1.2 Background information is also provided on the strategy on Domestic Violence (DV) and Violence Against Women and Girls (VAWG) and strategic aims in the London Borough of Bromley.

---

2. **RECOMMENDATION(S)**

**Members of the Executive are asked to:**

- 2.1 **Agree that officers market test the Domestic Violence and Violence Against Women and Girls Services, beginning a formal procurement process offering the service as a single contract from 1<sup>st</sup> April 2017, for an estimated total value of £220k per annum to March 2020.**
- 2.2 **Note that officers will be submitting an application for MOPAC funding for this service to cover the period April 2017 to March 2020.**

## Corporate Policy

1. Policy Status: Existing policy.

2. BBB Priority: Safer Bromley. :

The LBB Violence against Women and Girls Strategy 2016-2019 (DRAFT)

The Safer Bromley Partnership Strategic Assessment 2016-2019 (DRAFT)

HM Government Ending Violence Against Women and Girls Strategy 2016-2020

---

## Financial

1. Cost of proposal: Estimated cost £220k (£660k over 3 years)
  2. Ongoing costs: N/A.
  3. Budget head/performance centre: Strategy & Business Support Services
  4. Total current budget for this head: £660k fully funded by MOPAC until 31.3.17
  5. Source of funding: MOPAC (Mayors Office for Police and Crime)
- 

## Staff

1. Number of staff (current and additional): 1 PERSONNEL IMPLICATIONS

The Domestic Violence and VAWG Co-ordinator is currently a MOPAC funded position. In the event that the MOPAC funding ceases this employee will be at risk of redundancy. In this respect full consultation in line with the Council's 'Managing Change', procedures will be undertaken with the employee affected, along with staff representatives.

2. If from existing staff resources, number of staff hours: 36
- 

## Legal

1. Legal Requirement: Non-statutory - Government guidance.
2. Call-in: Call-in is applicable LEGAL IMPLICATIONS

Health, social and related services are covered by Schedule 3 of the Public Contracts Regulations 2015, thus any tender would be subject to the application of the "Light Touch" regime (LTR) under those regulations. Authorities have the flexibility to use any process or procedure they choose to run the procurement, as long as it respects the following obligations:

- i) The tender must be advertised in OJEU.
- ii) A Contract Award Notice must be published in OJEU at the end of the procurement.
- iii) The procurement must comply with Treaty principles of transparency and equal treatment.

- iv) The procurement must conform to the information provided in the OJEU advert regarding; any conditions for participation; time limits for contacting/responding to the authority; and the award procedure to be applied.
- v) Time limits imposed, such as for responding to adverts and tenders, must be reasonable and proportionate. There are no stipulated minimum time periods in the LTR rules, so contracting authorities should use their discretion and judgement on a case by case basis.

---

#### Customer Impact

- 1. Estimated number of users/beneficiaries (current and projected): The reported Domestic and Sexual Abuse incident rate in Bromley from July 2015 to June 2016 was 15 victims per 1000 of the local population, this equates to roughly 4,800 victims. The number of reported Domestic Abuse offences in Bromley in the same timeline was 2,480. A high number of domestic violence incidents remain unreported and nationally 1 in 4 women will experience domestic violence in their lifetime.

---

#### Ward Councillor Views

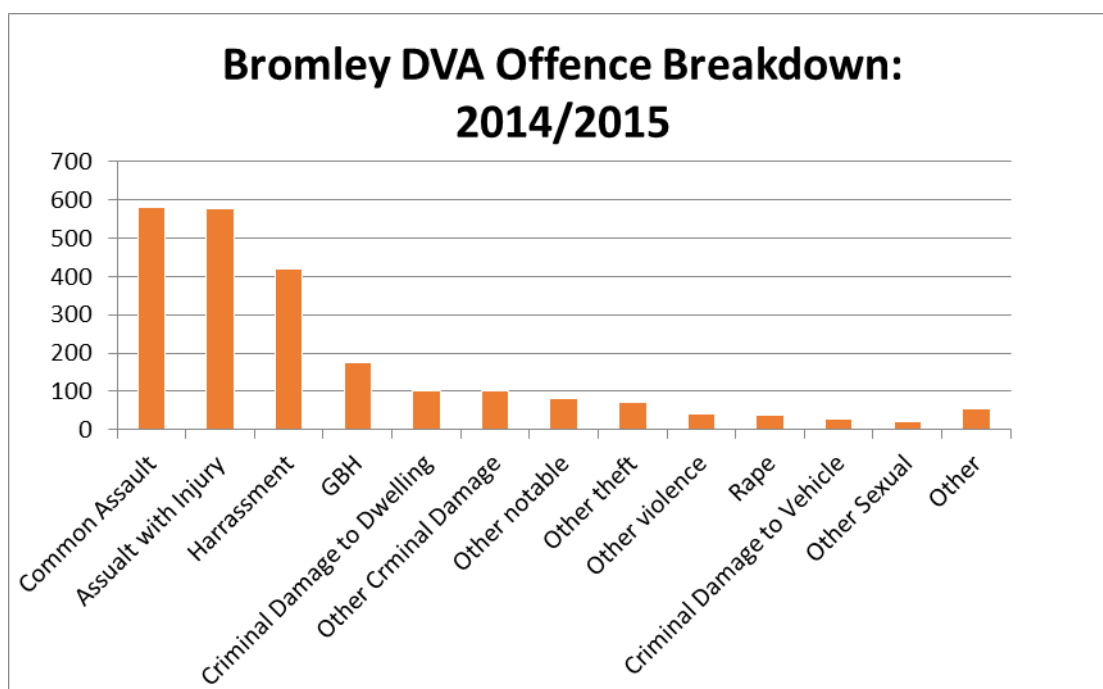
- 1. Have Ward Councillors been asked for comments? N/A.
- 2. Summary of Ward Councillors comments:

### 3. COMMENTARY

- 3.1 This report gives an overview of the strategic commissioning aims for the Domestic Violence Against Women and Girls (VAWG) for the London Borough of Bromley (LBB). It summarises the current and future needs of the VAWG service from 2017 to 2019 and provides a robust framework to ensure the continued delivery of domestic violence and VAWG services for residents. It outlines the principles and priorities to continue to improve outcomes for VAWG services working collaboratively in partnership to manage costs and overall resources available.
- 3.2 A detailed assessment of the service was carried out to determine the future needs of the service in order to develop the strategic plan and the following commissioning intentions methodology. The VAWG Strategy 2016-2019 has been prepared and will be ratified in due course by the Safer Bromley Partnership Strategic Group.
- 3.3 The Gateway Report provides details of the existing service provision currently funded by MOPAC and an overview of the future requirement. The MOPAC funded services currently provide no specialist children and young person's IDSVAs to work with victims aged 16 to 17 years old. Safe Lives identified that 16% of young victims of domestic abuse are Looked After Children (LAC) with a combination of complex needs. Any future funding streams would incorporate a children and young people's provision for age appropriate support. An IDSDA will work with the Leaving Care Team, Children Early Intervention and also work with schools and youth clubs enabling young people to disclose domestic abuse and receive support.
- 3.4 The Crime and Disorder Act 1998 places a statutory requirement on local authorities to monitor the level of domestic abuse in their communities and establish partnerships, in order to reduce the problem as well as work together with other agencies to highlight the issue and coordinate a response. Domestic Homicide Reviews (DHRs) came into effect on 13 April 2011. They were established on a statutory basis under Section 9 of the Domestic Violence, Crime and Victims Act (2004). The Safer Bromley Partnership has the responsibility for establishing domestic homicide reviews within Bromley.
- 3.5 The LBB has a long history of committing to tackling domestic abuse and has recently agreed that domestic violence/abuse as one of the four key priority areas outlined in the Safer Bromley Partnership Strategic Assessment Report 2016-2019.
- 3.6 Domestic Abuse costs society an estimated £15.7bn per year. Domestic abuse has a significant impact on a wide range of services including housing, criminal justice and social services provision. Nationally, violent crime figures show that despite a long downward trend in violent crime, domestic abuse remains a widespread problem which affects more than 8.5% of women and 4.5% of men every year, two women are killed every week in England and Wales by a current or former partner.
- 3.7 Research by the NSPCC highlight the impact domestic abuse has on children living in the family with 1 in 5 children witnessing domestic abuse. As a result, young people who witness abuse in the home are more likely to develop long term problems such as depression; trauma related symptoms and is violent in their own adolescent and adult relationships.
- 3.8 Older victims of domestic violence experience abuse for twice as long as those aged 61 and under, nearly half have a disability, yet older victims are hugely under represented among domestic abuse services. In research conducted by Safe Lives they found that older victims are less likely to attempt to leave in the year before accessing help and more likely to be living with the perpetrator after accessing support.

3.9 The Bromley local domestic profile is the number of domestic incidents in has increased, from 4,227 in 2013/14 to 4,718 in the 2014/15. These incidents range from verbal arguments to serious injury violence, stalking and sexual offences. Bromley is ranked 10th against London Boroughs (32 having the worst rate and 1<sup>st</sup> the best); recording 15 domestic incidents per 1,000 population.

3.10



3.11 The chart provides information on domestic violence/abuse offences in Bromley; data supplied by Bromley Metropolitan Police Service, of the 2,289 reported offences, 1376 were physical offences with just over 2.9% of those being of the more serious offence of grievous bodily harm. There were 421 cases of Harassment recorded (18%).

#### 4. The current service funded by MOPAC 2013-17 is as follows:

One-stop-shop: Bromley Women's Aid runs a one-stop shop of support services for victims of domestic violence at a discreet location.

Counselling: Bromley Women's Aid provides support groups and training for victims of domestic violence, since 2007. The Keys to Freedom programme is a twelve-week course, which aims to educate participants about domestic abuse, equip them with skills to raise their self-esteem and assertiveness and teach victims/survivors about the warning signs of abusive behaviour and how to respond to them.

The Safer Bromley Van: The Safer Bromley Van is managed by Victim Support; it provides free home security and crime prevention assistance and has been in operation since May 2004.

Crisis Intervention: Victim Support runs the Domestic Abuse Advocacy Project and provides assistance to people who are deemed to be at high risk by the Police through Independent Domestic Abuse Advisors.

The Domestic Violence Intervention Project: DVIP deliver the Perpetrator Programme, which has been designed for domestic violence perpetrators who want to address their behaviour. The programme is not an anger management or counselling group.

Project	Provider	Annual Contract	Contract
		Value £	Expiry Date
One Stop Shop	B Womens Aid	£4,750	31.03.17
DA Support Group	B Womens Aid	£24,870	31.03.17
Safer Bromley Van	Victim Support	£30,570	31.03.17
IDVA Project	Victim Support	£122,540	31.03.17
Perp Programme	DVIP	£30,000	31.03.17
DV Co-ordinator	LBB	£45,000	31.03.17
<b>Total</b>		<b>£257,730</b>	

## 5. PROCUREMENT

### 5.1 The proposed service funded by MOPAC 2017-2020

2017-2020 contract periods includes extension options are as follows: As the service is dependent on MOPAC funding on an annual basis for a 1 year +1+1 contract over a 3 year period.

5.2 At this stage we are unsure of the duration of the funding that will be agreed with the Mayor's Office for Police and Crime and 1 year +1+1 contract will give LBB some flexibility to procure the service differently in years to come if required for example, this type of contract length gives you time and the relevant break clauses when needed starting if funding is successful in April 2017.

5.3 There are two options to procure the contract, firstly to continue with multiple providers to as we do now or secondly to procure for one organisation to provide the whole service outlined below, either by forming a consortium with other providers or by undertaking delivery of all the services.

The benefits of option two is the contract will be led by one service provider who will take responsibility for all data collection and there will be streamlined contract monitoring and performance of the providers of the consortium. LBB currently has five separate contracts from three service providers that require monitoring on a quarterly basis.

5.4 **The service specification** requires the provider to deliver the provision of the following as part of the VAWG Service:

- Independent Domestic and Sexual Violence Advocates addressing all forms of VAWG.
- Standard, medium and high level support to females.
- An appropriate service for male victims and relevant signposting when necessary.
- Provision for a Young Persons IDVA including working with children's early intervention teams.
- Provision for specialist adult support for elder victims of domestic abuse, service users with complex additional needs including substance misuse (drugs, and/or alcohol) and those service users with mental health conditions.
- A dedicated domestic abuse/violence perpetrator programme.
- A One Stop Shop offering a wide range of services under one roof.

5.5 The following service specification requires the following structure to deliver the provision to support LBB strategic ambitions, as outlined in the Safer Bromley Partnership Strategic Assessment 2016-2019 and the LBB Violence Against Women and Girls Strategy 2016-2019.

### Community Safety Unit and Community IDSVA

One IDSVA will be based with the Community Safety Unit (CSU) offering a specialist support service to police staff and the high risk domestic/sexual abuse cases they work with.

### Young Person IDSVA

This IDSVA will support 16-17 year old victims of domestic abuse. Safe Lives research identified that 16% of young victims of domestic abuse are looked after children with a combination of additional complex needs e.g. depression, anxiety, challenging behaviour and self-harm. The Young Person's IDSVA will work with the Leaving Care Team and with schools and youth clubs, also co-locate with the Children Early Intervention Team.

### Specialist Adult Support IDSVA

This IDSVA will provide specialist support to elderly victims of domestic violence; nearly half of elderly victims of domestic abuse also have a disability. The IDSVA will also link in and be a single point of contact for the Adult Early Intervention Team, substance misuse and mental health teams to support service users with complex additional needs.

### Dedicated Domestic Violence Perpetrator Programme

A perpetrator programme is specifically designed to address intimate partner violence, drawing upon a wide range of approaches.

### One Stop Shop

The One Stop Shop is a free and confidential service for victims and survivors of domestic abuse offering services under one roof including a police officer, a family law solicitor and IDSVA and representatives from housing, Bromley Women's Aid and Victim Support.

5.6 The table below outlines the timeline for tendering and contract award.

Item	Milestone	Date to be completed by
1	Complete draft specification	1st September 2016
2	Complete draft Pricing schedule	1st September 2016
3	ITT document	1st September 2016
4	Complete draft Quality questions	1st September 2016
5	Contract	1st September 2016
6	Gateway review goes to Commissioning Board	<b>Before Executive (VR to book in asap)</b>
7	Executive meeting	7th September 2016
8	Minutes back from Executive	21st September 2016
9	Review specification based on outcome of MOPAC funding	21st September 2016
10	Establish Evaluation Panel for ITT & verifier from legal	30th September 2016
11	Send advert to OJEU/ Contracts notice (Chris Stone)	30th September 2016
12	<b>Advertise Tender opportunity via ProContract</b>	<b>4th October 2016</b>
13	Closing date for clarification questions	1st November 2016
14	Closing date for receipt of submissions	8th November 2016
15	Evaluation of submissions including finance	w/c 8th & 15th November 2016
16	Agree Final Scores / decision	w/c 15th November 2016
17	Complete award report	w/c 15th November 2016
18	Award report to go to Executive	<b>30th November 2016</b>
19	Award Contract (once minutes returned from Executive)	7th December 2016
20	Standstill period ends	20th December 2016
21	Contract agreed and implementation can start	21st December 2016
22	Contract starts	1st April 2017

- 5.7 Corporate procurement guidance for the tender evaluation against the suppliers proposal will be adhered to and guidance requirement for VFM 60% price and 40% quality will be met. To determine quality features of the evaluation of the supplier tender we have placed an onus on the following areas:
- Financial resources and contract affordability.
  - Transition and set up Including implementation action plan and transfer of service users.
  - Service delivery including delivery of service against the service specification and co-ordinate partnership working.
  - Outcomes contribution to various outcomes including improved safety, improved access to services, increased opportunities for young people to explore healthy relationships and long term service improvement.
  - Management of service proposed staffing and delivery structure, hiring and vetting processes and quality assurance processes.
- 5.8 The evaluation of tenders will follow the contract procedures rules and an evaluation team of officers from the following business areas will be responsible:
- The Domestic Violence and VAWG Commissioner.
  - Procurement
  - Quality Assurance
  - Finance

## 6. FINANCIAL IMPLICATIONS

- 6.1 The current service for domestic violence against women and girls has been fully funded by a MOPAC grant since April 2013 and the funding is due to end on 31 March 2017. The table in 3.20 above shows the individual projects that are funded by the annual grant of £257,730.
- 6.2 This report is seeking authority to begin a formal procurement exercise to test the market for the delivery of this service as a single tender to ensure that the Council achieves value for money. The estimated contract value for the proposed length of contract of 1 year with an option to extend for a further two single years is £660k.
- 6.3 At this moment in time, there is no funding available for this project from April 2017, however Officers intend to apply for MOPAC funding in September/October 2016 to ensure the service can continue. MOPAC should confirm funding decisions during the period December 2016 to March 2017.
- 6.3 The award of contract will not be made until confirmation of funding has been received. Officers must ensure that the contract has adequate flexibility built in to enable the level of service to be amended to match the amount of funding that MOPAC may award.

## 7. POLICY IMPLICATIONS

### POLICIES DRIVING THIS PROCUREMENT:

The LBB Violence against Women and Girls Strategy 2016-2019 (DRAFT)

The Safer Bromley Partnership Strategic Assessment 2016-2019 (DRAFT)

HM Government Ending Violence against Women and Girls Strategy 2016-2020



## 8. LEGAL IMPLICATIONS

Health, social and related services are covered by Schedule 3 of the Public Contracts Regulations 2015, thus any tender would be subject to the application of the “Light Touch” regime (LTR) under those regulations. Authorities have the flexibility to use any process or procedure they choose to run the procurement, as long as it respects the following obligations:

- (i) The tender must be advertised in OJEU.
- (ii) A Contract Award Notice must be published in OJEU at the end of the procurement.
- (iii) The procurement must comply with Treaty principles of transparency and equal treatment.
- (iv) The procurement must conform to the information provided in the OJEU advert regarding: any conditions for participation; time limits for contacting/responding to the authority; and the award procedure to be applied.
- (v) Time limits imposed, such as for responding to adverts and tenders, must be reasonable and proportionate. There are no stipulated minimum time periods in the LTR rules, so contracting authorities should use their discretion and judgement on a case by case basis.

## 9. PERSONNEL IMPLICATIONS

The Domestic Violence and VAWG Commissioner is currently a MOPAC funded position. In the event that the MOPAC funding ceases this employee will be at risk of redundancy. In this respect full consultation in line with the Council’s ‘Managing Change’, procedures will be undertaken with the employee affected, along with staff representatives.

<b>Non-Applicable Sections:</b>	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	HM Government Violence Against Women and Girls Strategy 2016-2020 <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/522166/VAWG_Strategy_FINAL_PUBLICATION_MASTER_vRB.PDF">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/522166/VAWG_Strategy_FINAL_PUBLICATION_MASTER_vRB.PDF</a>  The London Borough of Bromley VAWG Strategy 2016-2019 (FIRST DRAFT)  Safer Bromley Partnership Strategic Assessment 2016-2019 (DRAFT)  Proposed Service Structure Chart