

PART 1 - PUBLIC

Decision Maker:	Children, Education and Families Portfolio Holder		
Date:	For Pre Decision Scrutiny by the Education, Children and Families Budget and Performance Monitoring Sub-committee on 30th October 2018		
Decision Type:	Non-Urgent	Executive	Key
Title:	DOMESTIC VIOLENCE AGAINST WOMEN AND GIRLS SERVICES: EXTENSION OF CONTRACT		
Contact Officer:	Rachel Dunley, Head of Service for Early Intervention and Family Support Tel: 020 8461 7261 E-mail: rachel.dunley@bromley.gov.uk		
Chief Officer:	Ade Adetsoyoe, Deputy Chief Executive and Executive Director, Education Care & Health Services		
Ward:	All Wards		

1. REASON FOR REPORT

- 1.1 The Council holds a contract with Bromley and Croydon Women's Aid for the delivery of a range of support services to women and girls at risk of, or who have suffered, domestic violence.
- 1.2 The Contract commenced in June 2017 at an annual value of £179k. The contract is due to end in March 2019 and has a formal one year extension option.
- 1.3 As per the council's procurement rules any extension request formally built into the contract over £100k needs to be authorised by the Portfolio Holder.
- 1.4 This report seeks authorisation from the Portfolio Holder for Children, Education and Families to apply the formal extension option at an estimated cost of £179k, subject to confirmation of the supporting grant.

2. RECOMMENDATION(S)

2.1 The Portfolio Holder is recommended to:

- **Approve a twelve month extension commencing 1st April 2019 at a cost of £179,000 with a total contract value of £516,000, subject to confirmation of the supporting grant.**
- **Note that a Gate 1 report will be drafted in the first quarter of 2019 outlining the future long term approach of this contract.**

Corporate Policy

1. Policy Status: <please select>. Existing Policy Context/Statements
 2. BBB Priority: <please select>.
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Financial

1. Cost of proposal: <please select> £179,000
 2. Ongoing costs: <please select>. £179k
 3. Budget head/performance centre: 805011
 4. Total current budget for this head: £174k
 5. Source of funding: MOPAC (Mayors Office for Police and Crime)
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Staff

1. Number of staff (current and additional): 1
 2. If from existing staff resources, number of staff hours: 36
-

Legal

1. Legal Requirement: <please select>
 2. Call-in: <please select>
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Customer Impact

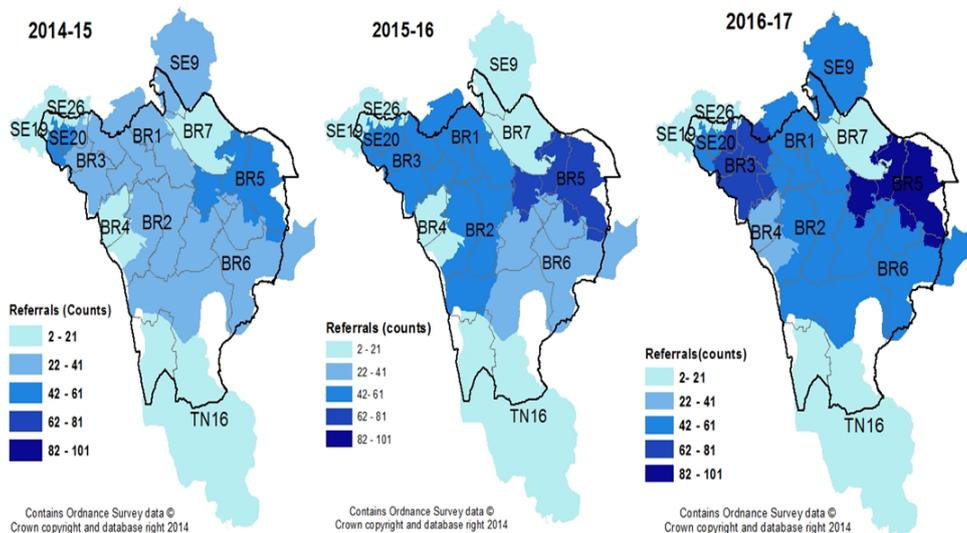
1. Estimated number of users/beneficiaries (current and projected):
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 Responding to domestic violence and abuse is a complex and multi-faceted issue that touches many people's lives in many different ways. Domestic violence is like no other crime insofar as the perpetrator has intimate and constant access to the victim. Domestic violence and abuse are experienced by adults and children from all backgrounds, and many domestic incidents remain unreported and often result in devastating consequences for long term mental and physical health. Domestic violence/abuse crosses all ethnicities, sexual orientations, class and age, with the impact of abuse on the elderly and those with complex and multiple needs often poorly reported.
- 3.2 We focus on the needs of women and girls due to the disproportionate impact of Violence Against Women and Girls (VAWG) crimes on women and girls. A 2009 study based on police reports, which accounted for the dynamics of domestic violence, found that only 5% of domestic violence was perpetrated by women in heterosexual relationships. This does not mean that men are never victims of domestic violence, rape or forced marriage or that women are not occasionally the perpetrator.
- 3.3 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.
- 3.4 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 service 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.
- 3.5 VAWG services were commissioned and approved by the Executive on 14th September 2016, to deliver an Independent Domestic and Sexual Violence Advocate (IDSVA) service, Community Domestic Abuse Projects and a Perpetrator Program. These services are delivered through a single contract of two years (2017/18 to 2018/19), with an option to extend for one more year (2019/20).
- 3.6 These services are funded by MOPAC as part of the London Crime Prevention Fund (LCPF). The LCPF also funds projects across Community Safety.
- 3.7 In Bromley there were 13 victims per 10,000 of the local population in terms of recorded domestic offences from September 2016 to September 2017. This equates to 4426. There has been an increasing prevalence of incidents in Bromley over the last the years.



3.8 The Local Government Association outlined in their briefing report ‘The cost of Domestic Abuse: the financial cost to Local Government’ the strong relationship between domestic abuse and key local government services and the fiscal cost to local government. This suggests a need to focus on domestic abuse and invest in a co-ordinated multi- agency and community response that focuses on people’s experience of domestic abuse and supports the individual and their families. It will reduce pressure on costs in the long term.

3.9 The table below shows information taken from the report and gives an estimate of the cost of domestic abuse across three local government services. The unit cost is taken from the New Economy Foundation Unit Cost Calculator and is calculated as a cost per incident. The cost of Domestic Abuse: the financial cost to Local Government (briefing paper)’, shows the strong relationship between domestic abuse and the fiscal costs to local government services.

Fiscal cost to Bromley	Unit Cost (2016/2017) £	Recorded Incidents	Total Cost £000
Children’s Social Care	193	4,426	854
Adult Social Care	193	4,426	854
Housing	110	4,426	487
Total			2,195

3.10 Preventative services and the evidence summarised in this section, makes a strong financial case for the need to continue to invest in specialist support services as well as targeted training and resources for frontline staff, in order to reduce the extent of domestic abuse. Reducing funding to specialist services should not be seen as necessary or unavoidable cost saving. The evidence of independent reports shows this would be a false economy, not just in terms of the quality of the service and support that is offered to our local communities, but also in financial cost to the London Borough of Bromley.

3.11 This will ultimately reduce the pressure on, and costs to, statutory public services. If support services are reduced and domestic abuse continues to increase the demand

for services such as housing, adult and children's social care will increase in direct proportion

- 3.12 Domestic abuse sits within an increasing body of legislation, policy and guidance that is applicable to victims, perpetrators and children. The Crime & Disorder Act 1998 places a duty on local authorities and the police to work together with other agencies to tackle crime at a local level through the provision of a Community Safety Strategy that should include domestic abuse. The police are key partners in multi-agency domestic abuse groups that have been established in most areas to develop inter-agency responses to domestic abuse and improve service provision across agencies such as health services, specialist domestic abuse services (refuges and outreach services), housing authorities and many other statutory and voluntary sector agencies.
- 3.13 Since an open tender in 2017 the VAWG commissioned services have been carried out by Bromley and Croydon's Women's Aid. The contract commenced on 1st June 2017 and the following services are provided under the contract:
- **CSU and Community IDSVAs** – One IDSVAs is 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 IDSVAs** – This IDSVAs will support 16-17 year old victims of domestic abuse. The Young Person's IDSVAs works with the Leaving Care Team and with schools and youth clubs. In addition the post co-locates with the Children Early Intervention Team.
 - **Specialist Adult Support IDSVAs** – This IDSVAs provides specialist support to vulnerable and elderly victims of domestic violence; nearly half of elderly victims of domestic abuse also have a disability. The IDSVAs links in and is 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** – The perpetrator programme is specifically designed to address intimate partner violence, drawing upon a wide range of approaches.
 - **Community Domestic Abuse Projects** – This includes The One Stop Shop and victim/survivor support groups. The One Stop Shop is a free and confidential service for victims and survivors of domestic abuse offering services under one roof. Victim/survivor support groups are approximately a 12 week course with the overarching aim to help women who have experienced domestic violence make sense of and understand what has happened to them and to recognise potential future abusers.

4. SUMMARY OF YOUR BUSINESS CASE

- 4.1 The contract for the Domestic Violence against Women and Girls expires on 31st March 2019 and has a formal year extension built into the contract.
- 4.2 This paper seeks approval to trigger the year extension.
- 4.3 The current contract is performing well with the majority of Key Performance Indicators (KPI's) being met. There are no concerns around the quality of the service provided. Further details can be found in 4.1.7 and 4.1.8.

4.1 SERVICE PROFILE/DATA ANALYSIS

4.1.1 The annual cost of the commissioned VAWG service can be seen in the table below together with the initial estimate of the 2019/20 budget:

	2017/18	2018/19	2019/20
MOPAC Grant (VAWG element)	£199,000 (received)	£194,234 (received)	£142,499 (anticipated)
Bromley and Croydon Women's Aid Contract	£158,000 (June 2017-March 2018 contract let late)	£179,000	£179,000 (optional extension on a 2 + 1 contract)
VAWG coordinator – Council Post funded by MOPAC grant	£48,000 (actual costs) (c£7k met from other staffing budgets - cannot be maintained)	£48,000 (actual costs) (c£32k met from other staffing budgets - cannot be maintained)	£48,000 (based on expenditure in previous years if same level of coordination is maintained)
Short fall on contract	£0	£0	£36,501
Short fall on VAWG Coordinator	£0	£0	£48,000
Total shortfall	£0	£0	£84,501

4.1.2 For the extension period (2019/20) the funding from MOPAC is reducing to £142,499. This leaves a shortfall on the contract of £36,501. This reduction is due to a new formula MOPAC are now using for the allocation of grants which has resulted in 30% being top sliced for co-commissioned projects.

4.1.3 In addition to this shortfall is the fact that up until July 2018 there was a VAWG Coordinator overseeing the service. This post is currently vacant and historically has been funded by the MOPAC grant. If this post is included in the shortfall then the total would be £84,501.

4.1.4 However it has recently been established that MOPAC will release additional one off funding under the LCPF which is estimated to be in the region of £70k - £75k. Other projects sitting under the fund will require £10k of this extra funding.

4.1.5 Assuming then that the VAWG service would receive £60k it would reduce the shortfall on the VAWG contract to £24,500.

4.1.6 In order to eliminate this deficit, it is proposed that the VAWG post be made into a part time coordinator or the funding subsumed into another team and partially absorbed. There would be £23,499 available to support the role. Therefore the shortfall is eliminated for 2019/20. This is detailed in the financial section of this report.

- 4.1.7 Performance of the contract is good with 12 out of the 15 key performance indicators (KPI's) being met or exceeded. Importantly all of the satisfaction KPI's of individuals using the service are being met or exceeded.
- 4.1.8 The KPI's which are not currently being met revolve around victims engaging with the service and subsequent referrals to MARAC. Given the service has now been operational for over 12 months it is anticipated that engagement will begin to increase again and this has been reflected in the statics from Q1 over this financial year. 144 engagements have taken place in Q1 of this year compared to 130 last year. Given the nature of the service this is the aspect which would most likely fall below the targets set and officers are not concerned about this aspect of performance.

4.2 OPTIONS APPRAISAL

- 4.2.1 **Doing nothing** is not an option as the VAWG services will stop on 31st March 2019 which will mean we will no longer be providing a support and preventative service around domestic violence and violence against women and girls. This is a vital service and if it stopped the council would not be providing any support services to victims of domestic violence who are some of the most vulnerable individuals in our community.
- 4.2.2 **Putting the service out to tender** is another option but given the timeframe and the fact this was done 18 months ago, and brought under one provider, this option is not recommended. In addition to this is the fact we are currently unsure of the exact amount of money MOPAC are going to make available for the next three years. Therefore it would be a big risk to put out a tender without confirmed finances in place. Another risk with going out to tender at this stage is the fact the current provider has only been in place for 18 months and a change in provider now would disrupt the trust and confidence it has built up with victims of domestic violence.
- 4.2.3 **Triggering the year extension** currently built into the contract is another option which would see the VAWG services operate as they currently are. This option would provide the continuity required at this stage to the victims of domestic violence using the service and would also provide time to establish exactly what funds is available moving forward.

4.3 PREFERRED OPTION

- 4.3.1 The preferred option is to trigger the year extension option already built into the contract as long as the shortfall can be met.
- 4.3.2 The cost of the year extension will be £179,000 with a total contract value of £516,000 (due to the cost in the first year being £158,000).
- 4.3.3 During the period of the 12 month extension, officers will re tender the contract in order to bring it in line with the current grant. At this point the council will be in a better position to understand exactly what future funding can be expected. A Gate report outlining this approach along with a timetable and full analysis will be drafted for review before May 2019.

4.3.4 During the 12 month extension the provider will continue to work towards the outcomes and KPI's as set out in the service specification. These include:

- Number of referrals to support groups
- Increased ability to identify and deal with abusive behaviours
- Increased understanding of the effects of domestic abuse on children
- Increased self-esteem and confidence
- Number of referrals into the perpetrator programme
- Yearly increase in perpetrators completing 30 hours of treatment
- Reduction in domestic violence offending after completing at least 12 sessions
- Increase in women and children's safety
- Increase in referrals to MARAC
- Increased number of victims engaging in services
- Increased support for young people 16-19 year olds
- Increased feelings of safety
- Satisfaction with the service

4.3.5 The service provided is vital to victims of domestic violence and another change in provider at this stage would disrupt the services provided to the vulnerable victims.

4.4 MARKET CONSIDERATIONS

4.4.1 The market for providing support and preventative services for Domestic Violence is fairly large which is why a full tender was carried out 18 months ago.

4.4.2 One of the main reasons for carrying out this full tender was to bring all the services under one provider.

4.4.3 This report is recommending a 12 month extension already built into the contract and therefore further consultation around a procurement strategy or market engagement is not required at this stage.

5. STAKEHOLDER ENGAGEMENT

5.1 The Director Of Children's Services along with the Head of Early Intervention have been consulted with as part of drafting this report.

5.2 There will be no IT implications as part of this report.

6. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

6.1 This report is seeking authorisation to trigger a year extension formally built into the contract. The year extension would run from 1st April 2019 to 31st March 2020 at a cost of £179,000 with a whole life contract value of £516,000.

6.2 Authorisation is with the Portfolio Holder for Children and Families.

7. SUSTAINABILITY AND IMPACT ASSESSMENTS

- 7.1 The VAWG commissioned services have a positive and vital impact on those vulnerable adults and children who require support and engagement.
- 7.2 A service which supports these vulnerable people is required in the long term along with a tool to measure the outcomes and the positive impact the service has had.

8. POLICY CONSIDERATIONS

- 8.1 The LBB Violence against Women and Girls Strategy 2016-2019.
- 8.2 The Safer Bromley Partnership Strategic Assessment 2016-2019.
- 8.3 HM Government Ending Violence Against Women and Girls Strategy 2016-2020.

9. IT AND GDPR CONSIDERATIONS

- 9.1 This report is seeking a 12 month extension to an existing contract where the service provided will remain the same and therefore will have no impact on GDPR.
- 9.2 There will be no impact on current IT systems.

10. PROCUREMENT CONSIDERATIONS

- 10.1 The report seeks a one year extension to the contract, utilising the formal extension option built into the contract, the value of the proposed extension being an estimated £179k.
- 10.2 Subject to compliance with Regulation 72 of the Public Contract Regulations (which allows change to a contract without re-advertisement in OJEU where the proposed change, irrespective of monetary value, is provided for in the initial procurement documents in a clear, precise and unequivocal option clause which specifies the conditions of use and the scope and nature of the change), the Council's requirements for authorising an extension are covered in CPR 23.7 and 13.1, with the need to obtain the Approval of the Portfolio Holder following Agreement by the Chief Officer, the Director of Commissioning, the Director of Corporate Services and the Director of Finance.
- 10.3 Following Approval, the extension must be applied via a suitable Change Control Notice, or similar, agreed with the Provider.

11. FINANCIAL CONSIDERATIONS

- 11.1 The table below outlines the previous and proposed spend on the VAWG project:-

	2017/18	2018/19	2019/20
	£'000	£'000	£'000
Bromley and Croydon Womens Aid contract	158	179	179
VAWG coordinator (MOPAC element)	41	15	23
Total expenditure on VAWG through MOPAC	199	194	202
MOPAC grant confirmed	-199	-194	-142
MOPAC grant anticipated	0	0	-60
Shortfall	0	0	0

- 11.2 It can be seen that the expenditure is sustainable if the additional grant is confirmed. It is expected to be confirmed in October.
- 11.3 The extension of the contract should not be agreed until the funding is confirmed to be in place.
- 11.4 If the additional grant is not forthcoming then the contract with Women's Aid will have to be renegotiated with a reduction in contract value of up to £60k (up to a 33% reduction on the current contract levels). This reduction assumes that the coordinator role would still be required. If the Coordinator role was also reduced in this instance, then the effect on the contract would be lessened.

12. HR CONSIDERATIONS

- 12.1 All of the services identified in this report are MOPAC funded and the coordinator post is currently vacant.

13. LEGAL CONSIDERATIONS

- 13.1 This report seeks the approval of the Executive to extend the contract for the provision of domestic violence and violence against women and girls service for a further year, from 1st April 2019 to 31st of March 2020 with a value of £179,000 (for the extended 12 months period); to the value of the extended contract will be £516,000.
- 13.2 The Council entered into an agreement with Bromley and Croydon Women's Aids Limited dated 29th August 2017 for a period of 1 year and 10 months with the option to extend for up to one year. The original contract allows for extension and the council now wishes to exercise this option.
- 13.3 The Council's Contract Procedure Rule 23.7.1 allows for extensions where there is sufficient budgetary provision which has already been established in this matter and satisfactory outcome of contract monitoring.
- 13.4 The contract extension will need to be formally agreed in writing with the contractor as specified in the current contract.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	

Service: DOMESTIC VIOLENCE AGAINST WOMEN AND GIRLS SERVICES; EXTENSION OF CONTRACT

Decision: Extension of contract over £100k

Contact Officer:

Rachel Dunley
Head of Service Early Intervention
ECHS

AUTHORISATION

Agreed by (signature and date):

_____ Date: _____
Rachel Dunley
Head of Service Early Intervention
Budget Holder
ECHS

_____ Date: _____
Phil White
Programme Delivery
Lead Commissioner
ECHS

_____ Date: _____
Director of Commissioning
Required for all extensions / exemptions £50k+

_____ Date: _____
Director of Corporate Services

_____ Date: _____
Director of Finance

Required for all extensions / exemptions £50k+

Approved by (signature and date):

_____ Date: _____
Chief Officer
Ade Adetosoye, Deputy Chief Executive and Executive Director ECHS
ECHS
Required for all extension / exemptions

_____ Date: _____
Portfolio Holder for Children and Families
Required for all extension / exemptions £100k+