

Finance and Resources Committee

10.00am, Tuesday, 28 September 2017

Award of Contracts for the Provision of Domestic Abuse Services

Item number
Report number
Executive/routine
Wards

Executive Summary

This report seeks the approval of the Finance and Resources Committee to award four contracts for the provision of domestic abuse services.

Each contract duration will be 24 months, with an option to extend for up to a further 12 months.

The total estimated value of the combined contracts to the Council, including extensions, is £3,188,517.

Award of Contracts for the Provision of Domestic Abuse Services

1. Recommendations

- 1.1 It is recommended that the Finance and Resources Committee approves the award of a contract to the following providers for the provision of Domestic Abuse Services, which will commence on 9 November 2017 and will operate for an initial period of 24 months, with the option to extend for a further period of 12 months:
 - 1.1.1 Edinburgh Women Aid an award of £480,667 per annum;
 - 1.1.2 Shakti Women's Aid an award of £311,100 per annum;
 - 1.1.3 Four Square (trading as Keymoves Cranston Street) an award of £230,880 per annum;
 - 1.1.4 Comas (Woman zone) an award of £40,192 per annum.

2. Background

- 2.1 The number of domestic abuse incidents recorded by the police in Edinburgh in 2015/16 was 5541. This is a reduction of 3.4% from the previous year. The City of Edinburgh Council has a commitment to specialist domestic abuse services, as the provision of skilled universal services is deemed to be the best way to keep victims safe.
- 2.2 The vision of the Domestic Abuse Re-design Project is to develop a coordinated community response to domestic abuse in Edinburgh. This was agreed at the Corporate Policy and Strategy Committee on 19th January 2016. The service redesign includes a city-wide review of all statutory agencies, grant provision and commissioned services.
- 2.3 In April 2016, 8000 postcards and posters were distributed across Edinburgh to voluntary sector organisations, community councils, pharmacies, GPs, hospitals, dentists, leisure venues, children and families' facilities, community centres, schools and Council venues. They asked for adults, children and young people to take part in a consultation on services for people who have been affected by domestic abuse. There were around 500 responses in total.
- 2.4 214 people completed the online questionnaires: 121 staff members and 92 service users. In addition, 16 focus groups engaged with 83 service users and 60 staff;

there were 17 individual interviews with service users and four discussion groups with 84 staff.

- 2.5 The key themes identified by service users and staff in relation to Edinburgh's response to domestic abuse reflected national and international research and best practice. The resulting document, Edinburgh's Domestic Abuse Strategy and Improvement Plan, was noted by the Corporate Policy and Strategy Committee in February 2017.
- 2.6 The consultation for the domestic abuse strategy and improvement plan included consultations with male victims and services that support them, including Abused Men in Scotland, the Male Domestic Abuse Support Service and Fearless. The outcome of this consultation helped to develop and improve domestic abuse services and pathways, irrespective of the gender of the victim or perpetrator.
- 2.7 Whilst the Council does not fund specialist services for male victims directly, these are commissioned by other agencies. Edinburgh benefits from being one of the areas of Scotland with some of the only specialist services for men. The domestic abuse lead officer has met regularly with members of these services to discuss the needs of male victims and these organisations work closely with specialist services for women to ensure there are clear service pathways.
- 2.8 Edinburgh's Domestic Abuse Strategy and Improvement Plan continues the development of a coordinated community response to domestic abuse in Edinburgh. It sets out our vision and proposed direction, and establishes a governance structure to take this forward.
- 2.9 A coordinated community response is based on the principle that no single agency or professional has a complete picture of the life of a domestic abuse victim, but many will have insights that are crucial to their safety. It is paramount that agencies work together effectively and systematically to increase safety and hold perpetrators to account.
- 2.10 The consultation shows that victims give the most positive response about services when they are able to build a relationship with a professional who listens, empathises, is non-judgemental and understands the dynamics of domestic abuse. Most commonly, this is found in specialist domestic abuse services.

The first work stream in the Improvement Plan relates to the City of Edinburgh Council commissioned services.

3. Main report

- 3.1 As a social care service, this procurement exercise engaged with the market in accordance with the 'light touch' regime permissible under regulation and the Procurement of Care and Support Services 2016 (Best Practice) guidance and with the Council's Standing Orders.

- 3.2 A notice was published via Public Contracts Scotland website on 8 March 2017 to advertise the opportunity for interested partners to the Domestic Abuse Service Redesign Collaborative Partnership.
- 3.3 Through discussion the aim of the Collaborative Partnership was to identify a range of professional resources and opinions to support the development of domestic abuse service specifications and potentially deliver services. All parties who responded to the notice were asked to attend a co-production meeting on 23 March 2017.
- 3.4 Seven organisations submitted an application by the deadline of 12 April 2017.
- 3.5 All interested partners were asked to provide evidence that they understood Edinburgh's definition of domestic abuse and through mandatory questions to prove that they had the capacity to deliver the service. The criteria was measured as below:

Criteria	Weighting 100%
Evidence your understanding of Edinburgh's Definition of domestic abuse and the impact on your service delivery	30%
How has your organisation worked in a multi-agency context to support families affected by domestic abuse?	20%
Evidence how your organisation's workforce is specifically skilled to meet the needs of victims of domestic abuse. This should include the particular skills required to support the service delivery streams you have identified.	20%
Evidence your understanding of relevant legislative and policy frameworks; which may be local, national, UK-wide or international.	20%
How will you demonstrate the effectiveness of your service? What tools do you use to monitor output and outcomes?	10%

- 3.6 A board of evaluators assessed the applications, from which four organisations met the qualification criteria threshold of 65% quality.

Provider	Quality Score out of 100
Edinburgh Women's Aid	92.5
Shakti Women's Aid	87.5
Comas	77.5
Keymoves	65
Provider 5	52.5
Provider 6	50
Provider 7	37.5

- 3.7 The four organisations were invited to continue in the process to become members of the Collaborative Partnership. Terms of Reference for the Collaborative Partnership Agreement were agreed by all members and signed on the 18th May 2017. This set out the remit for the group, principles under which it will operate, the governance framework, the membership, the frequency of meetings and the decision-making process.
- 3.8 The Collaborative Partnership agreement continued through seven sessions to co-produce and develop the specifications for each commissioned work stream, under the governance of the Domestic Abuse Service Redesign Project Board. As part of the specification and service development, these services are now under one over-arching Domestic Abuse Specification as follows:

The Domestic Abuse Service; over-arching specification	Provider
Short term support for women affected by domestic abuse	<ul style="list-style-type: none"> • Edinburgh Women's Aid • Shakti Women's Aid
Medium to long term support and advocacy for woman affected by domestic abuse	<ul style="list-style-type: none"> • Edinburgh Women's Aid • Shakti Women's Aid
Refuge – 24 hour refuge or supported accommodation	<ul style="list-style-type: none"> • Edinburgh Women's Aid • Keymoves

	<ul style="list-style-type: none"> • Shakti Women’s Aid
Support to children affected by domestic abuse	<ul style="list-style-type: none"> • Edinburgh Women’s Aid • Shakti Women’s Aid
Specialised service to women with complex needs	<ul style="list-style-type: none"> • COMAS

- 3.9 Budgets for each work stream noted above have been agreed by all parties through costing proposals which has been dependent on the applicable work streams, throughput, specialism and negotiation. This will continue to be monitored.
- 3.10 The recommendation for award of contract is based on the applicants' score and the outcome of further co-production to ensure that robust and fit for purpose service(s) will be in place. The designated Contract Manager in Safer and Stronger Communities will be responsible for contract and supplier management, and will work closely with all four providers to ensure that the commissioned services evolve as necessary to keep in line with the overarching Domestic Abuse Re-design.
- 3.11 An implementation plan will be agreed by the Collaborative Partnership before commencement of the contracts.

4. Measures of success

- 4.1 The contract price is a fixed annual fee for the service for the duration of the contract, with greater understanding of the full costs being applied to the service.
- 4.2 Third sector providers have been an integral part of the process throughout the development of the contract.
- 4.3 The specifications will be flexible and adaptable and will be used as a change mechanism to continue the co-production process to meet the requirements of the project re-design.
- 4.4 There is alignment of contract monitoring information with Scottish Government funding to reduce duplication.
- 4.5 The Collaborative Partnership Agreement Forum allows for alignment of services. For example, the intention is to continue with the development of a Women's Centre; coordination of groupwork for women across the city, maximising resources such as staff time and facilities; consideration of how to maximise the use of existing 24 hour staff support within refuges; aligning services for women with complex needs with a subgroup of the Violence Against Women Partnership, scoping of needs and existing service pathways.
- 4.6 The process also encouraged providers to apply for additional funds from other sources, which creates further added value to the Edinburgh service. This will continue throughout the contract period.

- 4.7 As part of the procurement process, the provider(s) confirm that they pay staff Scottish Living Wage rates as a minimum.
- 4.8 The long-term contract will provide more stability to the provider and service users, which will allow for long-term planning of funds.

5. Financial impact

- 5.1 The budget for these contracts has been set at £1,062,839 per annum, with a total estimated value including extension period of £3,188,517.
- 5.2 The proposals from all providers come within budget.
- 5.3 The costs associated with procuring this contract are estimated to be between £20,001 and £35,000.

6. Risk, policy, compliance and governance impact

- 6.1 The Domestic Abuse Service is a high-risk provision. The provider(s) will therefore be required to evidence acceptable arrangements in respect of business continuity and have been working with the Council's senior resilience specialist throughout the process.

7. Equalities impact

- 7.1 An Integrated Impact Assessment is being undertaken, with due regard to the protected characteristics as detailed in the Equalities Act 2010. All recommendations have been addressed throughout the process.

8. Sustainability impact

- 8.1 No significant environmental impacts are expected to arise from this contract.
- 8.2 This procurement has adhered to policy on Sustainable Procurement and Implementing Community Benefits guidance.

9. Consultation and engagement

- 9.1 Please refer to background information at 2.3 onwards.
- 9.2 To support further market research an advertisement was published in September 2016 to determine availability and invite the input of a wide group of interested providers. A co-production event with the supply market was held on 22 September 2016, which informed the service re-design and the procurement process

10. Background reading/external references

10.1 Edinburgh's Domestic Abuse Strategy and Improvement Plan

Harry Robertson

Interim Head of Service, Safer and Stronger Communities.

Contact: Anna Mitchell; Domestic Abuse Lead Officer; Safer and Stronger Communities

E-mail: Anna.Mitchell@edinburgh.gov.uk | Tel: 0131 529 6485

11. Appendices

Appendix 1 - Summary of Call for Competition and Evaluation Processes

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- Contract Ref: CT0525

Contract Period	Commencement will be 9 November 2017 for an initial period of 24 months, with the option to extend for up to a further period of twelve months, undertaken at the sole discretion of the Council.
Estimated value of contracts	Maximum £3,188,517 (including extensions)
Standing Orders observed	2.4 EU principles have been applied 2.7 Commercial and Procurement Manager provided resource to undertake tendering 3.2 Director has responsibility for all contracts tendered and led by their Directorate
Applications Returned	7
Applications fully compliant	4
Recommended Provider (s)	Comas, Edinburgh Women's Aid, Keymoves, and Shakti Women's Aid.
Primary Criterion	Most economically advantageous tender to have met the qualitative and technical specification
Evaluation criteria and weightings and reasons for this approach	Quality (100%) Quality was of greater importance due to the nature of the services to be provided
Evaluation Team	Council officers from Safer and Stronger, Children and Families and Health and Social Care.
Consideration of procurement methodology and processes to ensure SME friendly	Prior Information Notice (PIN) published prior to procurement to inform the strategy.