

Wiltshire Council

Cabinet

20 June 2017

Subject: Wiltshire Domestic Abuse Support Services Procurement

Cabinet Member: Councillor Jerry Wickham – Adult Social Care, Public Health and Public Protection

Key Decision: Yes

Executive Summary

The purpose of this report is to:

Seek authority from Cabinet to undertake a procurement process of the Wiltshire Domestic Abuse Support Services, currently commissioned jointly by the Local Authority and Office for the Police and Crime Commissioner.

The current contracts will expire on the 31 March 2018 and it is therefore timely to re-align into a single contract to include a package of domestic abuse support services for victims and their families and launch a competitive tender for their services.

The proposed new domestic abuse service model will offer an integrated service approach to tackling domestic abuse, focusing on earlier intervention, to include targeted support for adults and children impacted and living with the effects of domestic abuse and the provision of emergency refuge support services for victims fleeing abusive relationships.

Proposals

Cabinet is requested to:

- Agree to undertake a procurement process to provide domestic abuse support services for a 5 year agreement (3+2).
- Delegate authority for award of contract resulting from this tendering process to Carolyn Godfrey, Corporate Director, in consultation with the Cabinet Member for Public Health & Public Protection, the Associate Director Legal & Governance and the Associate Director Finance
- Delegate authority to enter into the new domestic abuse support services contract resulting from the tendering activity to Carolyn Godfrey,

Corporate Director.

- Delegate authority to Carolyn Godfrey, Corporate Director, to extend the current refuge support service agreements by up to three months, to facilitate a successful and robust mobilisation of the new contracts.

Reason for Proposals

Under the Health and Social Care Act 2012, Local Authorities have the duty to reduce health inequalities and improve the health of their local population.

Domestic abuse is a complex issue, recognised as a key public health priority. Rarely an isolated incident, domestic abuse is a pattern of sustained behaviours that violate human rights, significantly impacting on population's health and well-being.

This procurement proposal looks to reduce the significant burden of harm and address the economic and emotional costs caused by domestic abuse.

Tracy Daszkiewicz Interim Director, Public Health

Wiltshire Council

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Cabinet Member: Jerry Wickham – Adult Social Care, Public Health and Public Protection

Key Decision: Yes

Purpose of Report

The purpose of this report is to:

1. To seek agreement from Cabinet to the procurement of an integrated Wiltshire Domestic Abuse Support service, including refuge support services. The current contracts expire 31 March September 2018.
2. Wiltshire has adopted the Home Office (2013) definition of domestic abuse (DA):

“Any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to: psychological, physical, sexual, financial and / or emotional”.

‘Controlling behaviour’ is; a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

‘Coercive behaviour’ is; is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

Relevance to the Council’s Business Plan

3. The Council’s Business Plan vision to create stronger and more resilient communities is at the heart of Wiltshire’s Domestic Abuse Support services.
 - Firstly, by helping Wiltshire residents by reducing the prevalence of domestic abuse and its impacts will enable children and families to live a life free from violence and abuse, and will help facilitate healthy active

lives, where they can positively contribute towards society (Wiltshire Council Business Plan- outcome 5).

- The Domestic Abuse Support services will significantly contribute towards the safeguarding of those who are most vulnerable and at greatest risk of harm, repeated injury, emotional impact and even death within our communities and also offer support for children and the wider family, impacted by the effects of domestic abuse.

Main Considerations for the Council

4. The procurement of an integrated domestic abuse service in Wiltshire is essential to addressing the impact and reduce the far reaching harms associated with domestic abuse.
5. The current community model for existing Domestic Abuse service provision, limits the opportunities for earlier identification; with the contracts expiring on the 31 March 2018, there is now an opportunity to re-commission specialist Domestic Abuse services to ensure that the needs of victims and their families in Wiltshire are being met.
6. There remains a high uptake of Domestic Abuse services in Wiltshire; in 2015/16 in excess of 1,900 referrals were received to local Domestic Abuse services; however this only represents the identified need, as domestic abuse remains a hidden crime, it is likely that it remains significantly under-reported. This could be further improved through the provision of more integrated Domestic Abuse services, to better support victims and reduce the impact of harm to children living in households where Domestic Abuse is present, embedding support into existing services and settings, facilitating the earlier identification and increased access and engagement in support interventions.

Background

7. The procurement arrangements for the current Wiltshire Domestic Abuse services has become fragmented over recent years; as a result of historic, long-standing arrangements which pre-date the unitary transition, resulting in various separate contracts, identified in the table below.

Figure One: Current Services and Service Provider

Service Area	Service Provider
High Risk Support	Splitz Support Service
Paloma Outreach Support	Splitz Support Service

Children's Support work	Splitz Support Service
4 x Refuge Support Services	GreenSquare Housing Association Advance Housing Association Aster Living Housing Association Salisbury Women's Refuge

8. The current Domestic Abuse Outreach service is founded on a historic partnership agreement, precluding the service from a full competitive tender. This agreement has now exceeded the exemption processes, which will expire 31 March 2018.
9. Wiltshire undertook a recent procurement process in 2015 for the Domestic Abuse high risk 'crisis' support contract, providing a short-term solution, to align the operating timeframes, expiring on 31 March 2018.
10. The children's support work was recently funded through a direct award by Wiltshire Council in October 2016, to pre-empt a service gap, following the expiration of charitable grants sourced by the service provider.
11. Following a review of Wiltshire Council's supported housing accommodation contracts; driven by their re-commissioning process an opportunity has arisen to join the Domestic Abuse refuge provision with the proposed new integrated Domestic Abuse Support Service model. Current refuge support provision will expire 31 March 2018.
12. There is an opportunity to re-align the Domestic Abuse contracts and re-commission a new service model, supported by the findings from the Wiltshire Domestic Abuse Needs Assessment.
13. Under the terms of the Health and Social Care Act 2012, Local Authorities have a responsibility for improving the health of their population.

The White Paper (2010) *Healthy Lives, Healthy People* looks to tackle health inequalities across life course and the social determinants of health that shape people's lives.

The Government's Violence against Women and Girls 2016-20 strategy, is the policy driver for the national Domestic Abuse agenda, prioritising the 'provision of services' mandating local delivery using the proposed new National Statement of Expectations (NSE) as a blueprint for local areas to follow, affording local areas the flexibility to address local need.

In addition to the policy context, the following local indicators of harm support the evidence-base of need in Wiltshire:

- 56% of violent crime is attributable to DA in Wiltshire

- Over 50% of children known to Wiltshire Children's Services are living with the effects of DA.
- In excess of 3,300 DA incidents were reported to Wiltshire Police (15/16)
- Wiltshire received 494 high risk referrals to the Multi-Agency Risk Assessment Conference (MARAC) in 15/16, of which 652 children were identified and recorded in the household at the time of a high risk incident.
- DA has the highest volume of repeat offences than any other crime type.
- Only 1 in 5 incidents will be reported to the police.
- 85% of victims sought help five times on average from professionals before accessing effective help to stop abuse.

14. Between 31 October and 4 November 2016, Ofsted, the Care Quality Commission (CQC), HMI Constabulary (HMIC) and HMI Probation (HMI Probation) undertook a joint inspection of the multi-agency response to abuse and neglect in Wiltshire. This inspection included a 'deep dive' focus on the response to children living with domestic abuse.

15. The overall findings were positive with inspectorates reporting that:

"Organisations across Wiltshire have worked together well to overcome issues that have been raised in inspections conducted by the different inspectorates over the last few years. Significant progress has been made in all areas to ensure that children and families receive a well-coordinated and helpful response when difficulties are identified. This is clearly evident in the work undertaken to support children who are experiencing domestic abuse".

16. Key multi-agency strengths identified included:

- A strong and committed partnership dedicated to improving outcomes for vulnerable children, including those experiencing DA
- Multi-Agency Safeguarding Hub (MASH) arrangements
- Management oversight in agencies and challenge between partners
- Wiltshire Safeguarding Children Board and the DA sub-group promote, coordinate and prioritise the work of statutory partners effectively in relation to DA.
- Partners remain committed to drive the agenda forward and implement actions identified to ensure continuous learning and improvement is achieved in the safeguarding of Wiltshire's vulnerable populations.

Existing Domestic Abuse Support Services in Wiltshire

17. To support the understanding of what is driving the new procurement proposal, post 1 April 2018, an overview of the existing service offer is provided below:

Adults

18. Wiltshire's current Domestic Abuse Support service funded by Wiltshire Council and the Police and Crime Commissioner operates a two-tiered level of service provision covering the risk thresholds:

- i) 'Crisis Intervention'- high risk ;
Delivering short term, crisis intervention to reduce immediate risk, to improve safety and wellbeing of domestic abuse victims at greatest risk, enabling and accessing immediate support and services adopting a multi-disciplinary approach to reducing the impact and effects of domestic abuse and;
- ii) 'Outreach - Paloma' – medium to standard risk;
Providing medium to long term support interventions, aimed to rebuild confidence and establish key networks of support and re-engagement within local communities.

Both services work with female and male victims aged 16yrs + (in line with the DA definition). The service operates from an office in Trowbridge, but delivers a community outreach model delivering support across the County.

Children

19. The contract for Children's Support funded by Wiltshire Council includes work with children and young people identified at level 3/4 (Children in Need/Child Protection) impacted and living with the effects of domestic abuse. The service works with young people in threshold, aged 11-16yrs and is delivered via the Thrive Hubs in Wiltshire.

Supported Accommodation (Refuge Provision)

20. Refuge Support Services are currently funded by Wiltshire Council, providing support to victims and their children fleeing from Domestic Abuse. Refuge provision can support up to 35 families across Wiltshire.

Key Issues with Current Domestic Abuse Service Provision

21. The current service model lacks flexibility to be responsive to changes in demand and provision is variable or offered with restrictions, which hinders the ability to achieve good outcomes. The demand for Domestic

Abuse services is outweighing the services ability to deliver and meet service user's needs.

22. Service users are not always able to access support services immediately, increasing the risk of dis-engagement before the intervention has started.
23. The current service model for domestic abuse is out of date and does not adhere to the new evidence-based approaches and the national focus on 'invest to save' in early intervention and the integration of services; maximising earlier identification and increasing opportunities for improved take-up and engagement in support.
24. Due to the geographical make-up of the County, the current model has limitations due to the extensive travel time and associated costs.
25. Whilst the high risk service was subject to a recent competitive tender process, the other elements of Domestic Abuse service provision have been precluded from a competitive process, due to historic arrangements.
26. Multiple contracts across the same business area result in duplicate on-costs and charges, minimising opportunities for savings to be achieved.
27. There is an increasing trend in the volume of cases of domestic abuse victims having increasing multiple complex needs including substance misuse and mental health issues. The current services lack the flexibility to be able to meet such service-user needs.

The Future – Domestic Support Services from 1 April 2018

28. The proposed new Domestic Abuse service procurement provides a number of key opportunities.

New areas for inclusion:

- Alignment of Domestic Abuse services into **one-single contract**, to maximise the interest from potential providers, making it a more viable procurement process, as well as offer efficiencies and greater economies of scale.
- The recent evidence-base from the Domestic Abuse Needs Assessment supports the development of an **integrated service** approach to tackling domestic abuse in Wiltshire, focusing on

earlier intervention and prevention, to include targeted support for adults and children living with the effects of domestic abuse and address service user needs for supported refuge support services.

- To embed and co-locate Domestic Abuse support services into existing service and health settings to maximise opportunities for **earlier intervention**, preventing further escalation, mitigating immediate risk and reducing long-term costs associated with repeat access to services and crisis response.
- To promote a service model which delivers a co-ordinated response **focused around the family** as a whole; working across both children and adult services.
- To include the supported accommodation (refuge) element within the contract, enables a full **end to end suite of Domestic Abuse services** to be procured; modernising the service offer, drawing on evidence-based practice and being able to support those victims with multiple, complex needs (toxic trio of domestic abuse, mental health and substance misuse).
- To facilitate and support the commissioning and procurement process, as part of our soft market research it identified that fully integrated service models have been developed and delivered successfully in other Local Authority areas.

29. The principles above have been discussed and developed through the Wiltshire Community Safety Partnership and Wiltshire's Safeguarding Children's Board Domestic Abuse Commissioning Sub Group, which includes membership from the Local Authority – Public Health, Housing, Children's Services, Adult Social Care, Finance and Corporate Procurement, Police, Probation and GP representation, as well as through a Domestic Abuse stakeholder session held including wide representation from professionals working across the agenda.

Overview and Scrutiny Engagement

30. Following dialogue with officers from Overview and Scrutiny, a paper was prepared on the proposed procurement model for the Wiltshire Domestic Abuse Support services, which has been tabled at the Health Select Committee (10 January 2017), the Joint Commissioning Group (11 January 2017) and the Health and Well Being Board (9 February 2017).

31. In addition, there has been further awareness raising across the breadth of governance arrangements, which hosts the Domestic Abuse agenda, including the Wiltshire Community Safety Partnership and the Wiltshire Safeguarding Children's Board, where elected members are represented.

Safeguarding Implications

32. Safeguarding is at the heart of the Domestic Abuse agenda and as such there are strong processes in place to ensure that service providers identify those at risk of harm and/or exploitation and those concerns are reported appropriately. Public Health work closely with the both adult safeguarding teams and children's safeguarding and child protection teams to ensure that any risks, concerns or incidents are escalated in line with Council protocols and procedures.

Public Health Implications

33. Domestic abuse is a key public health priority, which creates a substantial burden of harm that significantly impacts on health and wellbeing. Still referred to as a 'hidden crime', it has one of the highest under-reporting rates; using the crime survey for England and Wales, we can project that just fewer than 9,000 women in Wiltshire will be living with the effects of domestic abuse.
34. The health impacts of domestic abuse are widely reported; from physical injury, to the significant long-term association with poor mental health and wellbeing including depression, anxiety, increased risk of suicide, as well as increased use and reliance of alcohol and drugs.
35. There has been much documented on the impact of domestic abuse on children; with domestic abuse recognised as a factor in over half of all serious case reviews. There are significant long-term impacts of children witnessing domestic abuse, with over a third going on to experience another form of abuse. There is also a higher probability of parental neglect, poor emotional wellbeing and resilience, school non-attendance, behavioural issues (including anti-social behaviour/offending) and difficulty in recognising and establishing appropriate relationships with others.
36. The Wiltshire domestic abuse agenda is cross-cutting and is integrated across Child and Adult Safeguarding, Drugs and Alcohol, Private Space Violence, Child Sexual Exploitation and the Modern-day Slavery agendas.
37. The Local Authority Public Health team leads on behalf of the Wiltshire Community Safety Partnership on the statutory duty to commission and

oversee Domestic Homicide Reviews in the county. The Reviews provide the opportunity for lessons to be learned and identify recommendations for change.

Equalities Impact of the Proposal

38. The current model has led to an inequity of access, due to the geography of Wiltshire and the lack of capacity to meet service user needs. The new model proposed of integrating support within existing services and settings will increase the geographic placement and as supported by evidence-base practice, facilitates earlier opportunities for domestic abuse to be identified, which increases opportunities for earlier interventions and easier access to specialist services for more vulnerable people, with multiple complex needs.
39. The service specification will state that providers will be expected to demonstrate the use of local resources and provision of services which take account of relevant Wiltshire Council policies.
40. An Equality Impact Assessment (EIA) will be conducted as part of the procurement process and the findings will be shared for consideration by the officer with delegated responsibility to execute the contract. Once the new service is in place a further EIA will be undertaken and registered with Wiltshire Council.

Environmental and Climate Change Considerations

41. The proposal to deliver an integrated domestic abuse service, embedding support within existing services and settings; will reduce the environmental impact of people needing to travel long distances, frequently around the County, for short appointments.

Risks that may arise if the proposed decision and related work is not taken

42. There is a service delivery risk, should the procurement recommendation not be approved; Wiltshire would not have any domestic abuse support services post 31 March 2018 to support some of the most vulnerable residents in Wiltshire. The procurement of an integrated domestic abuse service in Wiltshire will improve service delivery and enable easier access to a full range of specialist support services. This is crucial for tackling poor health outcomes associated with domestic abuse. This would impact significantly on the health of thousands of the county's most vulnerable populations.
43. The contract with the current provider has been extended to the 31 March 2018 to allow sufficient time to undertake the procurement process. Not taking this decision now, increases the risk of a gap in provision.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

44. During the mobilisation to a new service there is a risk of service disruption. The mobilisation stage will be crucial to ensure continuity of support and manage any staffing issues linked to the contract; ensuring appropriate infrastructure for the new contract is in place. To mitigate this risk we are programmed to award the contract by the 1st December 2017, allowing appropriate time to manage the above. In addition, this paper seeks approval for delegated authority to extend the existing refuge support service contracts by up to three months, to help support and facilitate the mobilisation of new contracts. The mobilisation will be subject to the appointed providers; specific mobilisation plans will be required as part of the bidders tender submission.
45. The Commissioning sub group have worked closely with Corporate Procurement, to develop a feasibility plan, to enable timely delivery (figure two).
46. Adequate measures will be taken to ensure sufficient procurement capacity and expertise to ensure a robust procurement process is carried out to mitigate against any potential for legal challenge to the process

Figure Two; Domestic Abuse Tendering Timeline

Process	Date	Days	Activity
Invitation To Tender	15.09.2017	35 days	Place advert and issue tender packs (via supplyingthesouthwest.org.uk)
	27.09.2017 at 17:00		Deadline for questions submitted in writing by post / e-mail
	05.10.2017 at 17:00		Deadline for responses to questions circulated to all tenderers
	19.10.2017 at 15:00		Closing date for submission of tenders
Tender Evaluation	20.10.2017 - 21.11.2017	30 days	Evaluation of tenders
Contract Award	21.11.2017	10days	Contract award
	21.11.2017 – 01.12.2017		Standstill
	01.12.2017		Tender award and Contracts issued
	01.04.2018		Contract start date

Financial Implications

47. Funding for the current domestic abuse support services has come from a pooled budget, with contributions from Wiltshire Council's Public Health, Children's Services, Adult Social Care and the Office for the Police and Crime Commissioner. The refuge provision is funded through Wiltshire Council Housing's Support Accommodation funding (refer to Part II – of the report).

48. It is proposed that the new Domestic Abuse Service model will be funded through a pooled budget arrangement (refer to Part II – of the report). All parties are committed in principle to continue this funding for the full duration of the contract. Any alteration in funding necessitated by changes in financial circumstances would need to be agreed to by all parties.
49. The new Domestic Abuse Support service model is to be procured using an enhanced total budget compared to previous year's contributions; this allows for alignment of the current contracts and procurement of a service that will meet the demand evidenced in the Needs Assessment. Each aspect of the specification will be commissioned to include a clear date of when aspects of the service become vulnerable; therefore six months prior, funding will be sought from across the partnership to maintain the provision.
50. Despite the increased investment, it is anticipated that efficiencies will be achieved through greater economies of scale through the procurement of a single service, compared with the current multiple service provision arrangements.
51. Whilst the impact and long-term effects of domestic abuse presents a significant case in its own right to support the need for investment in service provision. Using a national costing model, the financial cost of domestic abuse to Wiltshire services is in the region of £18million per annum (figure four, appendix). Evidence-based practice demonstrates a preventative approach to tackling domestic abuse will not only increase the opportunities to save lives through earlier interventions, but offer savings on public money. National studies have calculated a significant return on the investment in these specialist services of at least £6 for every £1 invested.
52. Additionally, investing in an early intervention model could positively contribute to reducing the risks associated with future domestic-related homicides. In the event of a domestic-related homicide there is a statutory duty to undertake an independent Review, which has a financial cost associated on average £10-15,000 per review.

Legal Implications

53. Due to the size of the contract, the procurement process will be following the OJEU (Official Journal of the European Union) process. As a result the advertisement of the procurement will be sufficiently widespread to alert the market to the opportunity. By following the correct process, it will ensure there is little or no risk of challenge on procurement grounds, as well as satisfying the Council's "VFM" duty.

54. Legal Services will be involved fully within both the procurement process and contract award to ensure that any legal risks within process are minimised.

Options Considered

55. The Wiltshire Domestic Abuse Commissioning Sub Group considered several options including the development of existing services. However the contracts for the existing provision expire on the 31 March 2018 and the absence of a transparent tendering process may lead to challenge.

It is also an opportunity to commission a provider who can help implement the changes towards service and access improvement.

Conclusions

56. Significant progress has been made in Wiltshire to reduce the impact on ill health associated with domestic abuse, with many more initiatives put in place to increase awareness and identification, reducing the stigma associated with it, as well as work to challenge the inter-generational patterns of abuse.

57. The changing landscape in respect of how the council is funded presents opportunities to think differently and allows for innovation, to develop and shape future service provision based on need and demand.

58. The procurement of improved domestic abuse services is crucial to our continued efforts to improve domestic abuse outcomes and reduce the long lasting impacts and effects on children, adults and their families.

Proposal

Cabinet is requested to:

59. Agree to undertake a procurement process to provide domestic abuse support services for a 5 year agreement (3+2).

60. Agree to procure a new contract for domestic abuse support services.

61. Delegate authority for award of contract resulting from this tendering process to Carolyn Godfrey, Corporate Director, in consultation with the Cabinet Member for Public Health & Public Protection, the Associate Director Legal & Governance and the Associate Director Finance.

62. Delegate authority to enter into the new domestic abuse support service contract resulting from the tendering activity to Carolyn Godfrey, Corporate Director.

63. Delegate authority to Carolyn Godfrey, Corporate Director to extend the current service agreements by up to three months, to facilitate a successful and robust mobilisation of the new contracts.

Tracy Daszkiewicz Interim Director, Public Health

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10 April 2017

Appendices

Figure Two Glossary of terms

DA	Domestic Abuse
DV	Domestic Violence
CiN	Children in Need
CP	Child Protection
IDVA	Independent Domestic Violence Advisor
MARAC	Multi-Agency Risk Assessment Conference
IRO	In the Region Of
CSC	Children's Social Care
WCSP	Wiltshire Community Safety Partnership
WSCB	Wiltshire Safeguarding Children's Board

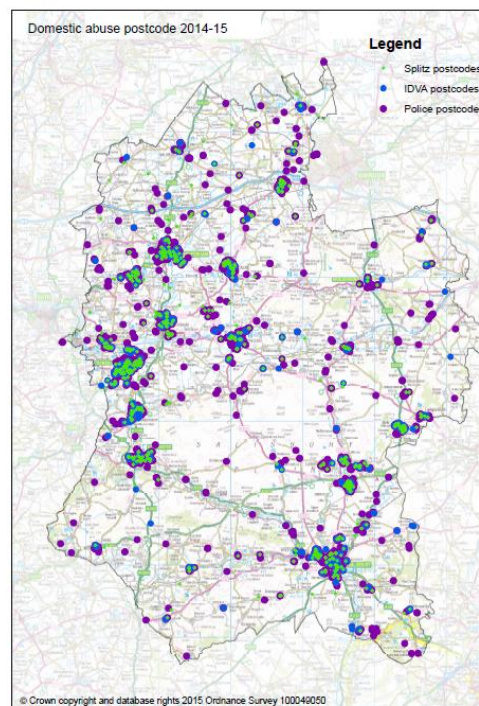
Domestic Abuse Prevalence in Wiltshire

1. Key Stats:

Adults

- Reported levels of DA continue to increase; over 3,300 incidents reported to Wiltshire Police in 2015-16; representing 17.7 DA incidents per 1000 population.
- Wiltshire's is lower than that reported by England (20.4 incidents per 1000 population), but slightly above the South West region (17.6 incidents per 1000 population).
- Increases recorded in volume of referrals to the commissioned DA services and refuge provision, with in excess of 1,900 referrals received.
- The Wiltshire MARAC referrals have increased for the fourth consecutive year; just under 500 cases discussing those at greatest risk of harm.

Figure Three: Thematic Map illustrating the 'hot spots' for DA referrals across the County



- Two third of service users referred to support services with be aged between 16-39yrs.

Children

- Over 50% of cases known to Wiltshire's children's social care will be living with the effects of domestic abuse.
- In 2015-16, children recorded in the household of the highest risk cases discussed at MARAC was 652, of which 97 children were identified in the household where further repeat incidents of DA occurred.
- 60% of the caseload of the current commissioned services will have dependent children.

2. Costs attributed to domestic abuse:

The cost of domestic abuse in terms of public services and loss of economic activity for Wiltshire is approximately £18million per annum.

Figure Four: Cost of domestic abuse breakdown for Wiltshire (extrapolating data from the national costing model, Walby, 2009).

Criminal Justice	1,149,679
Civil Justice	2,852,834
Education	74,713
Refuge	345,077
Additional Agency	91,694
Social Services	1,635,068
Health	148,976
Housing	143,844
Benefits	1,429,513
Employers	10,628,660
TOTAL COSTS	18,500,000