

REPORT OF  
The Domestic Abuse Lead for Children  
TO  
Procurement Board  
ON  
22<sup>nd</sup> July 2020

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TITLE: Approval for an Exception to Contractual Standing Orders to award a contract for Salford Perpetrator Provision. Delivered by Talk, Listen, Change (TLC).

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RECOMMENDATION:

That the Procurement Board approves an exception to Contractual Standing Orders as permitted within the City Council Constitution for the reason(s) highlighted in the table below and the award of the Contract for (insert title of project/scheme/service or purchase of goods) as detailed in the table below:

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Detail required	Answers
<b>Title/Description of Contracted Service/Supply/Project</b>	Salford Domestic Abuse Perpetrator Provision
<b>Name of Successful Contractor</b>	Talk Listen Change
<b>Supplier Registration Number</b> <i>(to be supplied by Corporate Procurement)</i>	512710
<b>Type of organisation</b> <i>(to be supplied by Corporate Procurement)</i>	Registered Charity
<b>Status of Organisation</b> <i>(to be supplied by Corporate Procurement)</i>	Non-SME
<b>Contract Value</b>	£108,000   Per Annum (estimated average)
<b>Contract Duration</b>	12 months
<b>Contract Start Date</b>	01/08/2020
<b>Contract End Date</b>	31/08/2021
<b>Optional Extension Period 1</b>	Tbc after 8 months of service delivery if extension

<b>Optional Extension Period 2</b> <b>Who will approve each Extension Period?</b> <b>Contact Officer (Name &amp; number)</b> <b>Lead Service Group</b> <b>Reason for CSO Exception</b> <i>(select all that apply)</i>  <b>Funding Source</b> <b>Ethical Contractor</b>	may be sought	
	N/A	
	Strategic Director (extension < £150k)	
	Claire Baddley	
	People Services	
	The goods / services / works are only obtainable from one provider and there is no other provider available to allow genuine competition	x
	The execution of works or the supply of goods or services is controlled by a statutory body	<input type="checkbox"/>
	Delivers Best Value to the Council	x
	Special education, health or social care contracts, if it is considered in the Council's best interests and to meet the Council's obligations under relevant legislation	<input type="checkbox"/>
	The execution of works or the supply of goods and services is required so urgently as not to permit compliance with the requirements of competition	x
	Security works where the publication of documents or details in the tendering process could prejudice the security of SCC and Salford residents	<input type="checkbox"/>
	Procurements made through, or on behalf of, any consortium, local authority, statutory or similar body, provided that tenders or quotations are invited and contracts placed in accordance with national or EU legislation.	<input type="checkbox"/>
	Choose an item.	
Mayor's Employment Charter	x	
Committed to sign up to the Charter	<input type="checkbox"/>	
Accredited Living Wage Employer	x	

#### EXECUTIVE SUMMARY:

The purpose of this report is to request an exception to Contractual Standing Orders to approve the award of a contract for a Salford Domestic Abuse perpetrator Service.

Salford city currently doesn't have a provision funded to effectively support perpetrators who use controlling behaviours within intimate relationships.

The proposal is supported by the city wide needs analysis completed in June 2019 high-lights gaps in provision and need

The CCG Exec team have agree the proposal – and have indicated that it should be funded via the Best Value underspend.

The intention is to review DA services and develop an integrated service specification and respond to the DA needs analysis – the scope of which could include the perpetrator programme if the pilot is successful.

The paper reviews the impact of Covid 19 and guidance and advice promoted via safe- lives and Respects in response to working with perpetrators at stage 1 of Covid, in the intermediate and after restriction are lifted.

The paper high-lights effective provision to support standard, medium and high risk perpetrators via the mapping of the needs of the city through collaborated data from MARAC (multi agency risk assessment conference) and a response to the number of Domestic abuse incidents reported via the police, social care, education, health, and our community sector into the bridge.

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## BACKGROUND DOCUMENTS:

The needs analysis completed in March 2019 high-lighting gaps in domestic abuse provision which is partly being address by the new service proposal.

CCG executive board report requesting the funds to deliver the service and the urgency of its requirement.

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## KEY DECISION:

No

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## DETAILS:

### .1. **Background**

1.1 Domestic abuse incidents notified to all agencies have been increasing since 2016 and the Tackling Domestic Abuse Board (TDAB) recognises that there is increased demand across the system. In order to have a clear understanding of the picture across Salford, TDAB commissioned an independent researcher to produce a Domestic Abuse Needs Analysis. The needs analysis is attached at Appendix One and has been circulated to all partners.

## 2 **Perpetrator provision**

### 2.1 **Needs of the city**

We currently have no intervention to support perpetrators with a platform for change. Greater Manchester has the highest number of Domestic abuse incidents in the UK and Salford has the highest number of High risk cases

heard at MARAC compared to any other district. The MARAC panel last year from April 2019- March 2020 heard around **1040 high risk** cases. **503** of which were repeat cases of high risk domestic abuse. The IDVA provision for Salford SIDAs works hard to empower victims to leave through safety planning and risk assessments however If we don't actively work toward effectively challenging the behaviours of perpetrators, the cycle of abuse continues.

**538 children** are currently under child protection for the primal concern of Domestic Abuse and **787 Children** are currently at child in need for the primal concern of Domestic Abuse. Over **79 percent** of cases held and supported by children's service within the council have a concern relating to domestic abuse.

**The national domestic abuse helpline reports an increase of 25% over the Covid period with the death rate of Domestic Abuse victims reaching an increasing high.**

Throughout Covid 19 there has been a reported increase in intimate partner violence, adolescent domestic violence and Peer on Peer violence throughout our statutory and voluntary sector.

## 2.2 **What needs providing?**

The service response to Covid high-lights a massive gap in provision. Salford SIDAS service supports victims, Salford young people's domestic abuse service supports children, however there is no specialist support to offer perpetrators of abuse to break the cycle.

I propose a 12 month Covid response to work with perpetrator throughout this period and manage the increase demand the city is likely to face once restrictions are relaxed.

The provision would support standard, medium and high risk domestic abuse offenders through the recruitment of specialist workers and delivery of a trauma informed provision;

- **Two DA drive project workers** attached to our MARAC panel to review and support with all high-risk cases in partnership with our victims services. These worker would be integrated into social care to help support statutory and voluntary organisations and work with high risk domestic abuse offenders on a one to one bases to reduce/ manage risk, offer support to change their behaviour and prevent future offending. These workers would also deliver the RESPECT accredited 6 month behavioural change programme open for review at; <https://www.respect.uk.net/> suitable for medium risk offenders at a capacity of 24 men over the 12 month period. These 24 men would be review for suitability through a multi-agency approach.

The DA drive workers would also provide advice and guidance on perpetrator intervention on cases held and attend Multi agency strategy reviews and conferences for advice and guidance.

- **One striving to change project worker** responsible for delivering 6 early intervention domestic abuse group sessions to men deemed standard risk across the city. The details of this intervention are light-lighted in *appendix 2*. The provision will support 60 men over a 12 month period
- Challenging the community response- The strive for change worker will tackle engagement from the community by engaging with the community and social sector to challenge their responses to perpetrators of abuse by liaising with health, police, mental health, substance misuse, housing, neighbourhood watch, gyms, football clubs, pubs etc.
- The delivery of 4 training sessions over the 12 month period open to all partners on effective engagement, risk management of perpetrators. De-escalation strategies and dealing with disguised compliance and minimisation/victim blaming.

#### Match funding

- *Any female deemed to be portraying abusive behaviours will be supported free of charge by TLC ( talk, listen, change) on a separate programme funded by the MOJ.*
- *Perpetrator provision for Salford is also supported by the best value board with the recruitment of a Young person who harms worker who would be integrated into this service and has responsibility to work with young people age 18 and below who are displaying harmful behaviours in intimate relationships, to parents and to siblings.*
- *Evaluation- The independent evaluation of the provision will be funded through the best value money in line with the partnership response/ review to DA across the city.*

### 2.3. **Cost of the intervention**

The overall provision cost for the domestic abuse perpetrator response to Covid 19 would be £108,476 for 12 months. The costing is broken down below.

<b>Expenditure</b>		
<b>Item</b>	<b>Description</b>	
<b>Salaries</b>	2 x Project Workers @ £26,317 plus 18% on costs. Posts to be integrated into social care/ MARAC. Posts to deliver training support for staff 4 over the year. Posts to offer advice and guidance to professionals and partners	£ 62,108
	1 x Striving to Change Project Worker@ £25,295 plus 18% on costs.	£ 29,848
<b>DBS Checks</b>	Based on £50 per person	£ 150
<b>Recruitment</b>	Recruitment campaign	£ 350
<b>Travel and Subsistence</b>	Based on £75 per person per month	£ 2,700
<b>Mobile Phone costs</b>	£17 per month per person	£ 612
<b>Ongoing IT costs</b>	£25 per month per person	£ 900
<b>Training</b>	CPD allowance at £150 per person	£ 450
<b>Clinical Supervision</b>	1 supervision every month per delivery staff @ £75 per session	£ 2,700
<b>IT equipment</b>	Laptop per worker @ £500 each	£ 1,500
<b>Management Costs</b>	Based on a 12% contribution to the organisational infrastructure of TLC (particularly the posts of CEO, Head of Business Services, Head of Business Intelligence, Head of Domestic Abuse Services, Marketing & Communications Manager, Finance Officer, Business Support Administrator)	£ 12,158
		<b>£ 113,476</b>
<b>SCC -5K discount</b>		<b>108,476</b>

## 2.4 sustainability

The programme will be independently evaluated to evidence social and financial impact on a 'spend to save' analysis. This will help with applications for future funding.

The evaluation and 12 month Covid 19 pilot will enable the provider to evidence need for the provision and the overall impact Covid had in relation to domestic abuse across Salford.

The presence of this intervention will enable practitioners to better case manage, make more informed decisions and inevitably learn from the expertise of the lead provider.

The training provided by the provision will have a long term impact on the improvement of practice in relation to skilling up workers to engage with perpetrators of abuse across the city.

The impact on the engagement of community response will increase long term impact and challenge social norms in relation to domestic abuse across the city.

### A quick overview of the needs analysis findings

#### Gaps identified within the needs analysis for perpetrators

- Salford's current domestic abuse offer for victims, children and perpetrators does not meet the needs within the city, as evidenced in the needs analysis.
- No provision is available for perpetrators to support with standard, medium and high-risk cases
- No case management unified approach is available to tackle MARAC intervention and high risk cases.
- No support is available for young people who witness or display abuse behaviours in relation to domestic abuse.

#### 4. Steps already completed

1. Task and finish group completed regarding the DA provision required to meet the needs in the city- within a trauma informed approach. This to be consulted with through the TDAB
2. A Workshop to be facilitated with the TDAB to explore and agreed our values and principles in practice in respect of domestic abuse, to fully inform this draft provision proposal.
3. Discussion with CCG, adult and children's services, police and CVS in relation to the gap in provision for perpetrators in relation to Covid 19

## Requested approach

The lead provider for perpetrator intervention across the city is TLC- Talk, listen, change. They are the only RESPECT accredited provider who are able to carry out this work safely. TLC are already funded to deliver intervention within Salford and are established and well known.

They have evidence based interventions with a review of social impact.

A direct award to this service would ensure the most effective approach and best value for money.

The need would be met in a timely manner.

### A Bit about the provider

Talk, listen, change is a registered charity with an established board of trustees. The company is not under any financial difficulty and promotes fair wages and benefits for all its employees guarantying payment over minimum wage.

TLC: Talk, Listen, Change has extensive experience of delivering a range of integrated support, therapies and programmes which help improve emotional wellbeing and ensure safe, healthy and happy relationships. They deliver services to individuals, couples, and families of all ages. They take an holistic approach to each person, tailoring support according to what they most want to achieve and the way in which they want to engage. This service is the **only RESPECT** accredited provision in greater Manchester.

TLC: Talk, Listen, Change is accredited by the British Association of Counselling and Psychotherapy (BACP). Our therapeutic services have been accredited since 2003.

TLC: Talk, Listen, Change hold full Respect Accreditation for delivery of our domestic abuse perpetrator programme. They are now one of only 14 organisations in the UK to have full accreditation. They are the only Respect-accredited provider of perpetrator programmes in the North West.

Their services include:

- Children and Young People's Counselling
- Adult Counselling
- Family Counselling
- Family Mediation
- Psychosexual Therapy
- Parenting Courses
- Domestic Abuse Services
- People Helping People programme

This service currently delivers in partnership, Salford council DA young person's service Harbour and is commissioned to do so until April 2020.



## **Domestic Abuse Experience**

From 10 years' experience delivering Domestic Abuse Services, TLC: Talk, Listen, Change has an advanced understanding of the issues children and young people who are affected by domestic abuse face. They deliver the Bridging to Change (BtC) Domestic Abuse Prevention Programme across Greater Manchester, aiming to safeguard victims and children, by addressing the root cause of the abuse, which is the perpetrators behaviour.

The BtC programme works with perpetrators, with an integrated safety service for their partners/ex-partners and an integrated offer for children and young people.

The evidence base is detailed in Project Mirabel (Durham University 2015). Project Mirabel was a 3-year longitudinal project into the effectiveness and impact of Perpetrator Programmes. Our BtC Programme was one of the 11 sites tested. The report found that engagement led to:

- An improved relationship underpinned by respect and effective communication.
- Expanded 'space for action' for partners which restores their voice and ability to make choices.
- Safety and freedom from abuse.
- Safe, positive and shared parenting.
- Enhanced awareness of self and others for perpetrators
- For children, safer, healthier childhoods in which they feel heard and cared about

## **Counselling Experience**

TLC: Talk, Listen, Change has over 35 years' experience of delivering counselling to vulnerable children and young people.

They have delivered counselling in primary and secondary schools since 2001, currently working in 14 schools. We engaged with over 300 children and young people last year. Outcomes included:

- 92% felt less anxious
- 82% more able to sleep
- 87% less isolated.

They have delivered a counselling and peer-activity service since 2015, to Children and young people affected by domestic abuse. This project is funded by both BBC Children in Need and Wigan Council. Through this project we have identified a range of issues that affect children and young people who have or do live in a home where there is domestic abuse:

- Children and young people often face multiple disadvantages and challenges due to the home environment they are in. These children are often hard to reach, engage and sustain engagement with.
- Children and young people are often more aware of problems than parents realise, but they don't always understand what is happening and why.
- Children and young people worry about their parents more than may be recognised, particularly if they fear for their parents' safety.

- Some children and young people, particularly boys, will not talk to anyone about their problems and many report coping by avoiding problems (emotionally or physically) or by distracting themselves.
- Children and young people will often have high levels of anxiety and depression and may begin to self-medicate through self-harm or other similar outlets.
- Children and young people may suffer from flash-backs, nightmares, panic attacks or trauma-induced incidents. Sometimes children suffer physically through bed-wetting, outbursts of anger or unexplained ill-health.
- Children and young people may try to take back control by controlling their eating, or try to escape by using drink, drugs or sex and physical relationships.
- Children and young people mainly use informal support and do not know where to go to get formal help and rarely seek the help of professionals initially. Experience of contact with professionals is mixed. Concerns include professionals not believing them, not talking directly to them and not acting to help them when asked.
- Research finds that children and young people want someone to talk to, who they trust, who will listen to them and provides reassurance and confidentiality. They want help to think through problems, without necessarily taking full responsibility for decisions.
- Children and young people can often feel lost and powerless. For most, a strong relationship with a parent is a key factor in helping a child/young person heal from the effects of domestic abuse. Children and young people may have cognitive distortions or misunderstandings about what has happened or why it happened. Children and young people often feel torn between their parents or confused by conflicted feelings of love for and fear of their violent parent.
- Children and young people can often feel alone and isolated and that they cannot talk about what is happening as others won't understand.

In 2019 a needs analysis was completed for Domestic Abuse across Salford city. The analysis made key recommendations to strengthen our domestic abuse offer. The focus of this service is to address the gaps identified by the needs analysis which highlighted the need for a young people's specific domestic abuse service. Claire Baddley, domestic abuse lead for children, was requested to visit 5 other councils and review their offers in relation to domestic abuse and children. The provisions reviewed were all recommended by safe-lives the leading provider of accredited provision for domestic abuse across the country. The findings from the review are attached to this report. The summary overview states that Salford currently have no DA perpetrator provision for people who are not involved with probation, however are dealing with some of the highest cases of domestic abuse across the whole of the UK. A squad was constructed to review a provision proposal so that the concerns high-lighted could be address promptly. Over covid the CCG requested this be reviewed and a report was presented to the CCG executive board who agreed to fund the pilot.

The contract would be monitored bi-annually, with regular meetings in-between and will work toward achieving set outcomes agreed with substantial added and social value. In relation to social value the children's domestic abuse service will offer support to the community on an issue that effects over 75% of child protection cases and is the primal catalyst to young people going into care.

The perpetrator provision offers great value for money. The provider chosen have a strong history of invested match funding and successful bid writing which will be beneficial to the long term continuation of the project. The service Manager of the provision has proven track records of working effectively within Salford council and in partnership with the community sector and together.

The current contract price was set at £108,000 per annum and it is proposed under this new contract that funding will not be increased which demonstrates a commitment by the Providers to continue services at low costs demonstrating best value and If we went out to tender there is a risk that the providers would not be able to bid for the contract at the agreed figure. This contract is set at a discounted rate due to one provider already holding a contract for perpetrator provision with Salford council and the two providers having a positive professional history working on contracts prior with the service lead.

We have an obligation to provide the services delivered by this contract.

If the contract is not awarded, this would have a negative impact on some of Salford's most vulnerable domestic abuse families because of the time scales it would take to send out to tender. The money from the CCG does have a time limit attached and this would have an impact on the length of service that could be provided. The services who have offered to deliver this provision are the only current providers who have delivered trauma informed service locally and who are recognised through RESPECT to be excellent. This provider is local and has capacity to move quickly with delivery and recruitment and have local links with the area already and are established within Salford.

The provider is delivering outcomes agreed in their current contracts and in addition provide very good social and added value. TLC currently hold a contract with Salford council to deliver perpetrator provision. The recommendation is that Salford City Council allow for a direct award for a one years pilot to the provider suggested with a review at the 8 month stage to deem if the provision impact is justified and offer the potential, for further extension. Should the contract be awarded then the outcomes of the service will be reviewed to ensure that they are in-line with recent recommendations of national best practice.

The CCG Exec team have agree the proposal – and have indicated that it should be funded via the Best Value underspend.

The intention is to review DA services and develop an integrated service specification and respond to the DA needs analysis – the scope of which could include the perpetrator programme if the pilot is successful.

## KEY COUNCIL POLICIES:

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### EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS:-

This contract will have a positive impact on some very vulnerable Children and Young People who currently receive no service.

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### ASSESSMENT OF RISK:

If the exception is not approved and we are unable to award the contract to TLC to deliver these services then this may have a detrimental impact on the Children and families who currently are victims of domestic abuse across the city.

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### SOURCE OF FUNDING:

Best value CCG

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### LEGAL IMPLICATIONS: Tony Hatton, Principal Solicitor, tel. 219 6323

Ordinarily when commissioning contracts for the procurement of goods, services or the execution of works the Council as a 'contracting authority' must comply with the Public Contract Regulations 2015 (PCR) as well as the provisions of its own Contractual Standing Orders (CSO's), Financial Regulations and the duties of Best and Social value. In addition, the PCR require that contracting authorities treat candidates equally and in a non-discriminatory way and act in a transparent manner, failing which the award of a contract may be subject to legal challenge. For contracts of this value the Council would usually undertake a tender exercise using the Chest portal.

However in exceptional circumstances where CSO's permit, the Council may approve an exception, and the report sets out the several reasons for the request in accordance with CSO's. Whilst exceptions to CSO's may be authorised by an approval from the Procurement Board, there is still a risk of challenge from aggrieved providers if the usual tender process has not been followed on the basis that it ought to have been advertised and put out to competition.

The risk of challenge increases with the value and duration of a proposed contract being awarded. Here the period proposed is short and is for a relatively low value, the services to be provided are needed urgently, are specialist services, with a need for review and integration of the existing service during the proposed term. The provider is also described as a unique provider of the services hence uniquely placed within the market, and accordingly the risk of any such challenge may be regarded as extremely low.

The Council is also under a best value duty to carry out its functions economically, efficiently and effectively with the objective to achieve value for money in all public

procurement, and having considered the circumstances in this matter has concluded that the recommendation to award the pilot contract to TLC is considered to be of least risk and of most benefit to the Council.

By way of general comment, pilot schemes are usually carried out in order to identify the suitability of potentially new ways of delivering services, particularly if linked to innovation and developing a marketplace where one may not exist. Usually (for awards of greater financial value) to avoid the potential for challenge to a direct award of a pilot scheme to a provider, a scheme should be clearly defined in its period/length, scope, cost and required outcomes.

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FINANCIAL IMPLICATIONS: Chris Mee – Strategic Finance Manager (0161 778 0434)

“This proposal will be fully funded from external funding received from Salford CCG from the Best Value programme allocation”

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PROCUREMENT IMPLICATIONS: Christopher Conway, Procurement Category Manager, tel. 0161 686 6248

Procurement are happy to approve the recommendation to award the framework contract for period 1<sup>st</sup> August 2020 to 31<sup>st</sup> August 2021 (as requested in the Procurement Board report), it is noted that a review will be undertaken in Feb/March 2021 and a further extension may be sought for an additional 12 months based on the outcome of that review.

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HR IMPLICATIONS: Supplied by:

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CLIMATE CHANGE IMPLICATIONS: Supplied by: Michael Hemingway

No Climate Change Implications have been identified at this stage as this is an extension of the current contract. Climate Change should be considered when this contract comes up for renewal.

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OTHER DIRECTORATES CONSULTED:

List other parts of the organisation consulted with if applicable. Also identify if this is a joint report and if it is, also reflect this in the Heading

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CONTACT OFFICER: Claire Baddley

TELEPHONE NUMBER: 0739389001

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WARD(S) TO WHICH REPORT RELATE(S):

all wards.

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