

**ORIGINATOR:** Stephanie Stearman

**DECISION NO.** 43 /2021

**REASON FOR SUBMISSION:** For Decision

**SUBMITTED TO:** Giles Orpen-Smellie  
Police and Crime Commissioner for Norfolk (PCC)

**SUBJECT:** Norfolk Integrated Domestic Abuse Service (NiDAS)

**SUMMARY:**

This decision paper seeks approval by the PCC to award Leeway Domestic Abuse and Violence Services the contract for NiDAS.

The NiDAS is a system change to the current models running independently in Norfolk for the commissioning and delivery of community-based services for victims of domestic abuse. The NiDAS will deliver a consistent countywide service with common delivery standards and support to victims assessed as high or medium risk and their children whilst in service.

The service will also manage the County's Domestic Abuse Champion Network and offer training to professionals across the period of delivery.

NiDAS is led and will be commissioned by the Office of the Police and Crime Commissioner of Norfolk with funding partners as laid out within this paper.

**RECOMMENDATION:** The PCC approves the contract of award to Leeway Domestic Abuse and Violence Services (lead partner) and partnership to deliver the Norfolk Integrated Domestic Abuse Service (NiDAS) in accordance with the details laid out in this Decision Notice.

**OUTCOME/APPROVAL BY:** PCC – Giles Orpen-Smellie

*The recommendations as outlined above are approved.*



**Signature**

**Date:** 28/10/2021

## **DETAIL OF THE SUBMISSION**

### **1. OBJECTIVE:**

#### **1.1 To provide...**

- ☞ Community based services for victims of domestic abuse over the age of 16 and the children of victims in service, who are assessed as being at high or medium risk, any gender, and residing in Norfolk.
- ☞ Specialist support as part of the multi-agency approach to domestic abuse and safeguarding, including the MARAC process.
- ☞ Integrated domestic abuse support within local authority early help hubs.
- ☞ Sanctuary measures to secure the accommodation of victims and reduce the risk from perpetrators.
- ☞ A Domestic Abuse Champion Network to provide advice in workplaces across the county, including healthcare and education settings.
- ☞ Services that accessible to all demographic groups.
- ☞ Provide training to professionals to enable them to respond to and support victims of domestic abuse more effectively.
- ☞ Services that can flex and meet the needs of areas with highest levels of abuse.
- ☞ Services that support victims of perpetrators engaged with perpetrator programmes.

### **2. BACKGROUND:**

#### **2.1 Definition of Domestic Abuse**

- 2.1.1 The UK government's definition of domestic abuse is "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 emotional."

#### **2.2 Commissioning of Support Services**

- 2.2.1 The OPCCN is funded by the MOJ to provide services for victims of domestic abuse, to support them to cope and recover from their experiences,
- 2.2.2 Until then the OPCCN has funded Leeway Domestic Abuse to provide a service for victims assessed as high risk across the whole county. It has also funded several other charities to provide services to provide support to those assessed as medium and standard risk in different parts of the county.

2.2.3 In addition to the OPCCN, other public services fund domestic abuse services for their respective areas including local authorities.

2.2.4 The outcomes of this mixed landscape of commissioning and charitable funded provision include:

- ≡ inconsistent service provision across the county
- ≡ inconsistent service levels in different parts of the county
- ≡ confusion for service victims and professionals
- ≡ disruption to service users as they move locations or across risk levels
- ≡ short term funding for providers
- ≡ duplicative reporting and contract monitoring for commissioners and providers
- ≡ insufficient support for children affected by domestic abuse
- ≡ ad hoc provision and limited availability of recovery programmes
- ≡ competition for funding from local charities.

2.2.5 Domestic Abuse is a key priority for the PCC, supported by all local authorities within the County. Table 1 below provides details of the scale of abuse that takes place in Norfolk. At the Public Sector’s Leaders Board, the PCC together with Local Authority Leaders agreed to pool funding and deliver a more joined up and co-ordinated approach to providing county wide domestic abuse services to address the issues identified above, meet the needs of service users, and make better use of public funds, reducing the bureaucratic burden on providers in order for them to focus on supporting victims.

Table 1: Domestic abuse crimes reported to Norfolk Constabulary by district, 2020/21			
District	Population	Number of crimes	Crimes per 1000 population
Breckland	139,968	1855	13.3
Broadland	130,783	1301	9.9
Great Yarmouth	99,336	2368	23.8
King’s Lynn & West Norfolk	151,383	2109	13.9
North Norfolk	104,837	1022	9.7
Norwich	140,573	3273	23.3
South Norfolk	140,880	1471	10.4
Other	N/A	48	N/A
Total	907,760		14.8

2.2.6 In order to achieve this, funding partners have aligned their commissioning timelines and through a Management Group, reporting into the Domestic Abuse and Sexual Violence Group/Norfolk County Community Safety Partnership, conducted a needs assessment, scoped the service and developed a set of outcomes for procurement. The group is supported by the OPCCN, which is lead commissioner, working in partnership with 7 Force Procurement.

### **3. Procurement Strategy and Process**

3.1 The main aims of the procurement strategy were...

- ≡ award a long-term contract for the provision of services
- ≡ incorporate best practice in the provision of service
- ≡ achieve consistent service delivery and standards across the county
- ≡ incorporating the existing supply chain in the delivery model, through delivery of 40% of the contract value
- ≡ contracting through the Tier 1 provider, which would be responsible for the management of the relationship with Tier 2 providers
- ≡ ensure deliverability and smooth transition from existing to the new service
- ≡ the maximum value of contract is based on a 3 year contract, with the option to extend the contract for a further period of 24 months at the discretion of the PCC/funding partners and the agreement of the suppliers.

3.2 The Procurement Process was managed by the 7force Procurement function through the Bluelight Portal System. [BlueLight Portal - Welcome to the 'Bluelight' Emergency Services eTendering Site \(eu-supply.com\)](https://eu-supply.com)

3.3 The contract Authority that invited Tenders for the provision of the NiDAS was the Office of the Police and Crime Commissioner for Norfolk.

3.4 The lead force for this tender was The Police and Crime Commissioner for Norfolk

3.5 The additional funding partners for this contract are:

- Norfolk County Council
  - Adult Social Services
  - Children's Services
  - Public Health
- Broadland District Council
- Norwich City Council
- South Norfolk District Council.

### **4. Timelines**

4.1 Mobilisation of NiDAS will take place during October 2021 and run up to 2<sup>nd</sup> January 2022

4.2 Go Live for NiDAS is 3<sup>rd</sup> January 2022 and run as per contract award and tender i.e. initially three years (subject to terms and conditions adhered to) with the option to extend.

## **5. AREAS FOR CONSIDERATION:**

### **5.1 Key Contract Details**

#### **5.1.1 Some of the principle of NIDAS are...**

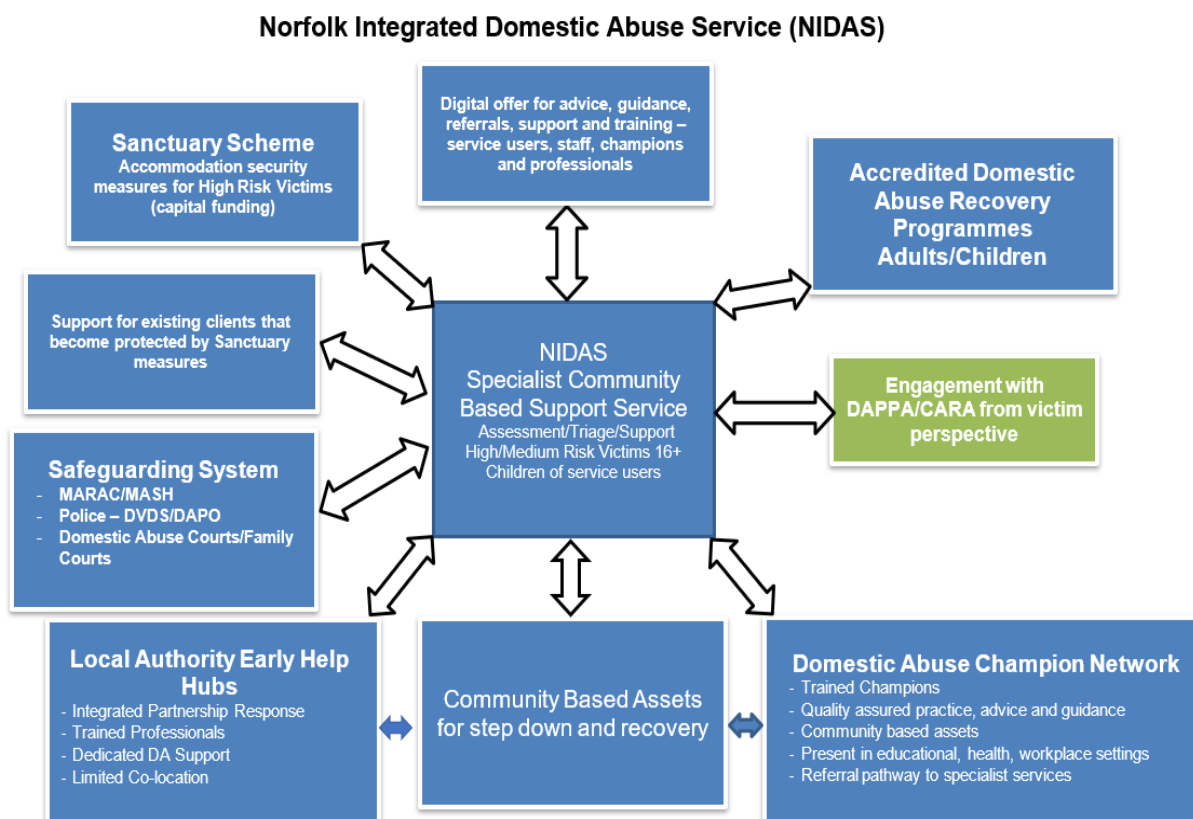
- ☞ The overall service designed is informed by the authentic voice of survivors.
- ☞ The overall design of the service and future developments are based on a what works, evidence based approach.
- ☞ The service will strive to integrate the provision of domestic abuse services for the benefit of victims and survivors, whilst offering choice and working across the wider network of provision.
- ☞ The service will integrate with the Norfolk Early Approach, becoming an intrinsic part of Early Help Hubs and Early Help Hubs an intrinsic part of the NIDAS.
- ☞ The service will maintain a strong ethos of training and professional development for staff, partner organisations and volunteers.
- ☞ The service will utilise agile working practices to maximise efficiency and optimise service delivery by taking advantage of digital platforms to deliver every aspect of the service.
- ☞ The service will work with Norfolk's response to perpetrators, to ensure that victims and their families are safe whilst the perpetrators behaviours are addressed.
- ☞ Step down and recovery through accredited programmes and community-based assets, linked to the Norfolk wide network of Community Co-ordinators.
- ☞ Strengthening the community resource base through the development and support for the Norfolk Domestic Abuse Champion Network– maintaining its current network in the health and education sectors and widening the reach to the private sector and strengthening the knowledge and practice of champions.
- ☞ The provision of services based on need and not risk levels.
- ☞ Seamless provision of services as risk levels escalate/deescalate.
- ☞ Assessment and provision of sanctuary measures form within the service.
- ☞ Provision and support for the children of victims in service.

## **6. OTHER OPTIONS CONSIDERED:**

- 6.1 Before the decision was taken, the OPCCN carried out extensive research to review the current operation of services, gaps, risks, issues within the county experienced by victims, specialist domestic abuse agencies, key stakeholders and research from Norfolk being a Safelives Beacon Site.
- 6.2 The current method of delivery in the county to support victims of domestic abuse is fragmented. Specialist domestic abuse agencies deliver services independently for varying risks and postcode areas, with often short term and in some cases modest funding provision.
- 6.3 The High-Risk Service is currently delivered by one provider across the county, but medium and standard risk are delivered by a variety of providers. A victims' journey to recovery can be disjointed when they are referred through to agencies if their risk changes. There is recognition for the need to ensure that the overarching delivery to victims needs a more join up and co-ordination to ensure a service is provide consistently county wide.
- 6.4 The current Domestic Abuse Champion Network is also not aligned with current service provision and would benefit from strategic alignment to ensure specialist

support is available, data management is appropriate and champions are supported, trained and aware of the latest methods and developments within the domestic abuse arena.

- 6.5 Service provision across Norfolk is fragmented, there is not one central service that can be contacted, and is confusing and difficult for the victim to navigate and engage with the correct service at a time when they are at their most vulnerable. This current delivery also makes the referring of clients by agencies (statutory or non-statutory) again, very difficult to navigate.
- 6.6 Supporting programmes such as the Freedom Programme, Power to Change and therapeutic support groups are uncoordinated and inconsistent mainly due to funding restrictions and no strategic overview.
- 6.7 To remain with the current delivery model was considered not to be an option.
- 6.8 The OPCCN Commissioning Team reviewed all data. Their vision was to develop a consistent and co-ordinated service across the county to support victims of domestic abuse for those deemed high and/or medium risk and their children whilst in service. To develop and support the domestic abuse champion volunteer network, provide training for professionals within the county, raising awareness of domestic abuse and a delivery mechanism that could be built on for the future.
- 6.9 This Vision is explained in the following model:



## 7. STRATEGIC AIMS/OBJECTIVE SUPPORTED:

7.1 The primary statutory legislation that drives the commissioning of domestic abuse service across the Local Authority and Police force areas are:

- ☞ Crime and Disorder Act 1998
- ☞ Domestic Violence, Crime and Victims Act 2004
- ☞ Children Act 1989 & 2004
- ☞ Health and Social Care Act 2012
- ☞ Public Services (Social Value) Act 2012
- ☞ Equality Act 2010
  
- ☞ Directive 2012/29/EU of the European Parliament establishing minimum standards on the rights, support and protection of victims of crime [Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA \(europa.eu\)](#)
  
- ☞ Code of Practice for Victims of Crime – [MoJ Victims Code 2020 \(publishing.service.gov.uk\)](#)
  
- ☞ Home Office Violence Against Women and Girls Strategy (VAWG) [Violence Against Women and Girls \(VAWG\) strategy 2021 to 2024: call for evidence - GOV.UK \(www.gov.uk\)](#)
  
- ☞ Tackling Violence Against Women and Girls – July 2021 [Tackling violence against women and girls strategy \(publishing.service.gov.uk\)](#)
  
- ☞ Domestic Abuse Act 2021 - [Domestic Abuse Act: Factsheet - Home Office in the media \(blog.gov.uk\)](#)
  
- ☞ Any future amendments or additions to existing legislation during the life of the contract

7.2 Delivery of the NiDAS Service which will support High and Medium Risk clients including children/young people and adults are delivering in accordance with local plans/strategies and Lead Partner is representative at groups/boards/forums as laid out within the Domestic Abuse and Sexual Violence Group Partnerships:

- ☞ The Norfolk Police and Crime Plan 2021-24
  
- ☞ Norfolk County Community Safety Partnership – Domestic Abuse and Sexual Violence Group and their Domestic Abuse Strategy 2024
  
- ☞ Norfolk Safeguarding Adults Board [Norfolk Safeguarding Adults Board \(NSAB\) | Norfolk Safeguarding Adults Board](#)
  
- ☞ Norfolk Safeguarding Children Partnership - [Safeguarding Children & Young People in Norfolk - NSCP \(norfolkscb.org\)](#)

**8. FINANCIAL AND OTHER RESOURCE IMPLICATIONS:**

8.1 The NiDAS contract will be subject to terms and conditions as laid out in the 7force Contract of Award. The award is made on a three-year basis with the option of a 2 x 12-month extensions.

8.2 When originally published in June 2020, the invitation to tender originally stated the cumulative value of the contract was estimated at £3.841M (three years) and a total of £6.32m (five years).

a. The value of the contract now stands at a possible:

£4,081,000 – Three Years and up to £6,625,00 – Five Years

b. Breakdown of funding table:

	<b>OPCCN CONTRIBUTION</b>	<b>ESTIMATED PARTNERS CONTRIBUTIONS</b>
Mobilisation	£70,000	-
Year 1	£1,100,000	£257,000
Year 2	£1,100,000	£227,000
Year 3	£1,100,000	£227,000
Year 4	£1,100,000	£172,000
Year 5	£1,100,000	£172,000
Estimated Sub Total	£5,570,000	£1,055,000
<b>Overall Estimated Total</b>	<b>£6,625,000</b>	

8.3 During the contract a funding strategy will be developed to compile a revenue generating plan to attract/raise additional funds for NiDAS. It is hoped that this will be developed by support for further partnership arrangements with other statutory agencies through national bidding opportunities such as the Home Office, Ministry of Justice, through charitable trusts with the Lead Partner and general fund-raising opportunities.

**9. OTHER IMPLICATIONS AND RISKS:**

9.1 There are no foreseen major implications or risks associated with this decision paper.



9.2 An assessment of risk in delivery of the service has been undertaken by the 7force Procurement function before an award/contract was made. This assessment has considered the:

- ☞ value of the contract
- ☞ finances and sustainability of the contracted lead partner
- ☞ duration of delivery and ability of the proposed model of the service to victims
- ☞ delivery partners
- ☞ quality, monitoring and continuous improvement
- ☞ staffing
- ☞ social value

- a. To mitigate further risks, this will be managed through formal contract management reports and meetings that will take place regularly through the mobilisation period and on a quarterly basis when the service has gone live.
- b. The Contract Management board will include the 7force Procurement, OPCCN, Lead Delivery Partner and NiDAS Partnership Board.
- c. Data Management will be shared with the NiDAS Delivery Group that reports into the County's Domestic Abuse and Sexual Violence Group that reports to the Norfolk County Community Partnership.

<b>ORIGINATOR CHECKLIST (MUST BE COMPLETED)</b>	<b>PLEASE STATE 'YES' OR 'NO'</b>
Has legal advice been sought on this submission?	<b>Yes</b>
Has the PCC's Chief Finance Officer been consulted?	<b>Yes</b>
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	<b>Yes</b>
Have human resource implications been considered?	<b>Yes</b>
Is the recommendation consistent with the objectives in the Police and Crime Plan?	<b>Yes</b>
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	<b>Yes</b>
Has communications advice been sought on areas of likely media interest and how they might be managed?	<b>Yes</b>
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	<b>Yes</b>
<p data-bbox="204 1422 788 1458"><b>Is this report a Confidential Decision?</b></p> <div style="display: flex; justify-content: flex-end; gap: 20px;"> <input data-bbox="1066 1440 1187 1509" type="checkbox"/> <input data-bbox="1259 1440 1380 1509" type="checkbox" value="NO"/> </div> <p data-bbox="204 1534 1430 1570">If Yes, please state reasons below having referred to the <a href="#">PCC Decision Making Policy</a></p>	

**APPROVAL TO SUBMIT TO THE DECISION-MAKER** (this approval is required only for submissions to the PCC).

**Chief Executive – Mark Stokes**

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.



**Signature:**

**Date: 28/10/2021**

**Chief Finance Officer (Section 151 Officer) - Jill Penn**

I certify that:

- a) there are no financial consequences as a result of this decision,  
OR
- b) the costs identified in this report can be met from existing revenue or capital budgets,  
OR
- c) the costs identified in this report can be financed from reserves  
AND
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

**Signature:**



**Date: 28/10/2021**

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*