

# Executive Decision Report

<b>Decision maker and date of Leadership Team meeting or (in the case of individual Lead Member decisions) the earliest date the decision will be taken</b>	Leadership Team – 22 March 2018  Forward Plan Reference: 05202/18/C/AB Portfolio: Lead Member for Communities	 THE ROYAL BOROUGH OF <b>KENSINGTON          AND CHELSEA</b>
<b>Report title</b>	<b>Contract Award for Violence Reduction Street Outreach Service</b>	
<b>Reporting officer</b>	Director of Local Services (Interim)	
<b>Key decision</b>	Yes	
<b>Access to information classification</b>	Open report (part A) with exempt (part B) appendix information relating to the financial or business affairs of any particular person (including the authority holding that information).	

## **1. EXECUTIVE SUMMARY**

- 1.1. This report describes the outcome of procurement undertaken to give effect to the commissioning strategy approved in December 2017 to procure the Violence Reduction Street Outreach Service (VRSOS).
- 1.2. The invitation to tender was issued on 5 January 2018 with a deadline for return on 29 January 2018.
- 1.3. Two Tenders were submitted and Council Officers have evaluated the Tenders against the set award criteria described in paragraphs 5.5 of this report.
- 1.4. The VRSOS will deliver street based, targeted, outreach interventions which engage young people involved in serious youth violence aged 14 to 25 with the aim to reduce violence and other crimes; to de-escalate tensions; and to support exit from violent offending lifestyles.
- 1.5. Through provision of the service it is anticipated that the following outcomes will be achieved:
  - Repeat victimisation of the cohort is reduced and clients are supported to live free of violence;
  - There is a reduction in both the severity and frequency of offending by the cohort;
  - There is an increase in the cohort accessing and sustaining education, employment, training and positive activities and;
  - The service contributes to the Royal Borough's ambition for a reduction in the recorded volume of SYV and knife crimes in the borough.
- 1.6. This report seeks approval from the Lead Member for Communities to award the contract for the VRSOS to St Giles Trust for the sum of £85,300 for the period 1 May 2018 to 31 March 2019 (11 months) with the option to extend the contract period by up to two years on two separate occasions (12+12 months).
- 1.7. This service is funded solely from external grant funding from the Mayor's Office for Policing and Crime (MOPAC) London Crime Prevention Fund (LCPF) in year 1 from 1 May 2018 to 31 March 2019. Any contract extension is subject to the availability of future funding as well as performance.

## **2. RECOMMENDATIONS**

- 2.1. That a contract for the provision of VRSOS' is awarded to St Giles Trust for the sum of £85,300 for the period 1 May 2018 to 31 March 2019 (11 months) with the option to extend the contract period by up to two years (12 + 12 months).

### **3. REASONS FOR DECISION**

- 3.1. The Serious Youth Violence Partnership has identified an unmet need for an effective response to street based, group violent offending.
- 3.2. The proposed service will provide a street outreach service to those engaged, and often entrenched, in violent offending and criminal lifestyles. These young people and young adults often refuse to engage with youth clubs and other youth services and require specialist interventions by skilled and credible youth workers to engage and draw them away from offending.
- 3.3. The service will work as part of a broader network of services and interventions in place to tackle offending by young people and support for their families. The service will work to attract isolated young people and their families into this network of services and support. The service will be delivered, in the main, outside office hours.
- 3.4. The external MOPAC LCPF will fund this project for year one, 1 May 2018 to 31 March 2019. Any contract extension is subject to the availability of future funding as well as performance. This funding cannot be carried forward and must be spent by 31 March 2019.
- 3.5. There are a number of services to support and engage young people in the borough including a small number that deliver programmes to specifically target those at risk of offending or antisocial behaviour. However, through consultation with statutory and voluntary services, these youth services assisted the Community Safety Partnership in identifying an unmet need for a street based service to tackle and prevent youth violence and knife crime.
- 3.6. The VRSOS has been subject to a procurement exercise and St Giles Trust successfully received the highest total score based on the technical and commercial sections of the application. The assessment panel, which included representatives from the Council's Community Safety Team and Family Services Department, agreed that the submission was strong and the provider had excellent experience delivering projects similar to the service specification.

### **4. BACKGROUND**

- 4.1. In 2014 the Council invited the Home Office to undertake an Ending Gang & Youth Violence (EGYV) Peer Review of local responses to these issues. The EGYV review identified the borough as an "Emerging Gang Borough" and provided a number of recommendations.
- 4.2. The Council responded by producing a Serious Youth Violence Strategy which addresses the recommendations of the review and aligns to four priority themes:
  - Mobilising the community
  - Prevention
  - Targeted support services

- Enforcement

- 4.5 Since 2014 the Royal Borough has put in place a number of measures to seek to reduce Serious Youth Violence and knife crime.
- 4.6 A multi-agency case management process manages the risk of violent offending and harm by individuals. Since its inception over 80 individual safeguarding and enforcement plans have been put in place for young people and young adults (aged 13-28) and their families
- 4.7 A quad borough meeting was initiated by the Council with colleagues from Hammersmith & Fulham, Westminster and Brent to provide a place for intelligence sharing of cross-border gang and group tensions and to coordinate joint plans of action.
- 4.8 A Violence Reduction Network was established to engage grass roots community organisations in the response to violence.
- 4.9 Serious Youth Violence is a public health issue that affects millions of people globally. Young people sustain injury, death, mental health issues, adopt high risk behaviours, and are victims of exploitation due to youth violence and these consequences also have high economic costs, both for society and for the families of those affected. In 2017, RBKC experienced 43 knife crime with injury offences with victims aged 1 to 24 (which were reported to the police), 101 serious youth violence incidents which were reported to the police<sup>1</sup> and 254 total knife crime offences.
- 4.10 Initial public consultation which informed the design of this service took place between March and May 2017, with the intention to launch the procurement in June 2017. However, due to the tragedy of the Grenfell Tower fire a significant number of the voluntary sector services were diverted to help with the immediate response and recovery. It was therefore decided to put the procurement on hold whilst resources within local voluntary organisations were stretched.
- 4.11 The Council has secured the agreement from MOPAC that the LCPF for 2017/18 will be rolled over into 2018/19. The LCPF ends in 2018/19 and therefore all funds need to be spent by March 2019, with no further opportunity to carry over funding between financial years. In light of this the VRSOS specification was reviewed and amended to extend the number of outreach hours to allow for this increase in funds for a 11-month period. This project will be a pilot to understand the benefit and need for an out of hours' street based outreach service in the borough: proposals for sustaining the service in the future, assuming a successful pilot, will be

---

<sup>1</sup> Serious Youth Violence Includes any offence of most serious violence or weapon enabled crime, where the victim is aged 1-19.

considered by the Youth Crime Partnership and Community Safety Programme Board<sup>2</sup>.

## 5. PROPOSAL AND ISSUES

- 5.1. In December 2017 the Lead Member for Communities approved the Procurement Strategy permitting officers to proceed with the procurement of the VRSOS.
- 5.2. The VRSOS will provide detached street work for a minimum of 15 hours per week on three separate occasions for up to 50 young people annually who are both male, female and aged 14 to 25 including:
  - Young people who have been identified as being involved in Knife Crime and SYV;
  - Young people who have been charged / convicted for offences involving weapons and violence;
  - Young people who have been charged / convicted for offences involving the supply of drugs;
  - Young people who have been charged / convicted for offences involving the supply of drugs outside of London as part of “County Lines<sup>3</sup>” and
  - Young people who have been the victim of serious violence, such as knife crime or a firearm injury.

The Service Provider will provide the following to support service users accessing the VRSOS as well as the wider community:

- casework, advocacy and support access local services to address a range of needs including: advice with regards to criminal and civil justice processes, education and training, safety planning, emotional support, physical and mental health, substance misuse and offending behaviours;
- regularly assess the risk and vulnerability of clients
- undertake a robust assessment of the holistic individual needs of clients on a regular basis;
- undertake and manage an on-going dynamic risk assessment of the individual and support actions to mitigate those risks;
- ensure that the safeguarding needs of children are considered as paramount during risk assessments and assessment processes and all subsequent activity;

---

<sup>2</sup> The Community Safety Programme Board is the forum which oversees the Safer Kensington and Chelsea’s Partnership’s responsibilities for crime and community safety issues in Kensington and Chelsea.

<sup>3</sup> For information about county lines drug supply, violence and exploitation please refer to the National Crime Agency Report, November 2017

<http://www.nationalcrimeagency.gov.uk/publications/832-county-lines-violence-exploitation-and-drug-supply-2017/file>

- work with partners to support clients through civil and criminal justice processes;
- support and encourage clients to access positive activities during the evening and weekends. Support them to access sport, education, training, music, drama and media and other opportunities in the borough;
- work with Family Services professionals to engage young people and their families to address offending and provide support to families;
- the Provider will work with partners to understand the wider family context, to make referrals for services where necessary and to share information relating to safeguarding;
- work with the Safer Kensington and Chelsea Partnership and where necessary neighbouring boroughs including the Westminster Integrated Gangs Unit to reduce risk and increase opportunities for engagement with the target cohort;
- build effective relationships with statutory providers, voluntary sector providers and community organisations which support young people to access mainstream services;
- respond to rising tensions and threats of retaliation among groups of young people to de-escalate tensions and reduce violent offending, and undertake mediation where required;
- build and maintain strong relationships with community organisations and leaders which supports intelligence sharing and referral of young people at risk of violent offending to engage with the VRSOS;

5.3 The service provider will report quarterly on a set of agreed outputs and outcomes that will help identify the impact of the service in responding to serious youth violence through the provision of street outreach work in the borough. These measures will include but will not be limited to indicators that provide an understanding of impact on reduction in engagement with criminal justice system, risk management, crisis intervention and safeguarding adults and children. The service provider will report on:

- victimisation and offending of those engaged
- changes to positive protective and negative risk factors within the cohort
- service user feedback on their attitudes towards violence and experiences of the service
- the project's engagement with other support services (statutory and voluntary)
- the project's engagement with local communities including locations where the service has been delivered.

As this is a pilot project the data will provide a baseline as well as an indication of change and impact over time with the cohort engaged.

### **Procurement Route**

5.4. The services fall under Chapter 3 of the Public Contract Regulations 2015 (*Social and Other Specific Services*). The EU threshold for these services is £615,278 which is well above the total contract value for the VRSOS.

5.5. The tender process was published, advertised and executed through capitalE Sourcing and a Contract Notice was published on the Contracts Finder website as required by regulation 109 PCR2015. The process was an open procedure executed through a Request for Quotation (RFQ) under the Light Touch Regime (LTR). This ensured that bidders satisfied minimum levels of economic and financial standing and technical and professional ability to deliver the contract. Overall 6 organisations expressed an interest in the tender.

**Tender Evaluation**

5.6. Overall, two tenders were submitted. In view of the highly specialised nature of the service, this was not unexpected. The Council undertook extensive pre-market engagement, consultation and pilot work with providers, despite this there were two submissions.

5.7. The first stage of the evaluation process was to check that all tenders complied with the minimum criteria and that no bidders were subject to any of the grounds for mandatory or discretionary exclusion under the Public Contract Regulations in force at the time. Both tenderers and their tenders satisfied all the first stage criteria and went forward to be evaluated by the team in accordance with the following scheme:

<b>Tender evaluation panel was:</b>	<b>Senior Community Safety Officer, Serious Youth Violence Coordinator, Early Help Team Manager (Family &amp; Children’s Services) Youth Offending Team Manager.</b>
<p>A zero to five marking scheme was used to evaluate the following technical questions against a 70% weighting for technical quality:</p> <ol style="list-style-type: none"> <li>1. Describe how you will deliver the Violence Reduction Street Outreach Service (VRSOS) for the Council in line with the service specification requirements.</li> <li>2. Describe how you will engage with service users and increase accessibility of the service for individuals with a history of poor or non-engagement with services and agencies.</li> <li>3. Describe the service model including all posts that you propose to put in place to deliver the outcomes and key deliverables of the (VRSOS).</li> <li>4. Describe how you will ensure that the workforce is skilled, competent and qualified to deliver high quality service provision and your processes for ensuring on-going service development and improvement.</li> <li>5. How will you monitor and evaluate the service?</li> <li>6. Describe what risk assessment and or risk assessment tools, measures and resources you will use to assess and safeguard the workforce delivering the VRSOS.</li> <li>7. Describe what risk and needs assessment and /or risk assessment tools, measures and resources you will use to assess and safeguard service users accessing the VRSOS.</li> <li>8. Describe, how you will work in partnership with local services, the Council, local organisations, businesses, statutory and voluntary agencies to deliver the service outcomes.</li> <li>9. Describe, how you will support service users to engage and access services identified to meet their needs and improve life opportunities.</li> <li>10. Outline your proposed service implementation plan and timetable from the date of the award of the contract to the end of the first 6 months of the contract term.</li> </ol> <p>A 30% weighting was applied to the price submitted as part of the commercial section.</p>	

<b>Provider</b>	<b>Qualification Stage</b>	<b>Technical Stage</b>	<b>Commercial Stage</b>	<b>Overall Weighted Score</b>	<b>Ranking</b>
<b>A</b>	<b>Pass</b>	<b>76</b>	<b>99.2</b>	<b>83</b>	<b>1</b>
<b>B</b>	<b>Pass</b>	<b>63</b>	<b>100</b>	<b>74</b>	<b>2</b>

5.8. As detailed in the Procurement Strategy there are no staffing implications for the authority because none of the staff involved are council employees.

5.9. The recommended St Giles Trust passed the financial and credit checks undertaken by the Council.

### **Implementation Plan and Contract Management**

5.10. The table attached in Appendix 2 (contained in the exempt report) outlines the key phases of work that will be undertaken by the commissioners to achieve the contract start date. This includes:

- Finalising the contract
- Confirming implementation plans with the provider and staffing arrangements.
- Finalising governance and performance monitoring arrangements
- Overseeing the provider's implementation plans to ensure their service is up and running on 1 May 2018.

### **Supplier Relationship Management and Monitoring**

5.11 The Council will appoint an Authorised Officer and Contract Manager to oversee delivery of the VRSOS. Performance and Financial monitoring information will be required on a quarterly basis and reported directly to MOPAC and the Community Safety Commissioning Group. For the first six months of the contract, monthly meetings will be held with the provider to oversee the mobilisation and implementation of the service.

## **6. OPTIONS AND ANALYSIS**

6.4. The Lead Member for Communities may:

6.5. Accept the Recommendations and award the Contract as set out in paragraph 2.

6.6. Decline to accept the recommendations. This is not recommended by officers. The recommended Provider is the one which submitted the most economically advantageous tender where the most economically advantageous means the best quality/price ratio.

- 6.7. Decline to award the contract. This is not recommended by officers. The establishment of the VRSOS responds to a key community safety priority aligned to the wider local Serious Youth Violence and Gang's Strategy. This is an area of concern for the Community Safety Partnership as well as wider community, evidenced by data and consultation. Incidents of knife crime and knife crime with injury are on the rise in the borough. Further, the proposal to develop the VRSOS has secured funding of circa £85,419 from the MOPAC LCPF and aligns to the pan London strategy, therefore to decline to award the contracts would lead to the probable loss of this funding.

## **7. RISK ANALYSIS**

- 7.1 There is a risk, as always with a tendering exercise, that one of the unsuccessful tenderers will challenge the outcome. Officers have mitigated this risk by following established procurement processes in accordance with the Council's Contract Regulations.
- 7.2 The VRSOS is a new service model of which some elements have not been tried and tested locally; therefore, a break clause has been included in the contract. This flexibility is necessary due to the innovative nature and risks associated with the service provision.
- 7.3 Commissioning the new service could carry reputational risks for the Council particularly if the service does not perform well. therefore, officers will ensure close monitoring of the new contract and consistent dialogue with the Provider, particularly during the first few months of service delivery. The provider will also undertake service user feedback to ensure the service meets the needs of its users and key stakeholders.

## **8. CONSULTATION AND COMMUNITY ENGAGEMENT**

- 8.4. Service Providers and Service Users have been consulted which provided commissioners with a number of recommendations. These recommendations have informed the service specification. The consultation with providers and service users was undertaken via a half day workshop, on the 10 March 2017, at Kensington Town Hall. This workshop was attended by a wide range of statutory, voluntary and community organisations involved in the delivery of services for young people and young adults. This was a broad mix of statutory and voluntary services that work with young people, adults and families who are affected by Serious Youth Violence in the Royal Borough.
- 8.5. The consultation, and the presentation used at the March workshop, was also shared online with the wider public and community, and was emailed to a number

of Voluntary and Community Sector in Kensington & Chelsea so they could comment on the rationale behind the planned proposal.

8.6. The consultation was followed by a final feedback session with all of these attendees on the 10 May to share with them the findings of the research, and the planned proposal going forward.

8.7. The Lead Members for Communities and Family Services and Education have both been consulted regarding the programme outline, approach and approved the permission to proceed with the procurement of the new service.

## **9. COMMUNICATIONS and Community Engagement**

9.1 Communications advice has been given and a Communications Plan will be followed in regards to the implementation of the project and in conjunction with the Service Provider's communications to launch the service.

## **10. HUMAN RESOURCES AND EQUALITIES IMPLICATIONS**

10.1 An Equalities Impact Assessment has been completed. The results found that the service had either positive or neutral impact on all the protected characteristics.

## **11. LEGAL IMPLICATIONS**

11.1. These services are classified as Social and Other Specific Services under the Public Contracts Regulations 2015 (the "Regulations"). The value of the proposed contract falls under the threshold (being £615,278) requiring compliance with the "light touch regime" under the Regulations. The requirements for the procurement of a below threshold under the Regulations are very few, namely:

- Publication of the opportunity on Contracts Finder where the opportunity is being advertised elsewhere (for example on CapitalEsourcing);
- Publication of a contract award notice on Contracts Finder; and
- Prohibition on the use of a pre-qualification stage.

11.2. The Council's Contract Regulations also require that below threshold contracts for social and other specific services are advertised on and procured through CapitalEsourcing and advertised on Contracts Finder.

11.3. This report sets out that the contract has been procured in accordance with the Council's Contract Regulations and EU procurement rules.

Legal implications completed by: Cath Tempest, Senior Solicitor (Contracts), Tel: 020 8753 2774

## **12. FINANCIAL AND RESOURCES IMPLICATIONS**

12.1. The Group Finance Manager – Corporate Services, has been consulted. The proposal makes use of £85,300 of the £325,640 18/19 MOPAC London Crime

Prevention Fund grant, enabling the service to run a 11-month pilot programme targeted at response to street based, group violent offending.

- 12.2. The proposed contract contains options to extend at 11 month intervals, though at this stage no future funding stream has been identified. In order to inform any future investment decision either internally or through application for further grant funding, it will be important for the service to present an evidence based business case. Paragraph 5.3 outlines the benefits realisation methodology that will be put in place around this programme which should produce the required evidence.
- 12.3. It should be emphasised that the specified grant expires after 2018/19 and carry forward will not be possible. The loss of this funding in conjunction with other pressures within the service will mean that any future investment decisions will need to be taken in the wider context of the outcome prioritisation work taking place in 2018/19 across the whole service area.

### **13. PROCUREMENT IMPLICATIONS**

- 13.1 The services to be provided under this contract fall under the Light Touch Regime but below the threshold at which the full Public Contract Regulations apply. To the extent that the Regulations apply, they and the Council's Contract Regulations have been adhered to. A Contracts Finder Award Notice will be published in the event of the recommendations being accepted.

**Heather Wills  
Interim Director for Local Services**

### **Local Government Act 1972 (as amended) – Background papers used in the preparation of this report**

Equalities Impact Assessment

#### **Contact officer(s):**

Stuart Priestley – Chief Community Safety Officer, Royal Borough of Kensington & Chelsea, [Stuart.Priestley@rbkc.gov.uk](mailto:Stuart.Priestley@rbkc.gov.uk), 0207 361 2799

#### **Formal clearance requirements for all key decision reports**

Cleared by Finance (officer's initials)	NP
Cleared by Director of Legal Services (officer's initials)	CT
Cleared by Communications & Community Engagement (officer's initials)	MK