

DMPC Decision PCD 646

Title: Modern Slavery – Domestic Servitude Behavioural Insights Campaign

Executive Summary:

As part of the London Tackling Violence Against Women and Girls (VAWG) Strategy, the GLA awarded MOPAC with one-off funding of £600,000 to enable the commissioning of communication campaigns to tackle the attitudes which can lead to VAWG.

As set out in PCD 542 £125,000 of this budget has been allocated to the creation of a Modern Slavery Campaign. This work has been split into two sections – the first is a behavioural insights piece of work which researches Domestic Servitude in the capital and designs and tests an intervention to change attitudes and therefore behaviours in communities where this is practiced. The second is the marketing campaign and creation of the creative execution of the work.

After a competitive tendering process of the Behavioural Insights part of this work, run by TFL on MOPAC's behalf, a bid with a value of £62,880 was successful. The purpose of this decision is to award and sign the contract to Kantar, the successful bidder.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to award the contract to Kantar, to the value of £62,880. This will deliver a fully researched and tested intervention designed to change attitudes and therefore behaviours in a community in London which practices Domestic Servitude.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Edward Hume

Date

14/10/19

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1 Tackling Violence Against Women and Girls (VAWG) is a key priority in the Mayor's Police and Crime Plan (2017-21). The refreshed London VAWG Strategy (2018-21) aims to reduce the prevalence of VAWG in London, tackling perpetrators and supporting victims and survivors to cope and recover.
- 1.2 MOPAC were awarded one-off Mayoral funding of £600,000 for campaigns to tackle the attitudes which lead to VAWG.
- 1.3 In PCD542 it was agreed that the £600,000 would be divided across three campaigns;
 - £200,000 - FGM Campaign
 - £125,00 - Modern Slavery Campaign
 - £275,000 – Stakeholder Review (This will be a review of stakeholder engagement that develops a Target Operating Model that creates a whole systems approach to tackling VAWG)
- 1.4 This decision relates to the second campaign, researching, developing and testing an intervention designed to change attitudes and therefore behaviours in a community in London which practices Domestic Servitude.
- 1.5 MOPAC went out to tender via TFL to commission a provider to create, research, develop and test this intervention in conjunction with us and the communities identified by the research.
- 1.6 The overarching objectives of the work as defined in the RFP were:-

We want to demonstrate a change the behaviour and attitudes of the people in the community identified. Through this we would likely see:

 - Increased community awareness of domestic servitude
 - A longer-term increase in prosecutions, followed by a reduction in the known prevalence of domestic servitude
- 1.7 Through a fair and legal process Kantar were chosen from the bids we received.

2 Issues for Consideration

- 2.1 The work will be developed with the London Modern Slavery Partnership Board and specialists from across London to ensure that the messages created will resonate with the communities affected by Domestic Servitude.
- 2.2 The intervention and distribution methods will be researched and socialised with members of the community to ensure that it works and is scheduled to be seen in the right places.
- 2.3 Further to testing an intervention, a separate marketing agency will be procured to develop creative.

3 Financial Comments

- 3.1 This work has a fixed fee value of £62,880, and will be carried out and completed, including and evaluation by 31st March 2020.
- 3.2 Should MOPAC wish to extend this campaign beyond its current boundaries, extra money would need to be allocated.
- 3.3 The resource allocated for this piece of work, and approved by the Deputy Mayor of Policing and Crime will come from the budget as agreed in PCD542.

4 Legal Comments

- 4.1 As set out in 5.5 of the MOPAC Scheme of Delegation, the Chief Executive Officer can award and sign contracts for MOPAC with a total value of £50,000 to £499,999.

5 Commercial Issues

- 5.1 MOPAC undertook a competitive procurement process, to award a contract using a Marketing Framework provided by TFL. The Transport for London Procurement team managed the process to ensure it was conducted in line with MOPAC's Contract Regulations and the Public Contracts Regulations (2015).
- 5.2 Kantar were awarded the contract because they achieved the highest score with their bid demonstrating their ability and capacity to deliver the work to a high quality and within the time scale.

6 Public Health Approach

- 6.1 VAWG is a significant public health issue, costing the health care system £1.3 billion a year. VAWG offences have a significant and enduring impact on an individual's physical health and mental wellbeing and it is important that all partners are working together to support victims/survivors and are able to identify VAWG.

7 GDPR and Data Privacy

- 7.1 The providers are not being commissioned to process any personally identifiable information. If over the course of the delivery, it appears necessary for the provider to process personally identifiable information then MOPAC's GDPR Project Manager will be consulted and a Data Protection Impact Assessment will be completed.

8 Equality Comments

- 8.1 The Equality Act 2010 puts a responsibility on public authorities to have due regard to the need to eliminate discrimination and promote equality of opportunity.
- 8.2 MOPAC is required to comply with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires MOPAC to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

- 8.3 The Mayor's Tackling Violence Against Women and Girls Strategy Impact Assessment can be found here: <https://www.london.gov.uk/mopac-publications/mayors-violence-against-women-and-girls-strategy-2018-2021>

9 Background/supporting papers

- **PCD542**
- **Kantar Contract and Annexes for signature**

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – NO

ORIGINATING OFFICER DECLARATION

Tick to confirm statement (✓)

Financial Advice

The Strategic Finance and Resource Management Team has been consulted on this proposal.

✓

Legal Advice

Legal advice is not required.

✓

Equalities Advice:

Equality and diversity issues are covered in the body of the report.

✓

Public Health Approach

Due diligence has been given to determine whether the programme sits within the Violence Reduction Unit's public approach to reducing violence. This has been reviewed and supported by a senior manager within the VRU.

✓

Commercial Issues

Commercial issues are not applicable

✓

GDPR/Data Privacy

- GDPR compliance issues are covered in the body of the report and the GDPR Project Manager has been consulted on the GDPR issues within this report.
- A DPIA is not required.

✓

Director/Head of Service

The Director of CJC has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.

✓

Interim Chief Executive Officer

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature



Date

9/10/19



DMPC Decision – PCD 542**Title: Stakeholder and Community Campaigns****Executive Summary:**

As part of the tackling VAWG strategy a £600k budget was announced for campaigns to tackle the attitudes which lead to VAWG.

The Deputy Mayor for Policing and Crime (DMPC) is asked to consider the request to spend this £600,000 on three stakeholder and community-based campaigns around VAWG. One for FGM, one for Modern Slavery and one for bring together all VAWG Stakeholders.

Fair and legal procurement of the agencies to develop and deliver these campaigns will be initiated from this decision.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to approve:

- The approach outlined for each campaign
- The procurement strategy for each campaign
- Revenue expenditure of £600,000 for the overall campaigns in advance of the procurement as follows:
 - £200,000 – FGM Campaign
 - £125,000 – Modern Slavery Campaign
 - £275,000 – VAWG Stakeholder

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature**Date**

5/1/19

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1** As part of the tackling VAWG strategy, the GLA awarded MOPAC with one-off funding of £600k in 2018/19 for campaigns to tackle the attitudes which lead to VAWG.
- 1.2** It has already been agreed by the DMPC that this budget is allocated to be spent on three campaigns – one for FGM, one for Modern Slavery and one for VAWG.
- 1.3** In the development of the approaches for these campaigns we have met with key stakeholders in the sector and have agreed that throughout the development of the campaign and creative they will be engagement.
- 1.4** FGM Background, approach and timescale

1.4.1 Background

- Female Genital Mutilation (FGM) refers to procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. 500,000 girls and women living in Europe have undergone FGM, it is estimated that 170,000 women and girls are living with FGM in the UK today and that a further 65,000 girls under the age of 13 are at risk of the procedure.
- The first FGM figures in England, released last year, show that between April 2015 and March 2016 there were almost 6,000 new cases of FGM reported.
- Although the numbers are small comparative to the scale of say Domestic Violence / Domestic Abuse, the high physical impact has focused attention on it. FGM is practiced in a number of very specific communities across London. This may lend itself to targeted community-based interventions to change attitudes around its practice.
- By focusing on these specific communities that practice cutting and the professionals they encounter such as teachers, healthcare professionals and even airport workers we hope to precipitate an attitudinal change, and then a subsequent behaviour change.
- In early conversations with the sector, we have broad support for a campaign. The sector is keen that whatever campaign or intervention is developed, it includes: -
 - A research piece across London to understand the size, scale, location, attitudes and service provision around FGM across London. Most recent figures come from 2011 census and are outdated
 - Work to enrol local authorities to help perpetuate any message or intervention
 - Above the line advertising – leaflets, posters, videos, in relevant languages to the community
 - Uses digital to target messages to young people
 - Involves conversation with both men and women in communities – ensuring men are on board as allies
 - Does not vilify one community in the eyes of others
 - That “real” community leaders are identified and enrolled not self-appointed ones

1.4.2 Approach

- A focused community-based campaign whereby through the identified intervention and message brings about attitude change. This may take the form of providing information

to the communities which practice FGM through religious institutions, health practitioners, social workers, schools, airport staff, specific foreign language press and key community influencers. As this would be highly targeted it is not a London-wide campaign.

- For this to be effective we need to research, identify and agree the target communities, the intervention that may work, have an effective baseline from which to demonstrate success and roll out the campaign, ensuring a clear, evaluation at the end.

1.4.3 Timescales

- Our intention is to run this procurement in March 2019, with a decision early April 2019. In order to ensure that the campaign is ready for "Cutting Season" it needs to be development in April and May and launched June 2019 to target schools, health professionals, airport/border staff and others at key moments ahead of the school holidays.

1.5 Modern Slavery Background, approach and timescale

1.5.1 Background

- Modern day slavery refers to any form of forced human exploitation for labour or service. It is an umbrella term that encompasses a number of exploitative practices including child slavery, forced marriage, domestic servitude and forced labour - anywhere victims are made to work through violence and intimidation.
- It is an under reported and complex problem across the capital – where some victims don't see themselves as victims and where cultural practice may – in some communities – trump law of the land. This campaign seeks to target attitudinal change in communities that perpetuate modern slavery through one specific strand – domestic servitude. While this is the main objective, other activity around the campaign such as press activity may highlight the issue and raise awareness.
- MOPAC convenes and chairs the London Modern Slavery Partnership Board (LMSPB) and held a workshop in Summer 2018 to gather an initial expert led steer on the potential nature of this campaign
- Partners first considered which sector a modern slavery campaign should focus on. It was noted that the term modern slavery covered a whole range of crimes; it would be unrealistic to develop a single communications campaign that could both cover these range of crimes and also provide enough detail to the audience to spot the specific signs in each sector.
- For that reason, it was noted that previous examples of communication campaigns (national and other regional) had chosen to focus on specific types of offences, such as child exploitation or exploitation of labour in car washes. Finally, it was noted that for most members of the public the indicators of modern slavery would appear to be very similar to that of wider illegal migration; the victims could be complicit and not wish to be 'saved', especially in labour abuse.
- Partners agreed that a campaign against domestic servitude would provide the best opportunity to add value to an area which has been under-reported and receives insufficient intelligence, build on the work already in progress within specific communities. As domestic servitude affects mainly women, it provides a clear link to the wider tackling VAWG campaign.

1.5.2 Recommendation

- To run an enhanced, targeted stakeholder engagement campaign focusing on a community in which Domestic Servitude is an issue.
- This would include researching and narrowing audience, developing and testing messages and interventions in cooperation with the community and working across agencies and with communities to ensure a change in attitude of individuals within communities in which Domestic Servitude is an issue.
- The intervention – to be defined and refined by the agency through research and user testing – should look to use methods and tactics such as, but not limited to, working with community outreach, diaspora press, community and religious groups, schools, health professionals and other potential touch points.

1.5.3 Timescales

- This would be micro targeted attitudinal change running to be commissioned by April 2019. The community should be researched and intervention method identified by June 2019, and the campaign should start by Sept 2019. It may be that the procurement is split in two – one for a research and insight agency and two for creative and delivery.

1.6 Approach for VAWG Stakeholders

1.6.1 Background

- From early conversations with the sector we were advised to look at how we can use our powers of convening partners to increase effectiveness of partnership and engagement across a number of key organisations.
- This work will involve significant stakeholder engagement (including, but not limited to, the Metropolitan Police Service, Local Authorities including Housing Departments and Social Services, London Community Rehabilitation Company, NHS England, Public Health England, and Voluntary and Community Sector organisations); ongoing regular engagement with MOPAC and engagement and consultation with victims/survivors.

1.6.2 Approach

- MOPAC seeks to commission an agency to review current work, then design and deliver Stakeholder Engagement in VAWG across a variety of organisations, looking at the effectiveness of their collective engagement and the impact this has on a victim/survivor's journey.
- The work will develop a Targeted Operating Model for the response to victims/survivors of VAWG, this will set out the minimum standard of response that should be provided to victims/survivors of VAWG by organisations across London.
- The development of the Targeted Operating Model will strengthen the pathways of support and set out the clear access points at the various stages of a victims/survivors journey.
- It will also involve desk-based research and case studies; exploring how victims/survivors currently experience engagement with stakeholders and what they would view 'good' engagement to look like
- A partnership governance structure is in place that will provide support to the work.

- This work should look to map the current levels of engagement partner agencies have with victims/survivors of VAWG and engage with a range of stakeholders and partners across all of London. It should map any differences identified both across London and within organisations.
- The work should provide an understanding of the system, the response given to victims/survivors of VAWG across the range of agencies and identify; barriers to victims/survivors accessing these agencies, gaps in service provision and areas of good practice.
- The work will also include consultation with Voluntary and Community sector organisations and victims/survivors of VAWG.
- The work will be required to set up a Sub Group of the London VAWG Board to take forward the development of the work.
- The published review will develop a Targeted Operating Model for all partners to sign up to, this will set out the minimum expected standard of engagement from partners, ensuring the best possible outcomes for victims/survivors. The review will develop an implementation plan to run alongside the Targeted Operation Model which will include stakeholder consultation.
- The work should specify what a 'Gold Standard' whole systems approach would look like. Setting out what would be needed to achieve this, taking into consideration the statutory obligations of organisations, existing policies and the limits within these policies and the cost implications this would entail.

1.6.3 Timescales

- The aim is to procure an agency to design and deliver this stakeholder engagement by end of May 19. The stakeholder work will take place throughout 19/20. The work and any joint working agreements will be launched at a Summit In Early 2020, held at City Hall, to be hosted by the Mayor or Deputy Mayor for Policing and Crime.

2. Issues for consideration

- 2.1. Timings and award - There are tight timings involved in this procurement process, especially for the FGM campaign which would like live in time for "cutting season" this year. We are assured these timings can be met if the decision is signed off and we can accrue the money for 19/20.

3. Financial Comments

- 3.1. The GLA awarded MOPAC with one-off funding of £600k in 2018/19 for campaigns to tackle the attitudes which lead to VAWG. This funding is proposed to be carried forward to 2019/20 and allocated against the campaigns as follows:
 £200,000 FGM
 £125,000 Modern Slavery Campaign
 £275,000 VAWG Stakeholder

4. Legal Comments

- 4.1. Paragraph 4.8 of the MOPAC's Scheme of Consent and Delegation provides the DMPC with delegated power to approve Business cases for revenue or capital expenditure of £500,000 and above.
- 4.2. Paragraph 4.13 of the MOPAC's Scheme of Consent and Delegation provides the DMPC with delegated power to approve the procurement strategy for all revenue and capital contracts of a total value of £500,000 or above, such determination to include decisions on the criteria and methodology to be adopted in the tendering process, any exemptions from procurement requirements, and any necessary contract extensions.
- 4.3. The Mayor's Officer for Policing Crime is a contracting authority as defined in the Public Contracts Regulations 2015 ("the Regulations"). All awards of public contracts for goods and/or services valued at £181,302 or above must be procured in accordance with the Regulations. Procurements outlined within this report will be carried out in accordance with these Regulations.

5. Commercial Comments

- 5.1. Notwithstanding 4.1, Officers must ensure the MOPAC Financial Regulations and MOPAC Contract Regulations requirements are complied with in the implementation of these recommendations.

6. GDPR and Data Privacy

- 6.1. We will not be asking for individuals personal data in the course of creating this campaign.
- 6.2. If any of the interventions proposed by agencies seek to use personal data or personally indefinable data then MOPAC will not be a data controller or processor and it is the agency that will need to complete a DPIA.
- 6.3. As such standard terms and conditions on GDPR and Data Privacy will be added to any contract.

7. Equality Comments

- 7.1. Standard equality conditions will apply to the procurement process and the winning bid.

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? YES/NO

If yes, for what reason:

Until what date: N/A

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – YES/NO

ORIGINATING OFFICER DECLARATION

	Tick to confirm statement (✓)
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Legal Advice: Legal advice is not required.	✓
Equalities Advice: Standard equality conditions will apply to the procurement process.	✓
Commercial Issues The proposal is in keeping with the GLA Group Responsible Procurement Policy.	✓
GDPR/Data Privacy - GDPR compliance issues are covered in the body of the report and the GDPR Project Manager has been consulted on the GDPR issues within this report. - A DPIA is not required.	✓
Director/Head of Service: The Director of Strategy and Director of Commissioning and Criminal Justice have reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓

OFFICER APPROVAL**Chief Executive Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

R. Lawrence

Date

11/3/19

