

PLYMOUTH CITY COUNCIL

Subject:	Children's Residential Placement contract award
Committee:	Cabinet
Date:	13 October 2015
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Strategic Director for People)
Author:	Emma Crowther, Strategic Co-operative Commissioning Team
Contact details	Tel: 01752 304009 email: emma.crowther@plymouth.gov.uk ;
Ref:	R/B/C
Key Decision:	No
Part:	I

Purpose of the report:

The purpose of this paper is to seek agreement to the proposal for contract award for five residential children's homes beds for up to two years, with the option to increase the contract to include an additional two bedded home. The provision will be in and close to the city for Plymouth children and young people in care and provided by a reputable children's home provider.

Over the last eight years we have seen an increase in the use of residential and secure welfare provision for Plymouth children and young people in care, with a peak use in spring 2014. As a result, a number of Plymouth children and young people have been placed some distance from the city, in provision which has at times been variable for quality. The provision of social work oversight and support is harder when children are placed out of area, and accessing services is often more difficult due to a lack of centralised provision and issues across boundaries of services.

There is a continuing and urgent need for children's homes based locally which are able to work with and manage our most vulnerable young people. The cohort of young people that need this accommodation typically struggle to live with their peers and require a period of stabilisation in their own provision before they can manage group living. They often present with risky behaviours and mental health issues.

The NEW Devon Clinical Commissioning Group (CCG) is supportive of the plan to enable more children to be cared for within or near to the city as this is in line with commissioning intentions to ensure that there is easier and earlier access to services that promote wellbeing or provide help in a crisis. The proposal has been discussed with clinical leads at the Joint Strategy Implementation Group and an original options paper has had the oversight of the CCG. The CCG are also becoming members of the Peninsula Commissioning and Procurement Partnership to support the next Peninsula placements tender.

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

This proposal will align with the Corporate Plan as follows:

Corporate Objectives	How the Cost and Volume tender aligned with the Corporate Plan
Pioneering Plymouth – we will be pioneering by designing and delivering better services that are more accountable, flexible and efficient in spite of reducing resources.	The specification and contract will ensure a high level of service provision with a focus on continuing improvements in performance. The provider will work closely with Plymouth in partnership to ensure the service is flexible to changing need.
Caring Plymouth – we will promote a fairer, more equal city by investing in communities, putting citizens at the heart of decision-making, promoting independence and reducing health and social inequality.	Children and young people will be at the centre of the new contract and specification, with emphasis on continually gathering their views and feeding this back into demonstrable service improvements. Children and young people placed will be supported to improve their health and social outcomes in line with the Children’s Homes Regulations and the Ofsted inspection framework.

Corporate Outcomes	How the Cost and Volume tender will align with the Corporate Plan
The Council provides and enables brilliant services that strive to exceed customer expectations.	The provider has maintained Ofsted performance throughout the recent changes to the inspection framework and has maintained provision in the South West as Good or Outstanding. We endeavour to work with providers who are graded Good or above by Ofsted, and work closely with those graded adequate to support them to improve the quality of their provision.
A Council that uses resources wisely.	The proposal will improve value for money through enabling some children placed out of area in high cost placements to return to the south west, and in preventing others from escalating out of area in the first place.
Children, young people and adults are safe and confident in their communities.	The specification for the contract will focus on ensuring good outcomes for children in the care of the Local Authority through placing them with a provider with a good track record, where their interests, education, emotional stability and futures are prioritised.
People are treated with dignity and respect.	As above – in addition, contract monitoring processes including site visits will ensure that this is a priority.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

The proposal is to block purchase two current solo placements in Plymouth, plus three additional solo homes which would be set up, with the option to extend the contract to include a further two-bedded home if required and if the model is successful.

The estimated value of contract would be £900,000 per annum once five bed spaces were on line with a further £360,000 if a two-bedded home was added. This could be used as a step down option from the solo placements.

A total annual contract for seven bed-spaces (five initially, with two added later on if required) for approximately £1,260,000 per year (total potential contract value £2,520,000 in 2018) would enable a robust Plymouth based model of care.

This is not new spending as this would be set against the against a proposed residential placement budget for 2016/17 of £3,510,466 and would have the following additional benefits:

- Reduce the spend on the Peninsula contracts by an equivalent amount,
- Potentially reduce the spend on costly out of area packages of care
- Reduce the spend on out of area education and healthcare

The average cost of five of the current out of area children's homes placements is £5021 per week. Cambian currently charge £3,450 per week for solo placements under the Peninsula Frameworks. The provider has indicated that their fees for the solo provision under a block contract would be maintained at current values, which represents a difference of £1,571 per bed per week if we are able to bring children back to the city from high cost out of area placements.

This has a potential to reduce the overspend experienced in 2015/16 by £245,000 next financial year based on reductions achieved from the three additional beds not already currently being occupied by Plymouth children.

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:

The contract will have implications for child poverty and community safety by aiming to provide a stable, equitable family style environment for Plymouth children and young people to grow up in. Each child and young person will be supported to enjoy and achieve in their social lives, promote emotional health and wellbeing and education and be given opportunities which will enable them to transition to adulthood successfully.

Equality and Diversity

Has an Equality Impact Assessment been undertaken?

Yes

Recommendations and Reasons for recommended action:

It is recommended that approval is given to award a contract for up to seven locally based children's homes beds to The Cambian Group, consisting of two existing solo homes, three new solo provisions which are to be created, plus the option to block purchase placements at an existing two-bedded provision for the period to 31 March 2017, with an option to extend for a further year, if required at an estimated cost of approximately £1,260,000 per year.

This decision is based on an analysis of the current placement provider market and local need and would enable children to be placed closer to the city, maintaining their support networks and reducing the cost of their care.

Published work / information:

Department for Education – Financial stability, cost charge and value for money in the children’s residential care market – research report June 2015. A hyperlink to the document is:

http://socialwelfare.bl.uk/subject-areas/services-client-groups/children-young-people/departmentforeducation/174522RR451_-_Children_s_residential_care_report.pdf

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Equality Impact Assessment	X									

Sign off:

Fin	PeopleF CCA 1516 001	Leg	SC/23945	Mon Off	DVS2397 3	Strat Proc	HG/CS/406/CP/ 0915
Originating SMT Member Craig McArdle, Assistant Director for Cooperative Commissioning							
Has the Cabinet Member(s) agreed the contents of the report? Yes							

1. INTRODUCTION

Residential children's homes care for children or young people in a single setting with the support of professional staff and typically range from caring for one child to up to four children at any one time. There is no such thing as a 'typical' children's home. Some homes provide general support for a range of different needs. Other homes offer a specialised service for children or young people with particularly complex needs. Secure homes provide for young people who have committed offences or who need to be held securely for their own safety (Criminal Justice or Welfare Secure Placements). The modern model of children's homes in the community is designed to look as much like a family home as possible, with staff working to create a safe and warm atmosphere for the child.

It is possible to define two distinct markets for the residential children's home market. These are:

- Children with profound and multiple disabilities
- Children with mental health or behavioural conditions or problems resulting from traumatic family and environmental experiences.

Over the last 8 years Plymouth has seen an increase in the use of residential and secure welfare provision, with a peak level of use in spring 2014. This mirrors the national trends for the use of these types of provisions. Within this Plymouth have experienced demand periods that have significantly tested the ability of the current market to supply an appropriate accommodation and care solution.

Despite effort to reduce demand on this provision through new models of care planning that create a "wrap around" package of care, some young people are still being placed significant distances from Plymouth in provision that has not been quality assured through our existing Peninsula Framework contracts. We cannot easily assure consistent quality for provision which is a significant distance from the south west in the same way as more local provision. There is also the cost in respect to senior management, commissioning and partner resources in trying to secure and monitor these alternatives.

Whilst there are pressures in respect to quality and cost for both of these markets, this paper focuses on creating alternative commissioning arrangements for the latter market as this is where there has been most difficulty in sufficiency during peak demand periods.

2. WHERE ARE WE NOW?

2.1 National Drivers and Current Commissioning Arrangements

Local Authorities are judged by Ofsted against a number of indicators that demonstrate the quality of care for looked after children. This includes:

- Placement stability
- The number of children placed 20 miles or more from their home address.
- Education performance

The children and young people whose needs have escalated to the point of needing residential provision often have poor outcomes in these areas.

Plymouth City Council is currently part of a Peninsula Commissioning and Procurement Partnership with Cornwall, Somerset, Devon and Torbay Local Authorities. Since 2006 we have collaborated to develop the residential provider market, tender the framework contracts for fostering, residential

homes and 16 plus accommodation and shared quality assurance and contract improvement responsibility.

When a placement is required, a placement request form is completed by Children’s Social Care, following authorisation to purchase, and the Commissioning Team spot purchase placements from the market to secure the “best match” for the child. Once secured, Individual Placement Agreements (Placement Contract) are put in place with outcome expectations agreed in placement planning meetings.

Ofsted regulations and standards for the operation of Children’s Homes were revised in April 2015, with a focus on quality standards, evidence of progressing outcomes, continuous improvement and clear leadership and management arrangements, including challenges back to local authorities where care planning is not robust. This has rightly meant that more rigor has been applied to the market and has resulted in significant work across the Peninsula authorities to develop improvement plans with providers, managed by the Peninsula Board and Team.

The current placement framework contract finishes in March 2017 and the Peninsula Partnership are beginning to review requirements for a future contract.

2. CURRENT PROFILE OF NEED

The table below shows the numbers placed in residential children’s homes over the last 8 years.

	08/09	09/10	10/11	11/12	12/13	13/14	14/15	Current
Annual Average Number of YP in Residential Placement	12	16	20	19	20	23	27	20
Peak Number	13	19	23	23	23	28	32	n/a
Lowest Number in Residential	9	10	15	15	18	20	23	n/a

The accompanying part 2 Cabinet paper highlights the demand for Welfare Secure placements, which has also increased in the last few years in line with the national demand for these types of placement. This is not included in this paper due to the low numbers of children placed, which could lead to them being identified if released publicly.

In 2015 we launched a project to test a new approach to care planning for children and young people in residential and welfare secure provision with an aim to moving them to more appropriate community living with additional “wrap around” support made available to them.

This approach to “step down” has meant that the overall number in residential is now lower than this time last year – 20 instead of 27. Most of these placements were stepped down to independent foster care, 16+ supported lodgings or supported living or a return to family members. Due to the success of this project this approach is now being mainstreamed through with named leads for social care, health and education to ensure robust care planning.

The main presenting needs which create difficulties in sourcing placements are:

- High levels of violence and aggression
- Absconding

- Child Sexual Exploitation
- Significant Self Harm
- Autism and Autism plus mental health issues
- Mental Health Difficulties not requiring or considered unsuitable for Tier 4 in patient CAMHS

These are the same as the nationally reported in the recent report published by the DfE “Financial stability, cost charge and value for money in the Children’s Residential Market - Research Report” (IPC, Oxford Brookes).

It is worth noting that alongside these high end cases is a significant increase of presentations for self-harm to hospital, which is mirrored by the national trend; according to Young Minds there has been a 77% increase in the last ten years in inpatient admissions due to self-harm.

Plymouth has also experienced a steady increase in numbers of children with Autistic Spectrum Conditions (ASC), Behaviour, Emotional and Social Difficulties (BESD), and Speech Language and Communication Difficulties (SLCD). When combined with risk factors in relation to family risk factors, abuse or neglect and/or environment risk factors, this can create significant and rapid escalation of need.

This cohort of young people in care typically struggle to live with their peers and can require a period of stabilisation in their own provision before they can manage group living. They need the total focus to manage behaviours such as absconding and self-harm. Placing them alongside another young person while they are in such crisis can lead to deterioration in the behaviour of both young people placed.

4. CURRENT PROVISION

The current Peninsula framework contract for Residential Children’s Homes began in April 2013 and we have had 6th entry points (tender opening) under a dynamic purchasing process. From this the market has developed as follows:

- In April 2013 we had 11 organisations with 36 homes
- In July 2015 we have 24 organisations with 103 homes (224 placements)

The children’s homes vary in size, usually from 4-5 beds to solo units. Between April 2013 and July 2015 there has been an increase of 67 homes across the Peninsula. These are contracted via Devon County Council procurement on the expectations of the National Framework Contract for Residential Children’s Homes, with no additional requirements or service specification based on local needs.

Solo (single bed) residential children’s homes are the preferred option for the type of need Plymouth struggles to place. This allows young people for a period of time while they stabilise, with the longer term aim where possible of moving across to a group living home, or stepping out of residential care into fostering or 16+ provision.

Plymouth has developed the market to increase the number of locally available placements on the Peninsula Framework Contract within Plymouth from a position of 2 in 2012 to 7 in 2015 – (three of these are solo placements). However these are a part of the Peninsula Framework contract and will take young people from other local authorities.

Alongside this the children’s home market has struggled in respect to quality - the Peninsula has had to suspend 13 homes and special residential schools, managed by 9 of our providers, due to them either being rated as inadequate by Ofsted or safeguarding concerns and investigations. Ofsted

reports that the South West is seeing a decline in quality provision in the market which outstrips the national trend. Plymouth has had more success in carefully selecting provision where the Ofsted performance has sustained or improved, with 2 children placed in Outstanding provision currently, 10 in Good and 8 in Adequate.

Due to the inability to source solo placements and placements that are able to meet the need of the most vulnerable, over the course of the two years there have been times when Plymouth has contracted the use of 2 bedded homes for one person at extra cost as a temporary measure to ensure stability before another young person is introduced. Alongside this, the costs associated with CSC senior management time, commissioning resource (both CCG and PCC) and partner resource (for example PCH) to managing these cases when a placement cannot be easily sourced is significant.

Recent cases now have packages of care costing £7 - £10k per week in the initial period due to the current level of care needed. Whilst it is expected these packages will reduce over time as the young people settle and their needs are better understood, alternatives closer to Plymouth linked to existing services commissioned by the CCG and Council may have prevented this spend.

Keeping children and young people in care as near to Plymouth as possible would enable our local services, such as Children in Care Child and Adolescent Services to continue to meet the needs of these children and young people. This is also the geographical area where they are most likely to want to return to as they get older, so local provision enables us to build their resilience while remaining in their networks.

The difficulties Plymouth has been facing in sourcing appropriate residential placements are not unique; in June 2015 the DfE published “Financial stability, cost charge and value for money in the Children’s Residential Market” - Research Report (IPC, Oxford Brookes). This highlighted some critical issues for the national residential market. Although there is relatively stable demand, this does not appear to translate into stable earnings or profit or in providers being willing to take a risk by creating new provision without a measure of security. The market self-reports not being in a position to attract new investment, with risks in relation to capital investment, inability to innovate, reputational risk, and concerns in relation to future public sector funding.

Providing the market with more security to develop through a “block contract” would provide more incentive to develop provision more locally to Plymouth. This also creates a closer and consistent relationship with the provider in the management of care plans.

Providers are reporting that five local authorities have tendered block residential contracts since the start of 2015, with more following on. These include Nottingham, Northamptonshire and Birmingham. There appears to be a national trend towards block contracts of residential beds in order to secure quality and supply.

4. FUTURE COMMISSIONING

4.1 Recommended Option:

Undertaking a Negotiated Procedure (without prior publication) for a block contract for up to 5 solo children’s home placements (2 existing and up to 3 to be developed) with the option to extend the contract to include a further two bedded home if required and if the model is successful. The contract will be awarded until March 2017, with the option to extend for a further year. The selected provider is the best performing with existing homes in Plymouth.

Rationale:

This would incentivise the development of more solo placements that are able to deliver a model of care we need for high risk young people within 20 miles of the city. This would enable financial stability for the provider to develop provision and staffing to meet the needs of Plymouth children.

Throughout the tendering rounds over the last three years only 3 organisations have responded to the market development requests to develop provision within 20 miles of Plymouth, of these one in particular has developed models of care that has demonstrated the ability to stabilise our young people.

As there will be a Peninsula Tender in 2016 for contracts to begin March 2017, there is potential opportunity to tender this requirement through this process. However an option to extend means that if the Peninsula approach does not meet the local need, there is a further period to undertake a competitive tender for this provision.

We have sought advice from Legal Advice on using a Negotiated Procedure and awarding a contract without prior publication. This is permissible under the exemption in Regulation 32 of the Public Contracts Regulation 2015 due to the need to provide provision for local children as quickly as possible – in line with the Regulation “insofar as is strictly necessary where, for reasons of extreme urgency brought about by events unforeseeable by the contracting authority, the time limits for the open or restricted procedures or competitive procedures with negotiation cannot be complied with”.

There are a number of factors which have led to the decision to use a Negotiated Procedure without prior publication. These are as follows:

- A fast-emerging level of complex need in children and young people in care, which was not foreseeable and has led to children being placed a significant distance from the city.

Further detail on this aspect is included in the Part 2 paper – this includes information which is sensitive to the needs of small cohorts of children and is therefore confidential.

- The level of failure in the children’s home market in the southwest is restricting our choice of placements.

The Children’s social care data in England 2015 - key findings (LGA Aug 2015) has published a snapshot of the market from Ofsted inspections. Whilst this is not a full statistical analysis of the market, it paints a worrying picture – highlighting a decline in quality of residential homes in the South West of England. Inspection findings show the South West with the lowest percentage of children’s homes judged good or better, with the worst decline of homes judged good in previous inspection regimes to being judged adequate or lower (38%) and the worst overall decline in the judgement for effectiveness of 20%. The selected provider has not seen the same dip in Ofsted performance locally.

- There is a level of challenge from regulatory bodies over a lack of locally available provision with joined-up services to meet need.

The Council is challenged through the local authority Ofsted inspections process over the quality of our residential provision, including the location of placements and how we maintain the standard of all provision and work around the challenges placements at a distance pose. We are also challenged

over how joined up our processes are around accessing education and Camhs support for our out of area children.

In addition, children's homes providers have to have regular visits from an external visitor under Regulation 44 of the Children's Homes Regulations. As part of this visit the visitor looks at the care plan for the child, speaks to the child and looks at any issues relating to the home or other services which could impact on the child. Any gaps in service, which are more likely with out of area placements, are noted by the visitor and all reports are sent to Ofsted, who will then challenge the placing local authority for any perceived failure on their part.

We have been working for several years to encourage providers to open provision in the city, through our relationships with them. This has been successful to an extent but we are mirroring the national local authority trend in that we now need to take this to the next stage and formally contract provision which is specifically designed for the needs of our complex children, rather than the more general provision we currently have.

The lack of high quality provision for vulnerable children locally needs to be addressed urgently to avoid a continuation of children being sent out of area. A contract would be awarded for the minimum period, until the Peninsula frameworks tender can be completed. The option to extend the contract for a further year would only be invoked if the needs of the Peninsula local authorities cause delay in procuring a further contract – in this instance we would use the period of the contract extension to run a tender for Plymouth alone. In either case a full procurement exercise in line with regulations would be carried out.

Failure to provide local provision has resulted in three young people being referred to service provision a considerable distance from the Plymouth area following their hospitalisation and treatment resulting from abuse or self harm. As well as the traumatic effect on these already traumatised young people which had occurred, this also incurred considerable expense to the authority. Such occurrences are a rising trend which was not foreseeable by the authority and the reluctance of providers to set up new provision in the city was also unforeseen. The current provider is providing a good quality of existing service provision in the city and is willing to provide additional homes to address this urgent requirement.

4.2 Cost and Benefits:

The estimated value of contract would be £900,000 per annum once 5 solo bed spaces were on line.

Depending on the success of the model, this could be extended to add to the block contract one of the 2-bedded homes run locally by this provider. This could be used as a step down option from the singleton placements at a further cost of approximately £360,000 per year.

A total annual contract for 7 bed-spaces (5 initially, with 2 added later on if required) for approximately £1,260,000 per year (total potential contract value £2,520,000 in 2018) would enable a robust Plymouth based model of care.

This is not new spending as this would be set against the against a proposed residential placement budget for 2016/17 of £3,510,466 and would have the following additional benefits:

- Reduce the spend on the Peninsula contracts by an equivalent amount,
- Potentially reduce the spend on costly out of area packages of care
- Reduce the spend on out of area education and healthcare

The average cost of 5 of the current out of area children’s homes placements is £5021 per week. Cambian currently charge £3,450 per week for solo placements under the Peninsula Frameworks. The provider has indicated that their fees for the solo provision under a block contract would be maintained at current values, which represents a saving of £1,571 per bed per week if we are able to bring children back to the city from high cost out of area placements. This has a potential to reduce the overspend experienced in 2015/16 by £245,000 next financial year based on reductions achieved from the three additional beds not already currently being occupied by Plymouth children.

It also creates further benefits in:

- Reducing the number of young people being placed out of area
- Given the immediacy of the need within the current cohort of young people for alternative placements, this would allow us to create the quickest solution by:
 - Securing existing solo placements for exclusive use by Plymouth under a model of care specified locally.
 - Providing security for the provider to develop more bed-spaces in the shortest time possible – usual set up times approximately 6 months.
- Providers who have committed time and resources to working with Plymouth City Council to meet the needs of our young people are selected to benefit from this opportunity to expand their business and focus on Plymouth as a significant customer in the Peninsula.
- This enables children’s social care, Plymouth Community Healthcare and the education sector to build a stronger relationship with this provider to develop strong care plans for the most at risk young people.
- This enables senior social care managers to develop collaborative relationships with a provider to support the development of joint models of care

4.3 Risks Management

RISK – Description	Impact	Likelihood of occurring	Contingency Plan
Given the peaks and troughs in demand there is a very small risk of vacancies.	Low	Medium	Robust forward planning between social care and the provider will be developed. Bed spaces can be offered to other LA’s if necessary.
Challenge from the market	Medium	Low	This should be mitigated by <ul style="list-style-type: none"> • The fact the market has had the opportunity to bid 6 times in the last year for work on the Framework contract to provide to the needs of Plymouth, with limited response. • The selection of the preferred provider will be made transparently on the basis of performance and the historic ability to deliver to the needs described. • The temporary nature of the contract and the opportunity to bid in the Peninsula or local tender for this contract

RISK – Description	Impact	Likelihood of occurring	Contingency Plan
There may still be situations where bed spaces are full and emergency care is still required, causing on-going spend on expensive packages of care elsewhere.	Medium	Low	This could be mitigated by retaining a bed space for short term emergency placements and linking the model of care for the rest to a planned step down approach. This would mean that even if a placement was out of area there would potentially be somewhere to bring them in the medium term.

4.4 Other options considered and rejected:

4.4.1 Option 2: Tender for a block contract for an additional 3 solo placements within 20 miles of Plymouth.

These beds would be over and above those on the Framework, for a three year contract, with an option to extend for 2 years.

Rationale

This has a similar rationale to Option 1 but allows us to explore the market further and test whether there are providers not currently delivering locally who would give the opportunity of a block contract.

Benefits

- This could diversify the market in Plymouth
- Would reduce risk of challenge from the market
- Contract could be in place for longer due to less potential challenge from the market

Risks and mitigation

- This option will not meet the need of the existing cohort, even those with longer term step down plans, as time to tender and set up would mean the model of care would not be in place until early 2017.
- This potentially negates the benefits of undertaking a separate process to the Peninsula as a model for Plymouth (or Plymouth and partner authorities such as Cornwall or Devon) could be one of the lots in a Peninsula tender.
- Given the peaks and troughs in demand there is a small risk of vacancies. This could be mitigated through
 - Forward planning between social care and the provider
 - Selling bed spaces to other LA's if necessary.
- There may still be situations where bed spaces are full and emergency care is still required, causing on-going spend on expensive packages of care elsewhere. As above this could be mitigated by retaining a bed space for short term emergency placements and linking the model of care for the rest to a planned step down approach. This would mean that even if a placement was out of area there would potentially be somewhere to bring them in the medium term.

4.4.2 Option 3: Do nothing over and above the current Peninsula-wide plan to re-commission the Peninsula placement contracts by 31st March 2017.

Rationale

Whilst Plymouth is still struggling with finding appropriate placements for those with high risk and struggles with the model of care of some of the providers, use of residential placements is steadily reducing due to considerable effort to find appropriate step down placements for young people.

As the Framework contract ends in 2017, the Peninsula local authorities have already begun discussions about the need for new models of care, including the potential for some blocked provision across the five local authorities that are able to take our most vulnerable young people.

Benefits

- Under this option the resource of the Strategic Commissioning Manager and Commissioning Officer with a lead for social care could be utilised to maximum capacity to influence the future Peninsula model for the benefit of Plymouth.
- Reduction of risk of voids and challenge from the market

Risks

- This does not create an immediate solution to meeting the needs of the most vulnerable cohort of CYP and for the next 2 years (including implementation time) Plymouth would continue to struggle to place young people
- Continued interim use of out of area placements
- Continued interim inability to manage placement costs
- The needs of the other local authorities result in less of a focus on the specific needs of Plymouth children and young people
- The Peninsula LA's are not able to agree a model of care or timescales for development of provision that mutually benefits them. At this stage Plymouth could then make a decision to develop its own tender.

5. IMPLEMENTATION

5.1 Provider selection

Part 2 paper provides an analysis of the current market and rationale for selecting The Cambian Group for this contract. They have demonstrated an ability to provide residential care for Plymouth children and young people, offer considerable amounts of expertise and are well placed amongst the current residential providers to set up new provision in and near to the city.

5.2 Proposed Model of Delivery

The aim of the service would be to provide high quality children's homes, able to offer a resilient model of care. The aim of the provision would be to ensure young people aged between 10-13 years old placed due to escalation of need will be provided with an appropriate length of stay whilst integrated health, education and social care plans were developed to enable the young person to move to appropriate group home or foster care placements, or where possible to the family home.

For those placed as a result of moving from out of area placements or escalation of need that are in the age group 14-16 the plan would be to enable a move to the family home, if possible, or transition to 16 plus transition accommodation to support transition to adulthood.

A possible configuration of the proposed five solo beds would be:

1 x crisis bed (on the outskirts of Plymouth). This provision would offer 3 - 6 month initial placements for those in crisis whilst the provider alongside local social care, health and education provision fully assess the needs of the young to inform the move-on plan.

2 x singleton (on the outskirts of Plymouth) – able to accept children and young people as a planned move-on from the crisis bed, or as a more planned residential placement needed near to Plymouth. This would offer a placement to those young people where a central Plymouth address presents risks of CSE or other concerns where the young person is less resilient.

2 x singleton (existing provision in Plymouth) – able to accept young people with a high level of need who are able to live in central Plymouth

The home would have a clear programme of work based around the care plan for the child or young person– developing independence skills for those moving to 16+ provision, or working with identified foster carers with those moving to a foster placement.

5.3 Contract negotiation and implementation

Contract negotiation meetings will be set up with The Cambian Group to agree final model of care, specification and identify appropriate accommodation.

There is a minimum six month lead-in time to setting up a children’s home, to allow for recruitment of appropriate staff and a manager, and to complete the Ofsted registration process. There would also need to be some additional time at the beginning of the process, to negotiate on a specification for the service. If permission is granted to proceed with this option, we could realistically expect homes to be open by Spring 2016, dependant on timing of authorisation to proceed.

5.4 Implementation Time Line (approximate)

Action	Dates
Cabinet Sign off of Contract Award	October 2015
Initial contract to secure existing provision for exclusive use for Plymouth	October 2015
Identification and securing of suitable properties and property modifications (potential graduated approach)	October 2015
Ofsted Registration (at minimum 20 weeks)	Feb – May 2016
Contract for full offer	April 2016

Appendix A: Corporate Commissioning Principles

This project will also align to the values and principles of Co-operative Commissioning:

Values	Principles	How Cost and Volume will align with Cooperative Commissioning
Democratic	<p>Citizens and communities will be at the heart of all commissioning activity</p> <p>Commissioning decisions will be open and transparent</p> <p>Commissioning will seek to promote civic responsibility</p>	<p>We are following a Negotiated Procedure and taking the Contract Award through Cabinet to ensure that the decision made is transparent and responsible.</p> <p>The specification for the service will draw upon the Positive Relationships Standard of the Children's Home's Regulations for the provider to support children and young people to gain and maintain a sense of civic responsibility.</p>
Responsible	<p>We will commission for sustainability by prioritising early intervention and prevention</p> <p>We will commission for quality and outcomes</p> <p>Commissioning decisions will focus on delivering VFM and promoting social value</p>	<p>We are planning to work with a provider who is graded Good or above by Ofsted in the South West.</p> <p>The specification for the service will have a strong focus on quality and demonstrable outcomes for children and young people placed, including how they contribute to improved social value.</p>
Fair	<p>Commissioning will focus on reducing inequalities and making Plymouth a fair City</p> <p>Commissioning activity will be needs and evidence based</p> <p>We will develop local, fair and sustainable markets</p>	<p>We will use up to date and relevant needs information to ensure the new contract meets the needs of vulnerable children and young people.</p> <p>The contract will encourage a provider to expand their provision, including recruiting additional staff from the local employment market. We have selected a provider who is committed to paying the Living Wage for their staff.</p>
Partners	<p>We will commission with a range of partners</p> <p>We will work collaboratively and coproduce public services</p> <p>We will promote citizen commissioning</p>	<p>We will ensure we commission a service that meets the needs of our most vulnerable children.</p>