

Central Bedfordshire Council

COMMITTEE Childrens Services Overview and Scrutiny Committee

Date September 11th 2018

Report title

Recommissioning Support Services for Children and Young People

Report of: Executive Member for Childrens Services
Steven.Dixon@centralbedfordshire.gov.uk

Responsible Director(s): Sue Harrison, Director of Childrens Services,
sue.harrison@centralbedfordshire.give.uk

Purpose of this report

To outline the approach that has been taken and the rationale for the proposed option for recommissioning support services for children and young people

RECOMMENDATIONS

The Committee is asked to:

1. Endorse the approach that has been taken to recommissioning support services for children and young people
2. Consider and endorse the proposed option for recommissioning support services for children and young people

Issues

1. Introduction and background

In January 2018 Central Bedfordshire Council Executive approved an approach recommended by the Children's Services Commissioning team

for recommissioning a range of support and educational services for children and young people.

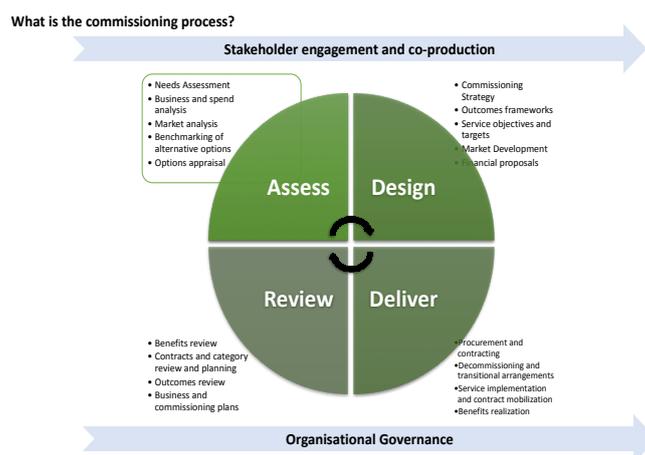
2. Scope of services

- Children centres (Nine individual Children's Centres)
- Supervised Contact (One statutory service to enable safe contact for children who are looked after by the Local Authority to have contact with their birth families)
- Youth Work (Targeted youth work, Information, Information, Advice and Guidance (IAG), mentoring and Independent Visiting)

The original scope included some educational services for children with SEND, these have been removed to be considered under a separate alternative education project.

3. Commissioning Approach

The approach to informing how we need to recommission these services has followed the Commissioning Cycle process as outlined below:



We have:

- Completed a needs analysis and service reviews
- Reviewed the evidence base
- Held a number of stakeholder engagement events and reached over a thousand people
- Held a Provider Form for soft market testing
- Carried out benchmarking of operating models in other areas
- Completed indicative costings of potential options
- Completed an Options Appraisal

4. Key messages from Stakeholder Engagement

Central to informing the way forward are the views of our local service users and communities.

There is clearly much that is valued by local communities and partners about the current service delivery:

- The recognition that there is support available
- The high quality of the workforce
- The sense of place and community that comes with fixed base provision
- Access to learning opportunities for children, young people, parents and carers.
- The role in helping to facilitate social networks
- That most services are free or inexpensive to access

However, as well as all that was valued a number of longer term aspirations and opportunities to improve services and outcomes were identified throughout the engagement:

- The need for more accessible and a wider range of venues with improved facilities
- A greater range of activities across a number of services
- More join up and communication between services to help create a 'one stop shop' approach.
- More flexible delivery- this may apply to locations or the need to offer services at an earlier stage where needed
- Better access to services- this referred to access to prevention and early intervention services as well as the issues of service thresholds and long waiting lists for some services
- The need for more resources to address prevention and early intervention for emotional health and well-being and social issues

5. Drivers for Change

Our approach to recommissioning these services has helped to identify some very clear drivers for change:

- More focus is needed on holistic family-based prevention and early intervention approaches to help reduce Adverse Childhood Experiences
- Need for more flexibility to be able to respond to specific locality pressures and poorer outcomes to capture the differing needs
- Interventions and services must be outcome focused to ensure they have the greatest possible impact whatever the demographic context
- There are significant emotional health and wellbeing needs which are not currently being supported
- Health inequalities persist across the Local Authority area.
- Currently a quarter of pupils go nowhere to access information on growing up and body changes or about issues with social media-, we need digital and physical solutions

- With the exception of Children's Centres these services are used by a very small proportion of the population and all universal services are not used to the extent they could be.
- Missed opportunities to link with library and leisure centre provision

6. Service Model Approach

These drivers of change as well as the areas of opportunity and value identified and highlighted through engagement and analysis lead to very clear characteristics needed in an operating model:

Characteristic	Requires	Looks like
Housing and population growth Social isolation	Flexibility Resilience Sense of place and community	Integrated offer in each locality with flexible delivery points in local communities
Needs that are changing, varied, widespread and growing	Flexibility Increased capacity through different ways of working Awareness of unmet needs	Needs led services that are flexible and adaptable
Fragmentation in commissioning and service delivery- internal and external	Integration- within CBC and with partners	Multi agency and multi disciplinary approach with co location. Development of joint commissioning arrangements.
Budget pressures - MTFP- youth services, Supervised contact and high needs block overspends	Cost effectiveness and value for money, building community capacity and using community resources and assets	Partnership working with local communities, building capacity for self help, making best use of community buildings and facilities
Education outcomes - below what should be in some areas for EYFS,KS2 and KS4	Flexibility to target- child development and EET	Focus on outreach, development of knowledge and skills
Health inequalities	Focus on universal prevention and early intervention-targeted where needed- first 1000 days and by demography	Accessible , one stop shop delivery in the right place, at the right time
Universal services are not used to the extent they could be	Better communication and awareness raising	Branding of services under one umbrella to develop recognition and trust

There are some key factors in relation to our current operating model that need to be addressed to incorporate the characteristics described above:

- Services are operating separately without the required integration and holistic approach needed
- We need to develop more out of school support services for 6-12 year olds
- We are not consistently offering the services we should be up to 25 years for children and young people with SEND

When considering the strategic aims of the childrens service here in Central Bedfordshire alongside the feedback from our local communities, the services considered in the scope of this project need to be:

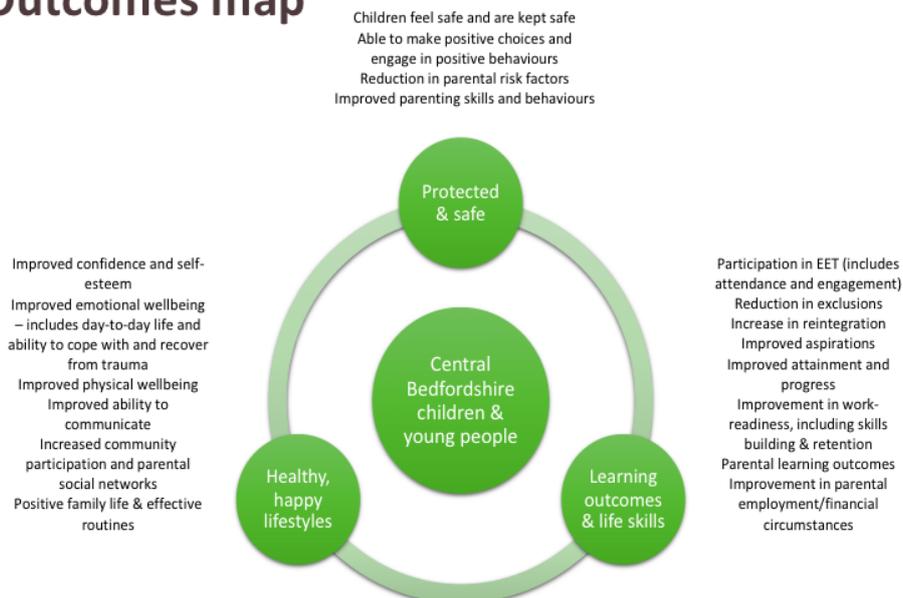
- co-ordinated around the needs of the family
- flexible and able to respond to changing needs
- based on outcomes to ensure that the impact and purpose are clear

7. Commissioning for Outcomes

We need to focus on the impact of these services in contributing to improving outcomes for our children and young people. This means a move away from focussing on what is delivered in terms of numbers and activities, towards understanding the true impact and effectiveness of services. An outcomes-based approach means:

- Commissioning for outcomes and not activity
- Delivering the outcomes which matter most to children, young people and their carers –and their experience of services matters as much as the outcomes
- An outcome focused approach requires an integrated system to minimise hand-offs and deliver a co-ordinated response
- Getting outcomes right at the earliest stage will help reduce system costs e.g. unplanned admissions, children in care, mental health services
- An Outcomes Framework to monitor contract performance
- An Incentive based approach to achieve priority outcomes
- High level outcomes for these services will be mapped to the Central Bedfordshire Children and Young Peoples Plan 2018-2021 outcomes map:

Outcomes map



Voice of the CYP- outcomes framework

The outcomes framework for use with these services will be thoroughly tested with children and young people, to make sure it is presented in language they relate to as well as testing that we have captured the outcomes that are important for them. The outcomes framework for the new Community Health Services was developed with a range of stakeholders, including young people and may form a starting point for developing the outcomes for the support services:

- I want services that are child and young person friendly

- I have one up to date record that is used by everyone involved in my care
- I have the support and information that I need to have a healthy pregnancy and birth, and to give my baby the best start in life
- I want services that help me live a healthy lifestyle, support me to be resilient to cope with life's ups and downs and help me avoid harming my health and wellbeing
- I have the right support at the right time to be able to achieve my goals, aspirations and potential and to become an independent adult
- I want services to make sure concerns for me or my family's safety are identified, reported and dealt with quickly and effectively

Options for consideration

A number of options for the way we could deliver these services to achieve the best possible outcomes and respond to the feedback from stakeholder engagement were considered. The preferred option was to procure five childrens centre contracts aligned to the localities, one contract for supervised contact and one contract for targeted youth provision.

Reason/s for decision

This would aim to achieve needs led, locality focussed provision for 0-12 year olds.

The smaller size of the contracts would enable both schools and the Voluntary Sector to bid for locality contracts if they wish.

To outsource the services would be more favourably perceived by the local market and would avoid the significant extra management capacity costs and employee liabilities that an in-house model would incur, as well as presenting more opportunities for raising community funds.

We would provide support to enable the establishment of a Family Partnership to aid collaboration and co-ordination as well as supporting the longer-term development of the new offer for 6-12 year olds.

The Supervised Contact service would be outsourced as one all age, all area service.

The universal and targeted Youth Service would be outsourced as one service, amalgamating all the current separate contracts and would be supported by the establishment of a trading arm to support a CBC led Youth Partnership to support the delivery and co-ordination of youth provision across the area. This is in line with the draft Youth Act 2018.

Council Priorities

- [Great resident services](#)

The proposal is for locality services which are flexible and tailored to meet the needs of the locality from a range of community venues.

- **Improving education and skills**

Part of the Youth Service contract remit is to deliver independent careers advice to prevent young people from being not in education, employment or training. In providing this careers advice alongside the mentoring service, it is anticipated that there will be an improvement in education and skills for this cohort.

- **Protecting the vulnerable; improving wellbeing**

The services that form this broader procurement have targeted elements within them which protect vulnerable children and young people alongside supporting early identification of risks and issues within the wider family. The core offer for these services and for the targeted youth provision is to improve overall wellbeing through engagement and advice.

- **Creating stronger communities**

One of the key components within the model is to create the circumstance for the providers to be embedded within the local communities and to tailor services and micro commission from local organisations to meet local need. This will create stronger communities as individuals and organisations will be able to be directly involved in service delivery.

- **A more efficient and responsive Council.**

The service model which is proposed for procurement has been developed to ensure that the front-line services which will be delivered on behalf of the Council continue to be responsive and efficient.

Corporate Implications

All risks and mitigation plans are reviewed regularly by a wider project group. The main procurement risk concerned the ability of smaller organisations such as local voluntary sector and schools to bid for these contracts. This was mitigated by separating the 0-12 years contract into five lots aligned to the localities.

Quality of service from a new provider is a further risk. Service specifications are in the process of being developed with front line staff with clear performance indicators and contract monitoring schedule so the council is sighted on the performance of these providers and can act quickly should quality decrease.

Business continuity of larger providers remains a corporate risk for the Council following the collapse of Carillion and profit warning for other large scale outsourcing organisations over the last few years. This will be a question in the initial tender document and will be tested throughout competitive dialogue.

Staffing (both current and future) remains a corporate risk for the Council as this is a change from current service models. Regular communication is going out to Childrens Centre staff and, when new providers are announced there

will be a clear mobilisation period to enable good communication and engagement with their new management organisations.

Legal Implications (POR)

LGSS Law have been involved in advising on the legal issues applicable to this project and make the following comments.

1.The use of the Competitive Dialogue (CD) procurement procedure is appropriate for this project in view of the required changes to service provision outcomes that will need to be carefully assessed and evaluated. The CD will commence with an OJEU Notice and follow the recommended procurement stages for CD.

2.The CD procedure has accommodated the services being divided into various Lots and the possibility of multiple contracts arising, albeit that the procedure also allows for a lesser number of contracts, depending on the number and nature of the tenders, as well as the outcome of the various dialogues. One service [Supervised Contact] will not be included in the CD but will be procured using an Open procurement procedure.

3.The current services contracts have been assessed in terms of any need to extend for the period until the new service provision can take effect.

4.LGSS Law will continue to support the project team throughout the CD process, and will have particular responsibility for general advice and drafting of the final contracts with the service providers.

Financial and Risk Implications

The current budgets for these services are broken down as follows:

Childrens Centres:

- Nine Centres with individual budgets totalling: £1,520,000 p/a

Youth Services

- Information , advice and Guidance: £160,000 p/a
- Targetted Youth Work: £189,000 p/a
- Mentoring and Independent Visiting: £55,000 p/a

Supervised Contact : £300,000 p/a

The total financial envelope for the new services in scope is £2.22M per annum, before MTFP saving targets. The recommissioned services would need to come in within this budget envelope.

The proposal is for initial contract lengths of five years with two optional one year extensions. The potential maximum financial commitment for the services over a maximum period of seven years is therefore £15.07M, after MTFP savings.

The new service budgets will be allocated as follows:

Family Service (0-12 years)

- To be allocated aligned to each of the five locality services- total: £1.52M p/a

Youth Service

- One all area budget to cover all elements of the service- total: £404k p/a
(NB MTFP savings 19/20= £20k, 20/21 = £59k)

Supervised Contact

- One budget to fund one all area, all age service- total:£300k

Equalities Implications

Central Bedfordshire Council has a statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of nine protected characteristics; age disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

An Equalities Impact Assessment is being developed with regards to this recommissioning programme and will be included in the report to Executive in October. The services that are in scope of this programme will aim to reduce inequalities by improving outcomes for vulnerable children and families, which includes those from minority communities.

The specifications for the new services will include requirements to ensure that providers have expertise in the area of Lesbian, Gay, Bisexual and Transgender (LGB&T) support, which has been identified as an emerging need and that they will be expected to adhere to best practice guidance relating to LBG&T.

Next Steps

Activity	Timescales
Public Consultation	July- September 2018
Report to Executive for approval to proceed	October 7 th 2018
Procurement process	October2018- May 2018

	(issue of final tender beg March following Dialogue)
Award Contracts	Standstill period completed 27/5/19
Mobilisation	1/9/19

Background Papers

None

Report author(s):

Sue Harrison , Director of Childrens Services

sue.harrison@centralbedfordshire.gov.uk,

Sue Tyler Assistant Director, Childrens Services, Support Services

sue.tyler@centralbedfordshire.gov.uk

Jody Nason, Head of Childrens Commissioning,

jody.nason@centralbedfordshire.gov.uk