



**REPORT TITLE:** Establishment of a Day Centre provision for care assisted young people at Trevone House

<b>Cabinet Date</b>	10 November 2021
<b>Cabinet Member</b>	Cllr Stephen Davies- Cabinet Member for Children's Safeguarding and Early Years
<b>Key Decision</b>	Yes
<b>Purpose of Report</b>	To seek Cabinet agreement for the commissioning of a Day Service provision for care assisted young people, delivered at Trevone House, to promote the development of social skills, independence, wellbeing, and attain accredited qualifications, thereby supporting the young people to progress.
<b>Recommendations</b>	<p>That Cabinet</p> <ol style="list-style-type: none"><li>1. Delegates authority to the Assistant Director for Integrated Children and Families Commissioning in consultation with the Cabinet Member for Children's Safeguarding and Early Years to:<ol style="list-style-type: none"><li>(a) conduct a competitive procurement process in respect of a contract for the provision of Day Service activities centre services at the multi agency resource hub building at Trevone House Gloucester The proposed contract shall continue for an initial period of 4 years and include an option to extend its term for a further period of not more than 2 years;</li><li>(b) award such contract to the preferred tenderer; and</li><li>(c) determine whether to exercise the option to extend such contract for a further period of not more than 2 years on the expiry of the initial 4 year term</li></ol></li></ol>

<p><b>Reasons for recommendations</b></p>	<p>On 1<sup>st</sup> July 2020, Cabinet awarded a contract for the delivery of semi Independent accommodation and Support Services for vulnerable young people at Trevone House to Homes2 Inspire Limited. This contract had an initial term of 5 years with an option to extend for a further two years, with an estimated maximum value of £12.9M.</p> <p>The proposed Trevone House Day Service further aims to provide savings on the existing levels of expenditure and reduce the pressure on the External Placement budget over the life of the contract. The space under consideration was originally intended to accommodate a GCC team. However, recommendations in the recent Ofsted Improvement Plan necessitated a change in strategy. The space is now available to deliver a Day Service within the locality, which would improve the ability of care assisted young people to live independently at an earlier stage.</p> <p>A well managed Day Service has the potential to reduce the numbers of young people staying in the care system. In addition it will prevent young people coming into care and /or move straight into their own tenancy where they can live independently.</p> <p>The approach of this programme is evidence based. A Coaching model, Wellbeing, Life Coaching, Education and Employability will run thematically through everything that is undertaken. These will also signpost young people to other services and provide opportunity to use ICT services.</p> <p>This additional service will incentivise, reward and encourage young people to participate in workshops and recognise their engagement and success in managing tenancy and moving on, managing good health and wellbeing, healthy food, exercise, sleep, dealing with money and rent and developing practical life skills. The programme will also provide strategies for maintaining good mental health and avoiding drugs and alcohol, and will support a reduction in offending and anti-social behaviour.</p>
<p><b>Resource Implications</b></p>	<p>There is a budget of £2,169,852 over 6 years (£361,642 per annum) set aside to fund the Day Service provision.</p> <p>The proposed contract shall continue for an initial period of 4 years and include an option to extend its term for a further period of not more than 2 years.</p>

<b>Background Documents</b>	<p>Cabinet paper April 2019  <a href="https://glostext.gloucestershire.gov.uk/documents/s62592/01.07.20%20Trevo%20House%20Award%20officer_decision_FINAL.pdf">https://glostext.gloucestershire.gov.uk/documents/s62592/01.07.20%20Trevo%20House%20Award%20officer_decision_FINAL.pdf</a></p> <p>Children and Young People’s Plan 2015-18  <a href="https://www.gloucestershire.gov.uk/council-and-democracy/strategies-plans-policies/children-and-families/">https://www.gloucestershire.gov.uk/council-and-democracy/strategies-plans-policies/children-and-families/</a></p> <p>Right Placement First Time – Sufficiency Strategy  <a href="https://www.gloucestershire.gov.uk/health-and-social-care/children-young-people-and-families/sufficiency-strategy-2018-2021/">https://www.gloucestershire.gov.uk/health-and-social-care/children-young-people-and-families/sufficiency-strategy-2018-2021/</a></p> <p><u>Council Strategy 2019-2022</u> includes the following priorities for Gloucestershire for Children’s wellbeing and safeguarding:</p> <ul style="list-style-type: none"> <li>• Make Gloucestershire a child-friendly county</li> <li>• Increase the resilience of children and families</li> <li>• Intervene effectively to keep vulnerable children and Young People safe</li> <li>• Make sure children in care and care leavers get the best possible opportunities</li> </ul> <p><a href="https://www.gloucestershire.gov.uk/media/2083042/gcc_2325-council-strategy-2019_dev20.pdf">https://www.gloucestershire.gov.uk/media/2083042/gcc_2325-council-strategy-2019_dev20.pdf</a></p> <p>Action on Adverse Childhood Experiences (ACEs)  <a href="https://www.gloucestershire.gov.uk/schoolsnet/noticeboard/schoolsnet-bulletin-board/action-on-adverse-childhood-experiences-aces-launches-new-elearning-package/">https://www.gloucestershire.gov.uk/schoolsnet/noticeboard/schoolsnet-bulletin-board/action-on-adverse-childhood-experiences-aces-launches-new-elearning-package/</a></p>
<b>Statutory Authority</b>	The Children Act 1989
<b>Divisional Councillor(s)</b>	All
<b>Officer</b>	Name: Wendy Williams – Assistant Director Children and Families Commissioning Tel. no: 01452 328526 Email: : <a href="mailto:wendy.williams3@gloucestershire.gov.uk">wendy.williams3@gloucestershire.gov.uk</a>
<b>Timeline</b>	Cabinet approval November 2021 Procurement January 2021 Service commence Spring 2022

## Background

1. In April 2019, Cabinet agreed that an experienced Provider should be commissioned to deliver semi independent accommodation and support services for young people. These services, based at Trevone House in Gloucester benefit young people and their families, as well as offering significant opportunity for savings with placement costs.
2. A tender was published in the Official Journal of the European Union (OJEU) in December 2019 for a contract which included a lease that ran alongside the length of the service contract, thereby enabling the provider to deliver the service in Council owned property at Trevone House.
3. On 1<sup>st</sup> July 2020, Cabinet awarded a contract for the delivery of semi- Independent Accommodation and Support Services for vulnerable young people at Trevone House, for an initial term of 5 years with an option to extend for a further two years, with an estimated maximum value of £12.9M to Homes 2 Inspire Limited
4. Trevone House was commissioned in September 2020 to provide flexible semi-independent provision for up to 19 Young People aged 16 years plus (mix of studio apartments, two bed apartments and 1 bed apartments and one Emergency/PACE bed). There are two T4 step down beds which makes for a total of 21 beds.
5. Currently young people move onto leaving care accommodation, which is often shared occupancy, or solo provision. These are difficult environments to develop their independence skills or sustain community connections and links to education employment or training. Our young people have told us leaving care can be a very difficult experience, with limited accommodation options which are of poor quality, making them feel vulnerable, lonely, unprepared and anxious, as they struggle with all the challenges adult life brings.
6. Informed national research consistently demonstrates that care experienced young people have some of the poorest outcomes in adult life, they are at higher risk of being exploited, having poor mental health, being drug or alcohol dependent and experiencing homelessness. A well structured, fully integrated Day service at Trevone will provide the critical support needed for care assisted young people residing at Trevone, as well as other Gloucestershire young people to address identified needs and develop skills for independent living. This will also have the potential of reducing the numbers of young people staying in the care system for longer periods.
7. In establishing Trevone, the County Council sought to provide savings on the existing levels of expenditure and reduce the pressure on the External Placement budget over the life of the contract, whilst simultaneously ensuring that the Provision delivered the best outcomes for Gloucestershire young people. Commissioners view the Day Centre and Accommodation at Trevone as one singular service, capable of providing a seamless continuum of support services for our care assisted young people. Our intention is therefore to fully utilise existing infrastructures and service fundamentals to ensure maximum integration and interchangeability between the Day Centre and the Accommodation service of Trevone.

8. The curriculum for those using the Day Service will be primarily about engagement and wellbeing. Attendance at various workshops, sessions and activities will be outcome focused and follow an individual learning plan. They have been designed to balance interaction and engagement and to promote the development of social skills, independence, wellbeing, and support young people to attain accredited qualifications.
9. Independence and wellbeing skills will be young person centred and led by an assessment process that will focus on their Quality of Life (QoL), Boxall Profile, young people's outcome Star, and Independence assessment, all supported by ASDAN qualifications.

The Day Service will use a Trauma Informed Model of Care (TIMoC) throughout in supporting young people to understand:

- the importance and restorative nature of sleep
- nurture
- nutrition
- fast feet first
- narrative therapy

10. The programme will be predicated around a Wellbeing and Life Coaching model, whilst Education and Employability will run thematically through everything that is undertaken. These will also signpost young people to other services and provide the opportunity to use ICT services.
11. This additional service will incentivise, reward and encourage young people to participate in workshops and recognise their engagement and success in managing tenancy and moving on, managing good health and wellbeing, healthy food, exercise, sleep, dealing with money and rent and developing practical life skills. The programme will also provide strategies to maintaining good mental health, avoiding drugs and alcohol, avoiding offending and anti-social behaviour.

## **Options**

There are a range of options open to Members to achieve our aspirations, each with varying financial implications.

### **Option 1: Do nothing**

12. Continue with the existing contract with Homes2Inspire Ltd for the supply of Semi Independent accommodation at Trevone House and by consequence thereof, direct care assisted young people to use external services within and outside County to support their wellbeing and learning to independence

## **Risks**

13. Care assisted young people will be required to use multiple pathways and resources for managing tenancy and moving on, managing good health and wellbeing, healthy food, exercise, sleep, dealing with money and rent and developing practical life skills, good mental health, avoiding drugs and alcohol, and offending and anti-social behaviour.
14. Most services have waiting lists and care assisted young people may not be a priority or even meet the criteria to be able to access accredited training programmes.
15. The lack of a Day Service program locally for care assisted young people would delay their ability to live independently much earlier. It also has the potential to increase the time young people remain in the care system, and delay their ability to move straight into tenancy, fully equipped in their journey to wellbeing and independence.
16. There is further risk in relation to the Council's ability to respond to vulnerable families in a timely and appropriate manner, especially during and after pandemic.
17. With little or no support, care assisted young people will be left with escalating needs and meeting the threshold for specialised services, which would be more costly and be for extended periods of time.

## **Option 2: GCC to manage and operate the Day Service within the County Council structure**

18. The Day Service is for young people who meet the threshold and are in need of accredited training and development programs. It is anticipated that there will be a high number of young people living at Trevone House using the service.
19. This option will offer young people access to accredited training and development programs that promote and develop independence skills and stability, achieve good outcomes and successfully move into adulthood.
20. This option will involve continuation of the existing contract, with Homes2Inspire Ltd offering semi-independent accommodation within the substantive Trevone building, whilst the Day Service will be managed and operated by GCC within the same premises.

## **Risks**

21. There is a lack of skilled workforce in-house to deliver the structured, evidence based programme and outcomes to meet the needs of care assisted young people.
22. Care assisted young people will be required to use multiple pathways and resources for managing tenancy and moving on and there could be lack of coordination and poor outcomes.

23. This option is significantly high risk in that the predicted costings to bring the Service within GCC will far exceed the allocated budget. There will also be substantial duplication of costs around management, pathways and ICT.

### **Option 3: undertake a competitive procurement exercise**

24. This option would require GCC to undertake a compliant tender process to the open market thereby opening service delivery to a competitive market

25. The successful Provider could be the incumbent Trevone service providers who would then be in a position to achieve even greater economies of scale thereby reducing costs further.

26. This option would ensure that GCC is compliant with the Public Procurement Regulations (2015) which require fair and open competition applies to public bodies seeking the supply of goods, services or works.

27. This option is capable of being delivered within the set budget.

### **Risks**

28. This would have the longest lead-time to offering support to care assisted young people in Gloucestershire during and after pandemic.

29. This option could incur duplication of costs, especially around management and pathways.

30. Should a different Provider be awarded the contract, it could require intensive support from the Council and both Providers, to ensure that, existing Trevone House services and the new Provider are able to work together seamlessly which could impact on delivering better outcomes for young people.

### **Option 4: Variation of the Trevone House Independent accommodation contract with Homes2Inspire Ltd, to include provision of a new Day Service provision.**

31. This option will offer young people access to accredited training and development programs that promote and develop independence skills, and stability, achieve good outcomes and successfully move into adulthood.

32. The service can be managed as part of the present contract with additional performance management and efficiencies.

33. Contract variation to an existing Provider who already offers services will allow for longer term planning of coordinated services to take place using contracted performance data.
34. This option would allow continuity of care for vulnerable young people during and after the Covid pandemic, increase their resilience and offer children in care and care leavers opportunities to achieve independence quicker.

## Risks

35. There is a significant risk that a contract variation in favour of Homes2Inspire Ltd will be subject to challenge under the Public Contract Regulations 2015 (PCRs). The PCRs does permit contract variations/modification but only on very limited grounds.
36. Officer advice is that for this project, a variation in favour of Homes2Inspire Ltd without conducting a competitive procurement process is highly likely to expose the County Council to legal challenge under the Public Contracts Regulations (2015), should a Provider disagree.
37. If any legal challenge were to be successful, it is likely to have significant damaging impact on the Council's ability to swiftly set up a much needed Day Service for care assisted young people and there is likely to be significant damage to the Council's reputation as well as potential financial penalties.
38. This option is capable of being delivered within the set budget. However any successful legal challenge to the Council will likely incur financial penalties, which would far negate any savings achieved from the contract modification.

## Preferred Option

Cabinet is asked to consider **Option 3** as the preferred option

39. In summary, it is the view of Officers that Option 1 is not tenable. Whilst there are obvious saving to be made through non-expenditure of the allocated budget, doing nothing will continue to substantially hinder progress of our care assisted young people transitioning into adulthood. Option 2 is the least cost effective option and would incur costs far exceeding the set budget. Option 4 is perhaps the most likely to deliver extensive savings alongside best outcomes for care assisted young people. However to follow this course of action will expose the Council to serious legal challenge.
40. By choosing **Option 3**, Commissioners are confident that the Day service can achieve best outcomes for Gloucestershire young people by taking advantage of already established facilities and services at Trevone house, thereby achieving the aim of a fully integrated service for our care assisted young people, capable of being delivered well within the set budget.

41. Option 3 has the lowest procurement and legal challenge risk and It will ensure that all Providers are given the opportunity to bid and the Council to select the solution which best meets the Council's requirements.

### **Financial implications**

A budget of £2,169,852 has been set aside to fund the Day Service over a 6 year period. The Council will be expecting all submitted proposals to be within budget, whilst ensuring that the Day Service delivers quality provision to meet the needs of young people.

Providers will therefore be directed to submit tenders that are equal to or less than the budget.

### **Climate change implications**

None identified

### **Equality implications**

An Equalities Impact Assessment (EIA) has been completed

Cabinet Members should read and consider the Equalities Impact Assessment in order to satisfy themselves as decision makers that due regard has been given.

In 2019 a full Equalities Impact Assessment (EIA) was undertaken with wide-ranging consultation before creating the new semi-independent accommodation and Day Service at Trevone House. The proposed Day Service provision is therefore an extension to the existing service.

### **Data Protection Impact Assessment (DPIA) implications**

None disproportionate impact identified.

### **Social value implications**

Provision of the Day Service for Gloucestershire's most vulnerable young people will improve their quality of life. It will also increase opportunities for disadvantage young people.

The tender process will invite Providers to include how they would deliver increased social values as part of their bid submission.

### **Consultation feedback**

A full pre-engagement and consultation process was undertaken before awarding the contract to Homes2Inspire. This was undertaken with young people and their families, stakeholders and partners.

Stakeholder engagement events were undertaken with operational staff, NHS staff, Education staff, Gloucestershire Constabulary and the VCS sector.

There has been local engagement events for the community to find out more about the development and works planned. These will continue once the new Provider is in place.

Consultation with Gloucestershire's care experienced young people took place, with two young ambassadors fully involved with the design, consultation and tendering of the Trevone House.

### **Officer recommendations**

Considering the options and associated risks, Officers advise that **Option 3** is recommended to establish a Day Service.

Cabinet is asked to:

1. Delegate authority to the Assistant Director for Integrated Children and Families Commissioning in consultation with the Cabinet Member for Children's Safeguarding and Early Years to:
  - (d) conduct a competitive procurement process in respect of a contract for the provision of Day Service activities centre services at the multi agency resource hub building at Trevone House Gloucester The proposed contract shall continue for an initial period of 4 years and include an option to extend its term for a further period of not more than 2 years;
  - (e) award such contract to the preferred tenderer; and
  - (f) determine whether to exercise the option to extend such contract for a further period of not more than 2 years on the expiry of the initial 4 year term

## **Performance management/follow-up**

Robust monitoring frameworks will be put in place and monitored quarterly. All performance data will be evaluated as part of developing and commissioning services for young people

This project will be accountable to the Assistant Director for Integrated Children and Families Commissioning and will follow the daily, weekly and monthly monitoring regime of the contract