



**REPORT TITLE: Southfield House Semi-independent Accommodation and Support Services for Young People**

<b>Cabinet Date</b>	30 March 2021
<b>Cabinet Member</b>	<b>Cllr Stephen Davies</b> - Cabinet Member for Children's Safeguarding and Early Years
<b>Key Decision</b>	Yes
<b>Purpose of Report</b>	To seek Cabinet approval for the re-modelling of Southfield House, to support the implementation of the Sufficiency Strategy, by developing quality semi-independent accommodation and support services for vulnerable young people.
<b>Recommendations</b>	<p>That Cabinet:</p> <ol style="list-style-type: none"><li>1) Approves an allocation of £3.35million of capital funding to the proposed remodelling of Southfield Site (both Main and Old House buildings) for the purpose of delivering accommodation for care experienced young people who may also be in employment, training or apprenticeships.</li><li>2) Delegates authority to the Executive Director of Children's Services in consultation with the Cabinet Member for Economy, Education and Skills, and 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 delivery of day-to-day delivery of accommodation and support services, with 24/7 staffing to support the young people placed. The successful tenderer for such services will also finance all 'fit out' costs for the re-modelled accommodation. Such contract shall continue for an initial period of 5 years and include an option to extend its term for a further period of 2 years.</li><li>b) Award such contract to the preferred tenderer.</li><li>c) Determine whether to exercise the option to extend the term of such contract for a further period of 2 years on its fifth anniversary.</li></ol></li></ol>

	<p>3) Delegates authority to the Assistant Director for AMPS in consultation with the Deputy Leader and Cabinet Member for Finance and Change to:</p> <p>a. Conduct a competitive procurement process under the Gloucestershire County Council's Major Project Framework (or its replacement) in respect of a call-off contract for the supply of remodelling works in respect of:</p> <ul style="list-style-type: none"> <li>• <b>Southfield Main House:</b> for the purpose of providing the following accommodation for care leavers. <ul style="list-style-type: none"> <li>○ 13 studio flats, 2 two-bedroom flats</li> <li>○ 2 well-being flats</li> <li>○ 1 single bedroom flat (used as an emergency/Police And Criminal Evidence bed)</li> </ul> </li> <li>• <b>Southfield Old House:</b> for the purpose of providing the following accommodation for young people who are in employment, training, or apprenticeships <ul style="list-style-type: none"> <li>○ 7 one bed flats</li> <li>○ 1 two bed flat</li> <li>○ 1 crash pad</li> </ul> </li> </ul> <p>b. Award such call-off contract to the preferred tenderer.</p>
<p><b>Reasons for recommendations</b></p>	<p>This proposal joins up a number of key strategic priorities for Gloucestershire's Children Services in regard to the implementation of the Sufficiency Strategy:</p> <ul style="list-style-type: none"> <li>a) Provide quality provision for young people in county.</li> <li>b) Provide services that support young people throughout their pathway to independence.</li> <li>c) Reduce the number of high-cost semi-independent placements.</li> <li>d) Improve the council's ability to place the most vulnerable young people in placements that comply with regulatory requirements</li> <li>e) Builds on the success of Trevone House by building high quality in County accommodation and support for care leavers.</li> </ul>

**Resource Implications**

This project has both capital and revenue implications:

**Overall Costs*****Capital Costs:***

	<b>Capital Cost</b>	<b>Source of Funding</b>
<b>Southfield House (Main and Old House buildings)</b>	£3.35 million	Southfields Capital Budget

Note:

- a. that £2.35 million capital funding for Southfields site is included in the approved capital programme.
- b. that £1 million capital is provided and approved via the CCG

***Revenue Costs:***

	<b>Total Revenue Cost (over the potential 7-year contract)</b>	<b>Source of Funding</b>
<b>Southfield Main House (see table 1 below)</b>	£12,713,400	Approved existing external placement budget*
<b>Southfield Old House</b>	£1,979,432	Approved existing external placement budget*

*\*young people that would have otherwise been placed in external semi-independent placements.*

**The estimated running costs for Southfield Main House and Old House total (over 7 years): £14,692,832**

**Southfield Main House:**

The indicative costing for the 20 beds at Southfield Main House is based on the annual cost of Trevone House.

This is calculated (all costings exclude inflation):

- £1,816,200 (2021/2 annual cost of Trevone) / 52 (weeks per year) = £34,926
- £34,926/ 20 (beds at Trevone and Southfield) = £1,746

These costs include the provision of 2 well-being suites, the creation costs of which are contained within the Main House capital costs, additional revenue will be applied for from the CCG when required and based on the individual needs of the young person. Also included in the revenue costs will be a Staying Close offer which will support young people when they move off

<p><b>Background Documents</b></p>	<p>To consider the future of selected care homes in Gloucestershire and the relevant consultation  <a href="http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=1149">http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=1149</a></p> <p>To consider the future of selected care homes in Gloucestershire and the relevant consultation  <a href="http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=923">http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=923</a></p> <p>Care Planning, Placement and Case Review Regulations 2010.  <a href="https://www.gov.uk/government/publications/children-act-1989-care-planning-placement-and-case-review">https://www.gov.uk/government/publications/children-act-1989-care-planning-placement-and-case-review</a></p> <p>Sufficiency Strategy for Children and Young people 2018-2021  <a href="http://glostext.gloucestershire.gov.uk/documents/s50668/Item%207%20-%20Sufficiency%20Strategy.pdf">http://glostext.gloucestershire.gov.uk/documents/s50668/Item%207%20-%20Sufficiency%20Strategy.pdf</a></p> <p>Childrens Commissioner report 2020 - unregulated provision  <a href="https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/09/cco-unregulated-children-in-care-living-in-semi-independent-accommodation.pdf">https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/09/cco-unregulated-children-in-care-living-in-semi-independent-accommodation.pdf</a></p> <p>Unregulated Government Response 2021  <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962686/Unregulated_government_response_Final.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962686/Unregulated_government_response_Final.pdf</a></p> <p><b>Childrens Commissioner Stability index 2020</b>  <a href="https://www.childrenscommissioner.gov.uk/report/stability-index-2020/">https://www.childrenscommissioner.gov.uk/report/stability-index-2020/</a></p>
<p><b>Statutory Authority</b></p>	<p>Children Act 1989</p>
<p><b>Divisional Councillor(s)</b></p>	<p>Cllr Dr David Drew, Stroud Central</p>
<p><b>Officer</b></p>	<p>Wendy Williams  Assistant Director for Integrated Children and Families Commissioning Tel: 01452 328526 Email: <a href="mailto:wendy.williams3@gloucestershire.gov.uk">wendy.williams3@gloucestershire.gov.uk</a></p>
<p><b>Timeline</b></p>	<p><b>March/April 2022-</b> To conduct a mini competition under the Gloucestershire County Council approved Major Project Framework (or such replacement Framework) for the building works.</p> <p><b>May 2022-</b> Upon conclusion of the mini competition, and in consultation with the Cabinet Member for Economy, Skills and Growth, enter into a contract with the preferred provider evaluated as offering the Council best value for money for delivery of the capital works</p> <p><b>June – October 2022-</b> To conduct a compliant tender process for the operational delivery of the service and upon completion, in consultation with the Cabinet Member for Children’s services, enter into a contract with the preferred provider evaluated as offering the Council best value for</p>

money for delivery of the services.

**November 2021 – February 2023-** Mobilisation with service fully operational, from March 2023.

## Background

1. This paper outlines Gloucestershire's ambition to build on the success of Trevone House (measured by the outcomes described in the 'options' section of this report), by proposing plans to use Southfield House for services to children and young people. Southfield House is owned by Gloucestershire County Council and was utilised as an older people's residential home. The building has been declared surplus to requirement by Adult Social Care (ASC) and is currently empty.
2. All local authorities with responsibilities for Children's Services have a duty to provide or procure placements for Children in Care (referred to as children looked after in legislation) and this clarity is explicit in the Children Act 1989. This has since been strengthened by the introduction of Sufficiency Statutory Guidance (2010) and the Care Planning, Placement and Case Review Regulations 2010.
3. This duty of "sufficiency" requires local authorities and partners to ensure that, through direct provision or commissioned services, a range of placements sufficient to meet the needs of all children are available locally, or that there is a plan in place to move towards that position. Gloucestershire's Sufficiency Strategy (Right Placement, First Time) was launched in 2019 and describes our ambitious plans regarding how GCC intends to provide sufficient care placements for its Children in Care. This Strategy has been received very positively by our partners and the market.
4. The guidance also requires that the commissioning standards on securing sufficient accommodation for children in care, also apply to children in need who are at risk of care or custody (referred to as children on the edge of care). This is important since it is preferable, where it is in the best interest of the child, to provide support to avoid the need for them to become Children in Care.
5. A key part of Gloucestershire's Sufficiency Strategy is to implement a wider range of local accommodation options, as well as highly specialist services to support children and young people who are at the 'Edge of Care', and where more in-depth preventive work may delay or avoid Care and offer the opportunity to re-unify and stabilise families. The opportunity to re-purpose the use of Southfield House (previously used as older people's accommodation) to establish both accommodation and therapeutic day provision, ensures we can continue to deliver on our strategic objectives for Children in Care and avoid potential high-cost placements.
6. Accommodation for the 16 – 25 age groups is particularly needed, and this proposal will provide accommodation for 16-25 year olds. This age group are the second biggest cohort to enter care and have the poorest outcomes.

7. Placements for this cohort are scarce and generally high cost and there is a real need for higher quality placements at a reasonable cost. Currently, these placements are causing budget pressures on the external agency budget;

- The average weekly supported living fee has fluctuated over the past 3 years<sup>1</sup>, comparison figures for 2021/22 are not yet available but previous years are noted below:

2018/19 = £1,930

2019/20 = £2,168

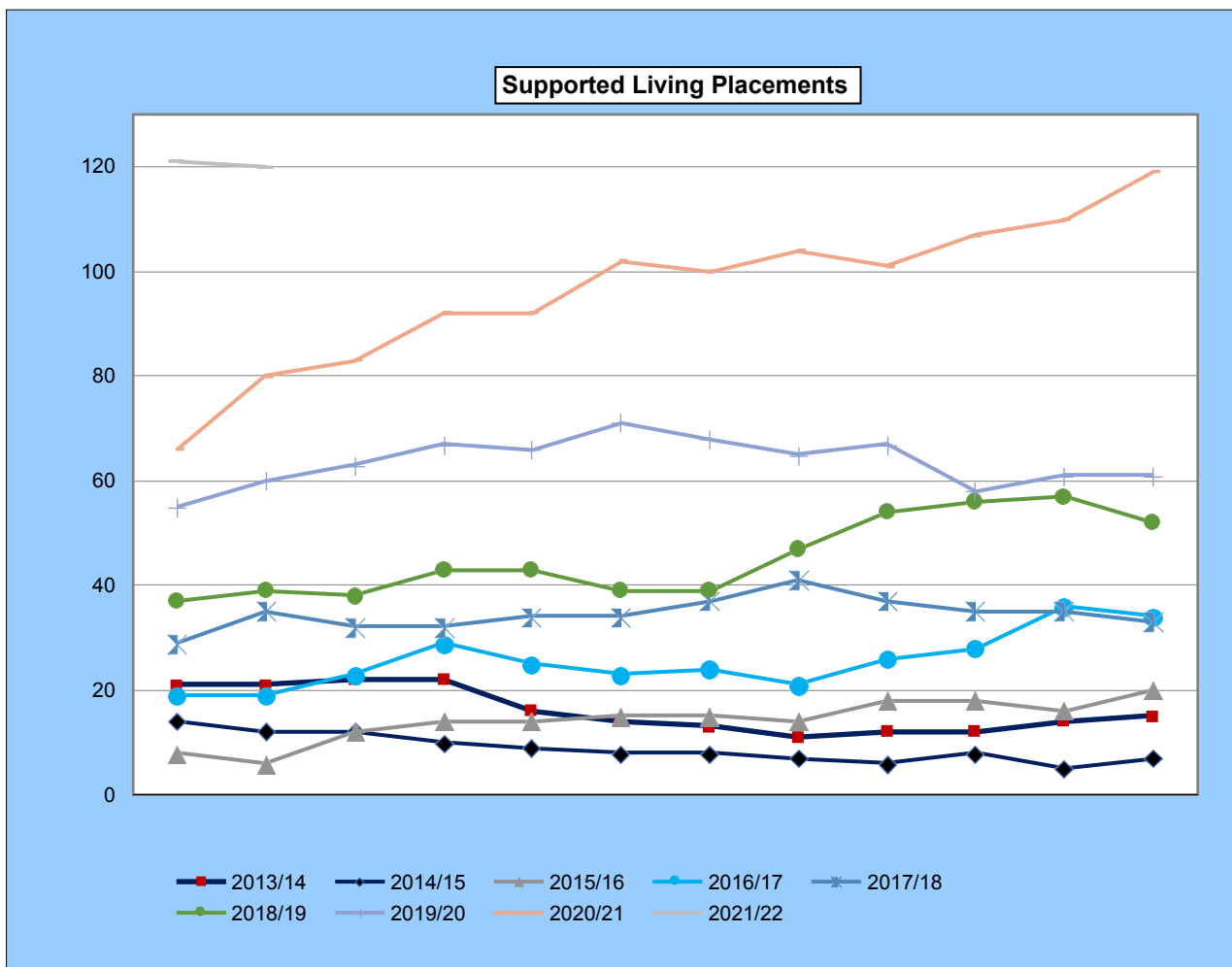
2020/21 = £1,521

- These figures are based on the average cost incurred by GCC for the provision of semi-independent accommodation over the past 3 years. This is evidence that with the introduction of Trevone House in 2020/21 the average cost reduced, as we moved many complex young people into Trevone.

8. The table below demonstrates the clear increase in demand for semi-independent accommodation. A large number of these are complex placements for young people within supported living settings who are receiving additional support which is having an adverse effect on the budget position. The COVID pandemic has also seen an increase in the number of over 18's remaining in placements (which are included in these figures).

Supported Living Placements									
Month	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Apr	21	14	8	19	29	37	55	66	121
May	21	12	6	19	35	39	60	80	120
Jun	22	12	12	23	32	38	63	83	
Jul	22	10	14	29	32	43	67	92	
Aug	16	9	14	25	34	43	66	92	
Sep	14	8	15	23	34	39	71	102	
Oct	13	8	15	24	37	39	68	100	
Nov	11	7	14	21	41	47	65	104	
Dec	12	6	18	26	37	54	67	101	
Jan	12	8	18	28	35	56	58	107	
Feb	14	5	16	36	35	57	61	110	
Mar	15	7	20	34	33	52	61	73	

<sup>1</sup> Figures from FOI responses 2021/22



9. Procurement exercise will be undertaken to seek a provider to manage the centre and work with all partners such as the Council, Gloucestershire Health and Care trust, Police and the voluntary sector in order to deliver a holistic offer for children and young people, to meet their education, health and social needs. Any procurement process will require providers to evidence a strong track record of running good to outstanding provision for children and young people, and able to foster good relationships with the local community.

10. The report arising from our Ofsted Focussed Visit in February 2020 stated –

*“Astute commissioning is undoubtedly having a positive impact on the lives of some children and young people, but a lack of sufficiency in terms of the range and type of placements available for children in care, particularly in an emergency, is a significant problem. Lack of placement choice severely restricts the ability to match children and carers properly and increases the potential for placement disruption. It also results in the sporadic use by the local authority, when all else fails, of unregistered or unregulated placements, although never without an appropriate level of senior management oversight.”*



The refurbishment of Southfield House presents an opportunity to address the issues identified by Ofsted.

## 11. Options

### **Option One: Remodelling of Southfield Main & Old House**

- To authorise the decisions set out in the Recommendations section of this report. This includes:
  - a. Undertaking a compliant competitive tender exercise and appointing a provider for the remodelling of Southfield House (to include the main Southfield building and the Southfield Old House). The proposed remodelling will provide a resource centre for children and young people, provision of a health assessment unit, an educational day service and apartments for young people to be able to learn the skills of daily living to prepare them for adulthood.
  - b. In addition to the remodelling works, undertaking a compliant tender exercise, and appointing a provider for the day-to-day delivery of the accommodation and support services. The provider will be expected to finance all “fit out” costs for the re-modelled provision. The length of contract proposed will be for five years with an option to extend for a further two years.

### **Southfield Main House**

This model has three key service elements. The well-being provision will be registered by the Care Quality Commission (CQC):

#### **Area 1: flexible semi-independent provision (maximum 18 young people aged 16 plus, plus 1 emergency bed)**

- The flexible semi-independent provision will have support staff present at all times, with group space for activity sessions, independence training and office space. The core accommodation will consist of 13 studio flats on the ground, first and second floor; there are two stairwells, which access all three floors. There will also be 2 two-bedroom flats, to either support young people moving to independence, providing the opportunity to have shared training flats, or, for more complex young people, offering the flexibility of 24/7 intensive support if required, as staff can be accommodated within the two-bedroom flats. This will reduce the need for 2:1 staffing, as the site will already have staff on duty 24/7 to support all young people in placement. Finally, on the ground floor there will be 1 self-contained single bed flat, this will be used as an emergency/Pace And Criminal Evidence bed for young people needing a same day or diversion from custody. Staying Close will also offer outreach support for young people moving into their own tenancy, to allow young people to have the support they need from staff they know well and trust.

## **Area 2: designated “drop in” service**

- This will comprise a dedicated drop in space for care leavers and care experienced young people. It will offer a local resource in partnership with the leaving care and local services, as space for care leavers to get support, as well as space for education and therapeutic and activity sessions. This is for young people who are not accommodated at Southfields but will allow for dedicated support that is young people focused and delivered locally. A comprehensive programme will deliver services to young people with the flexibility where required for space at weekends and out of hours activities. This initiative supports a more “place based” model offering young people a local resource in Stroud rather than expecting them to travel into central Gloucester.

## **Area 3: wellbeing flats**

- This area will comprise two self-contained flats over first and second floors. The accommodation is for young people needing assessment or step-down accommodation from Tier 4 Health beds with placements reviewed jointly by social care and Health and where additional support is required this will be joint funded with Health. The well-being suites will be registered with the CQC.
- This design allows for the project to accommodate a number of young people with differing needs and level of support. Previous evidence from Trevone House suggests that at any one time there would only be four young people needing high support (1:1) leaving the remainder of the building to support young people with medium and low needs. This is to create an environment of aspiration, so young people have positive role models, for independent living, education, employment and training. It also allows young people to grow and develop within the project rather than having to move placement and provider once they begin to flourish.
- Young people will be able to stay within the Southfield complex (Main House and Old House) or a Staying Close arrangement from the ages of 16yrs to 25yrs, allowing them to develop in their own time as they journey into adulthood. This will take out additional transition points and allows for a trauma informed commissioning model, allowing young people to feel safe, cared for and develop a real sense of belonging.
- Using this model there will be a maximum capacity to accommodate up to 20 young people at any one time and a minimum capacity of around 13 young people.
- Please note the financial profiling for this project assumes that occupancy of the complex will be incremental:

<b>Year</b>	<b>Occupancy</b>
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	<b>Level</b>
Year 1	75%
Year 2	80%
Year 3 (onwards)	95%

- This will ensure the project has a mobilisation period and young people are placed in a timely and planned way. This has been slightly expanded from Trevone as the actual occupancy numbers were higher than expected.

### **Southfield Old House**

- Southfield Old House is linked to the main Southfield building, it will offer accommodation for care experienced young people who are in employment, training or apprenticeships, enhancing the whole offer at Southfield, providing move-on accommodation for young people in their final stages of requiring care.
- This additional offer will include:
  - 7 one bed flats
  - 1 two bed flat (for a care experienced person with a child/or shared custody.
  - 1 crash pad, for a young person over 18yrs who is potentially homeless
  - Dedicated communal space for the young people living in the facility

### **Capital Costs**

The renovation of the Southfield Site £3.35 million which is broken down into:

- a) The main House which will cost £2.5 million.
- b) The additional refurbishment costs of Southfield Old House estimated at £850K.

The capital costs will be funded via £2.35 million from the approved Council capital programme and £1 million grant from the CCG Capital Programme.

### **Opportunities**

Delivering both Southfield Main and Old House may result in cost avoidance of approximately £6.82m over 7 years when compared to the costs of maintaining existing placements.

### **Risks**

- The most immediate risk is we will continue placing young people needing semi- independent accommodation in high cost poorly regulated provision, which is scattered around the county and very often further afield, adding further cost pressures to the external placement budget.

- Through a robust leasehold contract, risks related to the management of the building will be minimised.
- There is a risk that a good to outstanding provider will not be identified to take on this contract, however, this risk will be minimised through market engagement and a compliant procurement process designed around the requirements of this new service.
- There are minimal risks related to planning, due to no material change to the use of the building. One risk is around local residents and their potential opposition to children and young people residing in Southfield House. This risk will be mitigated through early engagement with the local community.
- There is a risk that GCC will not be able to fill the facility with young people and will therefore have excess capacity. The overheads of running both the Southfield Main House and Old House, will stay the same regardless of the level of occupancy.
- It could be the case that GCC is unable to appoint a good to outstanding provider to run the service on its behalf.

### **Option 2: Remodelling of Southfield Main House Only**

- The development of Southfield Main House only will have a direct impact on the usage and development capacity for Southfield Old House, potentially leaving the Old House derelict for the life time of the Main building contract. Additional security and maintenance for the Old House would be required.
- The service delivery costs for the Old House are £1.979m. This option will reduce the overall cost of the offer.

### **Risks**

- Option 2 will limit the realisation of the full potential benefits of the site as a whole.
- This option could potentially have a negative impact on supporting young people throughout their pathway to independence.
- If Southfield Old House is empty, there will be an additional cost for the security and maintenance of the empty old building.
- By not utilising both buildings, there could be a reduction in our sufficiency offer to young people.

### **Option 3: Development of Southfield site but run by the Council**

**Risks:**

- GCC has little recent experience of running a complex semi independent provision such as Southfields.
- The development of the internal structures to support Southfields (identifying and recruiting staff, management and governance arrangements, etc) would be time consuming and more expensive than outsourcing.

**Option 4: Do Nothing (continue as we are)****Risks:**

- Option 4 potentially could limit GCC's fulfilment of its Sufficiency Strategy by:
  - The continuation of funding high cost out of County placements.
  - The placement of young people at a distance away from their support networks.
  - This option will hinder GCC's provision of services that support young people throughout their pathway to independence.

**Preferred option: option 1**

- In order to meet the recommendations made by Ofsted, Option 1 is the preferred option. It will enable GCC to widen the range and type of placements available for young people, achieving a higher level of sufficiency.
- It will offer our young people high quality accommodation and support which is lacking within the current provider market.
- Through the development of Trevone House, more young people have been placed in county; there is greater flexibility in provider support to our young people, particularly those with more complex or challenging needs.
- This option will create additional capacity for emergency / Police and Criminal Evidence and crash pad provision for young people at times of crisis.
- Trevone House has already enabled some significant improvements for the young people who live there. These include;

**Reduction in 'Missing hours' (time missing from placement)**

- In this context the term 'missing hours' can be defined as, the amount of time that a young person is not in their registered placement. More specifically, from the point that they are registered missing to the police until they have been found. The data below is relevant because it represents a significant reduction in the overall missing hours of specific young people prior to them

being placed in Trevone House compared to when they were placed in Trevone House.

- Data taken from the young people living at Trevone House over the past year:

<b>Number of Missing Hours</b>	
6112	Prior to Trevone
430	At Trevone House
93%	Reduction in Missing Hours

<b>Longest Hours a Young Person is Missing</b>	
1784	Prior to Trevone
40	At Trevone House
98%	Reduction in Missing Hours

<b>Young Person with Highest Missing Hours</b>	
5382	Prior to Trevone
11	Current Missing Hours
100%	Reduction in Missing Hours

### Health

- All of the young people at Trevone are registered with a GP, some of whom had not previously been registered for years. An onsite mental health nurse forms part of the core offer, which gives young people access to health advice and support.

### Education, Employment and Training

- 63% of young people living at Trevone House are in education, employment or training
- It is anticipated that all of the above improvements will be replicated at Southfield House.
- In addition there are wider efficiencies as young people are within county, therefore there is less travel for professionals to carry out visits and activities. At times of crisis or concern professionals can visit young people in a prompt and timely manner.

- Young people are also able to remain in contact with their families and friends, having provision in county allows them to maintain strong community connectedness
- The Staying Close facility has been more successful than anticipated within Trevone House, young people have moved on quicker from the main building due to this dedicated support, creating through-put within the main building that enables young people to transition to adulthood. Given this success the funding will be included from year one at Southfield.

### **Potential service benefits**

- In terms of budgetary pressure on the placement budget, Southfield House will reduce the need for Gloucestershire County Council to commission high cost, out of county placements and enable children and young people to remain in county, close to their families, education provision and local networks. This will support cost reduction whilst offering quality accommodation. It will provide multi-purpose function of placements, and dedicated support for care leavers. There are currently no buildings, other than Trevone that could offer this flexible accommodation to meet varying needs of children and young people.
- Given the current climate of increasing numbers of children in care, with an 78% increase in the number of children in care since March 2012 with just 461 children in care, as of December 2021 there are 829 children in care, this provision will support increased demand.

### **Potential property benefits**

- The property is classified for planning purposes as Class C2 Residential Institution – residential accommodation and care to people in need of care, residential schools, colleges or training centres, hospitals and nursing homes. Therefore, there would be no material change of use.
- The property has been declared surplus to requirement by Adult Social Care (ASC) and therefore is ready to be utilised.
- The proposed model is for Asset Management and Property Services to conduct a mini competition under the Gloucestershire County Council approved Major Project Framework (or such replacement Framework) for the building works. There will be a separate compliant tender process to procure an experienced provider to deliver the operational services, with a lease for the building. This provider will also fund all fit out cost and services. The cost of the fit-out is based on the same calculation as the figure for Trevone House.
- With careful planning, the property can be developed to generate positive outcomes for the local community, with thoughtful landscaping to make Southfield House an attractive part of the residential environment.

## Strategic property context

- Southfield House is currently a three storey, 40 bedroom accommodation for older people, within central Stroud, offering independent parking and a private garden. It is a good quality building; however it is surplus to the future needs of older people provision.
- Southfield House offers the opportunity to develop a multi-purpose therapeutic resource centre for young people. Other building options have been explored; however they do not offer the same opportunity in terms of space and multiple usage. Other properties identified would require a change of use in terms of planning process and they would require building purchase using capital funding.

## Financial implications

- Data used to inform the placement sufficient strategy emphasises the need to develop high quality placements that offer value for money, in order to support better outcomes for children and young people and drive efficiencies within the placement budget to be able to meet demand.
- The estimated running costs of this facility over the full lifetime of the project (5 years + 2 years) is:
  - **Southfield Main House: £12,713,400**

The maximum assumed bed usage of 95% will result in a reduction of savings achievable. However this will still result in a potential cost avoidance of £4,368,831 compared to placement costs incurred without the provision of Southfield Main House.
  - **Southfield Old House: £1,979,432**

As above the maximum assumed bed usage of 95% will result in a lower level of achieved savings. However this will still result in a potential cost avoidance of £2,448,201 compared to placement costs incurred without the provision of Southfield Old House.
- Taken together it is anticipated that the opening of Southfields Main and Old House as described above will result in a total potential cost avoidance of approximately £6.81 million when compared to the costs of maintaining existing placements. This equates to a potential cost avoidance over 7 years of £974,000 each year.
- This estimate of costs avoided does not include reductions in costs where young people are eligible for housing benefit, or the cost savings associated with reduced travel time for Social Workers and other professionals when young people are placed locally.



- Capital funding of £3.35 million for the Southfield House refurbishment and building works will be required. Of this a maximum of £2.5 million has already been approved in the MTF5 (by County Council February 2021). Since that decision the CCG has agreed to provide £1million from their capital programme to enable Southfields refurbishment to be fully funded.
- Asset Management and Property Services will create the specification for all capital works in partnership with Children's Services. This joint working will also create the formal lease agreement for the building, which will support the lifetime of the operational contract. It will include a break clause whereby any break or breach in delivery will automatically affect the building lease.
- All fit out costs for the whole development will be met by the new operational provider and will remain their responsibility throughout the lifetime of the contract.
- The rationale for this approach is both timely and cost effective. It will allow for both tender processes to be undertaken in an efficient and timely manner.

### **Climate change implications**

- Southfield House is an existing (older) building, the specification for the refurbishment will include adapting it in order to increase its energy efficiency and reduce CO2 emissions.

### **Equality implications**

- An Equalities Impact Assessment has been completed and has found the impact of these proposals to be positive, with opportunities to improve services provision for a group of young people for whom the Local Authority have legal responsibilities for. Learning from the implementation of Trevone House recommends early engagement with the local community to mitigate any potential concerns that residents may have.
- Cabinet Members should read and consider the Equalities Impact Assessment in order to satisfy themselves as decision makers that due regard has been given.

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

- Data Protection Impact Assessment is a legal requirement. Commissioners are working with the Information Management Service to complete and identify data risks.

### **Social value implications**

- This service seeks to ensure that this vulnerable group of young people is offered the opportunity to contribute to their local communities and to

recognise the social value they can bring. In particular, the housing and employment staff at the site will be the basis for supporting the young people into seeking employment, which will therefore contribute to the local employment market.

- The implementation of the Sufficiency Strategy will deliver additional social, economic and environmental benefits to Gloucestershire. An emphasis on keeping our young people within county will help to foster positive social networks within Gloucestershire.
- Effectively leveraging both the works and service contracts will provide skills and employment opportunities for the local environment, supporting and enhancing health and wellbeing.

### **Consultation feedback**

- In developing the Sufficiency Strategy, we consulted with care experienced children and young people. They told us their placement experiences, which shaped and informed our ambitious approach.
- For the development of Trevone House Youth Ambassadors supported in the design of the project, sharing their lived experiences, working with us to build the right accommodation and services for future care leavers.
- Consultation has begun with both the Youth Ambassadors and young people currently living in Trevone House, for them to share their ideas, wishes and feelings to develop the good quality leaving care accommodation.

### **Officer recommendations**

- The Officer recommendation is that Cabinet agrees to Option 1 above and that Cabinet;
  - Approves an allocation of £3.35million of capital funding to the proposed remodelling of Southfield Site (both Main and Old House buildings) for the purpose of delivering accommodation for care experienced young people who may also be in employment, training or apprenticeships.
  - Delegates authority to the Executive Director of Children's Services in consultation with the Cabinet Member for Economy, Education and Skills, and the Cabinet Member for Children's Safeguarding and Early Years to:

Conduct a competitive procurement process in respect of a contract for the delivery of day-to-day delivery of accommodation and support services, with 24/7 staffing to support the young people placed. The successful tenderer for such services will also finance all 'fit out' costs for the re-modelled accommodation. Such contract

shall continue for an initial period of 5 years and include an option to extend its term for a further period of 2 years.

- Award such contract to the preferred tenderer.
- Determine whether to exercise the option to extend the term of such contract for a further period of 2 years on its fifth anniversary.
- Delegates authority to the Assistant Director for AMPS in consultation with the Deputy Leader and Cabinet Member for Finance and Change to:
  - Conduct a competitive procurement process under the Gloucestershire County Council's Major Project Framework (or its replacement) in respect of a call-off contract for the supply of remodelling works in respect of:
    - Southfield Main House: for the purpose of providing the following accommodation for care leavers.
      - 13 studio flats, 2 two-bedroom flats
      - 2 well-being flats
      - 1 single bedroom flat (used as an emergency/Police And Criminal Evidence bed)
    - Southfield Old House: for the purpose of providing the following accommodation for young people who are in employment, training, or apprenticeships
      - - 7 one bed flats
        - 1 two bed flat
        - 1 crash pad
  - Award such call-off contract to the preferred tenderer.
- The recommended option will enable the council to develop much needed good quality semi-independent provision in county to address the rising spend, poor outcomes and sufficiency issues that are faced in respect of vulnerable young people in care and care leavers. The proposal is based on a strong model of efficiencies (including non-financial efficiencies) from Trevone House.
- It is the only option that builds best practice in county. The project increases the likelihood of the council being able to address its issues of sufficiency and increased spend. However, the proposal does not guarantee complete success and must be viewed as an integral part to implementing the wider ambitions of the Sufficiency Strategy for Gloucestershire.

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

- A robust performance framework will be developed as part of the contractual arrangements, offering clear oversight of this service. In principle it will focus on the following areas (please note this may change once the final contract is in place):
  - Compliance with regulatory requirements, to ensure all provision is of good to outstanding quality.
  - Avoidance of escalation of need, reduced crisis presentations requiring less than satisfactory responses, which can compound problems or issues.
  - Creating a Whole Child in Care placement pathway – reducing placement moves, creating stability.
  - Demand management, matching of needs and allocation of resources, will all be done in partnership with Children Services.
  - Robust pathway planning so placement demand is well known, appropriate and reduces the risk of voids.
  - Needs lead support that enables ALL young people to move successfully to independence.

## Appendix 1

### Revenue Costs for Southfield Main House

Year	Expected Southfields Contract Cost based on Trevone contract	Current cost of 20 external placements	Estimated Southfields occupancy level (number or beds used)	Annual cost of remaining external placements not placed in Southfields	Cost avoidance
Yr 1	£1,816,200	£2,711,465	75% (15)	£677,866	£217,399
Yr 2	£1,816,200	£2,711,465	80% (16)	£542,293	£352,972
Yr 3	£1,816,200	£2,711,465	95% (19)	£135,573	£759,692
Yr 4	£1,816,200	£2,711,465	95% (19)	£135,573	£759,692
Yr 5	£1,816,200	£2,711,465	95% (19)	£135,573	£759,692
Yr 6	£1,816,200	£2,711,465	95% (19)	£135,573	£759,692
Yr 7	£1,816,200	£2,711,465	95% (19)	£135,573	£759,692
Total	£12,713,400	£18,980,255		£1,898,024	£4,368,831

## Appendix 2

### Revenue costs for Southfield Old House

Year	Expected Southfields Old House Contract Cost	Estimated costs of 10 external placements	Estimated Southfields occupancy level (number of beds used)	Annual cost of remaining external placements not placed in Southfields	Cost avoidance
Year 1	£282,776	£702,799	75%	£175,700	£244,323
Year 2	£282,776	£702,799	80%	£140,560	£279,463
Year 3	£282,776	£702,799	95%	£35,140	£384,883
Year 4	£282,776	£702,799	95%	£35,140	£384,883
Year 5	£282,776	£702,799	95%	£35,140	£384,883
Year 6	£282,776	£702,799	95%	£35,140	£384,883
Year 7	£282,776	£702,799	95%	£35,140	£384,883
Total	£1,979,432	£4,919,593		£491,960	£2,448,201

### Appendix 3

#### Southfield Revenue Costs over 7 years

	Cost of Service (including continuing residual external placements)			Cost of maintaining external provision in lieu of Southfields	Cost avoidance
	<u>Contract cost</u>	<u>Residual Placements</u>	<u>Total</u>		
Southfields Main House	£12,713,400	£1,898,024	£14,611,424	£18,980,255	£4,368,831
Southfields Old House	£1,979,432	£491,960	£2,471,392	£4,919,593	£2,448,201
Total	<u>£14,692,832</u>	<u>£2,389,984</u>	£17,082,816	£23,899,848	£6,817,032