

# Cabinet Agenda



**Date:** Tuesday, 24 January 2017

**Time:** 4.00 pm

**Venue:** Conference Hall - City Hall, College Green, Bristol, BS1 5TR

**PLEASE NOTE:** Reports on the Housing Revenue Account budget 2017-18 and Budget recommendations for Full Council were originally scheduled to be included on this agenda. The Mayor subsequently decided to defer consideration of these reports to an Extraordinary Cabinet meeting to be held at 6.00 pm on 30 January. This decision was taken to enable more time for questions and statements from members of Council and the public on the budget reports. Any questions or statements already submitted on these matters will be rolled over and included as part of the public forum at the 30 January Cabinet.

## **Distribution:**

**Cabinet Members:** Marvin Rees, Mark Bradshaw, Clare Campion-Smith, Craig Cheney, Fi Hance, Claire Hiscott, Helen Holland, Paul Smith, Estella Tincknell and Asher Craig

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**Issued by:** Ruth Quantock, Democratic Services

City Hall, Po Box 3167, Bristol, BS3 9FS

Tel: 0117 92 22828

E-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)



# Agenda

## PART A - Standard items of business:

### 1. Welcome and introductions

### 2. Public Forum

Up to one hour is allowed for this item

Any member of the public or Councillor may participate in Public Forum. Petitions, statements and questions received by the deadlines below will be taken at the start of the agenda item to which they relate to.

#### **Petitions and statements (must be about matters on the agenda):**

- Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and 'details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.
- One statement per member of the public and one statement per member of council shall be admissible.
- A maximum of one minute shall be allowed to present each petition and statement.
- The deadline for receipt of petitions and statements for the 24 January 2017 Cabinet is **12 noon on Monday 23 January 2017**. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol, BS1 5TR e-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

#### **Questions (must be about matters on the agenda):**

- A question may be asked by a member of the public or a member of Council, provided they give notice in writing or by e-mail (and include their name and address) no later than 3 clear working days before the day of the meeting.
- Questions must identify the member of the Cabinet to whom they are put.
- A maximum of 2 written questions per person can be asked. At the meeting, a maximum of 2 supplementary questions may be asked. A supplementary question must arise directly out of the original question or reply.



- Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.
- The deadline for receipt of questions for the 24 January Cabinet is **5.00 pm on Wednesday 18 January 2017**. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol BS1 5TR.  
Democratic Services e-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

**When submitting a question or statement please indicate whether you are planning to attend the meeting to present your statement or receive a verbal reply to your question**

### **3. Apologies for Absence**

### **4. Declarations of Interest**

To note any declarations of interest from the Mayor and Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

### **5. Chair's Business**

To note any announcements from the Chair

### **6. Matters referred to the Mayor for reconsideration by a scrutiny Commission or by Full Council**

(subject to a maximum of three items)

### **7. Reports from Scrutiny Commissions**

None



## **PART B - Key Decisions**

- 8. Specialist Commissioning Arrangements for a Sub-Regional Independent Fostering Agency Framework /Dynamic Purchasing System Tender**

**(Pages 5 - 18)**

- 9. Young People's Housing and Independence Pathway Plan**

**(Pages 19 - 33)**





## Executive Summary of Agenda Item No. 8

**Report title:** *Specialist Commissioning Arrangements for a Sub-Regional Independent Fostering Agency Framework/ Dynamic Purchasing System Tender*

**Wards affected:** *All*

**Strategic Director:** *John Readman- People*

**Report Author:** *Ann James – Head of Service Children in Care and Care Leavers;  
Harriet Andrew – Specialist Commissioning Business Manager*

## Recommendation for the Mayor's approval:

1. To agree the approaches being taken to tender for independent fostering agency placements and ancillary services as set out in this report including:
  - for the Services to be provided by those fostering agencies appointed under Framework Agreements/DPS, pursuant to individual contracts for each placement purchased from the framework/DPS;
  - the anticipated start date of the Framework Agreements/DPS to be March 2017; and
  - consultation with and involvement of children and young people to inform the tendering process.
2. To agree to carry out the Tender in partnership with six other local authorities in the northern part of the South West of England, with Bath and North East Somerset as lead authority.
3. To delegate to the Strategic Director, People, the authority to enter into Framework Agreements/DPS for the services outlined above at the end of the tender process.

## Key background / detail:

### a. Purpose of report:

This report outlines progress on a sub-regional Independent Fostering Agency Framework/Dynamic Purchasing System(DPS) Tender which forms one element of Bristol's [Sufficiency Plan](#): Placements for children in care and homes for care leavers 2016-2019. The Plan was endorsed by the Children and Families Board in July 2016. Its purpose is to ensure the availability of placements of the right range and quality for children in care and care leavers in and around the Bristol area.

The placement of children in care in a foster family is the primary placement choice for the majority of children in care. In order to secure sufficient placements Bristol utilises both its in-house fostering service and the independent sector. The majority of independent fostering agency (IFA) placements are secured through a sub-regional Framework Agreement that expires on 31<sup>st</sup> March 2017. In order to continue to deliver the quality and range of placements required by children in care both in Bristol and across 6 other Local Authorities in the sub-region, Bath and North East Somerset are leading a tender that will result in a new four year Framework Agreement/DPS, effective from 1<sup>st</sup> April 2017.

### b. Key details:



1. The new contract will replace the current sub-regional framework arrangements that expire on 31<sup>st</sup> March 2017.
2. A framework/DPS establishes the terms and conditions, service specification and prices that will apply to the agreed provision of any services under the relevant framework agreement/DPS. Whenever the Council wishes to procure services, it will enter into a contract with that provider under the terms and conditions specified in the framework agreement/DPS.
3. The framework/DPS is of no value unless we 'call off' it as described above. There is no obligation on the part of the Local Authority to offer individual contracts. This means that spend from the placement budget is committed only when placements are required and in which children are placed.
4. Spend against the previous framework averaged £7.6m per year over the four years of the contract and delivered a reduced unit price as outlined below:

	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>Sep 2016</b>	<b>% change</b>
Annual Spend on IFA placements	£7,381,453	£7,988,375	£7,597,147	£7,440,748	£6,960,000*	-5.7%
Budget					£8,101,680**	
Number in IFA placements at 31 <sup>st</sup> March	189	192	205	203	195	+3.2%
Average weekly cost per IFA placement	£751.10	£800.12	£712.68	£704.88	£670.00	-10.8%

\*year end forecast

\*\*Budget 15/16

5. The Framework/DPS will open the market and create competition to drive up quality, support innovation and deliver value for money through increased economy, efficiency and effectiveness.
6. If Bristol is to be able to adequately meet the needs of an increasingly diverse and complex cohort of children in its care and contain its placement spend, particularly on the highest cost out of authority residential placements, it is imperative that Bristol continue to build a diverse and skilled foster care population. It will do this through the development of its in-house fostering service and excellent market management of the independent sector. A Framework/DPS tender enables Bristol to do this by communicating clearly its need for placements - both range and type. It also enables the council to ensure that quality and performance monitoring as well as value for money measures are part of the contractual arrangements.

# Cabinet

24 January 2017



**Report Title:** *Specialist Commissioning Arrangements for a Sub-Regional Independent Fostering Agency Framework /Dynamic Purchasing System Tender*

**Ward:** *ALL*

**Strategic Director:** *John Readman - People*

**Report Author:** *Ann James – Head of Service Children in Care and Care Leavers;  
Harriet Andrew – Specialist Commissioning Business Manager*

**Contact telephone no. & email address** *0117 3574151  
[ann.james@bristol.gov.uk](mailto:ann.james@bristol.gov.uk); [harriet.andrew@bristol.gov.uk](mailto:harriet.andrew@bristol.gov.uk)*

**Purpose of the report:**

This report outlines progress on a sub-regional Independent Fostering Agency Framework/Dynamic Purchasing System(DPS) Tender which forms one element of Bristol's [Sufficiency Plan](#): Placements for children in care and homes for care leavers 2016-2019. The Plan was endorsed by the Children and Families Board in July 2016. Its purpose is to ensure the availability of placements of the right range and quality for children in care and care leavers in and around the Bristol area.

The placement of children in care in a foster family is the primary placement choice for the majority of children in care. In order to secure sufficient placements Bristol utilises both its in-house fostering service and the independent sector. The majority of independent fostering agency (IFA) placements are secured through a sub-regional Framework Agreement that expires on 31<sup>st</sup> March 2017. In order to continue to deliver the quality and range of placements required by children in care both in Bristol and across 6 other Local Authorities in the sub-region, Bath and North East Somerset are leading a tender that will result in a new four year Framework Agreement/DPS, effective from 1<sup>st</sup> April 2017. Children in care and care leavers are involved in setting the specification for the new contracts, helping set questions in the invitation to tender document and the evaluation of submitted bids.

This report seeks endorsement of the approaches being taken to deliver the tender and agreement to proceed to award contracts to those IFAs who meet the quality and cost criteria as set out in the tender.



## Recommendation for the Mayor’s approval:

1. To agree the approaches being taken to tender for independent fostering agency placements and ancillary services as set out in this report including:
  - for the Services to be provided by those fostering agencies appointed under Framework Agreements/DPS, pursuant to individual contracts for each placement purchased from the framework/DPS;
  - the anticipated start date of the Framework Agreements/DPS to be March 2017; and
  - consultation with and involvement of children and young people to inform the tendering process.
2. To agree to carry out the Tender in partnership with six other local authorities in the northern part of the South West of England, with Bath and North East Somerset as lead authority.
3. To delegate to the Strategic Director, People, the authority to enter into Framework Agreements/DPS for the services outlined above at the end of the tender process.

## The proposal:

1. Underpinned by the values outlined in Bristol’s [Corporate Parenting Strategy](#), the IFA Framework/DPS supports the delivery of Objective 5 of the Strategy:
 

‘Ensure enough good quality placements for children by recruiting, retaining and commissioning sufficient foster carers to offer children placement choice, to keep children placed locally and to achieve high levels of placement stability.’
2. Commissioning is increasingly recognised as the primary mechanism for delivering better outcomes, whilst using resources more efficiently. The Sufficiency Plan: Placements for children in care and homes for care leavers 2016-2019, and the commissioning of a new IFA Framework Agreement/DPS as one of the actions within that Plan, follows the corporate standard set by the Enabling Commissioning Framework. The Plan sets out how we will commission the range and number of placements required to meet the needs of the children in care and care leaver population; support the delivery of improved outcomes; and achieve value for money.
3. In order to deliver this Framework/DPS, Bristol's Specialist Commissioners are working closely with specialist commissioners in the sub-region as well as with Bristol’s Strategic Commissioning and Procurement Services.
4. Bristol’s Sufficiency Plan 2016-2019, recognises the need for a mixed economy of providers, asking Bristol to build its in-house fostering capacity to care for “teenagers, sibling groups, disabled children and children with complex behaviours”, as well as recognising the need for independent sector placements. In particular the Plan sets out the intention to use the new framework/DPS to commission ‘step down’ placements from residential to foster care for those children whose needs can be met within a family setting, thereby reducing the need for more costly out of area residential placements, the demand for which has grown over the past two years. This Framework/DPS will engender competition amongst providers and create a preferred provider list where the quality and price of such placements are assured, and a forum created to support the monitoring and scrutiny of the cost and quality of

placements. This report therefore outlines the reasons for and progress to date to commission and award a 4 year IFA Framework/DPS by 31<sup>st</sup> March 2017.

## **5. National and Local Context:**

6. The population of Bristol is growing rapidly, most notably in the under 17 age group, which grew by 14.5% over the ten years to 2015, and those under 4 years growing even more rapidly showing an increase of 29.9% over the same period.
7. Bristol City Council faces significant financial pressure which makes it crucial that we contain the council's spend on placements for looked after children by making sure we place children in the suitable, cost effective and stable placements.
8. There is a shortage of housing in Bristol, particularly affordable housing for low-income households. This makes it hard to find housing for care leavers and impacts on the ability to recruit local foster carers with spare rooms for children in care.
9. Set against this context, Bristol's children in care population has remained relatively steady in terms of numbers. There were 675 children in care on 31<sup>st</sup> March 2016, five fewer than in March 2012. In terms of the rate of children in care per 10,000 of the under 18 population, it has reduced from 78 in 2012 to 73 in 2016. This brings Bristol's rate per 10,000 closer to the national average of 60 and below that of its statistical neighbours and the core cities, possibly reflecting the impact of prevention and early intervention work aimed at supporting more children to live successfully within their birth family. This differs from the national picture where the rate per 10,000 and number of children in care has grown in recent years.

## **10. Commissioning the Framework/DPS on a sub-regional basis**

11. The regional consortia of councils will carry out a tender process to appoint a number of IFAs on the basis of cost, quality and the ability to deliver sufficient placements locally. The tender process will consist of inviting IFAs to submit bids to be appointed to the Framework/DPS, evaluation of those bids and award to successful bidders.
12. A framework/DPS establishes the terms and conditions, service specification and prices that will apply to the agreed provision of any services under the relevant framework agreement/DPS. Whenever the Council wishes to procure services, in this case to appoint a provider of a foster placement for a child, it will enter into a contract with that provider under the terms and conditions specified in the framework agreement/DPS. The tender process will enable the Council to achieve best value, prove equality of treatment of providers, and satisfy the obligations imposed on the Council by the Public Contracts Regulations 2006 whenever it procures services over certain thresholds.
13. There are rules within the framework agreement/DPS regarding how, when and to which organisation individual contracts will be offered. A contract for a placement is formed only when a placement is required. There is no obligation on the part of the Local Authority to offer individual contracts. This means that spend from the placement budget is committed only when placements are required and in which children are placed. Additionally, it provides flexibility for placement commissioners to seek

other specialist providers where the services needed are outside of the scope of the framework agreement, or if there are capacity issues with the providers on the framework/DPS.

14. The local authorities who have said they will enter into a partnership agreement to procure the fostering placement framework panel are:
  - i. Bath and North East Somerset
  - ii. Bristol
  - iii. Gloucestershire
  - iv. North Somerset
  - v. South Gloucestershire
  - vi. Swindon
  - vii. Wiltshire
  
15. There is a Participation Agreement between the seven participating local authorities that details the legal arrangements for working together to commission independent fostering agency placements.
  
16. Throughout the commissioning of this Framework/DPS there is a shared commitment to work with partners and the market to deliver more with fewer resources.
  
17. Currently in the Northern sub-region of the South West there is a Framework agreement for the delivery of IFA placements to children in the care of eight local authorities. The current Framework was led by Bristol and was the second sub-regional IFA framework that Bristol has entered into. It was awarded in April 2013 with a contract period of 3 plus 1 year. It will therefore end on 31<sup>st</sup> March 2017.
  
18. The Framework delivered 34 quality assured IFAs and a 'Top 10' for Bristol, assessed on grounds of quality, local delivery and price. The sub-regional contract value since April 2013 has been in excess of £22 million per annum (all local authorities). The Framework has been assessed as successful by the participating local authorities and the relationship with the market is now well developed. Mini-tenders have been run off the Framework by individual local authorities in order to ensure that the particular needs of its children in care population are met. In Bristol, this has included the development of Treatment Foster Placements.
  
19. Bristol's spend on IFAs has averaged £7.6 million per annum. In terms of achieving value for money, the average unit cost of a placement has reduced by 10.8% over the lifetime of the current framework. In addition to this, inflationary uplift has been avoided and discounts have been achieved through long-term placement agreements, sibling placement agreements and, cost and volume arrangements both as an individual authority and as part of the sub-region. Without a framework/DPS arrangement, Bristol's market information suggests the cost of agency placements would rise by at least 5%.
  
20. It is the assessment of the participating local authorities in the current Framework that to re-tender on a sub-regional basis will allow further efficiencies as a result of:
  - i. opening the market and creating competition to drive up quality, support innovation and deliver value for money through increased economy, efficiency and effectiveness
  - ii. combined tendering reducing the cost pressure of such an exercise on individual local authorities

- iii. a more efficient and cost effective tendering process for IFAs who undertake only one tendering process in which they are required to demonstrate one set of quality and performance criteria for all participating local authorities
- iv. economies of scale in terms of performance monitoring and evaluation
- v. a more coherent and robust message to IFAs about the needs of the sub-region
- vi. encouraging IFAs into the sub-region and individual local authority areas
- vii. incentivised recruitment and retention of carers able to meet the specific identified needs of each local authorities children in care, including through each local authority 'banding' its primary preferred providers within the Framework
- viii. by acting as a whole the local authorities within the sub-region benefit from scale and market share in negotiating prices

21. If Bristol is to be able to adequately meet the needs of an increasingly diverse and complex cohort of children in its care and contain its placement spend, particularly on the highest cost out of authority residential placements, it is imperative that Bristol continue to build a diverse and skilled foster care population. It will do this through the development of its in-house fostering service and excellent market management of the independent sector. A Framework/DPS tender enables Bristol to do this by communicating clearly its need for placements - both range and type. Examples of the way in which IFA placements offer greatest value include:

- i. Treatment or specialist foster placements as an alternative to children's home or residential placements
- ii. accredited local parent and child assessment placements as an alternative to residential assessments
- iii. placements for children who present a risk to themselves and others, most notably children who present a sexual risk to others
- iv. placements outside Bristol for those children assessed to be at significant risk within the City, such as those assessed as at very high risk of committing criminal offences or of being sexually exploited/abused

22. The detailed needs analysis undertaken by Bristol for the Sufficiency Plan 2016-2019 has been replicated in the 6 other participating local authorities for the purposes of the tender. This analysis forms the basis of the Market Position Statement that was published on 19<sup>th</sup> July 2016 and included in the invitation to tender published on 17<sup>th</sup> November 2016. (The full Commissioning Timetable is attached as Appendix 1). There is evidence of an increased demand for foster placements nationally and across the sub-region and, just as with Bristol, all participating local authorities are focussing on measures to contain this upward trend through improved early help and timely exit, and all aim to contain or reduce placement spend using strategies similar to those outlined in Bristol's Sufficiency Plan.

23. At a time of increased demand and reduced resources in every local authority, the new IFA Framework/DPS will contribute to Bristol's ability to deliver on the significant financial challenges currently being faced. This tender forms part of the Family Finding and Placements element of the Sufficiency Plan 2016-2019 which identifies a need to shift the balance of placement types (from residential to specialist fostering, from IFA to in-house foster care) in order to support a continued reduction in per placement spend and ensure the continued delivery of value for money. To this end, price will be given significant weighting in the tender evaluation process.

24. As with Bristol, partner local authorities have reviewed the existing Framework and considered the outcomes it has delivered. All are agreed that a Framework is currently the most effective way to ensure high quality, cost contained, local placements and that a sub-regional tender enables the participating authorities to build on recognised good practice and existing market relationships. Evidence from the Commissioning Support Programme together with market intelligence in each local authority indicates that, by acting together, local authorities can more effectively manage the market in terms of quantity, quality, range, price and proximity of provision. This is within what is already a fairly well developed mixed economy of provision and a reasonably mature placements market across the sub-region.
25. The costs of participating in the tender will be shared equally between the 7 local authorities who are committed to signing the participation agreement and using the Framework/DPS to procure IFA placements (circa £4k each paid to the lead LA).

### **Involving children & young people in re commissioning the Framework/DPS**

26. In line with Bristol's commitment to involving children and young people in the design and establishment of the service they receive and building on past involvement, children in and leaving care will be involved in the procurement process as 'young commissioners'.
27. In addition to the direct involvement of a small group of children and young people, and consultation undertaken for the Sufficiency Plan, there is a wealth of information and views available nationally, for example from the [Office of the Children's Commissioner](#) detailing children's views and experiences of being fostered. Also, within each of the 7 participating authorities, there are participation services and surveys to elicit young peoples' views upon which we have based the service specification and key performance indicators for carers and providers.
28. Specifically in relation to this tendering exercise a group of children in care and care leavers are working with commissioners to contribute to devising the service specification (itself based on the National Fostering Contract, with variations) and parts of the tender questionnaire. Young people will score responses and make recommendation to the Officer Panel at the tender evaluation stage in December 2016.

### **Consultation and scrutiny input:**

Scrutiny involvement is not anticipated as needed in relation to this specific report as the Sufficiency Plan – Placements for children in care and homes for care leavers 2016-2019 was previously submitted to the Corporate Parenting Panel and it was endorsed by Children and Families Board on 13<sup>th</sup> July 2016.

#### **a. Internal consultation:**

Not applicable

#### **b. External consultation:**

## Market Engagement Event with IFAs – 19.07.16

**Other options considered:**

**Do nothing** - means that Bristol will revert to spot purchase arrangements with individual providers. It will risk price increases estimated, on the basis of market intelligence to be approximately 5%. Bristol will also risk a less coherent relationship with the market in which to indicate its current and future placement needs. Additional discounts secured through the Framework/DPS may be lost and quality assurance/monitoring measures would be required on an individual Bristol/IFA basis that would inevitably increase administration costs. Ultimately, Bristol may not be able to secure sufficient placements in the independent market to meet its duties and the needs of the children in care population.

**Individual LA tender** - may deliver similar benefits to a sub-regional IFA tender but at greater cost to Bristol and to IFAs. As detailed earlier there are a number of benefits to the economy of scale created by a sub-regional tender.

**Block contracts** - offer similar benefits to that of a Framework/DPS but reduces flexibility and potentially inhibits the market's ability to adapt to changing number and need. Any potential additional discounts that may be brokered by the local authority or authorities would be offset by the requirement to pay void payments. It is unlikely that the levels of placement diversity could be delivered alongside the number of placements required through sole use of block contract arrangements.

Bristol has made use of a block arrangement with one of its main IFA providers where it assessed that this supported the IFA's ability to provide sufficient placements and delivered financial benefits to the local authority.

**Conclusion** - No value is seen in Bristol or any other of the authorities tendering individually. Economies are achievable by authorities through individual Local Authority/Fostering Agency cost and volume arrangements.

**Risk management / assessment:**

<b>FIGURE 1</b>							
<b>The risks associated with the implementation of the (subject) decision :</b>							
No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
	Threat to achievement of the key objectives of the report			Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).			
1	There is a risk that the Framework/DPS will not deliver sufficient placements of the type and quality required.	High	High	The IFA Framework/DPS re-tender forms just one part of a wider placements strategy that is focussed on supporting more children to live safely within their family and for those	Medium	Medium	Strategic Director

	This is a high risk because there is a recognised shortage of foster carers both locally and nationally at a time when numbers in care are increasing.			<p>children who do require local authority care, to increase the number of children living with local authority foster carers. The in-house fostering service continues to recruit and retain higher numbers of carers. It is unlikely that placements will be lost as a result of the Framework/DPS tender.</p> <p>The new Framework/DPS is likely to provide more agencies and placements than the current one. But should that not be the case, Bristol would look outside the Framework/DPS for providers as it does on occasion now.</p>			
2	There is a risk that providers will use the new tender as an opportunity to increase prices.	Medium	Medium	<p>The new Framework/DPS will be awarded on the grounds of cost and quality.</p> <p>The Framework/DPS will open the market to further competition and the potential for new providers to enter the market with more competitive pricing structures.</p> <p>Providers who do not submit competitive prices may not be awarded the contract or may not maintain a 'top banded' position on the Framework/DPS.</p>	Low	Low	
3	There is a risk of challenge (inc legal challenge) to the tender from IFAs.	Medium	Medium	<p>Participation Agreement includes a clause stating BCC will not be liable for any losses suffered by participating LAs.</p> <p>SCPS are working with Specialist Commissioning on the tender to ensure procurement regulation compliance.</p> <p>Legal advice has been obtained and oversight of the tender and all its associated documents is being provided.</p> <p>Consultation has/is being undertaken with stakeholders including providers.</p>	Low	Low	
4	An unforeseen occurrence may delay the tender publication, evaluation and contract award stages, resulting in the current Framework ending before the new contract is in place.	Medium	Medium	<p>There is a project team (rather than one person) ensuring a resilience to the delivery of the contract within timescales.</p> <p>The commissioning timetable builds in the period 3rd February to 31<sup>st</sup> March 2017 as a lead in period. Should times for tender publication, evaluation and award slip, this lead in time will be shortened to ensure contract award by 31<sup>st</sup> March 2017.</p> <p>If however, the contract could not be awarded by 31<sup>st</sup> March an approach would be made to the Chief Auditor for a waiver whilst the contract was awarded and to the market to continue under the same arrangements as the previous contract until the new Framework is delivered.</p>	Low	Low	

**FIGURE 2****The risks associated with not implementing the (*subject*) decision:**

No.	RISK	INHERENT RISK		RISK CONTROL MEASURES	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
	Threat to achievement of the key objectives of the report			Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).			
1	Without a new Framework/DPS there is a risk that placement prices will increase	High	High	<p>Bristol could run its own Framework/DPS and continue under existing arrangements via a waiver if it did not participate in the sub-regional tender. To do so, Bristol would need to allocate suitable resource from within its strategic commissioning service.</p> <p>If this were not possible, Bristol would look to develop individual arrangements with IFAs.</p> <p>Both options will be more costly and increase the risk of failing to deliver sufficient placements.</p> <p>There is a risk however that IFA's focus on Bristol would be lessened as it would be competing with the command of the sub-region.</p>	Medium	Medium	Strategic Director
2	Without a new Framework/DPS there is a risk that the market will not understand Bristol's needs and will therefore not deliver sufficient placements.	Medium	Medium	<p>Bristol will continue to utilise its established structures to communicate with the market and will circulate, on an individual LA basis, its intelligence about the cic population and forecast needs.</p> <p>It would also negotiate prices and would seek permission to undertake a framework tender on a Bristol only basis.</p>	Low	Low	

Summary guidance on how to complete the risk assessment is available on the [Source](#)

**Public sector equality duties:**

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
  - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

The service aims to tackle discrimination and promote equality for all groups.

Providers will be required to demonstrate their commitment to providing an inclusive environment that is equally effective in meeting the needs of all protected characteristics. Providers will also be required to comply with the s.149 Equality Act 2010 public sector duty to have due regard to equality objectives. Contract monitoring will include comparing outcomes for children and young people in different equality groups.

### Eco impact assessment

No negative impacts are anticipated from this proposal. Positive impacts are likely to arise from reduced travel due to better provision within the Bristol area, but the significance of this is unknown.

Consulted with Steve Ransom, Environmental Programme Manager, Bristol City Council Energy Service.

### Resource and legal implications:

#### Finance

#### a. Financial (revenue) implications:

The existing sub-regional Independent Fostering Agency Framework has contributed to efficiency savings in the cost of care placements through effective management of the market. The current cost pressure in the care placements budgets is attributable to the number of children in care which continues to increase. The sub-regional Framework has helped mitigate the increase cost.

The table below summarises Bristol's spend on IFA Placements.

	2012/13	2013/14	2014/15	2015/16	2016/17* Forecast	% change
Annual Spend on IFA placements	£7,381,453	£7,988,375	£7,597,147	£7,440,748	£6,960,000*	-5.7%
Number in IFA placements at 31 <sup>st</sup> March	189	192	205	203	195* Sept	+3.2%
Average weekly cost per IFA placement	£751.10	£800.12	£712.68	£704.88	£670.00	-10.8%

\*year end forecast

There are significant budget pressures in the costs of Looked After Children which are included in the proposed 17/18 budget and medium term financial plan. This framework seeks to reduce the impact of those pressures by obtaining best value for money from independent foster care placements.

**Advice given by** Michael Pilcher / Finance Business Partner  
**Date** 06/01/17

**b. Financial (capital) implications:**

Not applicable.

**Advice given by** Michael Pilcher / Finance Business Partner  
**Date** 06/01/17

**Comments from the Corporate Capital Programme Board:**

Not applicable.

**c. Legal implications:**

Legal and Procurement have been advised that their proposed amendments to the ITT documentation and contract have been taken on board, therefore, provided that:

- the Lead Authority (Band & North East Somerset Council) procuring the Fostering Framework complies with the Public Contract Regulations 2015 and acts reasonably, and
- and the indemnity granted by the Council in the Participation Agreement (agreement between the local authorities participating in the framework) is on reasonable terms,

the level of risk to the Council should be low, both in relation to any procurement challenges and any potential liabilities under the Participation Agreement.

**Advice given by** Eileen A Waters / Locum Solicitor  
**Date** 29/11/16

**d. Land / property implications:**

Not applicable

**Advice given by** Insert name / job title  
**Date** Insert

**e. Human resources implications:**

Not applicable

**Advice given by** Insert name / job title  
**Date** Insert

**Appendices:****Appendix 1 – Commissioning Timetable**

<b>Date or Target Date</b>	<b>Activity</b>
17 <sup>th</sup> November 2016	ITT issued to potential suppliers
19 <sup>th</sup> December 2016 @12pm midday	Establishment of DPS (Round 1) – Return Date (Opening of next Round)
3 <sup>rd</sup> February 2017	Successfully Applicants – Notified
3 <sup>rd</sup> February 2017	Unsuccessful Applicants – Notified
1 <sup>st</sup> April 2017	Commencement Date of Contract

**Appendix 2 - insert title of appendix etc.****Access to information (background papers):**



## Executive Summary

**Report title:** Young People's Housing and Independence Pathway

**Wards affected:** all

**Strategic Director:** John Readman and Alison Comley

**Report Author:** Joanna Roberts, commissioning manager

## Recommendation for the Mayor's approval:

1. Approve the young people's housing and independence pathway plan summarised in this report.

### Group 1 - Prevention and low support

2. To procure and enter into a contract with a strategic partner to establish and run a new Youth Housing Hub as detailed in row 1.1 of the table in paragraph 14 of this report costing no more than £300,000 per annum.
3. To procure and enter into new contracts for low support accommodation as detailed in row 1.4 of the table in paragraph 14 of this report costing no more than £550,000 per annum.

### Group 2 - High and medium support

4. To procure and enter into contracts for external supported accommodation as detailed in row 2.2 of the table in paragraph 15 of this report.
5. To extend and vary the current contract for high support as detailed in row 2.3 of the table in paragraph 15 of this report at a cost of £785,000 per annum.
6. To procure and enter into new contracts for up to 75 units of high and medium supported accommodation as detailed in row 2.4 of the table in paragraph 15 of this report costing no more than £785,000 per annum.

### Delegation of authority to award and extend contracts

7. Agree that the decision to award contracts detailed in the recommendations valued over £500K and any extensions provided for in the contracts is delegated to the Strategic Directors of Neighbourhoods and People in consultation with the relevant Cabinet Members



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## Key background / detail:

- a. Purpose of report: This report seeks approval for the young people's housing and independence plan which includes:
- Proposals for changing the way we work so we are better at helping young people and their families to prevent housing crises and/or help them to get the housing and support they need in a more planned way.
  - Commissioning and procurement proposals to achieve 10% savings and secure the accommodation and support needed for young people at risk of homelessness as well as Bristol care leavers.
- b. Key details:
1. To meet our responsibilities to care leavers and young people at risk of homelessness, the council currently provides and funds a range of specialist young people's supported accommodation and other help for young people. Funding for these services comes from Neighbourhoods (homelessness prevention) and People (children's placements) with a combined budget in 2016/17 of £2,708,275. The proposals in this report will deliver 10% savings by 2019/20 from the 2016/17 combined budget.
  2. Cabinet is asked to approve the draft young people's housing and independence pathway plan (published here: <https://www.bristol.gov.uk/housing/commissioning-homelessness-prevention-services>). The plan aims to:
    - Prevent young people aged 16-21 and care leavers up to 25 from becoming homeless
    - Help young people to stay living at home and not experience housing crisis
    - Reduce the number of 16-17 year olds entering care
    - Commission a suitable range of value for money accommodation and support options
    - Reduce expenditure
  3. Cabinet is also asked to approve proposals to procure a range of services for young people including:
    - A new youth housing hub - an integrated service coordinating and delivering homelessness prevention, assessments, housing advice and allocating housing and support to young people
    - Short term supported lodgings
    - Low support accommodation
    - High and medium support accommodation
    - A new purchasing system for external supported accommodation

# Cabinet

24<sup>th</sup> January 2017



**Report Title:** Young People's Housing and Independence Pathway Plan

**Ward:** All

**Strategic Director:** John Readman, Strategic Director for People & Alison Comley, Strategic Director for Neighbourhoods

**Report Author:** Joanna Roberts, Commissioning Manager

**Contact telephone no. & email address** 0117 9222603  
joanna.roberts@bristol.gov.uk

## **Purpose of the report:**

This report seeks approval for the young people's housing and independence plan which includes:

- Proposals for changing the way we work so we are better at helping young people and their families to prevent housing crises and/or enable young people to access the housing and support they need in a more planned way.
- Commissioning and procurement proposals to achieve 10% savings and secure the accommodation and support needed for young people at risk of homelessness as well as Bristol care leavers.

## **Recommendation for the Mayor's approval:**

1. Approve the young people's housing and independence pathway plan summarised in this report.

### **Group 1 - Prevention and low support**

2. To procure and enter into a contract with a strategic partner to establish and run a new Youth Housing Hub as detailed in row 1.1 of the table in paragraph 14 of this report costing no more than £300,000 per annum.
3. To procure and enter into new contracts for low support accommodation as detailed in row 1.4 of the table in paragraph 14 of this report costing no more than £550,000 per annum.



## Group 2 - High and medium support

4. To procure and enter into contracts for external supported accommodation as detailed in row 2.2 of the table in paragraph 15 of this report.
5. To extend and vary the current contract for high support as detailed in row 2.3 of the table in paragraph 15 of this report at a cost of £785,000 per annum.
6. To procure and enter into new contracts for up to 75 units of high and medium supported accommodation as detailed in row 2.4 of the table in paragraph 15 of this report costing no more than £785,000 per annum.

## Delegation of authority to award and extend contracts

7. Agree that the decision to award contracts detailed in the recommendations valued over £500K and any extensions provided for in the contracts is delegated to the Strategic Directors of Neighbourhoods and People in consultation with the relevant Cabinet Members.

## The proposal:

1. To meet our responsibilities to care leavers and young people at risk of homelessness, the council currently provides and funds a range of specialist young people's supported accommodation and other help for young people aged 16-21 years.

## Key issues and challenges

2. **Range of accommodation and support** – Changes are needed to ensure that supply is better aligned to what Bristol young people need. This includes a need for:
  - More short-term, crisis/respite accommodation.
  - Better value specialist 'high support plus' provision for young people who present a high risk.
  - Alternative accommodation to replace the Foyer.
3. **Improving the pathway** – There is a need for better information about young people's housing options and for a more consistent and effective approach to preventing homelessness focused on helping young people to stay living at home, or leaving home or care in a planned way.
4. **Changing demand** – While there is increasing demand for some groups of young people (young parents, 16-17 year olds coming into care and, unaccompanied asylum seekers), overall the numbers of young people presenting to the council at risk of homelessness appear to have decreased in recent years. This change in demand means we are able to reduce the total number of units of supported accommodation we commission.
5. **Value for money** – We need to make sure services offer value for money for the public purse and balance economy (cost), efficiency (service productivity) and effectiveness (quality). Achieving value for money includes making sure that services achieve good outcomes for young people and are targeted at those who most need them. Also we need to ensure young people are housed in the lowest cost service suitable to meet their needs and that there is no delay moving them on to settled accommodation when they are ready.

6. **Budgets** - Funding for the commissioned services comes from Neighbourhoods (homelessness prevention) and People (children in care placements) with a combined budget in 2016/17 of £2,708,275. The proposals in this report will deliver 10% savings by 2019/20 from the 2016/17 combined budget (see Appendix 1). **In addition, there may be additional funding, depending on the proposals the Mayor takes to full council in respect of the budget. If approved, from February 2018 the funding will also include an element from Bristol Youth Links, which currently funds some homelessness prevention advice and assistance for young people.**

### The proposed new positive pathway

7. Cabinet is asked to approve the draft young people’s housing and independence pathway plan (published here: <https://www.bristol.gov.uk/housing/commissioning-homelessness-prevention-services>). The plan, developed during extensive consultation with a range of stakeholders, aims to:
- Prevent young people aged 16-21 and care leavers up to 25 from becoming homeless
  - Help young people to stay living at home and not experience housing crisis
  - Reduce the number of 16-17 year olds entering care
  - Commission a suitable range of value for money accommodation and support options
  - Reduce expenditure
- The proposed pathway operates over five areas as set out below.
8. Stage 1 – Minimise demand  
Communicate clear messages about the reality of housing options especially that independent living is likely to mean sharing private rented housing. Have clear and accessible web-based information, using social media and encouraging schools and colleges to reinforce these messages.
9. Stage 2 – Reduce demand and crisis  
Establish a Youth Housing Hub to coordinate prevention and early intervention focused on keeping young people in their families where possible and safe. Commission family-based emergency/respice accommodation while young people are helped to resolve difficulties with their family. Timely, joint planning of housing options for care leavers.
10. Stage 3 – A new Youth Housing Hub  
A central co-located team lead by an external partner organisation (“the hub partner”) including council housing advisers and social workers as well as hub partner staff. The hub will coordinate or deliver the following services:
- Prevention – Information and guidance, work with families, peer education in schools, outreach support for young people at risk of homelessness.
  - Assessment – Triage and holistic assessments of all young people presenting at risk of homelessness, including home visits.
  - Advice on housing options – For young people, their families and workers.
  - Allocation of housing and support – Regular case review meetings, referrals to the right level of supported accommodation, including prioritisation. Joint planning for care leavers and offenders.
  - Achieving positive outcomes – Help to access education, training and employment, help to identify private rented accommodation and supporting young people to successfully share accommodation.
11. Stage 4 – Range of supported accommodation and flexible support  
Make sure there is a suitable range of good quality specialist young people’s supported accommodation, from high support hostels to low support dispersed accommodation across the city.

Details of the current and proposed services are set out in the young people’s housing and independence pathway plan.

## 12. Stage 5 – Settled accommodation

The long-term objective is for young people to be economically active and living in safe, decent homes that they can afford. This is extremely challenging as there is so little affordable housing in Bristol. However, we will continue to work with partners to identify funding opportunities and settled accommodation options for young people.

## Commissioning proposals

13. The commissioning and procurement proposals are grouped together as follows:

- Group 1 – Those services where we have a good understanding of need, capacity and how the market will respond. These are preventative services and low support accommodation.
- Group 2 – Those services where we need to better understand the capacity of the market to respond, including the need to identify alternative buildings for supported accommodation schemes. These are high and medium support services as well as specialist services.

All commissioning and procurement processes will include an assessment of social value.

14. The procurement proposals for Group 1 services are set out below.

Group 1 prevention and low support		
Description of contract / service	How we will buy	Rationale
<b>1.1 Youth housing hub partner – new contract</b> Establish and manage the Youth Housing Hub and co-located team. Assessment and support focused on helping the young person to live in their family network, or sustain their tenancy or other housing. (NB. This replaces the current young people’s floating support service.)	<ul style="list-style-type: none"> <li>- 3 year contract with option to extend twice, each extension two years</li> <li>- Contract ceiling £300,000 p.a.</li> <li>- Establish number of potential bidders through publishing a PIN. If have multiple potential bidders, will have a competitive process to appoint preferred bidder</li> </ul>	Soft market testing allows us to gauge the level of interest in the market before finalising the procurement approach. It is intended if possible the procedure to select the preferred bidder will entail negotiation with the bidder to develop the service design with the council.
<b>1.2 Short term supported lodgings – new pilot contract</b> Recruit and support hosts to provide short-term respite and crisis accommodation to 5 young people aged 16-21 years. Focus on enabling young people to return to families where appropriate.	<ul style="list-style-type: none"> <li>- 2 year pilot arrangement</li> <li>- Contract value £45,000 p.a.</li> <li>- Direct award to Caring in Bristol as a pilot or provided by in-house supported lodgings service</li> </ul>	Caring in Bristol already provide a similar service (Nightstop). During consultation, we invited providers to indicate if they are interested in providing this service and none did suggesting there isn’t another provider able to deliver this service locally for this price.
<b>1.3 Low support accommodation – extend contracts to September 2017</b> Extend current contracts for 6 months (Apr-Sep 2017) with 10% reduction in contract price. There is no inflationary uplift in the current contract.	<ul style="list-style-type: none"> <li>- Exercise existing option to extend contract for 6 months with 10% reduction in cost</li> <li>- Contract value £287,550 for 6 months</li> <li>- Contractors are 1625ip and Knightstone HA</li> </ul>	Reduction possible because of reduced demand.
<b>1.4 Low support accommodation – new contracts from October 2017</b> A total of up to 195 units of dispersed accommodation to	<ul style="list-style-type: none"> <li>- 3 year contracts with option to extend twice, each extension two years</li> <li>- Contract ceiling £550,000 p.a.</li> </ul>	This will be a fair and transparent process consistent with procurement rules.

include 30 for young parents. The provider will provide the accommodation at locations spread across the city. Contracts to include flexibility to change the number of units and/or contract price.	(15% reduction) - There are 2 options: we may procure under a framework established by another authority (see row 2.2 below), or the Council may carry out a procurement	
<b>1.5 Floating support – end current contract</b> The provision of outreach support will be included in the Youth Housing Hub partner contract.	- Exercise existing option to extend contract to 31.9.16 with 20% reduction and then discontinue service - Contract value £94,800 for 6 months	Reduction possible because of relatively low demand. There is no inflationary uplift in the current contract.

15. The table below sets out our procurement / supplier recommendations for Group 2 services.

<b>Group 2 high and medium support</b>		
Description of contract / service	How we will buy	Rationale
<b>2.1 External supported accommodation – new ‘dynamic purchasing system’</b> A system from which the council will be able to purchase supported accommodation for young people, either by spot purchase or block contract. Mainly used for bespoke packages of self-contained accommodation and support for 16-17 year old children in care with high support needs. However, we aim to reduce the use of high cost spot-purchased ESA placements.	- Open procedure to establish a new ‘open’ framework (sub-regional with South Gloucestershire Council leading the procurement) to operate from June 2017. The framework will be a form of dynamic purchasing system from which we may purchase individual units or blocks of supported accommodation. If this framework is for any reason not suitable the council may carry out its own procurement.	This will enable better procurement practice. A competitive process will ensure it is a transparent and fair process and ensure value for money. Able to purchase individual places and blocks of supported accommodation.
<b>2.2 High and medium support – extend contract to May 2018</b> Provision of support and housing management at St George’s House (25 beds) and the Foyer (51 beds) - high level support, including the provision of three crash pads. Service improvements will be required, particularly better help for young people to access ETE.	- Exercise existing option to extend contract with 1625ip, subject to satisfactory negotiation until 31 <sup>st</sup> May 2018 including service improvements. - Contract value £785,000 p.a. - No inflationary uplift in current contract.	This is an interim arrangement while we seek alternative accommodation to the Foyer. Need to extend for 14 months in order to secure buildings and undertake appropriate procurement process for support contract(s). Mitigation against the risk the market is unable to respond.
<b>2.3 High and medium support – new contract(s) from June 2018</b> We will seek alternative accommodation to the Foyer to provide 50+ units across two or three schemes offering varying levels of support from high to medium support. Continue to commission support and housing management at St George’s House	- Procure and enter into new contracts for up to 75 units of high and medium support accommodation. - Contract ceiling £785,000 p.a. - Issue PIN notice and invite providers to make proposals for new schemes. Procurement approach to be determined once we have proposals.	Current accommodation does not provide the range of provision required to meet need, particularly for high risk young people, and medium support provision. This proposal enables we need to see how the market will respond then decide what and how we will procure based on cost, capacity and how best to meet need. This

Group 2 high and medium support		
Description of contract / service	How we will buy	Rationale
(in addition to the 50+ units above) from June 2018. Whether or not this is a discrete contract, or forms part of a larger contract will depend on the options for the 50+ units.	Ensuring there is diversity in the supplier maker will be a priority when appointing support provider(s) for this provision.	contract/contracts will not be awarded, or the contract ceiling may be reduced, depending on what is needed.

### Next steps

What	When
Cabinet decision	24 <sup>th</sup> January 2017
Procurement process for Youth Housing Hub partner	Feb – Jun 2017
Procurement of low support accommodation	Feb – Jun 2017
Value for money review of Youth Projects	Jan - Mar 2017
Seek proposals for new high and medium support schemes	Feb – May 2017
New sub-regional ESA framework starts	Jun 2017
New group 1 services start	Oct 2017
New high and medium support schemes start	Jun 2018

### Consultation and scrutiny input:

16. We consulted on a draft version of the plan for 12 weeks. The consultation report sets out how we got people's views and who responded. The report is published here: <https://www.bristol.gov.uk/housing/commissioning-homelessness-prevention-services>.

17. In summary, stakeholders were positive about the pathway approach proposed, especially plans for the Youth Housing Hub. The key issues raised included:

- The importance of involving schools in communicating messages to young people about the reality of housing options. Young people thought this should be covered in PSHE lessons.
- The need for better web-based information about housing options and how to get help if needed.
- The importance of helping young people to develop independence skills (young people particularly wanted more help with learning how to manage their money).
- The need to develop an effective approach to working with adolescents and their families, including helping parents to access support with their own problems.
- The Youth Housing Hub was seen as an effective way to integrate prevention; it and should be a central, co-located team, ideally with the ability to reach to outer areas of Bristol.
- Some people argued that the age range should for the Youth Housing Hub and young people specialist accommodation should extend up to 25 years.
- There is a need for a higher support scheme able to meet the needs of high risk young people.

### Other options considered:

18. **Do nothing** – Homelessness prevention contracts are coming to an end and could not be extended repeated. Doing nothing would not have enabled us to achieve any savings. It would have meant we lost the opportunity to develop a more joined up approach to prevention and to planning housing for care leavers and young offenders.

19. **Youth Housing Hub models** – We held workshops with stakeholders to consider the best model for the Youth Housing Hub. Other models proposed included a virtual hub (linking people working in different

organisations and council teams all working to shared objectives and consistent processes) and a hub run by the council. The conclusion was that a co-located central team, run by an external partner, would be the best way to achieve the culture change and consistent approach required as well as utilising the assets and capabilities of voluntary sector partners working with young people and families in Bristol.

20. **High support – smaller scheme at the Foyer** – We considered the option of reducing our use of the Foyer (e.g. from 50 to 30 units) and reduce it to a medium support scheme. The landlord of the property concluded this was not a viable option for them.

### Risk management / assessment:

<b>FIGURE 1</b>							
<b>The risks associated with the implementation of the (subject) decision :</b>							
No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK  (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK  (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Time and resources are invested in the new positive pathway approach and Youth Housing Hub but it fails to reduce homelessness or achieve other improvements for young people and families	<b>High</b>	<b>Medium</b>	Effective monitoring of the impact of the Hub and the pathway approach. Establish robust governance arrangements, with steering group reviewing performance and ensuring effectiveness of the Hub and pathway.	<b>Med</b>	<b>Low</b>	Bridget Atkins/Carmel Brogan
2	We have insufficient supply of supported accommodation to meet need	<b>High</b>	<b>Low</b>	Quarterly monitoring of throughput and average length of stay. Increase throughput targets if necessary.	<b>Med</b>	<b>Low</b>	Carmel Brogan
3	Throughput targets are not met in supported accommodation because of difficulties accessing settled accommodation, leading to insufficient vacancies to meet demand	<b>Medium</b>	<b>Medium</b>	Quarterly monitoring of throughput and barriers to move on. Seek initiatives from partners to increase availability of settled accommodation for young people.	<b>Med</b>	<b>Low</b>	Carmel Brogan / Nick Hooper
4	The provider market is unable to identify suitable accommodation to replace the Foyer	<b>High</b>	<b>Medium</b>	Look to provide the service in a number of readily available accommodation, e.g. dispersed 3 or 4 bed houses	<b>Med</b>	<b>Med</b>	Carmel Brogan
5	Demand for Youth Housing Hub services and/or supported accommodation reduces and we have over-supply	<b>Medium</b>	<b>Low</b>	Flexibility in contracts to reduce payment for hub and reduce number of units of accommodation (could be repurposed for adults if needed)	<b>Low</b>	<b>Low</b>	Carmel Brogan
7	Age range is too restrictive, it is unclear which 22-24 are eligible for services, including help from Youth Housing Hub	<b>Medium</b>	<b>Low</b>	Record how many 22-24 year olds turned away from Hub. Review demand for the service after 6-12 months and reconsider best age range.	<b>Low</b>	<b>Low</b>	Bridget Atkins/Carmel Brogan
8	BCC does not have sufficient commissioning resources to monitor contracts and ensure good performance	<b>Medium</b>	<b>High</b>	Streamline contract management processes.	<b>Low</b>	<b>Med</b>	Bridget Atkins/Carmel Brogan
9	Welfare benefit changes, including removal of automatic entitlement of housing costs for 18-21 year olds, makes supported accommodation unviable	<b>High</b>	<b>Med</b>	Respond to any central government consultations to ensure there are relevant exemptions. Flexibility and termination clause in contract if supported accommodation becomes unviable for some young people in our services.	<b>Med</b>	<b>Low</b>	Carmel Brogan

**FIGURE 2****The risks associated with not implementing the (subject) decision:**

No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Number of 16-17 year olds entering care continue to rise leading to increased costs to the council	Medium	High	Children's social care, early help and the council's homelessness prevention team would need to review protocols around 16-17 year olds at risk of homelessness	High	Medium	Gillian Douglas & Angela Clarke
2	Fragmented approach to prevention continues and the number of young people becoming homeless increases	High	Low	As above, but relating to 16-21 year olds	Medium	Low	Michele Farmer & Gillian Douglas
3	Will not have a suitable range of accommodation to secure value for money by making sure young people are housed in the lowest cost provision able to meet their needs	Medium	Medium	Review each service individually and require changes to make sure we have a suitable range	Medium	Low	Carmel Brogan & Ann James
4	We will not make the required savings or achieve better value for money	High	High	Apply a standard 'salami slice' cut across all services	Low	Medium	Carmel Brogan & Ann James

**Public sector equality duties:**

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:
  - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
  - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

We have completed an Equality Impact Assessment (see background documents). Key actions identified to eliminate discrimination and promote equality in the pathway include:

- Procurement processes will require providers to have appropriate equality policies, including staff training on equalities.
- Providers will also need to demonstrate a good understanding of the relevant equality issues for their service and sound proposals to promote an inclusive service and to tackle discrimination and meet the different needs of different equality groups.
- Making sure all services collect and report on equality monitoring data, including outcomes.

- For dispersed low support accommodation, seek a geographical spread of accommodation.
- Review the age criteria for the Youth Housing Hub after 12 months, looking at demand for the service and the number of 22-24 year olds who are turned away by the service because they do not meet the age criteria.

### **Eco impact assessment**

The significant impacts of this proposal are:

- The procurement of a new support hub Provision of accommodation generates impacts related to heat and power; waste and recycling; travel.
- (housing council staff but established and managed by a partner organisation) will consume heat and power during operation; will produce waste; and will generate travel impacts

The proposals include the following measures to mitigate the impact:

- Total provision of accommodation is reduced by 9% in comparison with existing arrangements
- The new support hub will be in a central location, which will reduce travel impacts from staff, visitors and service users
- The procurement process for the new support hub will take account of environmental impacts related to the operation of the building, specifically addressing energy, waste and travel

The net effects of the proposals: Neutral

**Advice given by** Steve Ransom, Environmental Programme Manager

**Date** 9/12/2016

### **Resource and legal implications:**

#### **Finance**

##### **a. Financial (revenue) implications:**

Services identified in Group 1 currently have an annual expenditure of £1.1m, which is contained within the current general fund budget. The proposals will lead to a saving of £110k in 2017/18 which is part of the current budget proposals.

The current proposals are for a three year contract with two possible extensions of two years. This will commit the Council to costs of £0.9m per annum for this period of time.

Services identified in Group 2 currently have an annual expenditure of £1.9m which is currently part of the Council general fund budget. The current proposals seek to reduce this spend from 2018/19 in line with future budget proposals.

Within the Group 2 services, External Supported Accommodation currently has an expenditure budget of £580k, which is currently forecast to overspend by £137k. The proposals seeks to reduce the use of high cost support by re-commissioning additional units of lower support need which are cheaper.

**Advice given by** Michael Pilcher / Finance Business Partner

**Date** 28/11/2016

##### **b. Financial (capital) implications:**

**Comments from the Corporate Capital Programme Board:**

There are no capital implications arising from the recommendations.

**Advice given by** Chris Holme, Interim Head of Corporate Finance

**Date** 5 January 2017

**c. Legal implications:**

Prior to implementing the proposals contained in this report, the Council will need to ensure it complies with its public sector equalities duty and any duty to consult that arises. This report must include details of how each of these duties have or will be met.

Whenever the Council procures goods, works or services, it must do so in accordance with any obligations imposed by the Public Contracts Regulations 2016. There are a number of different procurements proposed in this report, provided the Council complies with the obligations imposed on each under these Regulations, the procurement of these services will be low risk.

**Advice given by** Sinead Willis, Solicitor

**Date** 25 November 2016

**d. Land / property implications:**

The land at the Foyer which is the subject of recommendations for high and medium supported accommodation in this report is owned freehold by the City Council and is leased for a term of 125 years from 1997 to Knighstone Housing Association. The tenant constructed the building. The lease provides (inter-alia) for the Council to benefit from nomination rights in respect of 75% of the accommodation provided within the building. These rights were negotiated at the commencement of the lease and were agreed in lieu of payment for land. If the Council now wishes to withdraw the service, it will forego a significant proportion of the original consideration having only benefitted from 20 out of the 125 years worth of nomination rights. Assuming the service is to be provided using a different financial model, the value of the remaining 102 years nomination rights at the current location should form part of the business case.

**Advice given by** Bob Baber, Asset Strategy Manager

**Date** 6 January 2017

**e. Human resources implications:**

The council has streamlined contract management processes to ensure that there are sufficient commissioning resources available to monitor the contract and performance of the Young People's Housing and Independence Pathway Plan effectively. Working alongside external partners, there are no HR implications for council staff, as a result of this proposal.

**Advice given by** Sandra Farquharson, HR Business Partner, Neighbourhoods

**Date** 09/12/16

**Appendices:**

**Appendix 1** – Funding and savings

**Access to information (background papers):** All published on this webpage <https://www.bristol.gov.uk/housing/commissioning-homelessness-prevention-services>

- Young people's housing and independence pathway plan
- Consultation report

- Needs analysis
- Feedback from young people report
- Equality impact assessment
- Summary of research and best practice

## Appendix 1 – Finances and Savings

1. Budgets - Funding for the commissioned services comes from Neighbourhoods (homelessness prevention) and People (children in care placements) with a combined budget in 2016/17 of £2,708,275. The proposals in this report will deliver 10% savings by 2019/20 from the 2016/17 combined budget (see table below). In addition, there may be additional funding, depending on the proposals the Mayor takes to full council in respect of the budget. If approved, from February 2018 the funding will also include an element from Bristol Youth Links, which currently funds some homelessness prevention advice and assistance for young people.

	Neighbourhoods	People	Total Neighbourhoods & People
<b>2016/17 budgets</b>			
Group 1 services - prevention and low level supported accommodation	£935,560	£42,776	£978,336
Group 2 services - high plus, high and medium level supported accommodation	£962,329	£767,610	£1,729,939
<b>Total funding envelope - baseline</b>	<b>£1,897,889</b>	<b>£810,386</b>	<b>£2,708,275</b>
<b>2017/18 proposed budgets</b>			
Group 1 services - prevention and low level supported accommodation	£840,962	£42,776	£883,738
Group 2 services - high plus, high and medium level supported accommodation	£962,329	£767,610	£1,729,939
<b>Total funding envelope</b>	<b>£1,803,291</b>	<b>£810,386</b>	<b>£2,613,677</b>
Saving from 2016/17 baseline	-£94,598	-£0	-£94,598
% saving from baseline	-5%	0%	-3%
<b>2018/19 proposed budgets</b>			
Group 1 services - prevention and low level supported accommodation	£807,224	£42,776	£850,000
Group 2 services - high plus, high and medium level supported accommodation	£952,471	£685,752	£1,638,222
<b>Total funding envelope</b>	<b>£1,759,695</b>	<b>£728,528</b>	<b>£2,488,222</b>
Saving from 2016/17 baseline	-£138,195	-£81,859	-£220,053
% saving from baseline	-7%	-10%	-8%
<b>2019/2020 proposed budgets</b>			
<b>Total funding envelope</b>			<b>£2,437,448</b>
Saving from 2016/17 baseline			-£270,828
% saving from 2016/17 baseline			-10%

2. **Savings** - The 8% savings will be achieved as follows:
- From October 2017 reduced spend on prevention, by integrating prevention services in the Youth Housing Hub (£72K recurrent saving).
  - From October 2017 reduced number of units of low support accommodation (from 237 to 195 including 30 for young parents) (£83.5K recurrent saving).
  - From 2018/19 reduce spend from the children's services external supported accommodation (ESA) budget (by £72K) by:
    - Reducing use of very high cost bespoke ESA packages by investing in lower cost block contract (increasing number of units from 5 to 10).
    - Reducing number of 16-17 entrants to care leading to reduced spend from ESA budget on their rent (c.£8K per person p.a).
  - From 2018/19 - 10% reduction in budget for in-house Youth Projects (19K recurrent saving).

3. The further minimum 2% savings by 2019/20 will be achieved as follows:
  - a. Closely monitor demand, the effectiveness of new prevention approach and use of high cost ESAs. Identify a minimum of 2% savings for 2019/20 taking into account effectiveness of prevention and impact on the need for different types of supported accommodation.
  - b. Make sure all contracts have the flexibility to change the contract price, number of units and/or support costs.