

## **APPENDIX A**

### **SPECIFICATION**

**Peterborough City Council  
Strategy, Commissioning and Prevention Division,  
Children's Services**

**Contract for:**

**The Provision of 16+ Accommodation and Support Services**

#### **1.0 Background and Context**

- 1.1 Peterborough is a historic cathedral city in the East of England with an estimated population of 183,631 (2011 census statistics) of which 48,175 are aged between 0-19 making 26% of the entire population. Further details on the diverse make up of the unitary authority can be found at Appendix 1 (Demographics of Peterborough) and by accessing the following link: [http://www.peterborough.gov.uk/community\\_information/about\\_peterborough/facts\\_and\\_figures/2011\\_census.aspx](http://www.peterborough.gov.uk/community_information/about_peterborough/facts_and_figures/2011_census.aspx)
- 1.2 This Service Specification sets out the requirements for a range of accommodation provision and support services from low level support through to intense support services. All young people accessing these services will be aged 16 and 17 (and in certain circumstances care leavers aged 18).
- 1.3 The 16+ Accommodation Strategy (Appendix 2) identifies Children's Service's principles for supporting 16 and 17 year olds who are in care/care leavers and outlines a needs analysis in relation to placement options required locally.

#### **2.0 Introduction**

- 2.1 The Children (Leaving Care Act) 2000 introduced requirements of local authorities to comprehensively plan and support looked after children to enable them to transition from the care system into adulthood. Over the years this has led to an increase in demand for accommodation and support services. In Peterborough we have an ageing looked after children care population as demonstrated below:

## Looked after children profile

	Jun-12	Sep-12	Dec-12	Mar-13	Jun-13
Children looked after	335	337	338	349	362

### Age

Under 1	23	25	19	22	21
1 to 4	64	61	65	68	72
5 to 9	58	58	55	54	60
10 to 15	123	127	127	127	132
Over 16	67	66	72	78	77

- 2.2 The breakdown in ages of young people in care currently (as at August 2013), gives an indication of likely accommodation and support need in the future (although some of these young people will be in stable foster placements and likely to remain up to 18 years and possibly longer under the Staying Put agenda):

Number of young people who will be 16 years old from 08.13 to 08.14 = 13

Number of young people who will be 16 years old from 08.14 to 08.15 = 11

Number of young people who will be 16 years old from 08.15 – 08.16 = 10

Providers must bear in mind that this is a snapshot as at August 2013, and that the numbers reaching 16 years of age is likely to fluctuate through out the contract period. These are current LAC young people, however there will also be new entrants into the care system aged 15/16 over the contract period.

- 2.3 Currently there are eight young people in residential placements who are likely to need semi-independent placements in the near future. Children's Services are committed to improving the way in which we prepare young people for independence at 18. We are also committed to reducing the number of young people in residential care who are over 16 years of age. This philosophy will lead to an increase in the number of young people requiring semi-independent living arrangements in the future. As at August 2013 there are 21 care leaver young people living in semi-independent living arrangements locally.
- 2.4. This Framework Contract is for the provision of supervised and supported move-on accommodation for 16 and 17 year olds who are in care (including those entering care to prevent homelessness once they have had a period in foster care to assess their independence skills) or are care leavers up to the age of 18. It is for an initial three year period from December 2013 and may be extended for up to a further two years. Young people leaving care have diverse accommodation needs but most are very clear that they want to live in the area they come from and are familiar with. Furthermore, their needs will change over the period they are care leavers.
- 2.5 The council is seeking to work with a number of service Providers who can

demonstrate continual improvements in value for money achieved by deploying efficient and innovative ways of meeting both, the accommodation and support needs of eligible young people.

- 2.6 Each of the successful Providers will provide, or secure suitable accommodation within Peterborough (or surrounds) that responds to the requirements of the young people in terms of locality. Accommodation must be of a suitable standard that does not raise unrealistic expectations, but is both attainable and affordable by care leavers as they move on.
- 2.7 In order to ensure ALL Providers are clear on the expectation in relation to both the quality and standard of accommodation offered to young people, the Council has collaborated with participating authorities in the Eastern Region to develop the 'Other Arrangements and Suitable Accommodation' Toolkit (Appendix B).
- 2.9 The Toolkit sets out the framework and requirements to be taken into consideration when placing children looked after and care leavers aged 16+ (and in certain circumstances care leavers aged 18+ where Children's Services is funding the accommodation and support) in accommodation and/or placements that are not registered under the Care Standards Act 2000 and are therefore not registered or inspected by Ofsted. All Providers wishing to be considered for the Framework Contract must demonstrate compliance with both Appendix A and Appendix B of this contract.

### 3.0 Scope of Service

3.1 This specification is for the provision of both supervised and supported accommodation for 16 +year olds who are in care, or are care leavers up to the age of 18. Young people shall not be tenants in their own right, but shall be viewed as in placement.

3.2 All decisions regarding eligibility will be the responsibility of the Council.

3.3 The range and scope of services required are grouped under the following headings:

All support packages are in relation to accommodation with 1,2, 3+ beds, and are categorised as follows:

- **Basic Support** , 5, 10 or 15 hours per week
- **Intermediate Support** , 20, 25 or 30 hours per week.
- **Intensive Support** 24 hours per day (Supervised) 15 hours per day & 7 days per week.

3.4 All accommodation shall be fully furnished and equipped and no young person referred shall share a bedroom. All accommodation furnishings and equipment shall be in accordance with the standard requirements listed at Appendix 3.

3.5 Young people in supported lodgings and in placement under the Staying Put agenda are not included within this Framework Contract.

3.6 Each young person shall be provided with welcome packs and information on:

- the full address of the property and post code
- the Provider's address and contact details
- Key worker's details
- the Provider's out of hours emergency contact details
- what to do in case of fire
- general house rules/group living rules and how young people are involved in determining them
- security of the premises
- the health, safety and security policies
- how to access advocacy
- how to report concerns.

3.7 Young people are supported to:

- aspire and achieve;
- develop their talents and take advantage of opportunities;
- develop positive self-esteem;
- establish positive and appropriate social and sexual relationships;
- prepare for the world of work and/or further or higher education;

- prepare for moving into their own accommodation;
- develop practical skills, including shopping, buying, cooking and keeping food, washing clothes, personal self-care, and understanding and taking responsibility for personal healthcare;
- develop financial capability, knowledge and skills;
- know about entitlements to financial and other support after leaving care, including benefits and support from social care services.

3.8 All Provider support staff contribute to the development of each young person's care/ pathway plan and work collaboratively with each young person's social worker/ personal adviser in implementing the plan.

#### **4.0 Aims of the Service**

4.1 The aim of the Framework Contract is to work in partnership with a range of Providers of accommodation and support services to ensure a supply of good quality accommodation, either owned or rented both within Peterborough and surrounding areas. Support staff shall be suitably skilled, experienced and trained to be able to assist/support young people in accordance with their Pathway Plan. The aim is to place eligible young people in Peterborough where possible in line with the 16+ Accommodation Strategy.

4.2 Each Provider shall be expected to work with other Peterborough Housing Providers, both statutory, independent and voluntary to help to develop safe, suitable good quality housing/ independent/move-on accommodation for young people. Accommodation must be benefit sustainable in response to the introduction of the Universal Credit within which young people can transition to independence post 18 and be equipped with the skills needed to maintain their tenancy.

4.3 The Provider shall be responsible for delivering a service that empowers and enables young people to make decisions about their future. The principle outcome of this service is one which enables each young person on leaving care to have become more independent throughout the provision of the service by acquiring skills, attitudes, knowledge and behaviours that will sustain independent living and ensure a smooth and successful transition into adulthood.

4.4 The Provider will promote and support best practice principles by ensuring the welfare of the young person is paramount and that young people:

- Are fully involved in the planning and delivery of services.
- Receive information about the housing options/choices available
- Will have access to accommodation that is safe and suitable whether directly provided or secured through a third party.
- Are supported into permanent sustainably affordable housing options
- Are involved in decisions about accommodation provision based on an assessment of their needs and abilities, and Providers take full account of their wishes and preferences.

- Will receive good quality accessible information about their accommodation and support package and the associated services they will receive.

## 5.0 Legislative Framework and Standards

### 5.1 Primary legislation

The Children Act 1989, The Children (Leaving Care) Act 2000, Care Planning, Placement and Case Review (England) Regulations 2010 and associated statutory guidance are the controlling legislation. National Standards in Leaving Care are set out in the Every Child Matters (ECM). Providers shall be conversant with that format and its outcomes framework. Other key documents are set out below.

The Children Act 1989, as amended by The Children (Leaving Care) Act 2000, imposed a duty on local authorities to provide support and suitable accommodation to relevant children unless they are satisfied that their welfare does not require it, by:

- maintaining them;
- providing them with or maintaining them in suitable accommodation;
- providing support of such other description as may be prescribed [Children Act - s 23 (B) (8) (b)].

### 5.2 The Guidance to the Leaving Care Act suggests that, at 16 & 17, most care leavers moving into independence are likely to require supported accommodation of one type or another.

Many will, therefore, have both a *care plan and a pathway plan* to assist with their transition to independence. Both are regularly reviewed, the former by an Independent Reviewing Officer. The accommodation Provider shall be expected to contribute to these planning and review processes.

In relation to 16/17 year olds at risk of homelessness, the 'Statutory Guidance on the Provision of Accommodation for 16 and 17 year old Young People who may be Homeless and/or require Accommodation' is the key guidance document.

### 5.3 Attention is also drawn to the following, not exhaustive list of documents that are relevant:

- Equality Act 2010
- Data Protection Act 1998
- Health and Safety at Work Legislation
- Employment and Equal opportunities legislation (including Race Relations Act)
- Sexual Offenders Act
- Human Rights Act 1998
- Housing Act 1996
- Homelessness Act 2002
- Safeguarding Vulnerable Groups Act 2006
- Planning Transitions to Adulthood for Looked After Children (2010).
- Peterborough City Council – Leaving Care Procedures (Appendix 4).

Providers should also be familiar with the accelerated Report for the Children's Commissioner on Child Sexual Exploitation in Gangs and Groups (July 2012) which makes a number of recommendations with implications for the provision of accommodation for care leavers including a call for a ban on placing 16/17 year olds (and other young people) in bed and breakfast accommodation and for action to prevent the placement of vulnerable young people in neighbourhoods where adults who pose a risk to them either live or have access to them.

## **6.0 Glossary of Terms Used Throughout This Framework Contract**

*Supervised accommodation* – accommodation where eligible young people live where there shall be at least one member of staff on duty at all times (24 hours per day every day)

*Supported accommodation*- accommodation where eligible young people live and receive floating/outreach support.

*"In care" or "looked after"* - that a young person is aged under 18 (19 if disabled) and is subject to a care order (section 31) or is accommodated (section 20) of the Children Act 1989

*Care Plan* - a plan to meet a young person's assessed needs in order that they will achieve or maintain a reasonable standard of health or development. (The Care Planning, Placement and Case Review (England) Regulations 2010, Regulation 4)

*Pathway Plan* - the plan prepared by the Authority under The Children (Leaving Care) Act 2000

*Support Plan* - an individual programme of action for the young person, regularly reviewed and updated, which clearly states the needs of the young person and the role of staff.

*Care leaver* is a generic term used to cover:

*Eligible Young People* - those aged 16 and 17 who have been looked after for at least 13 weeks since the age of 14 who are still looked after

*Relevant Young People* - those aged 16 and 17 who have been looked after for at least 13 weeks since the age of 14 who have left care

*Individual Placement Agreement* - the documents governing the arrangements for Children/Young People placed under this Framework Contract.

## **7.0 Service Description**

7.1 This accommodation service provision with varying levels of support intensity is for eligible young people who are by nature of their age, in transition from the 'care system' to the community. Mostly this will be young people making this transition as part of an agreed plan, others may want to leave the care system as they wish to be considered a young adult with the associated responsibilities that carries.

7.2 Young people leaving care are a diverse group whose needs vary according to their care experience, ethnicity, gender, sexuality, disability, contact with family and preparedness for leaving care.

### **7.2.1 Supervised Accommodation**

The Council is seeking a Provider to secure a property with 3 – 4 beds that will offer a supervised accommodation provision. This falls within the Intensive Category and will be staffed 24 hours per day everyday. This enables young people to access a high level of support whilst also beginning to learn their own independence skills within a peer group setting.

### **7.2.2 Supported Accommodation**

Dependent on individual need, this accommodation will be provided via 1, 2 or 3 bedded accommodation options and will fall within the Intensive, Intermediate or Basic Category of support requirements.

### **7.3 Accommodation**

7.3.1 The above are categories of support and are those included within the pricing schedule. These are an indication of the types and levels of support required to meet the needs of LAC 16+ young people. However the commissioners welcome other proposals from Providers that can meet the defined levels of support needs.

7.3.2 The weekly prices submitted by Providers for each of the categories will need to include an itemised amount to cover potential damages/loss, per accommodation and support package per week.

Substantial damages resulting in reparation costs in excess of £750.00 per occurrence will be considered on a case by case basis by the local authority. There will be an expectation that each young person responsible for such damages, will make a weekly repayment contribution from their allowances to the local authority.

7.3.3 Providers are expected to accept reasonable minor damages/wear and tear replacement/redecoration costs as core within the weekly charge.(7.2.4)

## **8.0 Support To Be Provided**

8.1 In order to support the Pathway Plan, the Provider shall develop and implement a housing related support plan with the young person, their leaving care worker and any other relevant partner. This will include flexible support, tailored to the individual need i.e. when the young person is not at education/work. The Provider shall provide continuity of support staff from supervised to supported accommodation.

8.2 The focus of the support shall be on helping young people enter or remain in education or employment, and where this has not yet been achieved encouraging and supporting them to engage in positive activities. This means that the Provider will work closely with the Leaving and Aftercare, colleges, care Job Centre Plus, The Adult Education Service and other related services.

8.3 The Provider will also encourage young people to be healthy and ensure that they know how to access healthcare and are registered with a GP and a dentist. They may wish to retain links with the LAC Nurse.

8.4 Eligible young people must overcome a range of challenges in establishing themselves in the community and minimising the risk of social exclusion. The Provider shall act as an advocate for young persons in dealing with agencies,



organisations and individuals who may display prejudice. The Council's advocacy service Provider NYAS can be contacted on 0808 808 1001.

- 8.5 In providing accommodation and support, the Provider shall consider the cultural, ethnic, religious, linguistic and gender needs of young people. Access to interpreters may be required for young people whose first language is not English.
- 8.6 The Provider shall be required to provide for young people who are parents or who wish to live together.
- 8.7 The Provider shall be required to prepare young people, both prior to and during the placement, to be able to manage their own tenancy and to avoid circumstances arising where there is potential for eviction.
- 8.9 Flexible support will be on site within supervised accommodation and pre-planned for those who have moved on – it will need to be organised around work, training or in education commitments. Flexible means in response to assessed need which will vary – and should reduce - over time.
- 8.10 Support should include “taster placements” – which enable young people to get a better sense of what being “independent” means and how they will cope with it. Support should also include the “right to fail” – to be able to try living independently but to know that they can return to a more supportive environment if they need to.
- 8.11 Further detailed standards of support services are to be found at Appendix 5.

## **9.0 Outcomes To Be Achieved**

- 9.1 In delivering the service, the Provider shall encourage and seek to maximise the opportunities for young people to:
  - develop positive self-esteem;
  - develop independence skills through a programmes support package that is likely to include a step down in the level of support offered;
  - maintain contact with their support network;
  - develop life skills and be able to take responsibility for themselves;
  - develop practical skills, including budgeting, shopping, buying, cooking and keeping food, washing clothes, personal self-care, and understanding and taking responsibility for personal healthcare;
  - improve their life chances and overcome obstacles to social exclusion;
  - be supported into training, education and employment as appropriate, and encouraged to develop aspirations for their futures;
  - take action in meeting their health and identity needs;
  - establish positive and appropriate social and sexual relationships;
  - know about entitlements to financial and other support after leaving care, including benefits and support from social care services;
  - prepare for moving into their own accommodation;
  - acquire the knowledge, skills and confidence to maintain a tenancy without support;
  - progress to alternative supported accommodation or an unsupported tenancy when they are ready and wish to do so;

- 9.2 The Provider will work with young people who are at risk of developing alcohol and/or substance mis-use difficulties and with young people who might be at risk of grooming and/or sexual exploitation.
- 9.3 The Providers will be expected to support young people who may have emotional and/or mental health issues.

## **10.0 Management & Staffing**

- 10.1 The staff employed will have the right personal attributes and skills to equip them to work with vulnerable young people in transition to adulthood.
- 10.2 The Provider shall maintain a record of the recruitment and vetting checks which have been carried out on those working (including as volunteers) for the service which includes:
- identity checks;
  - DBS Disclosures, including the level of the Disclosure, the unique reference number, and the outcome of the check including whether the individual is barred (in line with eligibility to obtain such checks);
  - checks to confirm qualifications which are a requirement and those that are considered by the Provider to be relevant;
  - at least two references prior to an offer of employment, preferably one from a current employer and, where possible, a statement from each referee as to their opinion of the person's suitability to work with young people;
  - checks to confirm the right to work in the UK; and
  - where the person has lived outside of the UK, further checks as are considered appropriate where obtaining a DBS Disclosure is not sufficient to establish suitability to work with young people.
- 10.3 The Provider shall operate sound employment practices and provide regular recorded supervision and support for all support staff and volunteers.
- 10.4 All staff and volunteers shall be properly managed, supported and understand to whom they are accountable.
- 10.5 Staff will have access to essential training provided either by the Council, the Provider or other agencies.
- 10.6 Arrangements will be in place for the professional supervision.
- 10.7 Staff must have access to support and advice, and are provided with regular supervision by appropriately qualified and experienced staff.
- 10.8 A record is kept detailing the time and date and length of each supervision held for each member of support staff. The record is signed by the supervisor and the member of staff at the end of the supervision.
- 10.9 All staff shall have their performance appraised annually and this appraisal take into account any views of young people receiving services.
- 10.10 There is a whistle-blowing policy which is made known to all staff and volunteers. This makes it a clear duty for such people to report to an appropriate authority any circumstances or occurrence which they consider

likely to significantly harm the safety, rights or welfare of young person receiving services.

## **11.0 Referral Pathway.**

- 11.1 All referrals for accommodation and support services will be via the Access To Resources Team, no enquiries or referrals from any other source should be considered valid. All referrals via the Access to Resources Team (ART) will have been authorised by the appropriate resource panel.
- 11.2 Each referral will include a young person's profile and will detail
- Category of accommodation and support service required
  - Date of commencement
  - Preferred locality
- 11.3 Upon receipt of the referral the Provider shall within a reasonable time (not more than 24 hours) inform the Art if accommodation and support are available.
- 11.4 Where the referred young person is to be placed with another Peterborough young person (or another authority's young person) consideration will need to be given to the likely impact, risk and effect the proposed placement would have on each individual young person.
- 11.5 The commissioners reserve the right to agree or decline placements proposed by other placing authorities where Peterborough young people are established in placement, and the professional view taken that the 'match' would have a detrimental affect upon the young person.
- 11.6 Following confirmation of the placement, a pre-placement planning meeting will take place to be co-ordinated by the lead professional at which point the IPA will be agreed and finalised.

## **12.0 Performance Monitoring**

- 12.1 The service commissioner is required to collect, analyse and disseminate monitoring information in order to demonstrate impact, value for money and evidence of improved outcomes for young people.
- 12.2 As a Provider to Peterborough City Council Children's Services, there is a contractual obligation to submit monitoring reporting. Payments will be linked to the timely receipt of these relevant documents. For this contract, monitoring returns will be required every month. An annual report will be required along with a financial breakdown of spend on the anniversary of the award of contract.
- 12.3 Providers, in addition to providing regular reports on an individual young person's activity and outcome achievements (as identified in each Individual Young Person Agreement) may be asked to support the use of the Outcome Star in measuring progress made by young people engaged in risk taking

behaviours. The Leaving and Aftercare service may use the Outcome Star in assessing young people's readiness for independence and this may influence the way in which Providers will be expected to work with the young person. The Council will support the Provider in the implementation of recognised outcome measurement tools as and when required. However the Provider will be responsible for collecting key performance data as detailed in the Performance Monitoring Return at Appendix 6

12.4 Monitoring remains confidential between PCC Commissioner and Provider until agreed as an accurate record of service delivery

12.5 The service will be audited on a 6 monthly basis in line with 'Other Arrangements and Suitable Accommodation' – Appendix B.

### **13.0 Accountability**

13.1 The organisation will be accountable to Lou Williams, Head of Commissioning - Specialist Services, Strategy, Commissioning and Prevention, Children's Services, Peterborough City Council, Bayard Place, Broadway, Peterborough. PE1 1FB.

### **14.0 Safeguarding Audit Toolkit**

14.1 As part of the tender submission, Providers are required to successfully complete the Safeguarding Toolkit 2013 which can be found in the relevant tender box alongside the Service Specification.

14.2 All organisations tendering for contracts with Children's Services are required to complete the 'Self-Audit Tool' which is an electronic document and can be accessed through the link provided in the Invitation to Tender.

14.3 For assistance in filling in the Audit, please refer to the guidance titled Safeguarding Toolkit Guidance 2013.

14.5 If you wish to submit additional evidential documents for your organisation relating to Safeguarding, please do so at the time of submitting your tender document.

14.6 Tender submissions not accompanied by a completed Self Audit Tool, or considered inadequate cannot be considered valid, and will not progress to the short-listing stage