

## Report of Commissioning & Market Management Team

### Report to Director of Children and Families

**Date: 26<sup>th</sup> October 2018**

**Subject: Leeds Integrated Family Support Service – Award Report**



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3) Appendix number: 2	<input checked="" type="checkbox"/> Yes	No

### Summary of main issues

1. This report seeks approval to award a contract to Family Action for the provision of the Leeds Integrated Support Service.
2. This award follows a competitive tendering exercise. Permission to procure was approved on 23<sup>rd</sup> July 2018.
3. The contract will be for four years; commencing on 1st May 2019 and expiring on 30th April 2023. There will be two options to extend by 12 months. The value of the contract is £783,930.15 p.a.
4. The award criteria were based on a split of 70% for the quality of the submission and 30% for the price submitted. This quality/price evaluation split was as part of the key decision for permission to procure on 23rd July 2018.
5. Nine bids were received and Family Action scored the highest overall marks within the evaluation model against the criteria published within the bid documents.
6. Awarding this contract will:
  - 6.1. Support the best council plan priorities of keeping people safe from harm and reducing the number of children looked after.
  - 6.2. Support Children and Families Services commitment to:
    - Help children and parents to live in safe, supportive and loving families

- Ensure that the most vulnerable are protected
- Support families to give children the best start in life
- Increase the number of children and young people participating and engaging in learning
- Improve social, emotional, and mental health and wellbeing

## **7. Recommendations**

The Director of Children and Families is recommended to approve the award of a contract to Family Action for the provision of an Integrated Family Support Service. The contract will be for four years; commencing on 1st May 2019 and expiring on 30th April 2023. There will be two options to extend by 12 months. The value of the contract is £783,930.15 p.a.

## **1 Purpose of this report**

- 1.1 The purpose of the report is to request the award of a contract to Family Action for the provision of a Leeds Integrated Family Support Service. The contract will be for four years; commencing on 1st May 2019 and expiring on 30th April 2023. There will be two options to extend by 12 months. The value of the contract is £783,930.15 p.a.

## **2 Background information**

- 2.1 In March 2017 Children & Families Services Leadership team (CFSLT) gave permission to proceed with a review around family support services. The review was proposed as a key component of Leeds achieving the vision to being a child friendly city is a robust offer of family support. Leeds currently has a varied offer of family support that has developed and strengthened over a number of years.
- 2.2 Leeds Children and Families Services recognise the importance of family support services for children, young people and their families. Intensive Family Support services work with families with multiple and complex needs with children and young people who are often on the edge of care.
- 2.3 The provision of these services plays a key role in meeting the ambitions and outcomes within the Leeds Children and Young People's Plan, particularly that all young people are safe from harm and do well at all levels of learning and have skills for life.
- 2.4 The service has been specifically designed to contribute to the authorities Early Help agenda, to compliment the innovations in Leeds being introduced under the DfE Innovations Programme and to support the focus on the 3 As – Attendance, Attainment and Achievement.
- 2.5 Through working closely with providers, partners and families the offer of family support has continued to develop in recent years. However it is also recognised that increasing demand on services, pressure on financial resources and changing needs mean that it is important that we periodically review the services we commission to ensure they still make best use of resources and meet the needs of children and families.
- 2.6 The family support review (FSR) was undertaken with following stages as part of the review:
- Monthly project meetings with a range of key stakeholders
  - Data analysis
  - Focus group discussions with key services
  - Stakeholder events
  - Face to face consultation with families
  - Online questionnaire for families
  - Member briefings
- 2.7 The findings of the review concluded the following:

- There are significant strengths in the current family support offer
- Leeds has a varied and strong offer of family support services. The offer and the stage at which families access support services across the city is varied.
- Financial issues, mental health and trauma, housing and parental anxiety were all raised as common support needs.
- Barriers to accessing support includes lack of information of services available, time limited support and lack of access to families of children with SEND.
- Data on family support services is not as consistent as it could be.
- Families value practical support on improving relationships, maintaining routines and setting boundaries and reported that they felt improvement in these areas has the biggest impact on their families' lives.
- Families require support outside of core hours such as evenings and weekends.
- A high number of children on child protection plans come to allocations panel for support.

- 2.8 The review considered a number of options in order to respond to the key findings:
- a) Do nothing
  - b) Divert family support investment directly to clusters
  - c) One large family support service utilizing resources currently invested in internal and externally commissioned services.
  - d) A mixed offer of commissioned service and internal services.

- 2.9 Full options appraisals were completed for each of the options where the strengths and challenges of each option were considered. The recommended option from the project team is to pursue a mixed offer of commissioned service and internal services.

- 2.10 In July 2018 permission was sought to procure an externally commissioned integrated offer of family support. Key principles for the service are:

- A city wide service
- A focus on early intervention to prevent escalation of need
- Working in line with Leeds Practice Principles including Re-think Formulation
- Work closely with Restorative Early Support Teams based in the high needs clusters across the city
- Solutions driven time focused support for the whole family
- Inclusive service that responds to the individual needs of families.
- Outcomes focused service supporting the directorate priorities of improvement in attainment, attendance and achievement

- 2.11 Methods of support will include

- 1:1 support with paid family support workers
- 1:1 support with volunteer workers
- Targeted solutions focused group work activity which compliments 1:1 support

- 2.12 The request to award a contract to Family Action is made following a competitive procurement process and is based on a fair and transparent evaluation of price and quality.
- 2.13 A competitive procurement exercise commenced in August 2018.
- 2.14 The tender evaluation comprised of:
- Selection questions.
  - Written tender questions.
  - Interview & Presentation.
  - Parent/carer panel.
- 2.15 The evaluation panel comprised of:
- Children & Families, Commissioning team x2
  - Children & Families Troubled Families
  - Adults & Health, Commissioning & Contracts
  - Children & Families, Restorative Early Start Manager x 2
  - A panel of parents/carers.
- 2.16 A total of nine bids were received. The written method statement was assessed in three (2) stages in line with the published tender instruction:
- First Stage:** Questions 1, 2 and 4 were assessed in the first instance. Providers were required to meet a minimum of 60% threshold for these questions in order to have the remaining questions of their written method statement assessed. Five providers did not meet this requirement and therefore did not have the remainder of their method statement evaluated and were excluded from further assessment.
- Second Stage:** Four submissions met the minimum quality threshold these and therefore the full written method statement was assessed.
- 2.17 The four bidders who were successful in reaching the second stage were then invited to attend a presentation which formed:
- A presentation to the full tender panel – the presentation carried a minimum quality threshold of 60%.
  - Two interview questions.
  - A presentation to a parent/carer panel.
- 2.18 Tender documents were prepared using standard procurement documentation. The award criteria were based on a split of 70% for the quality of the submission and 30% for the price submitted. This quality/price evaluation split was as part of the key decision for permission to procure on 23<sup>rd</sup> July 2018.
- 2.19 Family Action scored the highest overall marks within the evaluation model against the criteria published within the bid documents.

### 3 Main issues

- 3.1 There are no specific implications or impact on a specific ward or wards as the provision is citywide.
- 3.2 The Lead Member for Children and Families Service has been briefed on the re-commissioning of this service and will be updated on the outcome.
- 3.3 The recommendation contained in this report will have positive implications for children, young people who have a range of complex needs and will support them to improved outcomes.
- 3.4 The successful provider will be informed of the decision as soon as possible. The Commissioning & Market Management Team, in collaboration with the project team, will work with the provider to manage the transition to the new contract. A priority will be in ensuring a smooth transition for any families currently receive support.
- 3.5 This tender has resulted in a change of provider. Therefore it's possible that members of staff with the incumbent providers will be subject to Transfer of Undertakings (Protection of Employment) (TUPE) implications. The commissioning & market management team will work with the new & incumbent providers to ensure a smooth transition in line with the TUPE process plans and to ensure continuity of service for families.
- 3.6 Following a detailed options appraisal delivering this service internally was not recommended option.

## **4 Corporate Considerations**

### **4.7 Consultation and Engagement**

- 4.7.1 A project team is established which includes representatives from:
- Early Help
  - Families First
  - Complex Needs
  - Children & Families Commissioning & Market Management.
  - Adults & Health Commissioning
  - Children & Families Practice Improvement
- 4.7.2 Stakeholder consultation events were held in November 2017. The events were well received and in total over 120 people from a wide range of services/organisations, including parents, attended. Attendees told us their views on what family support services they were aware of across the city, what they thought worked and what they thought didn't work and what they thought the key outcomes for family support were.
- 4.7.3 To gather the views of young people & families a number of existing services were visited to talk to people who have accessed family support about what they liked, what they wanted and what made a difference to them. An online survey was also used to gauge the views of families who we hadn't been able to engage with on a face to face basis.

- 4.7.4 A focused stakeholder event was held in June 2018 to share the findings and recommendations arising from the review. Attendees were asked whether the findings met with their understanding of family support in Leeds and their views on the strengths and challenges of the proposed recommendations.
- 4.7.5 Consultation took place with Leeds City Council's Voice and Influence team to scope how families can be meaningfully involved in the tender evaluation. This resulted in a parent/carers panel being formed to evaluate a section of the tender.
- 4.7.6 All interested bidders were invited to attend a bidder's event on 11<sup>th</sup> September 2018. The event was attended by 25 individuals from 17 organisations and attendees were invited to ask questions about the contract. Detailed notes from the event were posted on Yortender for the benefit of those bidders not in attendance.

#### **4.8 Equality and Diversity / Cohesion and Integration**

- 4.8.7 An equality impact screening form has been completed and is attached as appendix 1.

#### **4.9 Council policies and Best Council Plan**

- 4.9.8 This contract will support the best council plan priorities of keeping people safe from harm and reducing the number of children looked after.
- 4.9.9 This contract will support Children and Families Services commitment to:
- Help children and parents to live in safe, supportive and loving families
  - Ensure that the most vulnerable are protected
  - Support families to give children the best start in life
  - Increase the number of children and young people participating and engaging in learning
  - Improve social, emotional, and mental health and wellbeing

#### **4.10 Resources and value for money**

- 4.10.1 The tender was evaluated on price and quality: 70% quality and 30% price.
- 4.10.2 The value of the contract is £783,930.15 p.a.
- 4.10.3 The price element of the evaluation was scored against a maximum contract value. This approach has contributed to driving down the cost of provision.
- 4.10.4 Robust contract monitoring has been written into the service specification and will be monitored by Children's Services Commissioning, Contracting & Market Management team to ensure the contract delivers value for money.

#### **4.11 Legal Implications, Access to Information and Call In**

- 4.11.1 Appendix 2 to this report has been marked as confidential under Access to Information Procedure Rules 10.4 (3) on the basis that it contains information relating to the financial or business affairs of any particular person (including the

authority holding that information) which, if disclosed to the public, would, or would be likely to prejudice the commercial interests of that person or of the Council.

- 4.11.2 The value of this contract is £783,930.15 p.a. A key decision gave permission to procure this contract on 23<sup>rd</sup> July 2018. This decision is a significant operational decision as a direct consequence of the key decision and is therefore not subject to call in.

#### **4.12 Risk Management**

- 4.12.1 If this recommendation is not approved this will result in a loss of capacity for intensive family support; thus placing vulnerable families at risk of their needs escalating and requiring statutory intervention.
- 4.12.2 A risk register is in place and has been maintained throughout the project.
- 4.12.3 All contracts issued include break clauses of 3 months should financial and planning considerations require change in the conditions for this contract.

### **5 Conclusions**

- 5.1 The recommendations contained within this report will ensure that there is delivery of an integrated family support service to support families with a range of complex needs. The contract award follows a fair and transparent competitive tendering exercise which involved meaningful consultation with stakeholders.
- 5.2 This contract will support Children and Families Services commitment to:
- Help children and parents to live in safe, supportive and loving families
  - Ensure that the most vulnerable are protected
  - Support families to give children the best start in life
  - Increase the number of children and young people participating and engaging in learning
  - Improve social, emotional, and mental health and wellbeing

### **6 Recommendations**

- 6.1 The Director of Children and Families is recommended to approve the award of a contract to Family Action for the provision of an Integrated Family Support Service. The contract will be for four years; commencing on 1st May 2019 and expiring on 30th April 2023. There will be two options to extend by 12 months. The value of the contract is £783,930.15 p.a.

### **7 Background documents<sup>1</sup>**

- 7.1 N/A

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.