

Time	4.00 pm	Public Meeting?	YES	Type of meeting	Executive
Venue	Council Chamber - 4th Floor - Civic Centre, St Peter's Square, Wolverhampton, WV1 1SH				

Membership

Chair Cllr Stephen Simkins (Lab)

Labour

Cllr Obaida Ahmed
Cllr Ian Brookfield
Cllr Paula Brookfield
Cllr Steve Evans
Cllr Bhupinder Gakhal
Cllr Dr Michael Hardacre
Cllr Jasbir Jaspal
Cllr Linda Leach
Cllr Beverley Momenabadi

Quorum for this meeting is three voting members.

Information for the Public

If you have any queries about this meeting, please contact the Democratic Services team:

Contact Dereck Francis, Democratic Services
Tel/Email 01902 555835 or dereck.francis@wolverhampton.gov.uk
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Some items are discussed in private because of their confidential or commercial nature. These reports are not available to the public.

Agenda

Part 1 – items open to the press and public

Item No. *Title*

MEETING BUSINESS ITEMS

- 1 **Apologies for absence**
- 2 **Declarations of interest**
- 3 **Minutes of the previous meeting** (Pages 5 - 12)
[To approve the minutes of the previous meeting as a correct record.]

DECISION ITEMS (AMBER - DELEGATED TO THE CABINET (RESOURCES) PANEL)

- 4 **Procurement Award of Contracts for Works, Goods and Services** (Pages 13 - 44)
[To approve the award of contracts for works, goods and services]
- 5 **Homes England Affordable Homes Programme 2021-2026 Grant Agreement**
(Pages 45 - 48)
[To approve entering into a Homes England Affordable Homes Programme 2021-26 Grant Agreement]
- 6 **Children's Residential Provision Review** (Pages 49 - 90)
[To present an options appraisal and recommended option for Children's Residential Provision in Wolverhampton as part of the Council's overall Sufficiency Strategy]
- 7 **Care and Support Provider Fee Review 2022/2023** (Pages 91 - 118)
[To present the annual review of fees for adult social care and support providers with recommendations for approval of fee uplift]
- 8 **Community Asset Transfer - Former Tettenhall Railway Goods Depot** (Pages 119 - 126)
[To approve a Community Asset Transfer of the Former Tettenhall Railway Goods Depot]
- 9 **Exclusion of press and public**
[To pass the following resolution:

That in accordance with Section 100A(4) of the Local Government Act 1972 the press and public be excluded from the meeting for the following item of business as it involves the likely disclosure of exempt information on the grounds shown below]

Part 2 - exempt items, closed to press and public

10	<p>Procurement Award of Contracts for Works, Goods and Services (Pages 127 - 142)</p> <p>[To approve the award of contracts for works, goods and services]</p>	<p>Information relating to the financial or business affairs of any particular person (including the authority holding that information) Para (3)</p>
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Attendance

Members of the Cabinet (Resources) Panel

Cllr Stephen Simkins (Chair)
Cllr Obaida Ahmed
Cllr Ian Brookfield
Cllr Paula Brookfield
Cllr Steve Evans
Cllr Bhupinder Gakhal
Cllr Dr Michael Hardacre
Cllr Jasbir Jaspal
Cllr Linda Leach (Virtually)
Cllr Beverley Momenabadi (Virtually)

Employees

Tim Johnson	Chief Executive
Mark Taylor	Deputy Chief Executive
Ross Cook	Director of City Housing and Environment
John Denley	Director of Public Health
Ian Fegan	Director of Communications and External Relations
Charlotte Johns	Director of Strategy
Richard Lawrence	Director of Regeneration
Claire Nye	Director of Finance
David Pattison	Chief Operating Officer
Laura Phillips	Deputy Director of People and Change
Rachel King	Head of Vulnerable Children
Becky Wilkinson	Deputy Director Adult Services
Jaswinder Kaur	Democratic Services Manager
Dereck Francis	Democratic Services Officer

Part 1 – items open to the press and public

Item No. Title

- 1 **Apologies for absence**
No apologies for absence were received for the meeting.

2 **Declarations of interest**

Mark Taylor, Deputy Chief Executive had submitted a note declaring an interest in items 7 and 12 (City Learning Quarter Delivery) due to being the Chair of Governors at City of Wolverhampton College. He also declared an interest in item 10 (Procurement Award of Contracts for Works, Goods and Services) due to being a Director of WV Living.

3 **Minutes of the previous meeting**

Resolved:

That the minutes of the previous meeting held on 8 December 2021 be approved as a correct record and signed by the Chair.

4 **Procurement Award of Contracts for Works, Goods and Services**

Councillor Ian Brookfield presented the report which sought approval to delegate authority to Cabinet Members to approve the award of contracts once the evaluation process for each contract was completed.

Resolved:

1. That authority be delegated to the Cabinet Member for Governance and Equalities, in consultation with the Chief Operating Officer to approve the award of a contract for Occupational Health Services when the evaluation process is complete.
2. That authority be delegated to the Cabinet Member for City Environment and Climate Change, in consultation with the Director of City Housing and Environment, to approve the award of a contract for the supply of nine light commercial electric vehicles when the evaluation process is complete.
3. That authority be delegated to the Cabinet Member for City Environment and Climate Change, in consultation with the Director of City Housing and Environment, to approve the award of a contract for the Supply of two Wheeled Material Handlers when the evaluation process is complete.
4. That authority be delegated to the Cabinet Member for City Environment and Climate Change, in consultation with the Director of City Housing and Environment, to approve the award of a contract for Wednesfield Phase 2 when the evaluation process is complete.
5. That authority be delegated to the Cabinet Member for City Assets and Housing, in consultation with the Director of City Housing and Environment, to approve the award of a contract for Reedham Gardens when the evaluation process is complete.

5 **Future Funding for the Power2 Team**

Councillor Stephen Simkins moved the recommendations contained in the report, Future Funding for the Power2 Team.

Councillor Beverley Momenabadi reported that the proposal sought approval to funding for the Power2 Team beyond March 2022. Power2 was a multi-disciplinary, multi-agency partnership between Children Social Care, Adult Social Care, Wolverhampton Clinical Commissioning Group (CCG), Public Health and the

Voluntary Sector. It supported vulnerable young people aged 11 to 25 at risk of exploitation and family breakdown. Councillor Momenabadi also informed Cabinet of an update to the financial implications section of the report. The CCG had decided on 18 January 2022 to increase their non-recurring contribution towards the team to £100,000. In the light of this announcement, David Pattison, Chief Operating Officer advised that the recommendations contained in the report be amended to include delegated authority to the Cabinet Member to alter the amount in relation to the Council's contribution if appropriate, upon receipt of confirmation of the CCGs increased contribution.

Resolved:

1. That the positive evaluation and impact of the Power2 team be endorsed and, based on the positive outcomes achieved to date, the establishment of the team on a permanent basis be approved.
2. That the use of £300,000 from the Public Health reserve towards the cost of the Power 2 team in 2022-2023 be approved.
3. That the re-tendering of a three year contract, with an option to extend by 1 year, for the third sector Keyworkers in Power2, at a value of £969,600 be approved.
4. That the Council work with key partners over the next 12 months to establish a longer term multi-agency funding model for the team, with a view to identifying the ongoing core council budget required to support Power2 longer term.
5. That authority be delegated to the Cabinet Member for Children and Young People in consultation with the Executive Director of Families to alter the amount in relation to the Council's contribution if appropriate, upon receipt of confirmation of the Clinical Commissioning Group's increased contribution.

6 **External Funding Update - Cultural Development Fund**

Councillor Ian Brookfield presented the report seeking approval for the Council to act as Lead Authority for the Cultural Development Fund (CDF) bid to deliver the Council's key priorities. A £4.6 million bid had been submitted to the CDF for ACTivate Wolves which aimed to contribute to the Council's vision to revitalise the City's economy building on its cultural strengths by increasing visitor numbers, generating footfall and local spend and growing the cultural economy.

Resolved:

That the Council act as Lead Authority for the Cultural Development Fund bid to deliver key priorities.

7 **City Learning Quarter Delivery**

Mark Taylor, Deputy Chief Executive left the meeting whilst Cabinet (Resources) Panel considered this item.

Councillor Stephen Simkins presented the update report on the overall financial status of the City Learning Quarter (CLQ) project following the conclusion of various funding applications that were submitted during 2021. CLQ is a two phased

programme to bring together and combine the City's key learning services, (College, Library and Adult Education) in two centrally accessible locations. The report sought approvals to enable the project to proceed whilst final confirmation of funding was secured, and considered the procurement options available.

Resolved:

That Council be recommended to approve:

1. That if the Council receives confirmation of the remaining funding from Government, temporary borrowing would be provided in order to cash flow the project until grants are received.
2. That as a funder of last resort, the Council provide up to £x of budget, funded by borrowing, to provide additional contingency for the project. This recognises the cost increases being seen in the construction sector and that the current project estimates are subject to tender prices. Further approve the delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Directors for Regeneration and Finance to build in the supplementary budget up to the approved amount at such a time as required.

That Cabinet (Resources) Panel approves:

1. That the procurement of the construction contract is progressed in line with the procurement strategy outlined in the report, but that a contract is only awarded when all funding is secured.
2. The delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Directors for Regeneration and Finance to award contracts for the delivery of Phase 2 of the City Learning Quarter to the successful tenderers following the procurement processes outlined in the report.
3. The delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Chief Operating Officer and Director of Finance to enter into any necessary agreements, contracts or arrangements for the delivery of the Phase 1 and Phase 2 of the City Learning Quarter Scheme.

That Cabinet (Resources) Panel notes:

1. That the Council intends to transfer the freehold of the College building land on completion of the works, and notes that this would be the subject of a further report.

8

Transfer of Black Country Central Child Death Overview Team hosting arrangements from the Council to Black Country and West Birmingham Clinical Commissioning Group

Councillor Jasbir Jaspal presented the report on a proposal to transfer the Black Country Central Child Death Overview Team function from the Council to the Black Country and West Birmingham Clinical Commissioning Group (BCWBCCG). In 2019

the Council had agreed to host the function on a temporary basis whilst the four Black Country CCGs merged into a single organisation, BCWBCCG. With the merger now complete, it was appropriate to transfer the function to the new body.

Resolved:

1. That the transfer of the Black Country Central Child Death Overview Team function, currently hosted by City of Wolverhampton Council to the Black Country and West Birmingham Clinical Commissioning Group (BCWBCCG) be approved.
2. That it be noted that the Child Death Overview Panel (CDOP) is a statutory function of all local authorities and health bodies in the Black Country. The central team provides strategic support to these bodies in the reporting, review and analysis of childhood deaths that occur within the Black Country. This strategic role is carried out on behalf of the four Black Country local authorities and BCWBCCG and ensure compliance with statutory guidance.
3. That it be noted that following the transfer City of Wolverhampton Council would begin making regular payments to BCWBCCG on receipt of invoices for the CDOP function covering Wolverhampton.

9 **Exclusion of press and public**

Resolved:

That in accordance with Section 100A(4) of the Local Government Act 1972 the press and public be excluded from the meeting for the following items of business as they involve the likely disclosure of exempt information relating to the financial or business affairs of any particular person (including the authority holding that information).

Part 2 - exempt items, closed for press and public

The Chair reported that as stated previously the meeting was in confidential session as the information included in the reports could, if released into the public domain, prejudice the financial position of the Council or its partners. As such all present are under a legal duty of confidentiality and must not disclose any confidential information - to do so would not only be a breach of the Council's codes (for councillors and employees) but also a breach of the legal duty of confidentiality.

10 **Procurement Award of Contracts for Works, Goods and Services**

Councillor Ian Brookfield presented for approval the report on the award of contracts for works, goods and services. The report also included for noting, exemptions to Contract Procedure Rules approved by the Head of Procurement and Director Finance between 1 to 30 November 2021.

Resolved:

1. That the contract for Highways Asset Management System be awarded to Confirm Solutions Limited of Central House Unit C Compass Centre North, Chatham ME4 4YG for a duration of four years from 1 April 2022 to 31 March 2026 for a total contract value of £474,000.

2. That the contract for Supply of Ride on Lawnmowers Grounds Maintenance Equipment be awarded to Reesink Turfcare UK Ltd of 1 - 3 Station Road, St Neots PE19 1QF for a total contract value of £399,000.
3. That the contract for Voluntary and Community Services be extended with:
 - Wolverhampton Voluntary Sector Council for Lot 1, Infrastructure Support for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £50,000.
 - Job Change 2007 for Lot 2, Job Brokerage for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £50,000.
 - Wolverhampton Voluntary Sector Council for Lot 3, Structured and Supported Volunteering for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £30,000.
 - Access to Business for Lot 4, Self Employment Support for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £34,500.
 - Job Change 2007 for Lot 5, Information Advice and Guidance for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £25,000.
 - Citizens Advice Bureau for Lot 6, Welfare, Debt, Benefits and Housing Advice for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £132,500.
 - Good Shepherd Ministry for Lot 7, Reducing Homelessness for a duration of six months from 1 April 2022 to 30 September 2022 with an extension value of £26,500.
4. That the exemptions to the Contract Procedure Rules approved by the Head of Procurement and Director of Finance from 1 to 30 November 2021 be noted.

11

Winter Pressures and Covid-19 Plan for Adult Social Care

The intention to make a key decision on the report 'Winter Pressures and Covid-19 Plan for Adult Social Care' at the meeting was not published in advance as required by the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. The decision was urgent and could not be reasonably delayed for the following reason:

- Due to the onset of the Omicron variant and the additional winter pressures, this has caused there to be a requirement for a number of exemptions to be put in place to ensure discharges from hospitals and that other requirements can be accommodated in a timely manner.

In light of the above, consent had been obtained for the key decision to be made at the meeting under the General Exception provisions.

Councillor Stephen Simkins asked Cabinet to approve the recommendations contained in the report, Winter Pressures and Covid-19 Plan for Adult Social Care.

Councillor Linda Leach reported that due to significant national Covid-19 pressures and subsequent impact, the Winter Pressures and Covid-19 Plan Adult Social Care for managing the period December 2021 to March 2022 required additional contracts outside of the framework contracts already in place to maintain the Council's statutory duties set out in the Care Act 2014. Approval was therefore requested to enable Adult Services to commission services to source emergency packages of care due to the unprecedented demand and circumstances caused by Covid-19.

Resolved:

That the Council be authorised to enter into contracts with the suppliers listed in Section 3.12 of the report without going through a detailed procurement process in light of the winter pressures and Covid-19 situation.

12

City Learning Quarter Delivery

Mark Taylor, Deputy Chief Executive left the meeting whilst Cabinet (Resources) Panel considered this report.

Councillor Stephen Simkins presented for approval the exempt version of the report, City Learning Quarter Delivery.

Resolved:

That Council be recommended to approve:

1. That if the Council receives confirmation of the remaining funding from Government, temporary borrowing would be provided in order to cash flow the project until grants are received.
2. That as a funder of last resort, the Council provide up to £5 million of budget, funded by borrowing, to provide additional contingency for the project. This recognises the cost increases being seen in the construction sector and that the current project estimates are subject to tender prices. Further approve the delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Directors for Regeneration and Finance to build in the supplementary budget up to the approved amount at such a time as required.

That Cabinet (Resources) Panel approves:

1. That the procurement of the construction contract is progressed in line with the procurement strategy outlined in the report, but that a contract is only awarded when all funding is secured.
2. The delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Directors for Regeneration and Finance to award contracts for the delivery of Phase 2 of the City Learning Quarter to the successful tenderers following the procurement processes outlined in this report.

3. The delegation of authority to the Leader of the Council and Deputy Leader: Inclusive City Economy in consultation with the Chief Operating Officer and Director of Finance to enter into any necessary agreements, contracts or arrangements for the delivery of the Phase 1 and Phase 2 of the City Learning Quarter Scheme.

That Cabinet (Resources) Panel notes:

1. That the Council intends to transfer the freehold of the College building land on completion of the works, and notes that this will be the subject of a further report.

CITY OF WOLVERHAMPTON COUNCIL	Cabinet (Resources) Panel 23 February 2022
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Report title	Procurement – Award of Contracts for Works, Goods and Services	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Ian Brookfield Leader of the Council	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All Wards	
Accountable Director	Claire Nye, Director of Finance	
Originating service	Procurement	
Accountable employee	John Thompson	Head of Procurement
	Tel	01902 554503
	Email	John.thompson@wolverhampton.gov.uk
Report to be/has been considered by	Directorate Leadership Team	

Recommendations for decision:

The Cabinet (Resources) Panel is recommended to:

1. Delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the Audio-Visual project when the evaluation process is complete.
2. Delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the GIS Mapping project when the evaluation process is complete.
3. Delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the Student Management System when the evaluation process is complete.

4. Delegate authority to the Leader of the Council, in consultation with the Director of Finance, to approve the award of a contract for a Procurement and Contract Management Solution when the evaluation process is complete.
5. Delegate authority to the Cabinet Member for City Environment and Climate Change, in consultation with the Director of Communications and External Relations, to approve the award of a contract for Bars & VIP Area Provision at Creation Day Festival when the evaluation process is complete.
6. Delegate authority to the Cabinet Member for City Assets and Housing, in consultation with the Deputy Chief Executive, to approve the award of a contract for Provision of Electrical Repairs and Maintenance when the open tender evaluation process is complete.
7. Delegate authority to the Cabinet Member for City Assets and Housing, in consultation with the Deputy Chief Executive, to approve the award of a contract for Provision of Mechanical Repairs and Maintenance when the open tender evaluation process is complete.
8. Delegate authority to the Cabinet Member for Children and Young People, in consultation with the Executive Director of Families, to approve the award of a contract for Key Workers for the Power2 team when the evaluation process is complete.
9. Delegate authority to the Leader of the Council in consultation with the Director of Finance and Chief Operating Officer to award contracts up to £1 million to be utilised by Public Health relating to the Council Covid-19 response.

1.0 Councillor Obaida Ahmed, Cabinet Member for Digital City

1.1 Delegated Authority to Award a Contract – Audio Visual Project

Ref no: CWC21095	
Council Plan aim	Well skilled people working in an inclusive economy
Originating service	Digital and IT
Accountable officer	Jaideep Ghai, Head of Digital and IT (01902) 553496
Leadership Team approval	22 October 2021
Accountable Lead Cabinet Member	Cllr Obaida Ahmed, Cabinet Member for Digital City (01902) 551218
Date Lead Cabinet Member briefed	29 October 2021
Procurement advisor	Peter Holmes, Procurement Manager (01902) 556175

1.2 Background

1.3 The City of Wolverhampton Council’s (CWC) Digital and IT function is looking to procure a new and upgraded audio equipment and relevant licencing and installation to support CWC with its digital approach for collaborative working. Many businesses have had to adapt and embrace new ways of working to carry out business as usual functions during the Covid-19 pandemic. These new ways of working will continue to be embraced in the future which includes the requirement for additional ICT equipment to facilitate this.

Proposed Contract Award	
Contract duration	Four Years
Contract Commencement date	September 2022
Annual value	£100,000
Total value	£400,000

1.4 Procurement Process

1.5 The intended procurement procedure will be an open procedure in accordance with Public Contract Regulations 2015, the evaluation scoring balance will be 40% price and 60% quality. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

1.6 The evaluation team will comprise of:

Name	Job Title
Glenn Palmer	Business Critical & Solutions Support Manager
Daniel Clarke	Business Critical and Solutions Support Engineer
Vikram Sahunta	Business Critical and Solutions Support Engineer
Harpreet Riyat	Digital Customer Support Manager

1.7 Evaluation of alternative options

1.8 There are currently seven rooms with capabilities to allow users to engage in hybrid meetings which required us to purchase specialist hardware to achieve. These rooms have audio and visual equipment to enable users in the room to engage both verbally and visually. The scope initially will be Aldersley Stadium and the Civic Centre; this could incorporate further meeting rooms if the Council decide to open further facilities.

1.9 The alternate options evaluated:

- **Purchase no equipment** - Existing equipment only allows the sharing of a laptop screen to a wall mounted monitor using wireless technology. This option would reduce meeting capabilities in the medium and large rooms as the audio pick up within the room would be greatly reduced leading to external meeting attendees having difficulties hearing members of the meeting physically in the room.
- **Use existing equipment** - The existing equipment does not give us any visual or audio capabilities in the identified rooms. Meetings would be held using a laptop that has limited range and would not allow meeting members in the room to see those connected in remotely.
- **Use laptops in the meeting spaces rather than purchasing specialist hardware** - A laptop could be placed at the front of the meeting room and the laptop camera used to show the room to the external candidates. Laptop cameras are not designed

to cater for such long distances, so the quality of an external camera is far superior. The audio pick up from the laptop is also greatly reduced so meeting attendees sitting towards to the far side of a room would need to raise their voice to ensure they could be heard by external meeting attendees. An audio extension device can be purchased to improve the audio pickup.

- **Purchase external cameras to use with existing equipment** - The current equipment does not allow CWC to connect a camera directly to the wall mounted screen as well as provide hybrid video conferencing capabilities using the wireless presenting hardware. To achieve this, CWC would need to upgrade the devices we currently have.

1.10 We do not have the specialist skills to fully evaluate and determine the best solution, which is cost effective, technically sound and designed to provide end users with a good experience. CWC want to maintain a professional look to external suppliers and partners which could not be achieved using a laptop device.

1.11 Reason for decisions

1.12 The Covid-19 pandemic has increased the need for flexible working. The impact of the pandemic has seen businesses implementing new and innovative ways of working to provide their employees with a platform to engage and continue providing essential services, irrelevant of their physical location.

1.13 CWC Digital & IT need to provide a cost effective and sustainable video conferencing solution that meets the requirements of the business and enables employees to work collaboratively across the City.

1.14 Financial Implications

1.15 The total estimated contract value is £400,000 over a four-year contract period (£100,000 per annum). The first year contract cost will be met from the £200,000 budget approved within the 2022-2023 ICT General Capital Programme (Infrastructure Upgrades). Future years' costs beyond 2022-2023 will be met from the corporate contingency within the capital programme.

1.16 Legal implications

1.17 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations and Council's Contract Procedure Rules.

1.18 Equalities implications

1.19 Equalities considerations have been considered for each of the areas of work for which the contract relates and will be reflected in the contract.

1.20 All other implications

1.21 There are no other implications arising from the recommendations of this report.

1.22 Recommendation

1.23 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the Audio-Visual project when the evaluation process is complete.

2.0 Councillor Obaida Ahmed, Cabinet Member for Digital City

2.1 Delegated Authority to Award a Contract – GIS Mapping Project

Ref no: CWC21061	
Council Plan aim	Well skilled people working in an inclusive economy
Originating service	Digital and IT
Accountable officer	Jaideep Ghai, Head of Digital and IT (01902) 553496
Leadership Team approval	10 December 2021
Accountable Lead Cabinet Member	Cllr Obaida Ahmed, Cabinet Member for Digital City (01902) 551218
Date Lead Cabinet Member briefed	10 December 2021
Procurement advisor	Jose Vitoria, Procurement Manager (01902) 556175

2.2 Background

2.3 CWC is currently using LOD1 (Level of Detail 1) maps. This is the Basic Local Government Scene 3D scene that includes the World Topographic Map draped over detailed elevation along with buildings and trees. Buildings and trees can be quickly generated with classified lidar (ground with first return) and used for massing visualization and conceptual planning.

2.4 Although this had been sufficient until recently, CWC now have a requirement for improved 3D mapping. Following a demonstration of the functionality, it has been agreed that CWC would seek to upgrade to (Level of Detail 3) LOD3 3D maps by adopting the cloud solution offer

Proposed Contract Award	
Contract duration	Four Years
Contract Commencement date	June 2022
Total value	£453,000

2.5 Procurement Process

- 2.6 The intended procurement procedure will be via a further competition utilising the CCS Data and Application Solutions Framework (Ref: RM3821) in compliance with Public Contract Regulations 2015. The evaluation criteria will be determined by the requirements of the Invitation to Tender (ITT) documents.
- 2.7 Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.
- 2.8 The evaluation team will comprise of:

Name	Job Title
Paul Danks	Applications Manager
Gary Swift	System Support Officer
Ian Lynch	System Support Officer (LLPG)
Dominic Williams	Developer

2.9 Evaluation of alternative options

2.10 The options CWC considered were:

- Do nothing, this would have stopped the yearly payment and would have left CWC without a licenced and supported system which in turn would make the authority vulnerable to service failures or cyberattacks.
- Start a procurement exercise and use this as an opportunity to invest in our current system. To allow for extra growth and options for more services to utilise new functions, this in turn would help make savings for other areas of CWC

2.11 Reason for decisions

- 2.12 The need for increased levels of detail and a solution that better matches the business needs has led CWC to make the decision to upgrade the GIS mapping software.
- 2.13 To remove the risk of losing current functionality and interoperability with other third party software applications on our existing on-premise version, upgrading the current GIS system with the incumbent provider would create less disruption to service users compared to implementing a completely new GIS system with an alternative supplier.

2.14 Financial Implications

2.15 This contract will supply both software upgrades and annual support and maintenance services to the Council and includes both capital and revenue expenditure. The estimated capital costs of £93,000 in 2022-2023 will be met from the existing approved ICTS Capital Programme (IDOX/GIS Cloud Migration) budget. The estimated annual revenue costs of up to £90,000 per annum will be met from the ICTS software maintenance budget. The total contract value of £453,000 allows for future revenue work to be awarded, subject to future years' revenue budget approvals.

2.16 Legal implications

2.17 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations and Council's Contract Procedure Rules.

2.18 Equalities implications

2.19 The evaluation of the new 3D mapping will include stakeholders from all accessibility groups including but not limited to hearing impaired, visually impaired and non-English speakers as per the equalities highlighted in the report.

2.20 Equalities considerations have been considered for each of the areas of work for which the contract relates.

2.21 All other implications

2.22 There are no other implications arising from the recommendations of this report.

2.23 Recommendation

2.24 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the GIS Mapping project when the evaluation process is complete.

3.0 Councillor Obaida Ahmed, Cabinet Member for Digital City

3.1 Delegated Authority to Award a Contract – Student Management System

Ref no:	CWC21105
Council Plan aim	Well skilled people working in an inclusive economy
Originating service	Digital and IT
Accountable officer	Jaideep Ghai, Head of Digital and IT (01902) 553496
Leadership Team approval	22 October 2021
Accountable Lead Cabinet Member	Cllr Obaida Ahmed, Cabinet Member for Digital City (01902) 551218
Date Lead Cabinet Member briefed	29 October 2021
Procurement advisor	Peter Holmes, Procurement Manager (01902) 556175

3.2 Background

- 3.3 CWC's education service currently use the One System provided by Capita Business Services, as a case management solution for managing and recording children's educational requirements. The One System also supports the school admissions, place allocation service, attendance information, governor training, free school meals administration and school transport arrangements. The One System is also the case management system for the SEN (Special Educational Needs) team.
- 3.4 CWC's Digital and IT team have completed an internal review of the One System and based on the findings a decision has been made to continue working with Capita.
- 3.5 The existing contract with Capita is a long-standing agreement which provides a vital service to CWC and schools.

Proposed Contract Award	
Contract duration	Three years plus an additional one-year extension (3+1)
Contract Commencement date	1 April 2022
Annual value	£195,000
Total value	£780,000

3.6 Procurement Process

3.7 The intended procurement procedure will be a framework direct award in accordance with Public Contract Regulations 2015, the evaluation scoring balance will 90% price and 10% quality. Any amendments to the procurement procedure will be reported in a Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

3.8 The evaluation team will comprise:

Name	Job Title
Paul Danks	Applications Manager
Simon Finch	ONE System Manager

3.9 Evaluation of alternative options

3.10 The alternative options considered were:

- Do nothing, limited support would have continued but the contract is non-compliant, and the suppliers have the option to withdraw at any time leaving CWC without the ability to comply with a statutory requirement, leaving CWC at risk of fines and legal action.

3.11 Reason for decisions

3.12 To ensure the contract is compliant with the Public Contract Regulations 2015 and the CWC's contract procedure rules, it was determined that a direct award via the KCS Framework would be the most appropriate procedure. This will enable the service to prepare for an open procedure and allow sufficient time for the implementation of a new system if this is appropriate.

3.13 Financial Implications

3.14 The total contract cost over a four-year period is £780,000 commencing 1 April 2022. The annual cost of £195,000 for each year of the contract will be accommodated within the £745,000 annual revenue budget set aside within ICTS for software-maintenance agreements.

3.15 Legal implications

3.16 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules.

3.17 Equalities implications

3.18 A stage one initial equality analysis has been completed. No equality implications were identified, and a full analysis is not required.

3.19 All other implications

3.20 There are no other implications arising from the recommendations of this report.

3.21 Recommendation

3.22 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for Digital City, in consultation with the Director of Strategy, to approve the award of a contract for the Student Management System when the evaluation process is complete.

4.0 Councillor Ian Brookfield, Leader of the Council

4.1 Delegated Authority to Award a Contract - Procurement and Contract Management Solution

Ref no: CWC20109	
Council Plan aim	Our Technology
Originating service	Procurement
Accountable officer	John Thompson, Head of Procurement (01902) 554503
Leadership Team approval	26 January 2022
Accountable Lead Cabinet Member	Cllr Ian Brookfield, Leader of the Council (01902) 550352
Date Lead Cabinet Member briefed	8 February 2022
Procurement advisor	Jose Vitoria, Procurement Manager (01902) 554715

4.2 Background

4.3 The Council has recognised that improvements can be made to contract management. A working group has been established with Heads of Service representatives from across CWC to lead on a programme of improvements. The group developed a questionnaire and issued it to staff to ascertain current contract management practices in CWC, as well as to identify if training would be beneficial. On the back of this work a new contract management framework and training programme have been developed.

4.4 The second stage of the programme is to provide a comprehensive e-procurement and contract management system that will support enhanced contract management.

Proposed Contract Award	
Contract duration	Five years with two, two year extensions and a final one year extension (5+2+2+1)
Contract Commencement date	1 July 2022

Annual value	Implementation costs of £34,000 and recurring costs of £62,000
Total value	£654,000

4.5 Procurement Process

4.6 The intended procurement procedure will be an open tender in accordance with Public Contract Regulations 2015, the evaluation scoring balance will be 30% Quality and 70% Price. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

4.7 The evaluation team will comprise:

Name	Job Title
John Thompson	Head of Procurement
Parvinder Uppal	Head of Commercial
Steve Haycox	Procurement Analyst
Mike Newill	Solution Architect
Mike Allen	Digital Solutions & Development Manager
Liane Taylor	Senior Analyst

4.8 Evaluation of alternative options

4.9 Developing a new system internally would be technically challenging and resource intensive. The system would need to integrate into a number of Government systems such as Find a Tender Service, Contracts Finder and meet a number of open standards coming in the new Procurement Bill expected sometime in 2022.

4.10 Alternatively the Council could decide not to utilise a system, although this is possible, the Council could breach Public Contract Regulations 2015. The only way this could be achieved is to utilise emails for all Procurement activity, this would create a huge administrative burden on not only the Council but also suppliers bidding for work. This would also mean the audit trail for Procurement processes will be lost.

4.11 Reason for decisions

4.12 Procurement of a new “cradle to grave” Procurement & Contract Management Solution which will provide efficiencies to the Council while expanding visibility of management

information. This process will also ensure compliance with Public Contract Regulations 2015 and the upcoming Procurement Bill.

4.13 Financial Implications

4.14 The Cabinet Performance and Budget Monitoring report on 28 July 2021 approved funding from the Transformation reserve to fund the one-off implementation costs totalling £225,000. In addition, the Final Budget 2022-2023 and Medium Term Financial Strategy 2022-2023 to 2025-2026 report being presented to Cabinet on 23 February 2022 and Full Council on 2 March 2022 for approval builds in growth of £136,000 to support the recurrent costs. In the event that this growth is not approved, efficiencies will need to be identified from across other services to fund these costs.

4.15 Legal implications

4.16 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and Council's Contract Procedure Rules.

4.17 Equalities implications

4.18 Although no direct equality implications have been identified for the system, Procurement and Commercial are working with the Council EDI team to develop a framework for Procurement activity called "Value for Money in A Diverse City" and also a checklist to be utilised in the contract management process. The system will also enable the Council to monitor performance in relation to equalities.

4.19 All other implications

4.20 There are no other implications arising from the recommendations of this report.

4.21 Recommendation

4.22 Cabinet (Resources) Panel is recommended to delegate authority to the Leader of the Council, in consultation with the Director of Finance, to approve the award of a contract for a Procurement and Contract Management Solution when the evaluation process is complete.

5.0 Councillor Steve Evans, Cabinet Member for City Environment and Climate Change

5.1 Delegated Authority to Award a Contract – Bars and VIP Area Provision at Creation Day Festival

Ref no:	CWC22008
Council Plan aim	Well skilled people working in an inclusive economy More good jobs and investment in our city A vibrant, green city we can all be proud of
Originating service	City Events
Accountable officer	Crissie Rushton, Visitor Economy Manager (01902) 552050
Leadership Team approval	Communications Leadership Team 27 January 2022
Accountable Lead Cabinet Member	Cllr Steve Evans, Cabinet Member for City Environment and Climate Change (01902) 550352
Date Lead Cabinet Member briefed	28 January 2022
Procurement advisor	Karen Boden, Procurement Manager (01902) 555136

5.2 Background

5.3 Creation Day Festival is a two-day music festival in West Park on Saturday 28 May and Sunday 29 May 2022. This is a council run event and is being organised by the City Events Team. The capacity of the event is 12,500 persons per day meaning the event will need a well-established festival bar provider. This contract is for the provision of the main bars in the public areas as well as running the VIP area bar which boasts a more premium offer and experience. The successful provider will need to be able to provide the full setup, staffing, products, electronic point of sale (EPOS), and management of all the bars onsite at the event.

5.4 This tender will mean CWC will be gaining income from the chosen supplier rather than incurring expenditure.

Proposed Contract Award	
Contract duration	Four years (1+3)
Contract Commencement date	1 May 2022
Annual value	£250,000
Total value	£1 million

5.5 Procurement Process

5.6 The intended procurement procedure will be an open above threshold procedure in accordance with Public Contract Regulations 2015, the evaluation scoring balance will be 50% price and 50% quality. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

5.7 The evaluation team will comprise:

Name	Job Title
Bethany Hazlehurst	Events Co-ordinator
Nicole Styles	Event Co-ordinator
Shelley Smith	Communications Manager

5.8 Evaluation of alternative options

5.9 Without a professional bar service customer complaints would be high and would cause reputational damage to the event. CWC does not hold this specialist equipment and knowledge internally for the scale that this needs to be delivered.

5.10 Reason for decisions

5.11 The bar supplier will be required to deliver a professional festival experience and generate income for the overall event.

5.12 Financial implications

5.13 This contract will be gaining income based on a revenue share percentage from the chosen supplier rather than incurring any expenditure. The anticipated income from this

contract will contribute towards the expenditure incurred to deliver the event. If successful this could continue for up to a further 3 years of annual Creation Day Events. It should be further noted that if for any reason the event or part of the event was cancelled the Council shall not be liable to pay the supplier for any costs incurred. The value of the contract stated within this report, represents the possible value to the supplier, not anticipated cost to the Council.

5.14 Legal implications

5.15 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and Council's Contract Procedure Rules.

5.16 Equalities implications

- 5.17 Any chosen provider must be able to provide the following accessible requirements for disabled customers at the event:
- Provide large print versions of menus and pricelists.
 - Have lowered sections at kiosks if possible, no higher than 850mm with a recess under the counter. If this is not possible, have a process in place where employees can go out to customers to take orders.
 - All queuing lanes are an adequate width (minimum 1.2 metres wide).
 - Step free access across the whole site. Everything needs to be level and ramped at a minimum of 1:2 gradient.
 - Have fast track lanes where needed. (Main Bars)
 - Access into the VIP area needs to be considered.
 - All disabled access routes need to be clearly signposted using the universal wheelchair symbol.
 - Bars need to have a lowered section available and clearly labelled with a wheelchair symbol above the bar.

5.18 All other implications

5.19 There are no other implications arising from the recommendations of this report.

5.20 Recommendation

5.21 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for City Environment and Climate Change, in consultation with the Director of Communications and External Relations, to approve the award of a contract for Bars and VIP Area Provision at Creation Day Festival when the evaluation process is complete.

6.0 Councillor Bhupinder Gakhal, Cabinet Member for City Assets and Housing

6.1 Delegated Authority to Award a Contract – Provision of Electrical Repairs and Maintenance

Ref no: CWC21183	
Council Plan aim	More good jobs and investment in our city
Originating service	City Assets
Accountable officer	Richard E Jones, Maintenance Programme Manager
Leadership Team approval	26 January 2022
Accountable Lead Cabinet Member	Cllr Bhupinder Gakhal, City Assets and Housing
Date Lead Cabinet Member briefed	2 February 2022
Procurement advisor	Jose Vitoria, Procurement Manager (01902) 554715

6.2 Background

6.3 CWC has a statutory responsibility to ensure that the buildings it occupies and deliver services from are inspected, tested and regularly maintained in accordance with relevant legislation to reduce the risk of harm to employees and the public. It is the responsibility of the Projects and Works Maintenance Team to ensure that the buildings are fully compliant with all the required work completed in a safe timely manner.

6.4 CWC requires a suitably qualified and resourced contractor to provide an Electrical Repairs and Maintenance Service to locations of CWC's estate portfolio.

Proposed Contract Award	
Contract duration	Seven Years (5+2)
Contract Commencement date	1 November 2022
Annual value	£1.9 million
Total value	£13.3 million

6.5 Procurement Process

6.6 The intended procurement procedure will be an Open Procedure in accordance with Public Contract Regulations 2015, the evaluation scoring balance will be 30% Price, 65% Quality and 5% Social Value. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

6.7 The evaluation team will comprise:

Name	Job Title	Organisation (if not WCC)
Richard E Jones	Maintenance Programme Manager	
John Sherrard	Senior Maintenance Engineer	
Mark Sennett	Commercial Consultant	Sigma Surveying

6.8 Evaluation of alternative options

6.9 The first option would be to do nothing. This would lead to CWC in November 2022 being in a non-compliant position and therefore importing unnecessary risks and hazards to employees and members of the public.

6.10 The second option would be to bring this service in house. Bringing in house a service of this nature would have heavy resource implications and liabilities to the Council including financial, plant and labour including but not limited to the requirement for continuous training and development implications.

6.11 The final option would be to continue to outsource this service to an experienced specialist supplier by conducting an open market competitive tender to establish a bespoke contract with a specialist contractor for a fixed period of time.

6.12 Reason for decisions

6.13 CWC has a statutory responsibility to ensure that the buildings are maintained and repaired in accordance with a regular planned programme and can respond to deliver reactive repairs as they arise.

6.14 To achieve this, CWC has chosen to conduct an open market competitive tender procedure which will explore the current prevailing market conditions and which will promote a value for money approach and hopefully encourage a wide array of

contractors both locally within Wolverhampton and other to submit compliant tenders for due consideration.

6.15 Financial Implications

6.16 This contract will be funded from existing approved City Assets Repairs and Maintenance revenue budgets and Corporate Asset Management capital and revenue budgets. The maximum annual contract value of £1.9 million for each of the seven years allows for additional works to be awarded, subject to future budget approvals, as required.

6.17 Legal implications

6.18 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and Council's Contract Procedure Rules.

6.19 Equalities implications

6.20 An initial equality analysis has been completed and in-depth discussions have taken place with the Equality, Diversity and Inclusion team.

6.21 The team will make a proportionate effort to ensure consultation is representative of relevant protected characteristics throughout the tender process and where this is not possible through general consultation, additional specific engagement may be employed with the necessary representative groups.

6.22 All other implications

6.23 There are no other implications arising from the recommendations of this report.

6.24 Recommendation

6.25 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for City Assets and Housing, in consultation with the Deputy Chief Executive, to approve the award of a contract for Provision of Electrical Repairs and Maintenance when the open tender evaluation process is complete.

7.0 Councillor Bhupinder Gakhal, Cabinet Member for City Assets and Housing

7.1 Delegated Authority to Award a Contract – Provision of Mechanical Repairs and Maintenance

Ref no: CWC21184	
Council Plan aim	More good jobs and investment in our city
Originating service	City Assets
Accountable officer	Richard E Jones, Maintenance Programme Manager
Leadership Team approval	26 January 2022
Accountable Lead Cabinet Member	Cllr Bhupinder Gakhal, City Assets and Housing
Date Lead Cabinet Member briefed	2 February 2022
Procurement advisor	Jose Vitoria, Procurement Manager (01902) 554715

7.2 Background

7.3 CWC has a statutory responsibility to ensure that the buildings it occupies and deliver services from are inspected, tested and regularly maintained in accordance with relevant legislation to reduce the risk of harm to employees and the public. It is the responsibility of the Projects & Works Maintenance Team to ensure that the buildings are fully compliant with all the required work completed in a safe timely manner.

7.4 The Council requires a suitably qualified and resourced contractor to provide a Mechanical Repairs and Maintenance Service to locations of CWC’s estate portfolio.

Proposed Contract Award	
Contract duration	Seven Years (5+2)
Contract Commencement date	1 November 2022
Annual value	£1.8 million
Total value	£12.6 million

7.5 Procurement Process

7.6 The intended procurement procedure will be an Open Procedure in accordance with Public Contract Regulations 2015, the evaluation scoring balance will be 30% Price, 65% Quality and 5% Social Value. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.

7.7 The evaluation team will comprise:

Name	Job Title	Organisation (if not WCC)
Richard E Jones	Maintenance Programme Manager	
Stuart Woodward	Senior Maintenance Engineer (Mechanical)	
Ian Thomas	Senior Maintenance Engineer (Mechanical)	
Balbinder Meetca	Senior Maintenance Engineer (Mechanical)	
Mark Sennett	Commercial Consultant	Sigma Surveying

7.8 Evaluation of alternative options

7.9 The first option would be to do nothing. This would lead to CWC in November 2022 being in a non-compliant position and therefore importing unnecessary risks and hazards to employees and members of the public.

7.10 The second option would be to bring this service in house. Bringing in house a service of this nature would have heavy resource implications and liabilities to CWC including financial, plant and labour including but not limited to the requirement for continuous training and development implications.

7.11 The final option would be to continue to outsource this service to an experienced specialist supplier by conducting an open market competitive tender to establish a bespoke contract with a specialist contractor for a fixed period of time.

7.12 Reason for decisions

7.13 CWC has a statutory responsibility to ensure that the buildings are maintained and repaired in accordance with a regular planned programme and can respond to deliver reactive repairs as they arise.

7.14 To achieve this, CWC has chosen to conduct an open market competitive tender procedure which will explore the current prevailing market conditions and which will promote a value for money approach and hopefully encourage a wide array of contractors both locally within Wolverhampton and other to submit compliant tenders for due consideration.

7.15 Financial implications

7.16 This contract will be funded from existing approved City Assets Repairs and Maintenance revenue budgets and Corporate Asset Management capital and revenue budgets. The maximum annual contract value of £1.8 million for each of the seven years allows for additional works to be awarded, subject to future budget approvals, as required.

7.17 Legal implications

7.18 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and Council's Contract Procedure Rules.

7.19 Equalities implications

7.20 An initial equality analysis has been completed and in-depth discussions have taken place with the Equality, Diversity and Inclusion team.

7.21 The team will make a proportionate effort to ensure consultation is representative of relevant protected characteristics throughout the tender process and where this is not possible through general consultation, additional specific engagement may be employed with the necessary representative groups.

7.22 All other implications

7.23 There are no other implications arising from the recommendations of this report.

7.24 Recommendation

7.25 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for City Assets and Housing, in consultation with the Deputy Chief Executive, to approve the award of a contract for Provision of Mechanical Repairs and Maintenance when the open tender evaluation process is complete.

8.0 Councillor Beverley Momenabadi, Cabinet Member for Children and Young People
8.1 Delegated Authority to Award a Contract – Key Workers for the Power2 Team

Ref no:	CWC21158
Council Plan aim	Children and young people get the best possible start in life Well skilled people working in an inclusive economy
Originating service	Specialist Support Service
Accountable officer	Veronica Grantham, Commissioning Officer (01902) 555494
Leadership Team approval	13 January 2022
Accountable Lead Cabinet Member	Cllr Beverley Momenabadi, Cabinet Member for Children and Young People
Date Lead Cabinet Member briefed	1 February 2022
Procurement advisor	Adebimpe Winjobi, Procurement Manager

8.2 Background

- 8.3 The Power2 team has been operational since December 2019, supporting young people aged 11-17 on the edge of care and at risk of exploitation. In April 2020, the Power2 team expanded to support vulnerable adults up to the age of 25.
- 8.4 CWC currently commissions five key workers from the third sector to support young people aged 11 to 17 years: 2 from Barnardo's, 1 from Gazebo and 2 from St Giles Trust. These contracts will terminate on 31 May 2022.
- 8.5 In September 2021, a comprehensive evaluation report was produced detailing the positive impact of the team. Improved outcomes for vulnerable young people and vulnerable young adults were evidenced in a range of areas including a reduction in those not engaged in education, employment or training (NEET); reduction in school exclusions and improved attendance; reduction in involvement in high risk-taking behaviours such as exploitation; improvement in family relationships and reduction of young people going into care; reduction of criminal activity; and increased stability in mental health. The evaluation of Power2 provides a clear business case for the continuation of the team.

Proposed Contract Award	
Contract duration	Four years (3+1)
Contract Commencement date	1 June 2022
Annual value	£242,000
Total value	£968,000

8.6 Procurement Process

- 8.7 The intended procurement procedure will be an Open procedure, in accordance with Public Contract Regulations 2015. The evaluation scoring balance will be 70% quality, 30% price. Any amendments to the procurement procedure will be reported in an Individual Executive Decision Notice (IEDN) to the relevant Cabinet Member in consultation with the relevant Director in accordance with the delegation within this report.
- 8.8 The evaluation team will comprise representation from the operational teams, children's Commissioning, and Public Health as detailed below.

Name	Job Title
Rachel King	Head of Specialist Support
Hannah Bates	Power2 Team Manager
Veronica Grantham	Commissioning Officer
Bal Kaur	Consultant in Public Health

8.9 Evaluation of alternative options

- 8.10 As discussed in the Future funding for the Power2 Team CRP Report, the alternative options are detailed below.

Option Number	Outline of Option	Impact
Option 1	Cease funding for the Power2 team	A number of vulnerable young people, young adults and families without a service.

Option Number	Outline of Option	Impact
		<p>Increase of risk taking behaviour by young people and reduced family support, leading to increased demand on a range of health, education, social care and other services</p> <p>Increased demand on social workers which may lead to lower risk cases getting less attention and in turn, risks increasing in these cases</p>
Option 2	Continue funding for parts of the service i.e., 11-17 year olds	<p>Young people and families would still have access to a targeted multi-disciplinary specialist team which would provide stability, individual and family support</p> <p>Continued support for CYP Social Workers carrying complex caseloads</p> <p>Potential increase in demand on adult social care and other police/health services due to lack of co-ordinated, targeted, multi-disciplinary support</p> <p>Increased risk and cost to other services from lack of specialist intervention for those young adults who would otherwise not be eligible for a service.</p>
Option 3	Continue funding the service for 11-25 years	<p>Continued targeted, specialist multi-disciplinary service to CYP, families and young adults reducing their risks, improving life chances and continued reduced demand on other police, social care and health services.</p> <p>Continuation of benefits to young people, families and young adults' emotional wellbeing, access to education employment and training, and stability.</p> <p>Continuation of access to services such as Speech and Language which would otherwise have significant waiting times.</p>

Option Number	Outline of Option	Impact
Option 4	Continue funding for the team to support 11-25-year olds with a revised team structure	<p>Continued targeted, specialist multi-disciplinary service to CYP, families and young adults reducing their risks, improving life chances and continued reduced demand on other police, social care and health services.</p> <p>Cost savings to the local authority, police, health, social care and partner agencies.</p> <p>Reduction in risk for CYP, families and young adults.</p> <p>Access to therapeutic services which CYP, families and young adults would otherwise have to wait a long time for.</p> <p>Increased ability to meet the demand for MH support.</p> <p>Reduced demand on social care teams as well as some partner agencies.</p> <p>Reduced service capacity and the need to prioritise referrals leading to longer waiting times for receipt of a service from Power2 for CYP, families and young adults.</p>

8.11 The recommended option is option 4. To implement this, there will be a requirement to re-commission the Power2 keyworker support from the third sector. This will be a three-year initial contract term, with an option of a one year extension.

8.12 Reasons for decision(s)

8.13 This option will allow for the continuation of a specialist, multi-disciplinary team to support young people aged 11 to 25 years. There is a wealth of information to evidence the positive impact the team has had to date and the wider associated costs that have been avoided. Option 4 proposes the re-commissioning of the third sector keyworker support.

8.14 There is support from Public Health and the Clinical Commissioning Group (CCG) to continue the team with a view to longer term including the support for Power2 within future commissioning intentions and relevant commissioned contracts.

- 8.15 The ongoing funding of the Power2 team will enable a continued response to key national priorities around supporting vulnerable adolescents experiencing extra-familial harm and supporting the transition to adulthood. The work of this team has been recognised nationally as innovative and an area of good practice.
- 8.16 The proposed new structure in option 4 will slightly reduce the annual cost of the Power2 Team whilst not impacting negatively on service delivery.

8.17 Financial implications

- 8.18 The current annual value of the Keyworkers for the Power2 Team contract is £175,000. This covers a total of five keyworkers from the third sector supporting young people aged 11 to 17 years.
- 8.19 To implement option 4 in the Future funding for the Power2 Team Cabinet (Resources) Panel (CRP) Report, a total of six keyworkers will be commissioned from the third sector to support young people and young adults aged 11 to 25 years. The proposed annual value of the new Keyworkers for the Power2 Team contract is £242,000.
- 8.20 In 2022-2023, £300,000 of the costs will be funded from the Public Health reserve. In addition to this the Black Country CCG have agreed to contribute £75,000 in 2022-2023. With the remainder being accommodated within the overall Final Budget 2022-2023 and Medium Term Financial Strategy 2022-2023 to 2025-2026 report being presented to Cabinet on 23 February 2022 and Full Council on 2 March 2022..
- 8.21 As detailed in Future funding for the Power2 Team CRP Report, the cost benefit analysis conducted by the service indicated that the Power 2 project results in substantial cost avoidance across the local Public Services system.

8.22 Legal implications

- 8.23 The procurement will be an above threshold procedure in accordance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules.

8.24 Equalities implications

- 8.25 An initial equality analysis has been completed. It evidences that the work commissioned through this contract directly support the needs of groups with protected characteristics under the Equality Act 2010. This will continue to be reviewed as part of the contract management arrangements.
- 8.26 CWC is committed to promote equality and diversity, giving every individual the chance to achieve their potential, free from prejudice and discrimination.

8.27 All other implications

8.28 Giving children and young people the best possible start in life is one of the City of Wolverhampton Council's key priorities.

8.29 Providers will comply with all government guidelines relevant to Covid.

8.30 Schedule of background papers

8.31 Cabinet (Resources) Panel – 19 January 2022 – Future funding for the Power2 Team

8.32 Recommendation

8.33 Cabinet (Resources) Panel is recommended to delegate authority to the Cabinet Member for Children and Young People, in consultation with the Executive Director of Families, to approve the award of a contract for Key Workers for the Power2 team when the evaluation process is complete.

9.0 Public Health Covid19 Contract Awards

9.1 Following on from a discussion with Public Health (PH) it has become apparent that the Council requires delegations to be in place to expediate award of contracts, specifically around the PH Covid-19 response.

9.2 Up until now the Council have managed mainly with exemptions however this does have limitations due to the delegations available to the Head of Procurement and Director of Finance under Contract Procedure Rules. It has also been necessary to utilise the special urgent decision process at times.

9.3 The delegations recommended will alleviate pressures to award contracts for the Council response relating to Covid-19 and ensure they are expedited in a timely manner. Consideration will be given at all times to compliance with Public Contract Regulations 2015 and Contract Procedure Rules, and appropriate budget approval.

9.4 It is therefore proposed that Cabinet (Resources) Panel delegate authority to the Leader of the Council in consultation with the Director of Finance and Chief Operating Officer to award contracts up to £1 million to be utilised by Public Health relating to the Council Covid response.

10.0 Evaluation of alternative options

10.1 All alternative options are included within the relevant section of the report.

11.0 Reasons for decision

11.1 The reason for the recommendations are included within the relevant section of the report.

12.0 Financial implications

12.1 All financial implications are included within the relevant section of the report.
[RP/09022022/V]

13.0 Legal implications

13.1 All legal implications are included within the relevant section of the report.
[SZ/090202022/P]

14.0 Equalities implications

14.1 The relevance to equalities and progress in terms of equality analysis will vary for each proposal included in this report. Accountable officers have and will ensure that evidence is collected and used to demonstrate compliance with the Council's legal obligations under the Equality Act 2010.

15.0 All other implications

15.1 All other implications are included within the relevant section of the report.

16.0 Schedule of background papers

16.1 Relevant background papers are included within the relevant section of the report.

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CITY OF WOLVERHAMPTON COUNCIL	Cabinet 23 February 2022
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Report title	Homes England Affordable Homes Programme 2021 – 2026 Grant Agreement.	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Bhupinder Gakhal City Assets and Housing	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All Wards	
Accountable Director	John Roseblade, Interim Director of City Housing and Environment	
Originating service	Housing Development	
Accountable employee	Lee Wheeler	Consultant Housing Development Manager
	Tel	07771633161
	Email	Lee.wheeler@wolverhampton.gov.uk
Report to be/has been considered by	City Housing and Environmental Leadership Team	1 February 2022
	Cabinet Member Briefing	9 February 2022

Recommendations for decision:

The Cabinet is recommended to:

1. Approve the Council entering into the standard form Homes England Grant Agreement (local Authority) in relation to the Affordable Homes Programme 2021-2026 for Continuous Market Engagement.
2. Delegate authority to the Cabinet Member for City Assets and Housing in consultation with the Director of City Housing and Environment to approve any grant funding applications and claims made under the Affordable Homes Programme as part of the Continuous Market Engagement process.

1.0 Purpose

- 1.1 The report requests approval for the Council to enter into the standard form Homes England Grant Agreement (local Authority) in relation to the Affordable Homes Programme 2021-2026 for Continuous Market Engagement. The Grant Agreement is for the new Homes England 2021-2026 grant funding round superseding the Shared Ownership and Affordable Homes Programme 2016 -2021.
- 1.2 The delegated authority to the Cabinet Member for City Assets and Housing in consultation with the Director of City Housing and Environment to approve any grant funding applications and claims made to the Affordable Housing programme through the Continuous Market Engagement process. Supporting the continued delivery of affordable housing across the City of Wolverhampton.
- 1.3 To maintain the Council's Homes England Investment Partner status, enabling the Council continued access to grant funding for its affordable housing priorities in the city.

2.0 Background

- 2.1 The Council is an existing Investment partner working in partnership with Homes England providing high quality housing in the City. The Council has previously secured grant funding as part of the Shared Ownership and Affordable Homes Programme 2016-2021.
- 2.2 The Council has been successfully securing grant funding as part of the existing Continuous Market Engagement (CME) process, for its affordable housing delivery in the City.
- 2.3 The Government announced on 31 August 2021 a new larger, £11.5 billion Affordable Homes Programme 2021-26 (AHP), The new program includes funding for social rent, supported housing, and a renewed commitment to delivering homes using modern methods of construction (MMC). The Affordable Homes Programme plans to deliver 180,000 new homes including:
 - 50% of homes at a discounted rent, including affordable rent and social rent in areas of high affordability challenge.
 - 50% of affordable home ownership including a majority of shared ownership.
 - 10% of homes to provide supported housing.
 - 10% of homes in rural areas.
 - 25% of homes delivered through Strategic Partnerships using MMC.
- 2.4 The Council is required to enter into the new Affordable Homes Programme 2021-2026 Grant Agreement to maintain the Council's ability to submit funding applications and draw down funds supporting the delivery of affordable housing in the City.

3.0 Progress, options, discussion, etc.

3.1 Discussions have been ongoing with Homes England's Growth Team, identifying opportunities that will be submitted for funding as part of the Affordable Homes Programme 2021-2026 Continuous Market Engagement process. Several sites have been identified and funding applications are pending the completion of Affordable Housing Programme 2021-26 Grant Agreement.

4.0 Evaluation of alternative options

4.1 The Council is an Investment partner with Homes England, and thus eligible for funding through its funding programmes. The securing of funding through Homes England supports the Council's aspirations in meeting its Better Homes for All and More and Better Homes strategic objectives. Council's officers will continue to make applications for all Local and Central Government funding streams in support of its development strategic objectives.

5.0 Reasons for decision(s)

5.1 The Council is required to enter into the Affordable Homes Programme 2021-2026 Grant Agreement for its continued eligibility for grant funding. The securing of grant funding supports the Council's objectives within the Council's Plan, in delivering new affordable housing in the City.

6.0 Financial implications

6.1 Any successful funding claims will support the development of affordable housing in the city in line with the Housing Strategy and as approved in the Housing Revenue Account capital programme for new build development

6.2 The value of any grant funding allocated to the Council will be dependent on Homes England's approval process on a case-by-case basis.
[JM/26012021/D]

7.0 Legal implications

7.1 The Affordable Homes Programme 2021-2026 Grant Agreement is a non-negotiable standard form agreement, Legal advice has been taken and any comments have been noted and the legal implications remains the responsibility of the accountable officer(s).
[TC/25012022/C]

8.0 Equalities implications

8.1 Entering the Affordable Homes Programme 2021-2026 Grant Agreement will support the continued delivery of new affordable rented units to the Council's stock, providing additional housing opportunities managed through the choice-based lettings programme.

8.2 The Affordable Homes programme supports the delivery of shared ownership properties that are eligible for purchasers to purchase new properties in the City.

9.0 All other implications

9.1 Delivering new homes through the Affordable Housing Programme will deliver much needed affordable homes that will be built to a high standard in terms of thermal insulation and energy efficiency to meet the required building standards.

9.2 All new affordable housing supported by Affordable Housing Programme will supplement the existing housing stock and will be managed by Wolverhampton Homes.

9.3 The human resources implications will be managed within the Housing Services team.

9.4 The outbreak of Coronavirus (COVID-19) declared by the World Health Organisation as a 'Global Pandemic' on 11 March 2020 has impacted on global financial markets. The housing market may see an increase in demand for affordable housing and low-cost home ownership due to changes in resident's financial position as a result of COVID-19.

10.0 Schedule of background papers

10.1 [HRA Business Plan](#) Cabinet report – 19 January 2022

CITY OF WOLVERHAMPTON COUNCIL	Cabinet (Resources) Panel 23 February 2022
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Report title	Children's Residential Provision Review	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Beverley Momenabadi Children and Young People	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All Wards	
Accountable Director	Emma Bennett – Executive Director of Families	
Originating service	Children's Services	
Accountable employee	Alison Hinds Tel Email	Deputy Director Social Care 01903 553035 Alison.hinds@wolverhampton.gov.uk
Report to be/has been considered by	Directorate Leadership Team Strategic Executive Board Councillor Briefing Scrutiny Panel	11 January 2022 13 January 2022 18 January 2022 2 February 2022

Recommendations for decision:

The Cabinet (Resources) Panel is recommended to:

1. Approve the recommended option to progress the development of a full feasibility business case to create a new restorative practice, multi-agency Children's Home(s) within the city.
2. Approve the allocation of £35,000 from the Transformation reserve for further development of the project's overall business case to be presented to Cabinet (Resources) Panel in June 2022.

Recommendation for noting:

The Cabinet (Resources) Panel asked to note:

1. A strategic change in commissioning of spot purchasing local placements over out of city or national, in order to build successful stronger working relationships with our Wolverhampton providers and to ensure quality oversight improvements.

1.0 Purpose

- 1.1 This report presents a case for change in regards to the options to meet our statutory duties for sufficiency of residential provision and the wider needs of our children and young people in care. In summary, it is proposed to open an innovative restorative practice Children's Home within the city, whilst continuing to spot purchase placements, in order to address the needs of our most complex Children and Young People. It also explains why the change is required and how the proposal meets both our financial and strategic obligations in regards value for money and giving our children in care requiring residential provision the best start in life.
- 1.2 This paper, the "Home from Home" Children's Residential Commissioning Review (**Appendix 1**) and the Options Paper developed by the Children's Residential Provision Review Project (**Appendix 2**) sets out a case for change and why the preferred option has been recommended.

2.0 Background

- 2.1 A review of Residential Care in Wolverhampton, "A Home from Home", was produced and published in July 2021 by the Children's Commissioning Team and sought to take an overview of how City of Wolverhampton Council meets its statutory duty to ensure that there are sufficient places available where Children and Young People in Care (CYPiC) need residential placements.
- 2.2 This internal review was produced at a time of national concern from central government about the provision of residential care. The Children's Commissioner has expressed concern about the growth of private providers, which led to the children's social care review chair asking the Competition and Markets Authority to investigate the market for children in care placements. This led to an investigation of how a lack of availability and increasing costs could be leading to the needs of children in care not being met; does profit come at expense of quality in the children's social care market and what impact does this have on our ability to meet the needs of our Children and Young People in Care?
- 2.3 The report of the Children's Commissioner, '[Private provision in children's social care](#)', explores the growth of private companies providing placements in children's homes. It warns there is a clear lack of planning and oversight for the market, leading to an increasingly fragmented, uncoordinated and irrational market. Private provision accounts for 73% of the growth in the number of children in care between 2011 and 2019. The number of children in homes provided by the private sector has grown by 42% over this period whereas local authority provision has not kept pace and has shrunk in some areas. The Children's Commissioner argues that the responsibility for making the system work has fallen through the cracks: the growth in private provision may not have been a deliberate policy choice but it is a consequence of government inaction along with the options and funding available to local authorities.

2.4 The report finds that certain large providers are seeing a profit margin of around 17% on fees from local authorities, which can amount to over £200 million a year in total. It is felt that this diverts much needed resources from direct investment into preventing escalation with early intervention. It looks at how the companies providing these services are increasingly being owned by private equity firms and raises questions about the way some large private providers are financed, with high levels of debt that could potentially create instability in future. It also shows how opaque the system has become, with detailed and complex investigation needed to understand the ownership, accountability, profits, costs, and prices of different providers – and the situation changing rapidly.

2.5 A Children’s Residential Provision Review Project was established in November 2022, and the concept brief signed off by the Transforming Children’s Services Project Board. This Project group analysed the Commissioning Review and further data and financial analysis, and has met, produced and approved the Options Paper (**Appendix 2**)

A. The Children’s Residential Provision Review **Project aim:**

To offer suitable, sufficient, and sustainable children’s residential provision that:

- Meets demand
- Promotes the safety of children and young people
- Offers them the best quality support whilst in a placement and,
- Most importantly, puts children at the centre of its design and delivery.

B. The Children’s Residential Provision Review **Project deliverables:**

A new restorative practice, multi-agency Children’s Home(s) for children and young people with complex needs as part of the overall priorities set out in the Commissioning and Sufficiency Strategy.

3.0 The Case for Change and current market capacity and usage

3.1 For the past six years, Wolverhampton has gradually reduced the number of children in care, although 2017-2018 saw a slight increase before coming down again in March 2019. Table 1 highlights the numbers of CAYPIC at the end of each financial year and our current total as of September 2021.

3.2 Table 2 below shows a snapshot of the placement types at end of each financial year. There has been a year-on-year reduction in the use of external foster placements, however this has increased slightly recently. Again, this is linked to Unaccompanied Asylum Seeker Children (UASC) as external carers are often more experienced and a suitable cultural match to UASC than our internal carers. There has been a slight decrease in use of internal and connected carers which is not linked to the increase in external placements but linked to the reduction in children in care overall. Whilst placement with parents is 35, this will also impact on the reduction of children placed with internal and connected carers which combined is 279.

Table 1 – Starts and Ends Per Year

Financial Year	Starts	Ends	Net	CAYPIC as at 31 March
2015-2016	134	258	-124	654
2016-2017	176	191	-15	639
2017-2018	187	174	13	652
2018-2019	135	160	-26	627
2019-2020	129	167	-38	589
2020-2021	97	143	-46	543
2021-2022 (To end of Sep 21)	61	71	-10	533

Table 2 - Placement Types at end of each Financial Year

Placement Type	Mar 2017	Mar 2018	Mar 2019	Mar 2020	Mar 2021	Sep 2021
Adoption	24	27	27	15	23	27
Connected Carer	73	110	89	111	97	93
Agency (external) FC	247	207	197	149	128	133
LA (internal) FC	188	205	191	210	202	186
Residential Care (EPP and residential)	32	42	42	39	29	36
Placed with Parents	38	20	39	24	35	35
Semi Independent / Independent Living	19	20	28	26	18	15
Residential School	6	0	4	1	1	8
Anything else	12	21	10	14	10	0
TOTAL	639	652	627	589	543	533

- 3.3 Residential care, which is the focus of this project, has also seen an increase within the year linked to a change of care plan for a small cohort of young people where residential has been agreed as a more suitable placement option. We have also undertaken some work to analyse our placement planning and continue to review use of residential care within our Residential Panel moving young people back to family setting where appropriate.
- 3.4 As an authority, Wolverhampton have achieved and consistently maintained the majority of CYPiC placed with internal foster carers than external providers in the last three years. With careful planning of young people moving into residential with Head of Service oversight, and where appropriate close monitoring for a step down into foster care via both the External Placements Panel (EPP) and residential panels, Wolverhampton have been successful in reducing the number of children and young people placed into residential care in line with a clear sufficiency strategy. However, there remains a small cohort of children where there have been repeated fostering placement breakdowns and where the external residential market has been unable to meet their needs.
- 3.5 The 2021-2022 budget for Children's Services is £49.1 million of which the placement budget is £31.0 million including staffing and other associated costs.
- 3.6 Of this placement budget in 2021-2022 we had very high-cost expenditure for two children with complex needs. One child's care totalled £563,423 over the period, at a cost of £11,221 per week, and the other £498,792 at a cost of £9,709 per week. We can see that not meeting the needs of the projects target cohort is costing us in excess of £1 million annually.
- 3.7 Wolverhampton has access to a mixed economy of provision in procuring residential placements including the Regional Flexible Contracting Arrangement (FCA) through the West Midlands Placements Portal, other regional block contracts and spot purchase where necessary.
- 3.8 When looking at current open CYPiC the average age at the start of the placement is 7.8 for those not in a residential placement, compared to 13.9 for those in a residential. 62% of those not in residential are under the age of 10 at the start of the placement, when looking at those in residential this reduces to 12%. This indicates that CYPiC are much more likely to be placed in residential at an older age with those not in residential more evenly distributed across the age groups.
- 3.9 Therefore, having the option to place our most complex CYPiC within a residential placement at an earlier stage as part of an evidenced decision would be helpful for placement stability and reduction in placement breakdown for a small cohort of children and young people. However, our strategic approach would always be to maintain family placements where possible.

- 3.10 **Local Placements and Providers of choice as a strategic commissioning change**
- 3.11 Spot purchase of placements will always be a last resort in terms of commissioning decisions, however, use of this option will remain a requirement in certain circumstances and to ensure we meet our statutory duties and sufficiency needs.
- 3.12 When a decision to spot purchase is taken, we see that local placements and providers will be the first choice. This ensures we meet several strategic priorities, including that of the 'Wolverhampton Pound' by spending our money locally with in city providers and employers.
- 3.13 Importantly, Commissioners will have the ability to build meaningful working relationships with Wolverhampton providers which foster collaborative and responsive approaches to best meet the needs of our Children and Young People. New contract management approaches of "A Shared Responsibility of Success" were introduced in 2020 as part of the Children's Sufficiency and Commissioning Strategy. This approach brokers open and supportive dialogue with a provider and Local Authority service teams, beyond the old Contract Holder vs Contractor relationship. Having local Wolverhampton providers, with an understanding and interest in the city allows this approach to be introduced more effectively.
- 3.14 Quality assurance of local provision is more practical and embeds a collaborative approach. With local provider relationships, quality assurance functions can be both desk based as well as on site visits. The improvements in quality standards by moving from national or regional providers to local has been demonstrated within other commissioned contracts and is an approach we have sought to increase as part of market engagement practices.
- 3.15 **Summary of the current market and case for change;**
- A. The vast majority of residential placement sufficiency can be met through framework and spot purchasing arrangements. Access to Framework and Spot Purchase arrangements needs to be continued, but the provider market developed beyond the reliance on large national provision.
 - B. Placement stability in both Fostering and Residential placements has improved and is being sustained. However, having the option to place our most complex CYPiC within a residential placement at an earlier age as part of an evidenced decision would be helpful for placement stability and reduction in placement breakdown.
 - C. The age range for children in Residential is higher than for those not in residential provision. Combined with the higher placement breakdowns and missing episodes, it would suggest that justified and evidenced residential placements as an option to step down from, rather than to utilise as a last resort to step up to would see better outcomes for our CYPiC.

- D. Missing episodes reduce where a clear residential placement decision has been made and is an available placement option, rather than one of last resort.
- E. There would be clear savings made on placement costs by making a residential placement decision earlier, as opposed to attempting repeated fostering placements. This needs to be quantified as part of the overall business case against costs of establishing a new restorative practice, multi-agency Children's Home within the city. However, it is clearly in the best interests of some of the children and young people we place.
- F. Requirements for residential provision is expected to reduce between 2022 and 2025, however, there remains a residential requirement for a small cohort of children with complex needs and this needs to be made available as a placement choice as early as possible. Particularly to reduce our reliance on high cost out of city private provision for this small number of CYPiC.

4.0 Needs Analysis

4.1 The needs analysis is available in the Children's Commissioners "Home from Home" Residential Review produced in July 2021. **(Appendix 1)**. This needs analysis clearly establishes the requirement to better meet the needs of;

A. Children in Care with Complex Needs

- this will be the main cohort of children in residential care
- the majority of these children will be open to the Disabled Children and Young People Team
- the majority of these residential placements would be funded through the External Placements Panel
- the needs of this cohort are not currently being met and we require a new smaller in-city residential home for children with the most complex needs.

B. Children in Care with Complex Needs but not Health Needs

- the number of children in this cohort would remain small and,
- they will require full time care in residential placements
- the needs of this cohort are not currently being met and we require a new smaller in-city residential home for children with the most complex needs.

5.0 Feasibility

5.1 A full feasibility Business Case will need to be developed, and this paper requests funding of £35,000 from the transformation reserve to be able to achieve this. This will be developed between February 2022 and May 2022, reporting to Cabinet in June 2022.

6.0 Implementation

6.1 Following submission of a full business case in June 2022, the implementation period would be planned from July 2022 with expected completion in June 2023.

7.0 Evaluation of alternative options

7.1 **Appendix 2** details the five options considered and rationale for the recommended option as part of a full Options Paper. The Children's Residential Provision Review project group analysed and gave collective analysis on all options.

8.0 Recommended Option

8.1 Option 5 - To continue using spot purchase and Framework placements, alongside the establishment of a new restorative practice, multi-agency children's home within the city. The proposal, whilst not at full business case stage, is for two properties to accommodate up to two Children with Complex Needs each and the additional supporting services and staff required to meet their needs.

8.2 It is now unusual for residential children's homes nationally and locally to be more than two bedded homes for young people's compatibility of needs to be managed safely with the right staffing ratio. The proposal is to explore the development of two residential children's homes that would cater for no more than two children each.

8.3 Given the reducing demand for residential placements and increase in usage of internal fostering, we would not wish to commit to larger properties that can cater for more than two young people. Having two properties that can cater for two young people each, will allow placement teams to better manage risks around voids.

8.4 We do, however, require properties that can cater for two young people (as opposed to a 1) in order to provide a family environment. There will also need to be space for 24 hour onsite support staff. Two properties, that can house two young people each, will ensure a focus on an individual child's needs without further influences within their living space. There is clear rationale and evidence of successful current delivery practice within Children's homes of this size.

8.5 The new restorative practice children's home would differ from previous internally run services through its statement of purpose to meet the needs of our most complex cases, and the staffing ratios to achieve this

8.6 The location of the new restorative practice children's home should be conducive to working with highly complex and vulnerable young people. Previous homes were purpose built as an assessment centre and did not have a homely feel. As previous homes were located close to the city centre, close to a main road and in an area where there are issues that could place young people at increased risk of gangs and exploitation, this will be avoided with the development of this project with location a key output.

8.7 The home will provide specialist support to young people who have experienced a significant amount of trauma. The focus of the home will be on trauma recovery with a view to supporting young people to improve their emotional regulation. As such, residential staff will need to be highly skilled and trained in trauma informed interventions.

Input from colleagues in Health will be crucial in meeting the needs of this vulnerable and complex cohort

- 8.8 To continue spot purchase arrangements, but with a strategic change to local providers of choice. Commissioners will have the ability to build meaningful working relationships with Wolverhampton providers, that foster collaborative and responsive approaches to best meet the needs of our Children and Young People. New contract management approaches of “A Shared Responsibility of Success” were introduced in 2020 as part of the Children’s Sufficiency and Commissioning Strategy. This approach brokers open and supportive dialogue with a provider and Local Authority service teams, beyond the old Contract Holder vs Contractor relationship. Having local Wolverhampton providers, with an understanding and interest in the city allows this approach to be introduced more effectively.

Reasons for decision(s)

- 8.9 **Appendix 2** details the five options considered and rationale for the recommended option as part of a full Options Paper. The Children’s Residential Provision Review project group analysed and gave collective analysis on all options.

9.0 Timeline for Change

- 9.1 Needs Analysis (April 2021 – July 2021) COMPLETED
- 9.2 Feasibility (November 2021 – June 2022) Subject to Cabinet Resources Panel Approval
- 9.3 Implementation (July 2022 – June 2023) Subject to Cabinet Resources Panel Approval

10.0 Financial implications

- 10.1 This report requests approval to use £35,000 from the transformation reserve to fund the development of the business case as per the recommended option.
- 10.2 The development of a Children’s residential provision will in all likelihood have capital and revenue financial implications, and these will be detailed in further reports once the business case is completed.
[JB/07012021/E]

11.0 Legal implications

- 11.1 Legislation is clear that the local authority needs to act in a manner that promotes the safety and wellbeing of children it looks after. This option will allow the local authority to explore whether the proposal can meet the needs of our most complex, vulnerable children in care and achieve the most optimal outcomes and opportunities for them.
[SB/06012022/E]

12.0 Equalities implications

- 12.1 When the regional residential provision framework was developed, an initial Equality Analysis was undertaken. There were no specific equalities issues that arose from this. The framework is to enable additional, more specialised support for vulnerable children and young people who require residential care.
- 12.2 At this time, it is not considered that the options paper requires further equalities analysis. However, as part of the commitment in Children's Services to developing work around equalities, there will be regular analysis of the young people accessing residential support in order to identify protective characteristics and any areas disproportionality.
- 12.3 Whilst the numbers to be supported by the recommended option are relatively small and therefore not representative of the wider community, it is important to understand the characteristics of those being supported to help shape the provision and ensure it is accessible to all.
- 12.4 A full equalities impact assessment will be undertaken as part of the full business case to be presented to Cabinet (Resources) Panel in June 2022.

13.0 All other implications

- 13.1 Human Resources will ensure that all Council policies and procedures are followed in the development of the new roles required to deliver the proposed option. Particular in relation to recruitment of a new skilled workforce with terms and conditions that meet the Single Status agreement and OFSTED requirements.

Human Resources will keep the Trade Unions informed throughout the process.

- 13.2 As outlined in item 8.0 - Recommended Option 5 of the report, Children's Services will need to work with the Assets and Estates Team in identifying the two properties to fulfil the service area needs and be fit for purpose. Any suitable Council owned assets will initially be explored to meet with the provisions specified within the proposal.
- 13.3 Where no assets within Council ownership can be identified, a review will be undertaken to acquire the properties externally either by freehold or leasehold which will feed into the full feasibility Business Case for Cabinet approval in June 2022.

14.0 Schedule of background papers

- 14.1 None

15.0 Appendices

- 15.1 Appendix 1: "A Home from Home" Children's Commissioning Residential Review
- 15.2 Appendix 2: Children's Residential Provision Review Project Options Paper
- 15.3 Appendix 3: New Concept form - Children's Residential Provision Review Project



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Children and Young
People's Services

Home from home –

A review of
residential care
placements
Wolverhampton

July 2021

Children on the Edge of Care,
Children and Young People in
Care, Care Leavers and
aspects of Children and Young
People with Special
Educational Needs

Produced by: CYP
Commissioning Team in
conjunction with the Children's
Services Leadership Team

Executive summary

The review of Residential Care in Wolverhampton has been drafted by the Children's Commissioning Team and has sought to take an overview of how City of Wolverhampton Council (CoWC) meets its statutory duty to ensure that there are sufficient places available where Children and Young People in Care (CAYPiC) need residential placements.

For the purposes of the review, we have defined residential placements as those in children's homes regulated through the Ofsted inspection framework.

The review comes at a time of national concern from central government about the provision of residential care. The Children's Commissioner has expressed concern about the growth of private providers, which led to the children's social care review chair asking the Competition and Markets Authority to investigate market for children in care placements. This led to an investigation of how a lack of availability and increasing costs could be leading to the needs of children in care not being met; does profit come at expense of quality in the children's social care market and what impact does this have on our ability to meet the needs of our Children and Young People in Care?

The Local Government Association, in its report on children's homes (January 2021) has examined barriers to entry and the impact of private equity investment on the sector, concluding that both central and local government has a role to play in restructuring the sector in alliance with the providers. The chair of the Association of Directors of Children's Services standards, performance and inspection policy committee,

recognises that it is difficult to reconcile significant profits in the sector as the impact of a decade of austerity continues to bite in local government alongside the impact of the pandemic.

Regionally we are looking at how effective our Flexible Contracting Arrangement is in procuring the residential placements we need, and the landscape will change in the next few years through the introduction of creative and innovative solutions.

In the meantime, the findings of the review propose a twin track approach to residential placements of

- continuing to support our focus on prevention and early intervention through a mixed economy of provision, and
- being at the forefront in the development of the sector where Wolverhampton Children and Young People in Care need residential placements

Our recommendations are

- young people at the centre
- more robust contract monitoring, including high cost placements and quality assurance visits
- continue with mixed economy of provision but with focus on smaller, local units with stable, competent, well trained and supported staff who focus on meeting the individual needs of our Children and Young People
- review transitions adulthood plans and ensure actions are in place
- improve communications with providers through more provider events
- work with regional colleagues to rebalance the market

1. Introduction

This review will look at how City of Wolverhampton Council meets its legal duty to ensure sufficiency of provision for Children and Young People in Care with assessed needs for residential placements. We define residential placements as children's homes regulated through the Ofsted inspection framework.

In Wolverhampton we have seen a year on year decrease the number of our children and young people going into residential care however it is not unusual for us to have difficulty in locating a suitable care home placement. This is a national issue and in November 2020 the Children's Commissioner called for a more proactive approach from central government and local government to address a shortage of provision in this sector and rebalance the market.

2. Vision

Our vision for the sector is to ensure there are sufficient places of suitable quality available where Children and Young People in Care need to be placed in regulated children's homes.

3. Background and context

The state of the market

The report of the Children's Commissioner, '[Private provision in children's social care](#)', explores the growth of private

companies providing placements in children's homes. It warns there is a clear lack of planning and oversight for the market, leading to an increasingly fragmented, uncoordinated and irrational market. Private provision accounts for 73% of the growth in the number of children in care between 2011 and 2019. The number of children in homes provided by the private sector has grown by 42% over this period whereas local authority provision has not kept pace and has shrunk in some areas. The Children's Commissioner argues that the responsibility for making the system work has fallen through the cracks: the growth in private provision may not have been a deliberate policy choice but it is a consequence of government inaction along with the options and funding available to local authorities.

The report finds that certain large providers are seeing a profit margin of around 17% on fees from local authorities, which can amount to over £200 million a year in total. It is felt that this diverts much needed resources from direct investment into preventing escalation with early intervention. It looks at how the companies providing these services are increasingly being owned by private equity firms and raises questions about the way some large private providers are financed, with high levels of debt that could potentially create instability in future. It also shows how opaque the system has become, with detailed and complex investigation needed to understand the ownership, accountability, profits, costs, and prices of different providers – and the situation changing rapidly.

The LGA report '[Children's Homes Research](#)' (January 2021) examined the main barriers to entry into the market; stigma, perceived poor return on investment, need for upfront investment of time and capital without guarantee of positive

outcome, ability to meet complexity of need within regulatory requirements, lack of coordinated and strategic commissioning - local and short-term arrangements mean that long term needs are unmet. Examples of innovative models of funding and delivering residential children's care services were cited including:

- leveraging capital from trusts and foundations to invest in properties to convert into residential care homes
- establishing Community Interest Companies with social investment to set up residential care homes, part-owned by staff
- joint venture partnerships where local authority partnerships with providers enable them to recoup expenditure on placement fees
- investing in residential care staff (both financially and in their professional development) to promote retention and better care
- creating multi-disciplinary services which provide hubs for social care, health, youth justice and education practitioners to work collaboratively in providing intensive preventative support

The strength of the West Midlands regional collaboration was given as an example of good practice, and this can be built on through the work of West Midlands Strategic Commissioning Network (SCN) and Operational Commissioning and Contracting Group (OCCG).

4. What the data tells us

How placements are procured in Wolverhampton

Wolverhampton has access to a mixed economy of provision in procuring residential placements including internal provision, the Regional Flexible Contracting Arrangement (FCA) through the West Midlands Placements Portal, block contracts and spot purchase where necessary.

The City of Wolverhampton, like many major cities nationwide, still has many children in need or who require protection. However, the number and rate of children in care (the most intensive level in intervention) are relatively stable after several years of rapid increases and the national rank of children in care has decreased after being second highest at one point. In August 2020, there were 582 children in care. In April 2021, there were 545 children in care.

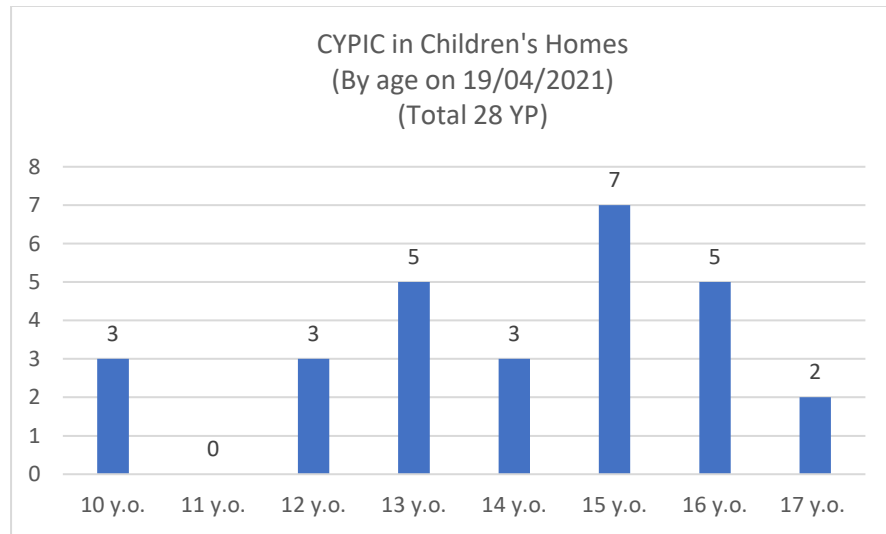
A recent data exercise, carried out as part of the review of the effectiveness of the FCA, showed that the largest percentage of placements purchased are framework (52%) with 41% spot, 3% block and 4% internal.

The data collected suggests that the big providers see no disadvantage in not being part of the FCA. This taken with the fact that 39% of providers reported that they only use the West Midlands Placements Portal to offer placements with 10% completely off portal, leaving just over 50% accessing the portal occasionally to make offers suggest that we be looking for a different approach to procuring residential placements. This is in contrast with the anecdotal evidence that around 85% of fostering placements are framework based through the portal. This raises the question as to

whether the presence of a large internal market within fostering is significant in terms of sufficiency.

Current Residential Placements

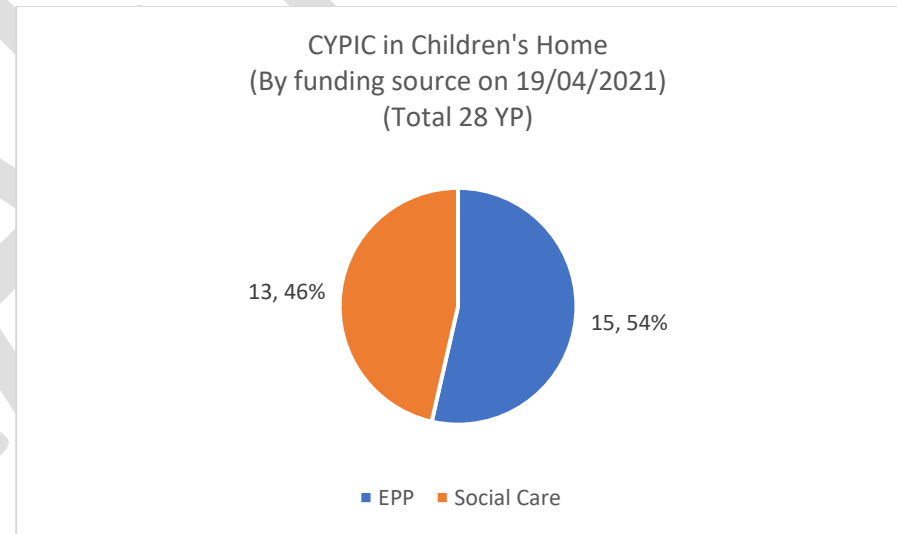
In April 2021, 28 children in care were placed in regulated children’s homes with three in K2I, 1 in Wolverhampton, 22 out of city and 2 in Scotland. These children age from 10 to 17.



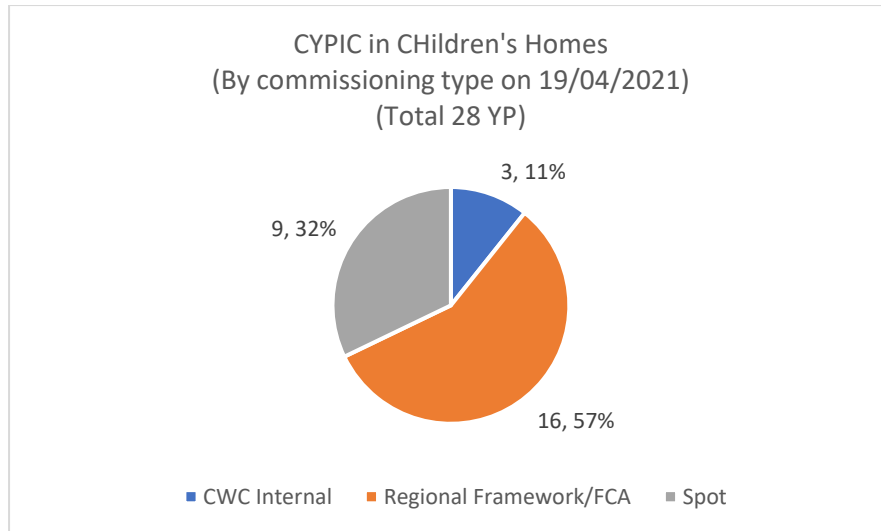
External residential placements are sometimes necessary where the holistic (social, educational and health) needs of a child/young person require specialist support and provision that is not available within Wolverhampton. These are children/young people who may present with the most complex of health, educational and social care needs and

where all local service provision to meet these needs has been exhausted.

The External Placements Panel (EPP) manages a shared funding arrangement between CWC & the Clinical Commissioning Group to fund placements for a small number of children and young people up to the age of 18 who have combined specialised and/ or social care and health needs that cannot be met within internal resources. 54% of residential placements in April 2021 are funded by the EPP.



57% of residential placements in April 2021 are placed with providers under the regional framework or flexible contracting agreement.



Local Trends

Projected demands on Children and Young People in Care (CYPiC) placements

Children's Services have focussed on reducing the number of children in care since 2014. The launch of Children's MASH in 2014 has been instrumental to this objective. At one point, Wolverhampton's rate of children in care was the second highest in England with over 800 children in care. In August 2020, 585 children are currently in the care of City of Wolverhampton Council.

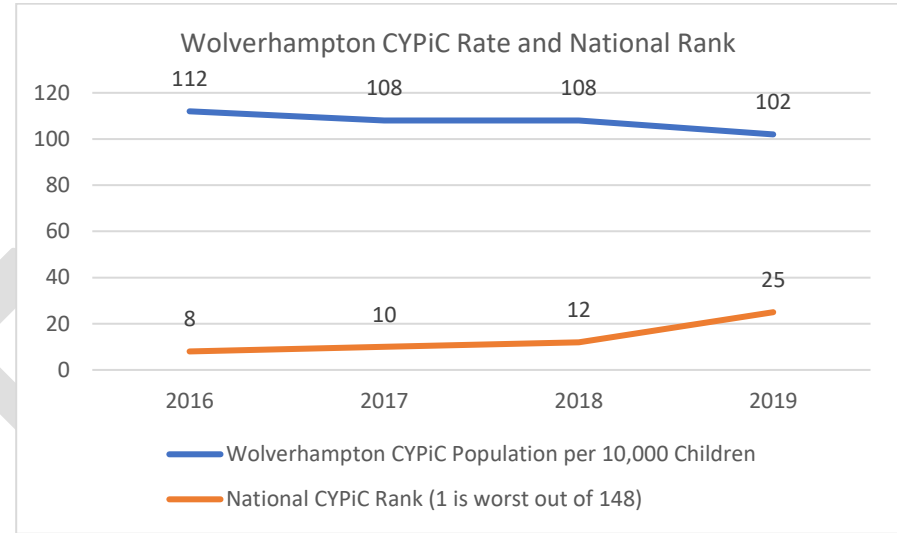
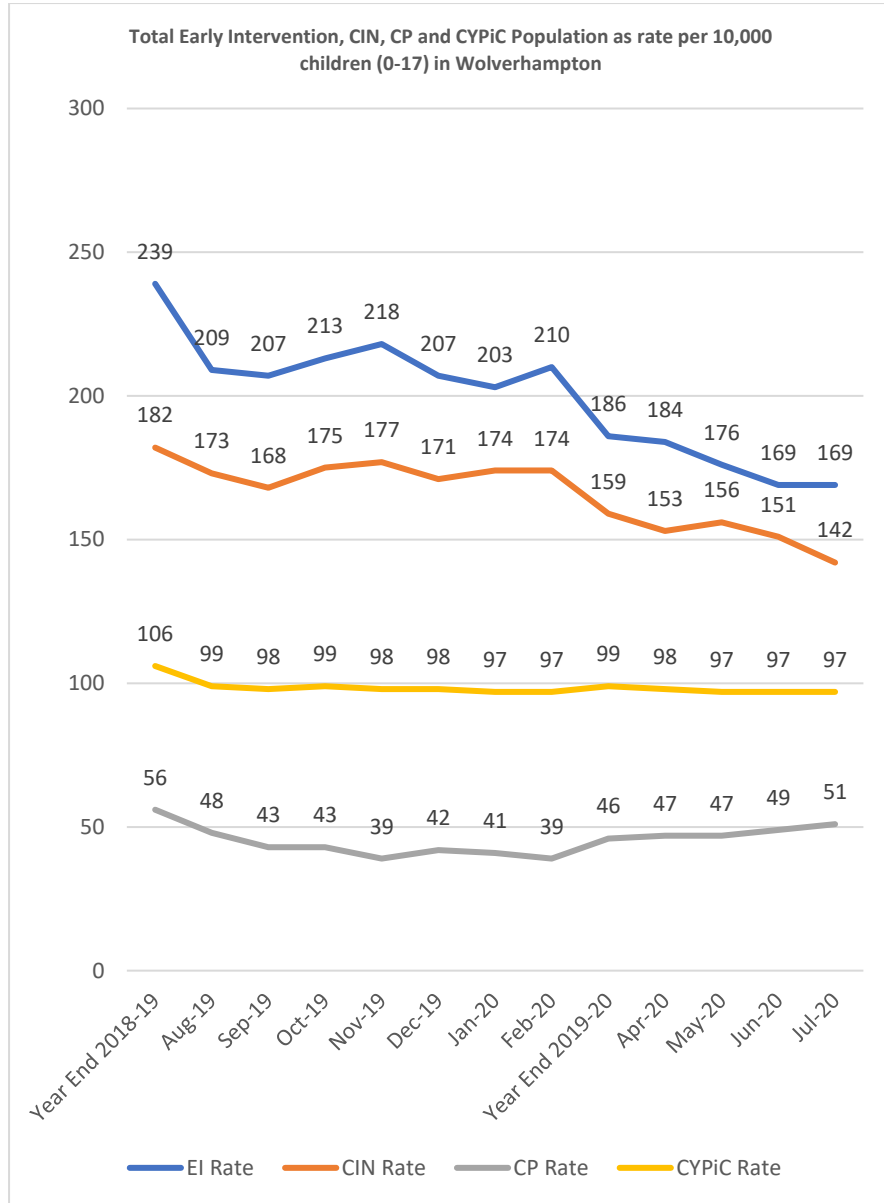
The number of children in care is expected to be more in proportion to the England average by 2023. However, the Covid-19 pandemic started in 2020 inevitably would have some unforeseeable impact on vulnerable children and their families, such as unemployment, school attendance, housing, etc.

During 2020 to 2023, sufficiency will be required to provide suitable placements for children in care in the right place at the right time. The Council will continue to increase internal fostering capacity to ensure majority of children in foster care will be placed with internal foster carers. Generally, dependency on the external market of fostering, children's home and supported accommodation would continue to reduce.

National trends

The Children's Homes Research (Jan 2021) LGA noted

- Increases of the number of children in care by 15% between 2015-2020
- Increases in the proportion of residential care provision provided by a relatively small cohort of private providers
- 60% of children in residential care were living outside of their 'home' local authority
- Out of area placements create barriers to the maintenance of relationships between a child in care and their family and friendship groups
- Concerns raised by local authority members around their level of control in meeting sufficiency duties



Plans to reduce dependency on external care providers include:

Residential homes

- The Council expects the number of children’s home placements to reduce in the next 3 years when some of the young people turn 18
- City of Wolverhampton Council will continue to be part to the West Midlands Regional Framework Contract and collaborate with the Regional Commissioning Hub
- Step Down projects such as The Big Fostering Partnership will ensure children whose care plan is fostering will step down from residential to fostering

Sufficiency for 2021 to 2024

Whilst the dependency on placing children in care with external providers is expected to reduce, placement sufficiency for the following cohorts of children must be considered in the Council's Sufficiency and Commissioning Strategy 2021-2024

Children in Care with Complex Needs

- this will be the main cohort of children in residential care
- the majority of these children will be open to the Disabled Children and Young People Team
- the majority of these residential placements would be funded through the External Placements Panel

Children in Care with Complex Needs but not Health Needs

- the number of children in this cohort would remain small and,
- they will require full time care in residential placements
- The needs of this cohort are not currently being met and we require a new smaller in-city residential home for children with the most complex needs.

Unaccompanied Asylum-Seeking Children (UASC)

City of Wolverhampton Council will continue to work with The Royal School Wolverhampton when the Council receives any new allocation. The working relationship between the Council and the school has been very positive.

The impact of COVID-19 on Children and Young People in Care

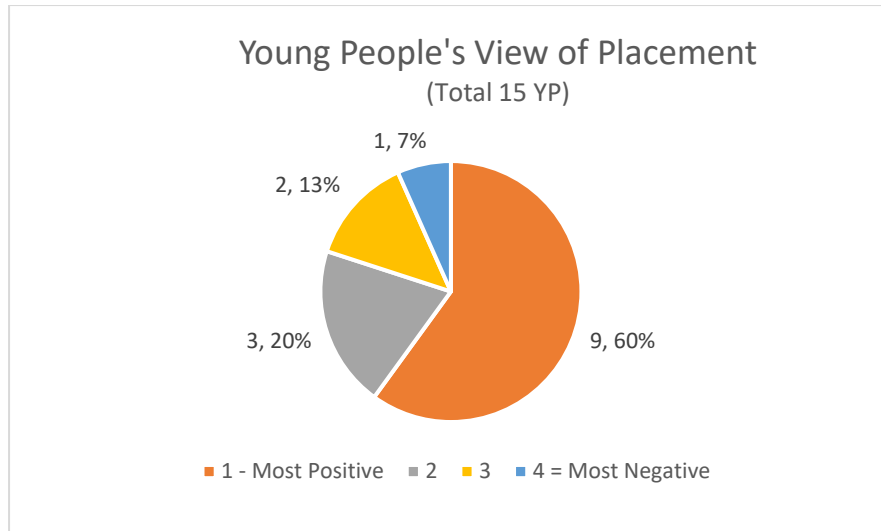
In considering the impact of Covid-19 on families in Wolverhampton who are affected by the trio of vulnerabilities; alcohol/substance abuse, domestic abuse and mental health problems. This trio of vulnerabilities have been evidenced to put children at notably greater risk of immediate harm as well as having a detrimental impact on their later life outcomes. See appendix 1 for more information on the local area profile of child vulnerability.

With the Covid-19 Crisis Scenario targets for children leaving care in consideration, the CYPiC numbers within the above projections would increase. At the end of 2020/21, the projected figure will be 629, which would be an increase of 43 during 2020/21.

5. What our stakeholders told us

What our young people told us

Fifteen young people have shared their experience about living in an Ofsted registered children's home. Nine (60%) young people feel very positive about their placements. One (7%) young person does not like the location of their placement as it is away from their birth family.



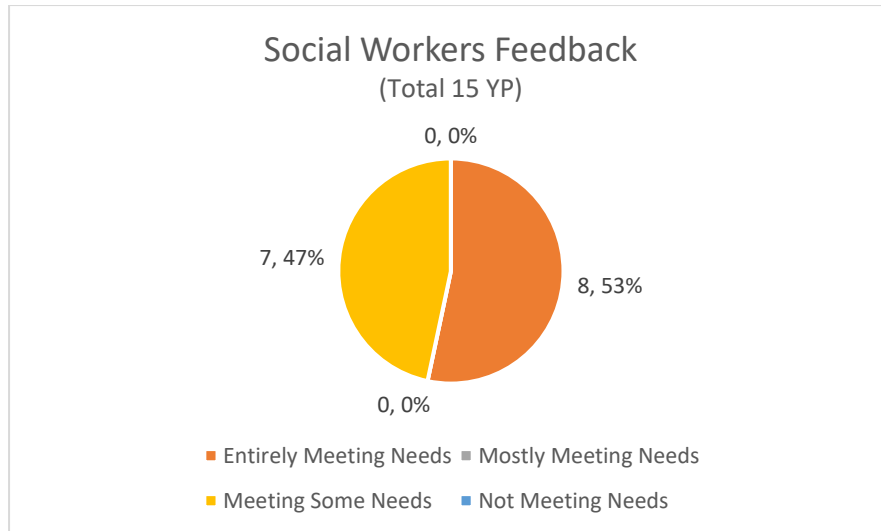
Some of young people's comments are: -

- "I'm happy and settled in the placement. I enjoy the activities within the placement. I like the staff and has a good relationship with them."
- "I don't like being placed away from my family."
- "I enjoy living at my current placement, as I get to do what I enjoy the most. My school and the home are all close together I feel happy and safe all the time."
- "I told my IRO that I did not want to stay in Wales and felt I had been lied to and tricked into going to Wales. I believed it would only be for 2 weeks."
- "I've developed a good relationship with the staff support given to prepare for independence."

- "I don't mind the residential home (K2I) and enjoy talking to staff. However, I cannot wait to have my own flat and my own independence."
- "I did not enjoy my experience of staying at my placement. I felt that the staff did not stop me from self-harming. The staff would watch me break a cup and go to my room and they knew I was going to cut myself they did not intervene at all. Afterwards they would clean up my wounds. When it came to the staff I really liked, the company got rid of them. The staff I really liked were amazing. Certain staff were very supportive and really listened, they cared, which was nice."
- "I have made many good friends at the Royal school and I feel safe and happy in my environment. I miss my family but want to remain at the Royal school."

What our social workers told us

Social workers of fifteen young people have told commissioners whether their placements meet their needs and support them to achieve positive outcomes.



What our Personalised Support Team (PST) colleagues told us

Key themes are

- *Complex cases*
- *Emergencies/same day placements*
- *Process for placements*
- *Timeframes*

Complex cases

- require high quality, detailed, up to date placement requests (PIR)
- there is a shortage of placements for Disabled Children and Young People
- it is important to include any diagnosis that is in place in the PIR

- need more bespoke packages of care for complex cases

Emergencies/same day placements

Placements for Upper Pendeford Farm (UPF) and Key 2 Inspiration (K2I) don't go through PST so we struggle with placing there especially when we have a request for emergency placements e.g. on Friday afternoons. Feel that K2I could be used for bridging placements where there are vacancies.

Process for placements

- We would like to do strengthen the understanding of the placement process from Placement Information Record (PIR) to completed Individual Placement Agreement (IPA).
- The IPA forms part of the contract so it is essential to be completed especially with a non-framework provider
- Some of the big providers aren't on the portal or don't use it at all
- Only head of service can authorise initial costings or increase in costings, we often have providers saying that a SW colleague has agreed additional staffing/increase in fees

Timeframes

Once we have received the request, we need regular updates if plans change for the CYP as we often continue to search for one kind of placement when another is needed.

If you could change one thing?

- Timeliness of communications – lack of communication can lead to placement breakdown which in turn leads an emergency request
- Clarification of roles and responsibilities between us, the provider and social work colleagues – we aren't trained in social work practice, we can't do the social work function or case management
- Improvements to the Placements Portal
 - the referrals close down when one person from the providers have read it even if they are not the right person
 - information needs to be kept up to date, in particular warnings and email addresses

What about Scottish placements? Are there things that impact improved outcomes?

- The regulator is more supportive, there appears to be more interaction, communication and discretion within the inspection system
- The inspection framework requires staff to have qualifications to be paid the qualified rate, whereas in England they can be 'working towards' a qualification for up to two years and this can be avoided by staff moving to another provider and trigger the two years again therefore not ever getting qualified

What our Independent Reviewing Officers and LADO told us

Wolverhampton is on an upward trajectory of continuous improvement; all staff care about improving the lives of the children and young people in care.

Key issues

- We need to prioritise personalised matching, although we recognise that there is a shortage of residential provision
- We need to take into account how it makes a young person feel when there is only one offer for them
- We need to recognise that settings are the young person's home and behave accordingly in terms of language that respects the YP's experience and their routines (e.g. reuniting the YP who has moved on with all of their belongings quickly – carefully collect their belongings)
- Residential care has the reputation of being the option for care when all other options have been exhausted – the 'end of the line' to some extent
- What we look for is placements that are homes with
 - Competent, stable, well trained and supported staff teams
 - Small units to allow for personalisation
 - Focus on meeting the individual needs of the child or young person
 - Open communication and visiting arrangements

- Nurturing environments where young people are given choices and can take pride in their surroundings
- The voice of the child needs to be heard
- There is often a big difference in quality and care between the 'big' companies and small one, for many of the larger providers there is focus on the profit margin and charging for additional elements
- The quality of staff in homes is not just about their qualifications but their understanding of and empathy with the individual and cultural needs. There needs to be a regular review of any barriers present to delivering this kind of service
- We recognise that not all children are suited to foster care, they don't want a replacement set of parents and need a place to stay that is as close a match for their cultural and physical needs as possible (food, self-care, religious observance). It should not be a novelty to have a 'cultural meal'
- We would like to see more robust monitoring of contracts; if there is a therapeutic element or other additional element, is it making a difference - but give it time to work. Are the additional elements actually in place
- We recognise that the further away from home the more at risk they are of running and every day that a child spends outside their home is a day when they are cut off from their home networks which can make it more difficult to achieve a swift return
- There are some providers who are more collaborative than others on getting it right for the individual child and we would like to see these practices more widespread
- Young people need to understand why they are being treated differently from other young people in the same setting (e.g. curfew)
- Some of the settings we have visited are obviously in a poor state of care (cleanliness and repair), this needs to be addressed where it is seen, who is responsible for checking this?
- We have noticed that some providers are resistant to step down and this is sometimes due to the fact that they will lose money. There appear to be elements of collusion to maintain an unsuitable placement
- Other councils respond differently to issues of quality where there are children from more than one area in a setting and this can be challenging for us to reconcile
- We would like to see more emphasis on transition to adulthood from age 16 for the older teenagers; independent living skills and preparation for adulthood

What providers say

An informal exercise to look at how providers determine which authorities they respond to and the key influencing factors are;

- the speed that the payments are made
- speed of decision making on placements
- quality and accuracy of referrals
- support they get from placing authorities, responsiveness of social workers when issues are raised

6. Commissioning recommendations

The review has highlighted a number of areas for further work to support our continuing improvement:

- A new restorative practice, multi agency Children's Home within the City but outside the City Centre to meet the first sufficiency priority of Complex Needs (without Health needs)
- young people at the centre
- more robust contract monitoring, including high cost placements and quality assurance visits
- continue with mixed economy of provision but with focus on smaller, local units with stable, competent, well trained and supported staff who focus on meeting the individual needs of our Children and Young People
- review transitions adulthood plans and ensure actions are in place
- improve communications with providers through more provider events
- work with regional colleagues to rebalance the market

7. Next steps

Where CoWC chooses to deliver services 'in-house' it will use contract management mechanisms with internal services to ensure their performance is aligned to the expectations and standards of the external market and regulatory bodies.

CoWC will seek to manage both internal and external services through the lenses of:

1. Risk
2. Relationships

Service Risks

The safety of our children and young people is of paramount importance to CoWC but the approach will endeavour to be proportionate, pragmatic and provide opportunities for learning and continuous improvement on both the part of the service/provider and the Council.

The following areas of risk will be considered:

- Safety of our children and young people
- Compliance/Regulation – contract, Ofsted etc.
- Service/Market failure
- Financial

The Council will have clear measures in place to flag all risks so that immediate action can be taken to address these with the service/provider.

Relationships

Although managing risks around service provision is critical to the safety and quality of life for our children and young people, the relationship between the council and the service/provider is essential to achieving this.

CoWC will work in partnership with internal services and external providers where there is a contractual relationship between them and the Council.

CoWC will facilitate quarterly forums with our services/providers to maintain partnerships, understand the

challenges within the sector, and ensure quality of provision by continuously developing services that meet the needs of our children and young people.

The Council will value and respect the input of providers, seeing them as professionals who are delivering the service on behalf of CoWC. As such will seek their input and expertise as part of a multi-disciplinary approach.

Appendix 1 Further data

According to the latest local area profiles of child vulnerability from the UK Children's Commissioner Office, the City of Wolverhampton Council's profile is detailed below:

- The projected percentage of children in households where an adult has an alcohol or drug dependency is 4.48% and the projected number of 0–17-year-olds affected is 2,750
- The projected percentage of children in households where an adult experienced domestic abuse in last year is 5.88% and the projected number of 0–17-year-olds affected is 3,600
- The projected percentage of children in households where an adult has severe mental ill-health symptoms is 13.8% and the projected number of 0-17-year-olds affected is 8,450
- The projected percentage of children in households where an adult has any of the above risks is 18.66% and the projected number of 0-17-year-olds affected is 11,430

- The projected percentage of children in households where an adult has two or more of the above risks is 4.69% and the projected number of 0-17-year-olds affected is 2,870
- The projected percentage of children in households where an adult has all three of the above risks is 1.18% and the projected number of 0-17-year-olds affected is 730

**Children’s Residential Provision
Options Paper**

Document Controls

Version Control

Version	Version Date	Author	Reason for Change
0.1	14/12/2021	Steve Larking	First draft
0.2	30/12/2021	Steve Larking	Options appraisal feedback update
0.3	03/01/2022	Steve Larking	Data and Case for Change edits
0.4	05/01/2022	Steve Larking	Project Group feedback and edits
0.5	06/01/2022	Steve Larking	Steering Group feedback and edits
0.6	07/01/2022	Steve Larking	High cost case finances update
1.1	08/02/2022	Steve Larking	Post Scrutiny comments

Quality Reviews

Version	Review Date	Reviewed By	Role	Reviewers Comments
0.4	05/01/2022	Steve Larking	Commissioner	Project Group feedback & edits
0.5	06/01/2022	Steve Larking	Commissioner	Steering Group feedback & edits

Approvals

Version	Name	Role	Date of Issue
V1.0	Children’s Leadership Team		11/01/2022
V1.0	SEB		13/01/2022
V1.0	Cabinet Member’s Briefing		18/01/2022
V1.0	Pre-Scrutiny	For Information	03/02/2022
V2.0	Cabinet Resources Panel		23/02/2022

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1. Description of the Project

Following a Needs Analysis (Appendix 1) *“Home from Home” Children’s Commissioning Residential Review* which identified the need for a new approach to meeting the Sufficiency requirements of Children and Young People in Care (CYPiC) with Complex Needs and Complex Needs with Health Needs requiring Residential Provision, this project is to assess the best option to achieve this.

2. Purpose of the Project

A review of Residential Care in Wolverhampton, *“A Home from Home”*, was produced and published in July 2021 by the Children’s Commissioning Team and sought to take an overview of how City of Wolverhampton Council meets its statutory duty to ensure that there are sufficient places available where Children and Young People in Care need residential placements. This Residential Provision Review Project was established to identify the best option to meet the review findings.

2.1 Background and problem / opportunity to be addressed

For the past 6 years, Wolverhampton has gradually reduced the number of children in care, although 2017-2018 saw a slight increase before coming down again in March 2019. Table 1 highlights the numbers of CAYPiC at the end of each financial year and our current total as of September 2021.

Table 1 – Starts and Ends Per Year

Financial Year	Starts	Ends	Net	CAYPiC as at 31 March
2015-2016	134	258	-124	654
2016-2017	176	191	-15	639
2017-2018	187	174	13	652
2018-2019	135	160	-26	627
2019-2020	129	167	-38	589
2020-2021	97	143	-46	543
2021-2022 (To end of Sep 21)	61	71	-10	533

Table 2 below shows a snapshot of the placement types at end of each financial year. There has been a year-on-year reduction in the use of external foster placements, however this has increased slightly recently. Again, this is linked to Unaccompanied Asylum-Seeking Children (UASC) as external carers are often more experienced and a suitable cultural match to UASC than our internal carers. There has been a slight decrease in use of internal and connected carers which is not linked to the increase in external placements but linked to the reduction in children in care overall. Whilst placement with parents is 35, this will also impact on the reduction of children placed with internal and connected carers which combined is 279.

Table 2 - Placement Types at end of each Financial Year

Placement Type	Mar 2017	Mar 2018	Mar 2019	Mar 2020	Mar 2021	Sep 2021
Adoption	24	27	27	15	23	27
Connected Carer	73	110	89	111	97	93
Agency (external) FC	247	207	197	149	128	133
LA (internal) FC	188	205	191	210	202	186
Residential Care (EPP and residential)	32	42	42	39	29	36
Placed with Parents	38	20	39	24	35	35
Semi Independent / Independent Living	19	20	28	26	18	15
Residential School	6	0	4	1	1	8
Anything else	12	21	10	14	10	0
TOTAL	639	652	627	589	543	533

Residential care, which is the focus of this project, has also seen an increase within the year linked to a change of care plan for a small cohort of young people where residential has been agreed as a more suitable placement option. We have also undertaken some work to analyse our placement planning and continue to review use of residential care within our Residential Panel moving young people back to family setting where appropriate.

As an authority, Wolverhampton have achieved and consistently maintained the majority of CYPiC placed with internal foster carers than external providers in the last three years. With careful planning of young people moving into residential with Head of Service oversight, and where appropriate close monitoring for a step down into foster care via both the External Placements Panel (EPP) and residential panels, Wolverhampton have been successful in reducing the number of children and young people placed into residential care in line with a clear sufficiency strategy. However, there remains a small cohort of children where there have been repeated fostering placement breakdowns and where the external residential market has been unable to meet their needs.

The 2021-22 budget for Children's Services is £49.1 million of which the placement budget is £31.0 million including staffing and other associated costs. Of this placement budget in 2020-21 we had net expenditure of £5.9m with complex needs who required external private residential provision. This is 25% of the total budget allocated to placements.

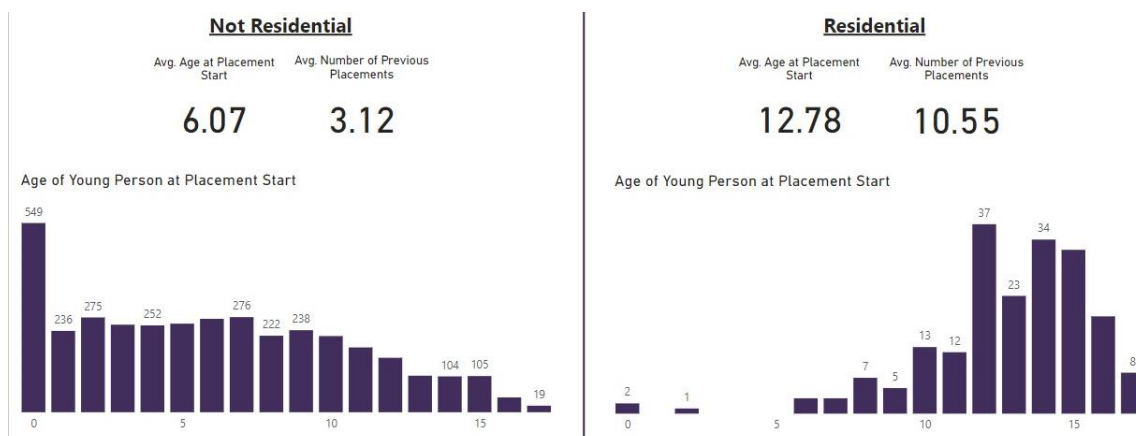
EPP placements current active young people average cost per week is £2,655 net of contributions, £5,397 gross. The highest net cost per week is £5,684 net of contributions,

Residential placements average cost per week is £4,053 excluding the Royal Wolverhampton school. The highest cost per week is £5,650.

Wolverhampton has access to a mixed economy of provision in procuring residential placements including the Regional Flexible Contracting Arrangement (FCA) through the West Midlands Placements Portal, other regional block contracts and spot purchase where necessary.

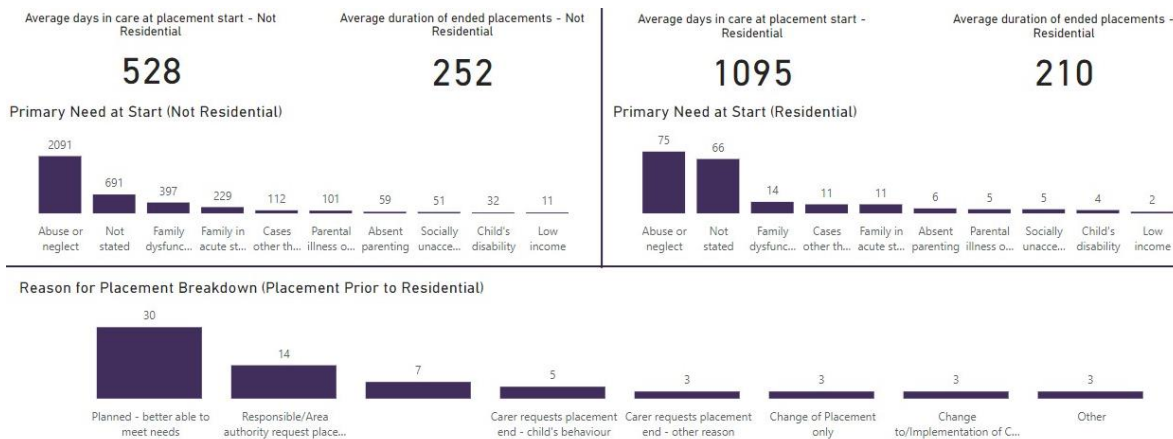
When looking at current open CYPiC the average age at the start of the placement is 7.8 for those not in a residential placement, compared to 13.9 for those in a residential. 62% of those not in residential are under the age of 10 at the start of the placement, when looking at those in residential this reduces to 12%. This indicates that CYPiC are much more likely to be placed in residential at an older age with those not in residential more evenly distributed across the age groups.

Therefore, having the option to place our most complex CYPiC within a residential placement at an earlier stage as part of an evidenced decision would be helpful for placement stability and reduction in placement breakdown for a small cohort of children and young people. However, our strategic approach would always be to maintain family placements where possible.

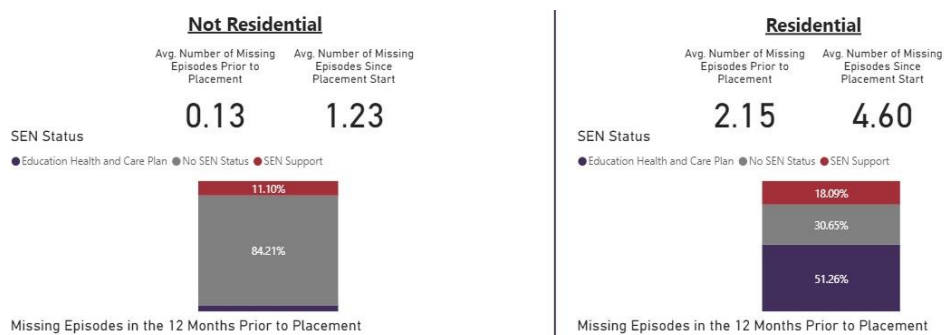


Whilst the dependency on placing children in care with external providers is expected to reduce, placement sufficiency for the following cohorts of children must be considered and responded to by this proposal: both Children in Care with Complex Needs and Children in Care with Complex Needs but not Health Needs. These are our highest cost placements, and those where reliance on Out of City private provision is predominant.

CYPiC are significantly more likely to have more placements prior to their current placement in residential (10.20) than those that are not placed in residential (3.97), although those being placed in residential care were in care for longer prior to them entering residential care with over 500 more days.



Those currently in residential care had an average of 3 missing episodes prior to starting in the placement compared to 0.37 for those not in residential, this difference continues when looking at the number of missing incidents after the placement start with those not in residential care having 0.13 compared to 1.20 for those in residential. It is therefore clear that missing episodes reduce when a justified residential placement has been made and managed supportively although not as positively as outcomes for foster placements or maintaining family placements.



The key to placement stability is identifying the right placement for each child or young person and the availability of an appropriate placement (including the option for residential). This involves having a thorough and holistic assessment to identify the young person's needs. This information is then used to match to the most appropriate placement for the child or young person. The difficulty, however, is a lack of available residential placements or placements with carers skilled and equipped to meet the needs of young people.

There is no clear evidence that one type of placement consistently achieves better outcomes than the other. For some children and young people, foster care is the most appropriate provision, and for other, a residential setting will best meet their needs. The challenge is determining which provision is best for each child and not being led by placement availability.

To have a solution to better meet the needs of our most complex Children and Young People in Care we would;

- Allow Social Workers with leadership support to make evidenced based justified decisions not reliant on availability but appropriateness to meet need.
- Be able to put in place the full range of support at an earlier opportunity rather than waiting for placements to break down. Allowing a reversal to step down from rather than up to residential provision.
- End our reliance on high cost out of city private provision which has proven to be detrimental to our CYPiC, lacking the local support networks they require.
- Be able to redeploy highly skilled staff serving this provision during periods of voids to other areas of the business. Something we are unable to do with private providers.
- Have flexibility with oversight of the service model in order to adapt to meet changes in Government Policy or Strategic Priorities.

2.1 Business / Service Area Priority

Aim		Rationale
Community and Place	<input checked="" type="checkbox"/>	The recommended option would provide a highly skilled in city workforce and employer.
Families	<input checked="" type="checkbox"/>	The recommended option would deliver better outcomes for our Children and Young People
Organisation	<input checked="" type="checkbox"/>	The recommended option would allow the council to better deliver its strategic priorities

3. Options Considered

3.1. Option 1 - Continue as we are spot purchasing placements

- **Outputs**
Placement can be made at short notice and assessed against need
- **Benefits**
Placement can be made at short notice and assessed against need
- **Outline Costs**
Out of city placements can lead to higher other costs, i.e. school transport, social worker travel & time
As of December 2021, the current financial projection is as follows:
A total of 22 young people in EPP placements, 32 in total within the year at a forecast projection net of £2.4m. Current active young people average cost per week is £2,655
Residential placements excluding contributions are 24, 7 of which are residing in the Royal Wolverhampton school, 38 in total at a forecast

projection of £3.5m. Current active cost per week excluding the Royal Wolverhampton school is £4,053 per week.

A revenue budget for K2I exists of £858,940 in 2022-23

- **Timescale**

Immediate

- **Risk**

This can lead to poor quality, high cost and limited options. If we continue with this approach, we should consider what 'strategic' relationships we have with providers – which are good quality, reliable etc.

Increasing complexity of the young person support needs could potentially see an increase in cost / cost per week, therefore increasing overall spend if a bespoke package is required.

cost per week risk of increasing due to national demands outstripping supply.

Placement stability, emergency moves potential to increase the weekly cost

3.2. Option 2 - Block Contracting

- **Outputs**

Block contract in place with a provider to meet the residential placements of Children and Young People with complex needs.

- **Benefits**

No risk of capacity issues for under occupied beds

Potential to sell VOIDS to other Local Authorities (with the potential risk to our own sufficiency)

- **Outline Costs**

As at December 2021 the current financial projection is as follows:

A total of 22 young people in EPP placements, 32 in total within the year at a forecast projection net of £2.4m. Current active young people average cost per week is £2,655

Residential placements excluding contributions are 24, 7 of which are residing in the Royal Wolverhampton school, 38 in total at a forecast projection of £3.5m. Current active cost per week excluding the Royal Wolverhampton school is £4,053 per week.

A revenue budget for K2I exists of £858,940 in 2022-23

- **Timescale**

6-month procurement process

- **Risk**

It is difficult to predict the kind of complexity we need to place and block contracts rarely provide the flexibility required to meet the range of needs. Robust contract management, particularly around QA and Ofsted compliance is essential for this option particularly for high-cost placements. The key challenges for block contracting are handling voids (although empty beds could be offered to other authorities) and negotiating with the contracted providers who refuse our referrals, particularly for complex needs.

3.3. Option 3 - Commission a Provider

- **Outputs**

Contracted provider to meet the residential placements of Children and Young People with complex needs.

- **Benefits**

This might be an option if we could identify a local partner who would develop a bespoke joint Wolverhampton approach. It might also be possible to identify an existing larger provider who had the investment capacity
- **Outline Costs**

As at December 2021 the current financial projection is as follows:
A total of 22 young people in EPP placements, 32 in total within the year at a forecast projection net of £2.4m. Current active young people average cost per week is £2,655
Residential placements excluding contributions are 24, seven of which are residing in the Royal Wolverhampton school, 38 in total at a forecast projection of £3.5m. Current active cost per week excluding the Royal Wolverhampton school is £4,053 per week.
A revenue budget for K2I exists of £858,940 in 2022-23
- **Timescale**

6-month procurement process
- **Risk**

It is difficult to predict the kind of complexity we need to place contracts rarely provide the flexibility required to meet the range of needs. Robust contract management, particularly around QA and Ofsted compliance is essential for this option particularly for high-cost placements.

3.4. Option 4 - in-house City of Wolverhampton Council owned provision

- **Outputs**

A new in-city restorative practice children's home (x2 for 2 children), outside of the city centre, with a clear statement of purpose to meet the needs of our most complex Children and Young People in Care requiring residential provision.
- **Benefits**

Allow placement teams to make evidenced based justified decisions not reliant on availability but appropriateness to meet need.
Be able to put in place the full range of support at an earlier opportunity rather than waiting for placements to break down. Allowing a reversal to step down from rather than up to residential provision.
End our reliance on high cost out of city private provision which has proven to be detrimental to our CYPiC, lacking the local support networks they require.
Be able to redeploy highly skilled staff serving this provision during periods of voids to other areas of the business. Something we are unable to do with private providers.
Have flexibility with oversight of the service model in order to adapt to meet changes in Government Policy or Strategic Priorities
- **Outline Costs**

A Full Business Case is required to understand the full costs.
As of December 2021, the current financial projection is as follows:

A total of 22 young people in EPP placements, 32 in total within the year at a forecast projection net of £2.4m. Current active young people average cost per week is £2,655

Residential placements excluding contributions are 24, 7 of which are residing in the Royal Wolverhampton school, 38 in total at a forecast projection of £3.5m. Current active cost per week excluding the Royal Wolverhampton school is £4,053 per week.

A revenue budget for K2I exists of £858,940 in 2022-23

- **Timescale**

12 months

- **Risk**

Establishing in house provision would require both capital and revenue streams and upfront costs may impact on the value for money of the project outputs.

Without the ability to spot purchase or access framework providers then we would be solely reliant on this internal provision.

Option 5 - A Combination of Option 1 and 4 above

- **Outputs**

A new in-city restorative practice children's home (two homes to house two children each x2 for 2 children), outside of the city centre, with a clear statement of purpose to meet the needs of our most complex Children and Young People in Care requiring residential provision and use of spot purchasing and framework provision.

- **Benefits**

Allow placement teams to make evidenced based justified decisions not reliant on availability but appropriateness to meet need.

Be able to put in place the full range of support at an earlier opportunity rather than waiting for placements to break down. Allowing a reversal to step down from rather than up to residential provision.

End our reliance on high cost out of city private provision which has proven to be detrimental to our CYPiC, lacking the local support networks they require.

Be able to redeploy highly skilled staff serving this provision during periods of voids to other areas of the business. Something we are unable to do with private providers.

Have flexibility with oversight of the service model in order to adapt to meet changes in Government Policy or Strategic Priorities

Spot purchase of placements will always be a last resort in terms of commissioning decisions, however, use of this option will remain a requirement in certain circumstances and to ensure we meet our statutory duties and sufficiency needs.

When a decision to spot purchase is taken, we see that local placements and providers will be the first choice. This ensures we meet several strategic priorities, including that of the 'Wolverhampton Pound' by spending our money locally with in city providers and employers.

Importantly, Commissioners will have the ability to build meaningful working relationships with Wolverhampton providers which foster

collaborative and responsive approaches to best meet the needs of our Children and Young People. New contract management approaches of “A Shared Responsibility of Success” were introduced in 2020 as part of the Children’s Sufficiency and Commissioning Strategy. This approach brokers open and supportive dialogue with a provider and Local Authority service teams, beyond the old Contract Holder vs Contractor relationship. Having local Wolverhampton providers, with an understanding and interest in the city allows this approach to be introduced more effectively.

Quality assurance of local provision is more practical and embeds a collaborative approach. With local provider relationships, quality assurance functions can be both desk based as well as on site visits. The improvements in quality standards by moving from national or regional providers to local has been demonstrated within other commissioned contracts and is an approach we have sought to increase is part of market engagement practices.

- **Outline Costs**

A Full Business Case is required to understand the full costs.

As at December 2021 the current financial projection is as follows:

A total of 22 young people in EPP placements, 32 in total within the year at a forecast projection net of £2.4m. Current active young people average cost per week is £2,655

Residential placements excluding contributions are 24, seven of which are residing in the Royal Wolverhampton school, 38 in total at a forecast projection of £3.5m. Current active cost per week excluding the Royal Wolverhampton school is £4,053 per week.

A revenue budget for K2I exists of £858,940 in 2022-23

- **Timescale**

12 months

Immediate use of framework and spot purchasing in the interim period

- **Risk**

Establishing in house provision would require both capital and revenue streams and upfront costs may impact on the value for money of the project outputs.

As above – is there a risk to what we do in the meantime or is this a benefit in that we can start spot purchasing straight away?

4. Recommended Option

The Residential Provision Review Project Group recommends Option 5. By opening our own specialist restorative practice children’s home AND continuing with spot purchasing and framework provision. this option allows us to;

- Have ownership and control over the statement of purpose and running of the children’s home.
- Means we keep the flexibility of regional framework and spot purchasing arrangements.
- Allow placement teams to make evidenced based justified decisions not reliant on availability but appropriateness to meet need.
- Be able to put in place the full range of support at an earlier opportunity rather than waiting for placements to break down. Allowing a reversal to step down from rather than up to residential provision.

- End our reliance on high cost out of city private provision which has proven to be detrimental to our CYPiC, lacking the local support networks they require.
- Be able to redeploy highly skilled staff serving this provision during periods of voids to other areas of the business. Something we are unable to do with private providers.
- Have flexibility with oversight of the service model in order to adapt to meet changes in Government Policy or Strategic Priorities.

This option, however, requires further analysis and a fully costed business case before proceeding.

Appendices

Appendix 1 – Home from Home – Children’s Commissioning Resident Review



Home from Home
Childrens Commissior

Appendix 2 – Children’s Residential Review Dashboard Summary



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New Concept Form – Children’s Residential Review (TBC)




Recommendations to TSCP Board:

1. Establish the Children’s Residential Provision Review Project as a corporate project under TCSP as it meets the following criteria:
 - Is considered transformational and above and beyond service improvements
 - Has a start and end date
 - Contributes to one or more of the TCSP outcomes
 - Would move forward within expected timescales with robust project management and oversight from TCSP
2. Resource this project as follows:
 - Contractor in the interim to complete specific works for options appraisal, business case and support the DfE application until either an internal Project Officer or Project Manager become available to support delivery.


First Name	Alison
Surname	Hinds
Job Title	Deputy Director Children’s Social Care
Email Address	Alison.hinds@wolverhampton.gov.uk
Telephone Number	-
Service	Children’s
Project Title	Children’s Residential Review (TBC)
The Idea / Project including where this is originating from	<p>Originating from Children’s Service</p> <p>A review of Residential Care in Wolverhampton has been drafted by the Children’s Commissioning Team and has sought to take an overview of how CWC meets its statutory duty to ensure that there are sufficient places available where Children and Young People in Care need residential placements.</p> <p>This internal review comes at a time of national concern from central government about the provision of residential care. The Children’s Commissioner has expressed concern about the growth of private providers, which led to the children’s social care review chair asking the Competition and Markets Authority to investigate the market for children in care placements. This led to an investigation of how a lack of availability and increasing costs could be leading to the needs of children in care not being met; does profit come at expense of quality in the children’s social care market</p>

	<p>and what impact does this have on our ability to meet the needs of our Children and Young People in Care?</p> <p>Wolverhampton has access to a mixed economy of provision in procuring residential placements including internal provision, the Regional Flexible Contracting Arrangement (FCA) through the West Midlands Placements Portal, block contracts and spot purchase where necessary.</p> <p>A recent data exercise, carried out as part of the review of the effectiveness of the FCA, showed that the largest percentage of placements purchased are framework (52%) with 41% spot, 3% block and 4% internal.</p> <p>The data collected suggests that the big providers see no disadvantage in not being part of the FCA. This taken with the fact that 39% of providers reported that they only use the West Midlands Placements Portal to offer placements with 10% completely off portal, leaving just over 50% accessing the portal occasionally to make offers suggest that we be looking for a different approach to procuring residential placements. This is in contrast with the anecdotal evidence that around 85% of fostering placements are framework based through the portal.</p> <p>During 2020 to 2023, sufficiency will be required to provide suitable placements for children in care in the right place at the right time. The Council will continue to increase internal fostering capacity to ensure majority of children in foster care will be placed with internal foster carers. Generally, dependency on the external market of fostering, children’s home and supported accommodation would continue to reduce.</p> <p>Whilst the dependency on placing children in care with external providers is expected to reduce, placement sufficiency for the following cohorts of children must be considered in the Council’s Sufficiency and Commissioning Strategy 2021-2024.</p> <p>Children in Care with complex needs and children in care with complex needs but not health needs will be the main cohorts of children in residential care.</p>
<p>What will this project deliver?</p>	<p>The project will deliver:</p> <ul style="list-style-type: none"> • A new restorative practice, multi-agency Children’s Home for children and young people with complex needs (without health needs) as part of the overall priorities set out in the Sufficiency Strategy

<p>Please outline the project aims</p>	<p>To offer suitable, sufficient, and sustainable children’s residential provision that:</p> <ol style="list-style-type: none"> 1. Meets demand 2. Promotes the safety of children and young people offers them the best quality support whilst in a placement and, 3. Most importantly, puts children at the centre of its design and delivery.
<p>What would happen if the project did not commence?</p>	<p>Recommendations from the Children’s Residential commissioning review ‘Home from home’ need to be implemented regardless of whether they are delivered within a project framework or not. This is to ensure that CWC are meeting their statutory duties and that children remain safe and are offered appropriate support in the most financially viable way. If this work did not commence using a project framework, the recommendations would take much longer to implement having only service capacity to drive it forward. This would have a knock-on effect to timescales and the service’s ability to make suitable placements for vulnerable children and young people.</p> <p>Without implementing the commissioning recommendations, the service would be forced to inappropriately place children in non-regulated placements that are not designed to offer them appropriate support for their needs or to continue using more costly out of city placements – out of city placements are also known to have a negative impact on outcomes for children as they are further away from their support/community network and school.</p> <p>Without sufficient residential provision on offer for target cohorts, children will continue to experience multiple placement breakdowns negatively impacting their stability and limiting the opportunities to improve individual outcomes without secure and appropriate residential support.</p>
<p>Please say who will benefit and why – be specific, try and profile your end users and use equalities data where available</p>	<p>The target cohort for this provision will be the main beneficiaries of this project. About that cohort, currently we only have data on age, gender and ethnicity. We do know though that this cohort of children is small in numbers so the challenge during this project will be if data we have or get access to will be meaningful and representative to inform decision making.</p> <p>As part of the project the team will continue to commit to exploring whether any particular profile of CYPiC are disproportionality affected by any changes in provision whilst acknowledging that the individual needs of this cohort of CYP might fall outside of the Equalities Act</p>

	<p>protected characteristics (ie Adverse Childhood Experience, previous placements etc) and this will need to be considered as a priority when designing the operating model for this service. This needs to link to the equalities workplan for children’s services and is reinforced in the review document – ‘residential staff need to have the right qualifications but also their understanding of and empathy with the individual and cultural needs of children (including food, self-care and religious observation)’</p>				
<p>Are you aware of any barriers to delivery?</p>	<p>Financial – the level organisational support financially to ensure the right provision (possible capital and revenue).</p> <p>Operational – is there a skills gap in this area? There is potentially a lack of suitably qualified experienced staff to support children in care with complex need</p> <p>Options on physical location and environment – unsure at this point if there is sufficient choice within council assets or stock available from housing providers to ensure that a suitable residential home can be identified</p>				
<p>What outcome from the Council Plan will this support?</p>  <p>CWC Our Council Plan 2019-2024.pdf</p>	<p>Children and young people get the best possible start in life:</p> <ul style="list-style-type: none"> • Opportunity for a great start in life • Education that fulfils potential • Strengthening families where children and young people are at risk 				
<p>What primary outcomes from the TCSP Mandate will this support?</p>  <p>TCSP Refresh-Mandate-Oct</p>	<p>Increased number of children remaining in safe and stable homes, particularly those at higher risk</p> <p>Improved opportunities for target CYP cohorts (for example young offenders, care leavers, children with SEND and Looked After Children)</p> <p>Increased resilience and emotional wellbeing amongst children, young people and families</p>				
<p>Please outline <i>how</i> this will support the Council Plan and TCSP outcomes</p>	<p>By taking a robust project approach to address gaps in residential provision with the ultimate aim of protecting the welfare of our most vulnerable children and improving their individual outcomes.</p>				
<p>How will the co-production ladder be considered during the Lifecycle of this project?</p>  <p>Co-production Ladder.docx</p>	<table border="1"> <thead> <tr> <th data-bbox="651 1805 874 1839">Step</th> <th data-bbox="874 1805 1385 1839">How?</th> </tr> </thead> <tbody> <tr> <td data-bbox="651 1839 874 2038">Co-production</td> <td data-bbox="874 1839 1385 2038">There are huge opportunities within this project to co-produce with children, young people and families. As a service we need to clearly and accurately agree the parameters for this provision then work with service</td> </tr> </tbody> </table>	Step	How?	Co-production	There are huge opportunities within this project to co-produce with children, young people and families. As a service we need to clearly and accurately agree the parameters for this provision then work with service
Step	How?				
Co-production	There are huge opportunities within this project to co-produce with children, young people and families. As a service we need to clearly and accurately agree the parameters for this provision then work with service				

		users on what provision could look like and how it will operate within those parameters.
	Co-design	There will also be elements of co-design within this project looking across the market, possibly working with partners and providers on the best possible provision
	Engagement	There will also be element of engagement gathering views and testimony on what has worked and what could have been done better with previous provision
	Consultation	-
	Educating	-
	Informing	-
	Coercion	<i>This should not be an approach used in TCSP projects</i>
Are you aware of any risks to delivery? (Legal, Reputational, Political etc.)		<p>Risk of exit plans for children and young people in the current provision not being executed properly, particularly before any setting improvements are implemented</p> <p>Risk around not meeting statutory duties/corporate parenting responsibilities</p> <p>Risk of continuing to offer placements that do not meet need</p> <p>Risk around poor inspection outcomes for the wider service due to children being in unregulated provision</p> <p>Risk around not having the finance to deliver the recommendations from the commissioning review</p> <p>Risk of not having the right provision to meet future demand</p> <p>There is a risk that we might not recruit staff with the specialist skills required for this type of provision</p>
In your opinion does the idea have a commercial opportunity attached to it? (please seek advice from Commercial Team)		No
If yes, please detail		-
Is there budget available to cover the full duration of the project? Yes/No		Dependent on options appraisal (possible diversion of external placement budget and possible de-commissioning of other similar services into this project)
If yes to the above, please specify if this is capital or revenue funded		Unknown at this point

How much will the project cost?	Unknown at this point
Please state whether funding will be sourced externally or internally	Unknow at this point (to be explored as part of options appraisal) however, the full costs of this project will need to be met by CWC regardless of the delivery model as part of our statutory duty. These costs might be partially mitigated by a funding application to DfE as part of a £19.5 million capital funding programme. CWC is confident it meets the criteria for these funding applications (innovation and residential provision for children with complex needs) but the outcome will not be known until November.
Will this project support MTFS savings (through the delivery of associated benefits) Yes/No	Unknown at this point – financial modelling will need to be part of the project to better understand the cost avoidance and cost saving potential. It is important to note that the main driver is improved outcomes for CYP.
What savings could be made in delivering this project?	Unknown at this point – as above, likely cost savings and avoidance if CWC has more control over the residential placements on offer.
What conversations have taken place with Finance regarding budget/funding?	None at this point
What resources will be required to successfully deliver this project?	Recommended a full time PM. There is no capacity within the current transformation team so a short-term contractor is likely.
Proposed project start date	
Proposed project end date	TBA
Next Steps to progress	Review recommendations considered at children's leadership and further project scoping to be completed. Consideration at TCSP and submission at PAG with a move to options and feasibility gateway.
Additional Information	 July 2021 Residential Review.pdf

CITY OF WOLVERHAMPTON COUNCIL	Cabinet (Resources) Panel 23 February 2022
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Report title	Care and Support Provider Fee Review	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Linda Leach Adults	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All Wards	
Accountable Director	Emma Bennett, Executive Director of Families	
Originating service	Commissioning	
Accountable employee	Alicia Wood	Head of Adult Commissioning and Market Management
	Tel	01902 550142
	Email	Alicia.Wood@Wolverhampton.gov.uk
Report to be/has been considered by	Adult Leadership Team	3 February 2022
	Adult Member Briefing	7 February 2022
	Strategic Executive Board	10 February 2022
	Adults and Safer City	15 February 2022
	Scrutiny Panel	

Recommendations for decision:

The Cabinet (Resources) Panel is recommended to:

1. Approve the proposed increase in fee levels for 2022-2023 as recommended in the report to meet the additional costs (employee and employer) resulting from the increases to the National Living Wage (NLW) and where applicable increases to sustain the care market.
2. Approve that any increase in fees is with effect from 4 April 2022. (This date is aligned to charging processes and the capability of the current payment system and that due to current IT payment systems – rates for care homes need to be divisible by 7 and for hourly rates by 4).

Type of provision	Recommendation	% Increase	Current £	Proposed £
Home Care	Increase fee levels to meet the additional costs (employee and employer) resulting from the increases to the National Living Wage and other costs *	6.3%	15.84 (Hourly rate)	16.84*
Home Care – rapid response /re-ablement	That the rate remains at the level funded in the mid-year increase. This rate is higher than the standard home care rate to incentivise providers to move people from hospital settings quickly.	3.2%	17.44 (Hourly rate)	18.00
Home Based Respite	Home base respite is aligned to the supported living rate. *	6.3%	15.12 (Hourly rate)	16.08
Direct Payments Agency rate	Direct payment agency rate is aligned to the supported living	6.3%	15.12 (Hourly rate)	16.08
Direct Payments for Personal Assistants – Employed	Direct payment PA employed rate to receive the % increase that Home Care and Supported Living receives with the note that each PA's costs are individually calculated to ensure the payment covers employment costs and the proposed rate is the maximum amount.	6.3%	10.76 (Hourly rate)	11.44
Direct Payments of Personal Assistants – Self-Employed	This is a new rate to be introduced in 2022 to enable self-employed personal assistants to support people	N/A	N/A	14.03
Residential Care for Older People	Increase to meet NLW increases, on costs and to maintain market sufficiency.	5%	468.65 (Weekly rate)	492.10

Residential Care for Older People with Dementia Support	Increase to meet NLW increases, on costs and to maintain market sufficiency.	5%	503.86 (Weekly rate)	529.06
Nursing Care for Older People	Increase to meet NLW increases, on costs and to maintain market sufficiency.	10%	468.65 (Weekly rate)	515.55
Nursing Care for Older People with Dementia	Increase to meet NLW increases, on costs and to maintain market sufficiency.	10%	503.86 (Weekly rate)	554.26
Extra Care	Increase each contract to reflect inflationary rise	3%	Increase to all contracts	N/A block amount
Supported Living	Increase fee levels to meet the additional costs (employee and employer cost) resulting from the increases to the National Living Wage. *	6.3%	15.12 (Hourly rate)	16.08
Nursing and Residential Care for people under 65 years old	Increase fees of placements to reflect inflationary rise	3%	Increase to all contract totals	
Community Activities for Older People	Increase fees to enable sufficiency, with intention to review the provision in 2022	10%	27.90 sessional rate	30.69
Community Opportunities for Adults with Complex Needs	Ensure that the rate is consistent with the supported living rate and proportionate to 1:1 1:2 1:3 staffing ratios	6.3%	15.12 per hour for 1:1 staffing 7.56 per hour for 1:2 staffing 5.04 per hour for 1:3 staffing	16.08 per hour for 1:1 staffing 8.04 per hour for 1:2 staffing 5.36 per hour for 1:3 staffing

*Except where the provider has tendered below the current rate, in this case it will be uplifted proportionately. Note that ISF's (Individual service funds) are aligned to the rate of the care type.

Recommendations for noting

The Cabinet (Resources) Panel is asked to note:

1. That engagement has been undertaken with current care and support providers as part of the fee review to listen to feedback and inform the recommendations in this report, however due to current financial restraints the recommendations are not solely based on provider requests.
2. That during 2022 the activity to implement the requirements of the Health and Social Care Bill and the Government policy paper; Market Sustainability and Fair Cost of Care Fund: purpose and conditions 2022 to 2023; is undertaken and will inform the fee review for 2023-2024. Further details are in Appendix 1: Legislation and Government Policy which impacts on the 2023 - 2024 Fee Review.
3. That the impact of the COVID-19 pandemic has changed the usual demand and take up of care services. The long-term impact of COVID-19 cannot be predicted, and the Adults Commissioning Team will continuously review sufficiency within the market.
4. The Adults Commissioning Team continuously works with providers in developing the social care market to ensure a shared approach between the Council and social care providers to meet residents needs.

1.0 Purpose

- 1.1 The purpose of this report is to set out the proposed fee increase for the following adults externally commissioned care and support service areas and direct payment cost rates.

2.0 Background

- 2.1 Section 5 of the Care Act establishes a duty on local authorities and Directors of Social Services to ensure a sustainable market of care in their areas. This covers all care sectors and providers of care.
- 2.2 This item was considered as pre-decision scrutiny on 15 February 2022 by Adults and Safer City Scrutiny Panel and will therefore not be available to call-in once a decision is made by Cabinet (Resources) Panel.

3.0 Overview of the Wolverhampton Market

- 3.1 The Care Act 2014 includes duties for Local Authorities to facilitate and shape a diverse, sustainable and quality market. This has implications for everyone involved, people with care and support needs, carers, providers and commissioners. The Act gives the local authority powers and duties in the case of provider failure to ensure that continuity of care is maintained for people that use care and support services.
- 3.2 The City of Wolverhampton Council is committed to supporting people to be independent for as long as possible and is working with the market to develop a range of services to support this. This has implications for existing service models and service providers as traditionally there was a higher demand for residential provision which is decreasing as home-based care and supported living increases.
- 3.3 The external care market in Wolverhampton has met the demand of care needs during 2021-2022. The impact of the COVID-19 pandemic has been mitigated. A range of support has been offered to care providers including:
- Continued Grant funding.
 - Access to personal protective equipment (PPE).
 - Advice and guidance from Wolverhampton Public Health, Public Health England, Wolverhampton Clinical Commissioning Group Quality Nurse team and Wolverhampton Council's Quality Assurance and Compliance and Adults Commissioning team.
 - Additional community services put in place provided through the NHS including an increased team to support infection prevention control (IPC), an enhanced primary care network (GP support) and a virtual ward approach for people who have left hospital. These complement the community support already in place through the existing district nursing team and the rapid intervention team.

- A daily provider survey implemented to inform all partners of any provider issues to trigger additional support.
 - Additional out of hours support at the peak of outbreak waves.
 - A process of outbreak management and support from all partners implemented.
 - Support to gain COVID-19 testing for staff and residents.
 - Support to gain COVID-19 vaccinations for staff and residents.
 - Regular communication via updates and information to providers either through a weekly bulletin, provider drop ins or targeted meetings.
- 3.4 There was a further wave of COVID-19 (the Omicron variant) during December 2021 and January 2022. Although the pandemic has not yet ended the Government announced that all Plan B Covid restrictions would end in England on the 26 January 2022 and compulsory self-isolation for people with COVID-19 would end on the 23 March 2022. This announcement confirmed that Care Home visiting guidance would also be reviewed.
- 3.5 Care homes are still required to complete regular testing for COVID-19 of staff and residents. At present care homes are required to be closed when positive cases are identified and are subject to outbreak management processes until the outbreak is over.
- 3.6 The impact of the COVID-19 pandemic is that the usual expected demand and take up of care services has changed, with some types of care providers having more demand and others less. This may also impact on the future demand during 2022-2023. The short-term impact of COVID-19 to care providers is different to each care type and the long-term impact is being identified.
- 3.7 National intelligence and local provider forums confirm that one of the main challenges the care market is experiencing is the recruitment and retention of staff into the care sector (especially during COVID-19). There are several reasons for this including:
- The impact has been the introduction of mandatory vaccinations for people who work in care homes.
 - The Government policy for all Health and Social Care staff to be vaccinated by April 2022 (may need to reword this as it's likely be revoked the impact has been felt by staff choosing to leave the sector).
 - Competing jobs markets such as hospitality, retail and supermarkets and pay rates for care staff at, or just above National Living Wage (NLW). From April 2022 the hourly rate of the NLW for those 23 years old and over, increases from £8.91 to £9.50 The Council has reviewed the fees, considering the NLW and is seeking opportunities to secure future stability of the care and support market.

3.8 Other factors to consider for the 2022/2023 fee review:

- Anticipated inflationary rises, rise to the cost of living and increases to fuel and energy costs.
- The introduction of an increase to National Insurance rates of 1.25% to fund future social care costs (when a cap of how much a person will contribute to care costs is introduced).

4.0 Wolverhampton Cares

4.1 [Wolverhampton Cares](#), is an initiative launched by the Council aiming to demonstrate the City's commitment to its vital care sector and family carers.

4.2 The Council and Partners are working together to promote care as a career in Wolverhampton and has identified actions to support the growth of this employment area.

5.0 Care and Support Provider Engagement

5.1 Providers have been engaged through virtual provider forums to give them the opportunity to provide feedback about the approach as well as being invited to respond to a survey.

5.2 The Council has also considered feedback received from providers in the form of requests for fee increases in 2022 - 2023

Key themes arising include:

- Increase in National Living Wage from £8.91 to £9.50 per hour (for those aged 23 years old and over).
- Shortage of care workers/impact of COVID-19 to staffing recruitment and retention.
- Increases due to Consumer Price Index inflation.
- Increases to cost of living.
- Increases to national insurance costs.
- Impact of COVID-19 to occupancy levels or cancelled packages.

6.0 Methodology

6.1 The Council is required to provide appropriate care and support services to meet the statutory requirement and the needs of its residents, this includes ensuring sufficiency within the local external care provision. To determine the recommended fees for 2022 to 2023, the following areas have been considered:

- Provider feedback.
- Increases to the NLW from April 2022.
- Anticipated inflation.
- Increased cost of living and fuel.

- Benchmarking data against neighbouring and CIPFA (the Chartered Institute of Public Finance and Accountancy) nearest neighbour comparator authorities 2021 (Appendix 2).
- The demand and use of care services during 2021 (Appendix 3).
- The potential impact of the COVID-19 pandemic on sufficiency with externally commissioned care provision.

To note: the fee review does not factor in short term costs associated with COVID-19 as these have been met by the IPC and workforce grant and provision of PPE via the national portal.

6.2 The review has been concluded and the recommendations are set out for each type of social care service areas.

7.0 Home Care

7.1 Home Care (also known as domiciliary care) delivers social care and support to people in their own homes and is regulated by the Care, Quality Commission (CQC).

7.2 External provision of home care, which includes home based respite and rapid response home care (currently known as Home First and is home care to prevent delays to discharge from hospital), is provided in Wolverhampton through the Home Care Framework agreement which was mobilised in 2020. Home care is a market area of growth. During 2021 there has been an increase in the number of hours of home care delivered in Wolverhampton which supports the national and local strategic visions for people to live as independently as possible in their own home.

7.3 In response to COVID-19, Home Care providers have continuously met care needs, which included managing challenges due to recruitment and retention of care staff, implementing required IPC measures and continued COVID-19 testing for staff.

7.4 In September 2021, the need to mitigate sufficiency within Home Care in Wolverhampton was identified. This aimed to prevent an increased waiting list of people waiting for home care and to continue to support the NHS local acute hospital to discharge people promptly from the hospital when medically fit to do so (and support the patient flow).

7.5 Action was required due to; manage the increased demand for Home Care and reports from providers of difficulties in maintaining and recruiting care staff. To mitigate this, further providers who met required quality standards, were invited to become spot purchase providers and these providers are asked deliver care only when the existing framework providers have been exhausted.

7.6 A further mitigation was to increase the Home Care rate temporarily until the next fee review is implemented. In November 2021, the Home Care rate was increased by 52p and the Rapid response/ Re-ablement Home Care rate increased by 56p.

- 7.7 With these measures applied the Council has ensured that Home Care needs are met including rapid response and re-ablement to support hospital discharge support and home-based respite. There is a monitoring and performance dashboard which confirms the hours planned and delivered and the capacity within the market and data of referrals awaiting home care are reviewed daily Monday to Friday.
- 7.8 There were no home care providers which exited the framework during April 2021 to date.
- 7.9 The fee review recommendation ensures that the Home Care rate is increased in line with benchmarking data from other local and has considered additional costs that providers will incur during 2022-2023.

8.0 Direct Payments

- 8.1 Direct Payments are cash payments made to individuals who have been assessed as being eligible for funded care and support in line with the Care Act (2014) eligibility criteria; they are intended to give individuals greater choice in their care as they enable individuals to choose not to receive services purchased by Wolverhampton Council instead choosing to receive a payment in lieu of these to arrange their own support.
- 8.2 At present the Wolverhampton Direct Payment Agency rate is aligned to the current supported living rates (£15.12) and for a person to employ a Personal Assistant (PA) the rate is £10.76 per hour. The Direct Payment rate to employ a carer via an Agency is higher as agencies have additional on costs compared to the costs when a PA is employed directly by the individual.
- 8.3 The Direct Payment PA Employed rate has not been increased for two years, it is our intention to consult and review Direct Payments to introduce an approach that ensures all PA's are paid at the NLW and then on an individual case by case basis, determining any additional costs for the PA to be employed by the client. This means the rate paid will vary. However, in view of the increases to the NLW, there is a recommendation to uplift the PA employed rate for 2022-2023 with the recognition that this activity will take place and rates will vary (below the rate proposed).
- 8.4 The fee review recommendation for Direct Payment Agency rates will continue to be based on the recommendation made for the Supported Living rate.
- 8.5 A new rate for Direct Payment's is being introduced in recognition that there are Direct Payment PA's who are self-employed with different costs to those employed and to encourage the growth of this to support Home Care sufficiency. A rate has been proposed and contained within the recommendations. The increase of this type of Direct Payment PA Self Employed should, in the long term, realise savings for people who would have otherwise accessed Home Care from the Council Framework or Direct Payment Agency rate.

9.0 Older Peoples Residential and Nursing placements

- 9.1 Residential Care services deliver personal care and accommodation to people within a CQC registered setting. People in nursing care placements have the need for care and support in a CQC registered care home but in addition have a primary health care need, that requires the intervention or oversight of a registered nurse to support the safe delivery of their care plan. Nursing care placements attract a financial contribution from NHS England to pay for the nursing element of the care provided. This is paid directly from Wolverhampton Clinical Commissioning Group (CCG) and is known as Funded Nursing Care (FNC) payment. The FNC for 2020-2021 is £187.60 The FNC settlement for 2022- 2023 has not been published. The proposed rates for care home with nursing do not include the additional FNC.
- 9.2 The impact of COVID-19 to care homes has been significant. Care homes have responded to ensure they have appropriate IPC measures in place and have managed their staff resources which have been impacted by; staff sickness/shielding and/or isolation, increased requirement to test staff and residents and increased demand in the level of care needs for residents in the homes.
- 9.3 Care homes have implemented testing and vaccination of staff and residents and facilitated (within current guidance) visitors to residents from family members.
- 9.4 The City of Wolverhampton Council monitors the occupancy and vacancy levels in care homes daily Monday to Friday.
- 9.5 Care Home vacancy levels in Wolverhampton are between 10% to 15%. The main reason for vacancies at present is due to:
- People not wanting to move into care homes from the local community during COVID-19
 - Deaths of residents during 2020/21
 - Closure to new referrals when a home has an outbreak of COVID-19 (2 or more staff and/or residents testing positive for the virus)
 - Unable to accept referrals for people who have tested positive for COVID-19
- 9.6 Placements to care homes in Wolverhampton are on a spot purchase basis. There is a current locally agreed rate for residential and nursing placements and a locally agreed rate for residential and nursing placements for people with dementia. If a placement cannot be sourced to meet care needs at the cost of the locally agreed rate, the Personalised Support Team (PST) broker the next suitable placement. During 2021, the costs of placements has varied, as due to COVID-19 many homes were closed to new referrals due to outbreaks. However, during this time PST has been able to still agree most placements at the locally agreed rate.
- 9.7 Any Council or person who is required to self fund their care, can choose to fund a place in a Wolverhampton Care Home. Neighbouring Council's have block contracts in place in

some Wolverhampton based homes and pay a higher rate than the local rate, others have funded a Wolverhampton Care Home to provide their designated setting provision (placements for people who are COVID-19 positive). This impacts on the current ability to secure local placements at the locally agreed rate for care home with nursing and care homes with nursing and dementia support.

- 9.8 There is a risk that some homes may not continue to be financially viable, if they cannot increase their occupancy. Whilst the council has a duty to ensure care needs are met, this should not include subsidising an external provider to cover the cost of underoccupancy. To date the IPC grant has mitigated these costs. The Adults Commissioning Team continuously review care homes in Wolverhampton to identify ones that may be at future risk and to further understand how they can be supported and be aware of the potential for some providers withdrawing from the Wolverhampton market.
- 9.9 The current locally agreed rate is at the lower end of the rates when benchmarked against other local authorities. The fee review recommendation takes into account the current situation and anticipated costs for providers. The fee review recommends that the rates are changed from Residential and Nursing and Residential and Nursing with dementia, to four types of provision and rates, that of: Residential Care Homes, Residential Care Homes with Dementia Support, Nursing Care and Nursing Care and Dementia Support. The recommendations propose to offer a higher percentage fee increase to Nursing Care and Nursing Care with Dementia support proposed to mitigate in potential sufficiency concerns.

10.0 Extra Care

- 10.1 Extra care housing is a nationally recognised model of extending the range of housing options available to older people with care and support needs and is commissioned by local authorities across the country.
- 10.2 Currently, the City of Wolverhampton Council has eight contracts in place with four extra care service providers for the provision of 267 funded places. all have a contract that runs until 2023. The services are provided on a 'block' basis, which means that each provider is funded to provide care and support to a specified number of people with eligible care needs at any one time. The number of funded places in Wolverhampton is in line with that commissioned by peer local authorities.
- 10.3 Extra care contracts are paid as a block amount and do not provide a detailed breakdown of the financial costs to provide extra care provision.
- 10.4 A review conducted of the current model of Extra Care schemes in Wolverhampton resulted in agreement for existing Extra Care Schemes to adopt Individual Service Funds (ISF's) for each resident. This enables flexibility and clarity about each individual

resident's care. The ISF rate proposed for these schemes will be set at the Supported Living rate and the proposal is cost neutral. This is in progress and except for one scheme, (for which the care contract was recently awarded and is unable to consider ISF at this point), all schemes will move to ISF arrangements.

10.5 During COVID-19 extra care providers have met care needs.

10.6 The fee review recommendation is an increase to the remaining block contracts based on anticipated inflationary rises.

11.0 Supported Living

11.1 The Supported Living Accreditation framework delivers care and support to people with disabilities. These services support people to become as independent as possible and have a focus on reablement and enablement. These services provide 24/7 care where required for people who live in supported living schemes.

11.2 During COVID-19 supported living providers have met care needs.

11.3 The current supported living rates are comparable when benchmarked against other local authorities and providers entered the framework based on the rate offered. The fee review will consider additional costs that providers will incur during 2022-2023.

11.4 There is also an Enhanced Supported Living Framework in Wolverhampton supporting people with complex and forensic needs. This provision is about to be retendered and rates will be set as part of the tender process.

12.0 Residential Provision for People Under 65 Years with Complex Needs

12.1 The provision of residential and nursing care for people under the age of 65 years is not funded at a set rate with providers. People accessing this provision have complex needs with disabilities and each package is based on the social care assessed needs and negotiated with the provider.

12.2 During COVID-19 care needs have been met.

12.3 An inflationary increase has been awarded to this provision for the last two years 2021–2021 and 2021 - 2022. Each placement cost is agreed based on the individual's identifiable need. Nationally there is limited data to enable comparative benchmarking against locally agreed rates due to the variance in placement costs.

12.4 Activity will take place during 2022 to determine the fair cost of care for Wolverhampton placements.

12.5 The fee review recommendation is based on maintaining sufficiency for this type of provision.

13.0 Community Activities for Older People

- 13.1 The current framework Community Activities for Older People was tendered for in 2016. The framework supports vulnerable adults who are at risk of isolation as well as supports carers of vulnerable adults to have a planned break from caring roles and allow them to partake in normal acts of daily living.
- 13.2 Due to COVID-19 many older people community activities were suspended, as they take place in communal lounges of extra care schemes, and these are not available for use at present. To mitigate this the Council has funded commissioned planned sessions as opposed to those delivered. The Adult Commissioning team are working with these providers to safely reintroduce services.
- 13.3 A full review to introduce a new model for community activities support for older adults was delayed due to COVID-19 and this review will now be conducted during 2022. The new model will be aimed at supporting adults to access their personal budgets whilst supporting those adults with the highest level of need to have access to good quality provision.
- 13.4 There is a risk to the future viability of some providers if people choose not to return to access such services.
- 13.5 Bench marking and engagement with regional colleagues shows that a wide variety of models and rates operate which are not comparable to the Wolverhampton model (most other local authorities have moved away from using framework providers to commission funded placements). The preferred model is to support people to access their personal budgets to take part in community activities. Specialist services tend to be commissioned for older people who have complex health (including dementia needs) and this will be considered in the review.
- 13.6 The fee review recommendation considers the current cost to providers and impact of COVID-19 to this provision and seeks to sustain market during the review.

14.0 Community Opportunities for Adults with Complex Needs

- 14.1 The framework for Community Opportunities for Adults with Complex Needs (for those with either a learning disability or physical disabilities) was awarded on 4 May 2019 for four years.
- 14.2 To mitigate the impact of COVID-19, the Council has funded commissioned planned sessions as opposed to delivered. Most people are still able to access the services safely with these being delivered creatively or/in a virtual setting. The Adult Commissioning team are working with these providers to safely reintroduce these services fully.
- 14.3 The rates for community opportunities for adults with complex needs are aligned to the current supported living rate and funded proportionately according to staffing ratio.

14.4 The fee review will be based on the recommendation for the supported living rate.

15.0 Evaluation of alternative options

15.1 Consideration was given to different options.

15.2 Option 1: Doing nothing. This is not an option that could be considered as the Council would not be able to demonstrate supporting sufficiency within the external social care provider market in Wolverhampton.

15.3 For Home care, Supported Living, Home based Respite, Rapid Response/ Re-ablement Home Care, Direct Payments and Community Activities for Younger Adults, two further options were considered, Option 2 was an option based on applying the previous fee review methodology and Option 3 was an option based on information from the regional ADASS about potential costs to providers as well as considering benchmarking against the funding rates of other Councils within CIPFA comparators and neighbouring within the Black Country. For these sectors Option 3 has been recommended.

15.4 The locally agreed rates for older people's care home provision were previously based on a rate for general residential and nursing and a different rate for residential and nursing with dementia support. Monitoring of bed availability/capacity within Wolverhampton and considering benchmarking with other Councils within CIPFA comparators and neighbouring within the Black Country area rates has identified potential sufficiency issues with nursing provision and nursing with dementia support provision. To mitigate this there will now be four rates for: residential care, residential care with dementia, nursing care, nursing care with dementia support. Option 2 was an option based on applying the previous fee review methodology and Option 3 was based on also considering ongoing capacity in the market to secure placements within Wolverhampton. Option 3 has been recommended.

15.5 For Residential Provision for Young Adults, the options considered included, option 2 raise in line with home care rates and option 3 raise in line with anticipated inflation. These placement costs are negotiated on placement and vary, based on this the recommended proposal is option 3 to raise in line with anticipated inflation.

15.6 For Extra Care Provision, the options considered included, option 2 raise in line with home care rates and option 3 raise in line with anticipated inflation. The majority of Extra Care in Wolverhampton is being migrated to payment on an individual basis via Individual service Funds (ISF'S). One scheme will remain as a block contract and the contract value covers all costs and the staffing cost is not broken down and that there isn't an hourly rate identified based on this the proposal recommended is option 3 to raise in line with anticipated inflation.

16.0 Reasons for decision(s)

16.1 The proposed recommendations are based on ensuring the Council meets its statutory duties in relation to Section 5 of the Care Act to ensure a sustainable market of care in Wolverhampton, which has including considering benchmarking information, provider feedback and local market trends and available budget to determine the final recommendation.

17.0 Financial implications

17.1 The costs identified above are funded from Adults Services care purchasing which has a draft net controllable budget of £81.4 million in 2022-2023.

17.2 The recommendations being considered in this report represent a total estimated cost increase in of the region of £4.1 million.

17.3 The Council's Final Budget and Medium Term Financial Strategy (MTFS) for 2022-2023 to 2025-2026 which will be presented to Cabinet on 23 February and Full Council on 2 March 2022 includes growth for Adult Services totalling £9.2 million for 2022-2023. This is to fund forecast cost increases related to increased demand for services, the impact of any fee uplift, the impact of the Covid-19 pandemic, cost pressures associated with supporting additional reablement and discharges from hospital - which are currently funded by Health, managing demand across the current system and the delivery of the adult redesign.

17.4 In addition to this, as announced on the 7 September in the 'Build Back Better: Our Plan for Health and Social Care', local authorities have been provided with specific grant funding to support preparing their markets for adult social care reform and to help move towards paying a fair cost of care. Based on current financial modelling, we believe that this additional grant and growth already built into the budget is sufficient to cover the forecast cost pressures. However, pressures will continue to be monitored and reviewed in light of the ongoing Covid-19 pandemic, with updates provided to Councillors as part of the quarterly revenue budget monitoring reports.

[JB/09022022/Y]

18.0 Legal implications

18.1 The relevant legislation is set out in the body of the report.

18.2 The increase would mean that care providers are supported to meet their legal obligations to pay the increase in the National Living Wage and pension contribution from 4 April 2022. The implementation of a cost rate increase supports local providers to meet the requirements of the National Living Wage and cost of living increases falls within the remit of the Care Act 2014. The Care Act 2014 has reiterated and strengthened this expectation with explicit requirements to maintain market sustainability and responsibilities for dealing with provide failure for both assisted and self-funding people.

[TC/09022022/A]

19.0 Equalities implications

19.1 There are no equalities implications arising from this report.

20.0 All other implications

20.1 A values-driven, quality workforce will enhance the experience of people requiring formal support through paid assistance and enhance health and wellbeing.

21.0 Schedule of background papers.

21.1 None

22.0 Appendices

22.1 Appendix 1: Legislation and Government Policy which impacts on the 2023 - 2024 Fee Review

22.2 Appendix 2: Benchmarking of Wolverhampton care provision costs for 2021-2022 comparing neighbouring local authorities and CIPFA (the Chartered Institute of Public Finance and Accountancy) comparators.

22.3 Appendix 3: Placement numbers and/or hours delivered or planned for each care sector in Wolverhampton

Care and Support Provider Fee Review 2022-2023
Appendix 1: Benchmarking

Benchmarking of Wolverhampton care provision costs for 2021-2022 comparing neighbouring local authorities and CIPFA (the Chartered Institute of Public Finance and Accountancy) comparators:

Table 1:
Residential Care Home Rates



Table 2:
 Nursing Home Rates

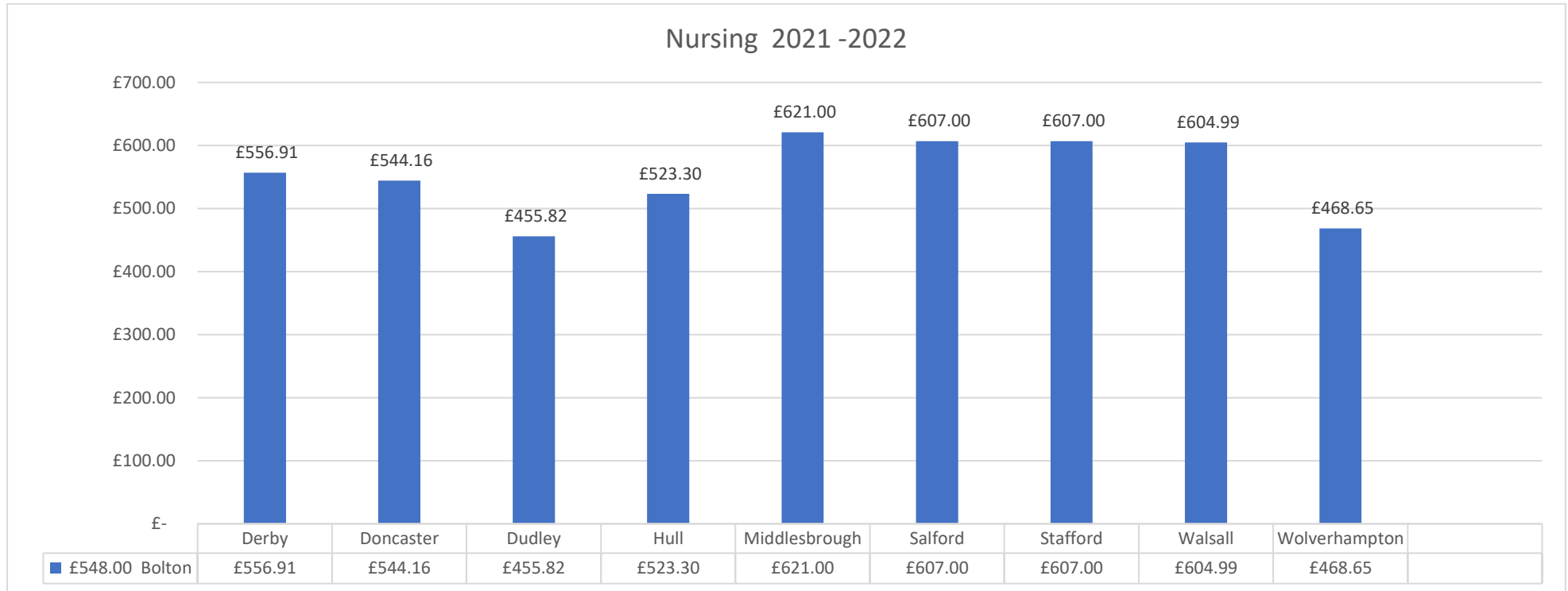


Table 3:
Residential Care Homes – EMI Rates

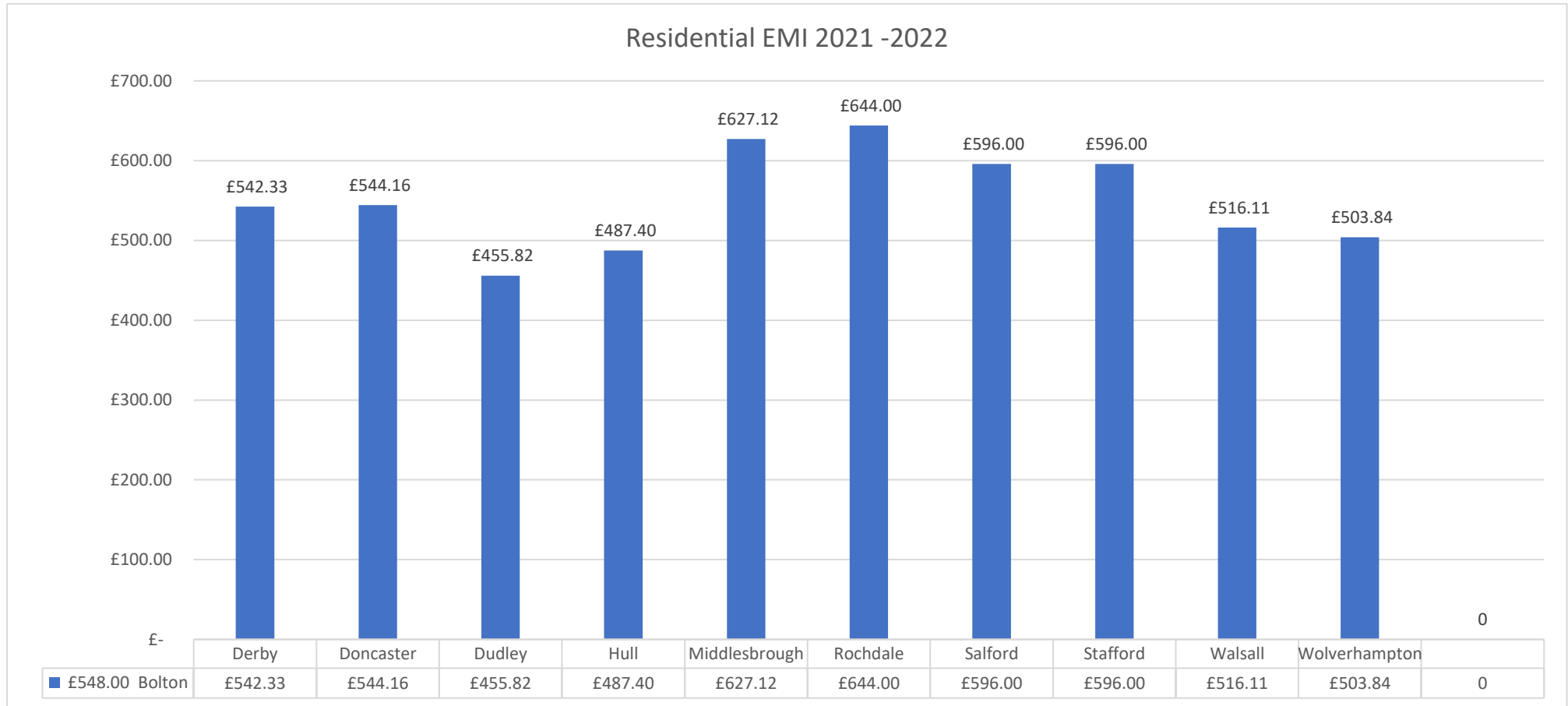


Table 4:
 Nursing Homes – EMI Rates

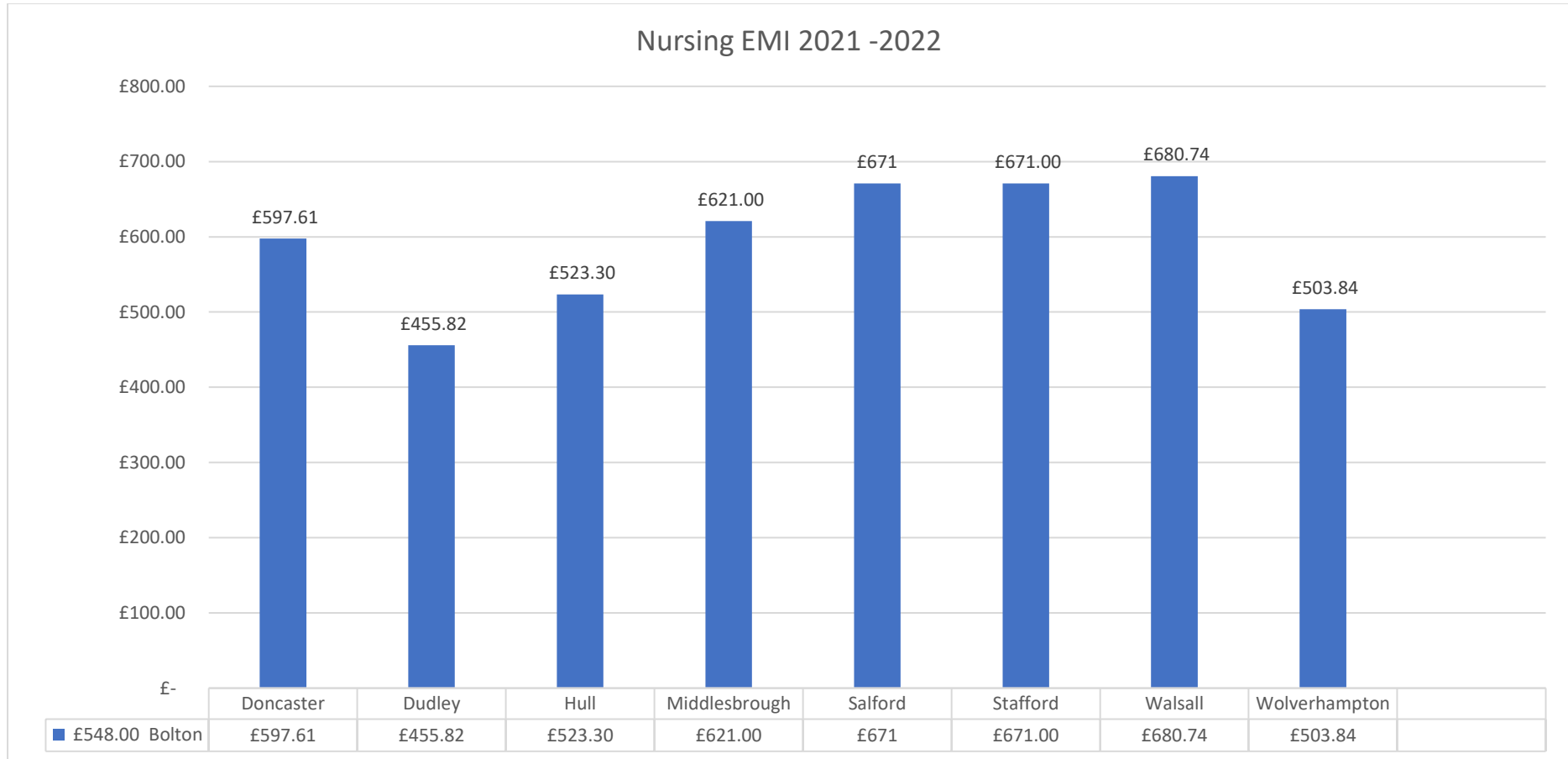


Table 5:
Home Care Rates



Table 6:
Direct Payments Agency Rates



Table 7:
Direct Payment Personal Assistant Rates

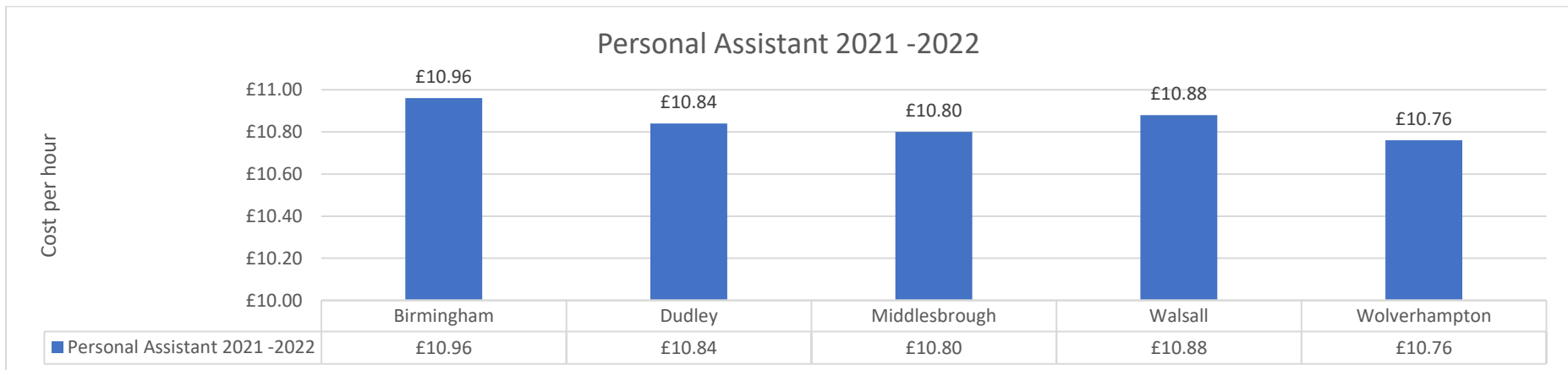


Table 8:
Supported Living Rates



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Care and Support Provider Fee Review 2022-2023

Appendix 2: Review of placement numbers and/or hours delivered or planned for each care sector in Wolverhampton during 2021

Table 1: Home care

Service Type	Weekly Planned Hours (Average)	All Planned Hours in Year from 1 April 2021 – 22 January 2022
Home Care	16,648	715,865
Home Based Respite	427	18,363
Home-first * (also known as rapid response)	1,796	77,233
Total	18,871 (Average)	811,461

Table 2: Direct Payments and Individual Service Funds

Service Type	Weekly Planned Hours (Average)	All Planned Hours in Year from 1 April 2021 – 22 January 2022
Direct Payments	8,667	372,712
ISF	1,165	50,125
Total	10,016 (Average)	430,695

Table 3: Older People Nursing and Residential Care Homes

Service Type	People in Placement as at 31 December 2021 *
Residential 65+	123
Residential Dementia 65+	323
Nursing 65+	79
Nursing Dementia 65+	159
Total	684

*These are council funded placements (and do not include self-funders).

Table 4: Supported Living

Snapshot of hours of supported living
There were 21,733 hours of planned supported living provided w/c 31 January 2022

Table 5: Nursing and residential Care Home for People under the age of 65 years

Service Type	People in Placement as at 31 December 2021 *
Residential	153
Nursing	72
Total	225

Table 6: Community Activities for Older People

Number of people accessing sessions
There are currently 53 people accessing community activities through the framework with 105 sessions accessed per week.

Table 7: Community Opportunities for Younger Adults with Complex Needs

Number of people accessing sessions
There currently 151 people accessing community opportunities through the framework averaging at 599 days per week.

Care and Support Provider Fee Review 2022- 2023

Appendix 3: Legislation and Government Policy which impacts on the 2023 - 2024 Fee Review.

In July 2021, the Health and Care Bill was published. It set out key legislative proposals to reform the delivery and organisation of health services in England and to promote more joined-up services, to ensure more of a focus on improving health rather than simply providing health care services.

The Bill will bring about a legislative framework that supports collaboration rather than competition. The Bill also contains new powers for the Secretary of State over the health and care system, and targets changes to public health, social care, and quality and safety matters. The Bill is expected to be passed in time for changes to come into effect in April 2022.

The Bill also introduces a new duty for the Care Quality Commission to: conduct reviews of each councils' regulated adult social care functions (functions under Part One of the 2014 Care Act): assess the performance of councils following each review; and publish a report of its assessment.

In September 2021, the Prime Minister confirmed the government will provide funding to support local authorities to move towards paying care providers a fair rate of care outlined in the Government policy paper, Market Sustainability and Fair Cost of Care Fund.

This is part of the government's ambition to commit to reform within the adult social care system and ensure people, in future, are protected from unpredictable costs; offers more choice and control over care received; offers outstanding quality; and is accessible to those who need it.

A sustainable care market is fundamental to achieving this ambition.

From October 2023 the Government proposes that more people who fund their own care in care homes will be able to ask their local authority to arrange care on their behalf to secure better value (those in domiciliary care can already do so), by further bringing into effect section 18(3) of the Care Act 2014

To address under investment in local care markets and to ensure that local authorities can move towards paying a fair cost of care, the Government will provide funding over the next three years to prepare external care markets for reform. The market effect of this change will be that some providers over time will need to reduce reliance on subsidising state-funded care from self-funders. Where this has an impact, local authorities will need to ensure their market can be sustained and fee rates are sustainable.

As a condition of receiving grant funding, local authorities will need to submit to the Department of Health and Social Care (DHSC):

1. a cost of care exercise – produced by surveying local providers for 65+ residential and nursing care and 18+ homecare to determine a sustainable fee rate for different care settings.
2. a provisional market sustainability plan setting out local strategy for the next 3 years (2022 to 2025), using the locally produced cost of care exercise as a key input, this provisional plan needs to demonstrate the pace at which the local authority intend to move towards a sustainable fee rate.
3. spend report – this will detail how money has been allocated in line with our expectations in order to achieve a more sustainable local market (as set out in 1 to 4 above)

The City of Wolverhampton Council will undertake these required actions during 2022, the key findings will inform the fee review for 2023/2024.

CITY OF WOLVERHAMPTON COUNCIL	Cabinet (Resources) Panel 23 February 2022
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Report title	Community Asset Transfer – Former Tettenhall Railway Goods Depot	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Bhupinder Gakhal City Assets and Housing	
Key decision	No	
In forward plan	Yes	
Wards affected	Tettenhall Wightwick	
Accountable Director	Julia Nock, Deputy Director Assets	
Originating service	Assets	
Accountable employee	Luke Dove Tel Email	Strategic Asset Manager, Assets 01902 557121 Luke.Dove@wolverhampton.gov.uk
Report to be/has been considered by	City Assets Leadership Team Asset Management Board	15 December 2021 12 January 2022

Recommendations for decision:

The Cabinet (Resources) Panel is recommended to:

1. Approve the Community Asset Transfer of the Former Tettenhall Railway Goods Depot, WV6 8NZ to Tettenhall Transport Heritage Centre for a term of 35 years subject to terms.
2. Delegate authority to the Cabinet Member for City Assets and Housing in consultation with the Deputy Director Assets to approve the terms of the Community Asset Transfer and execution of the lease.

1.0 Purpose

- 1.1 To propose that the Former Tettenhall Railway Goods Depot, WV6 8NZ be leased to Tettenhall Transport Heritage Centre on a 35-year lease on the basis of a Community Asset Transfer.

2.0 Background

- 2.1 In November 2020 Cabinet agreed the revised Community Asset Transfer (CAT) Strategy in relation to all property transactions between the Council and Voluntary and Community Organisations (VCOs).
- 2.2 The CAT Strategy aims to achieve a fair and transparent process for asset transfer between the City of Wolverhampton Council and local community groups. The Strategy assists communities to measure their state of preparedness in taking on greater management responsibility of assets. This Strategy reflects recent experience with the Voluntary Sector to make it more responsive to the needs of the Sector and also risk manage the Landlord position of the Council should a Charity have difficulties in sourcing grant funding during the early stages of its development.
- 2.3 Community Asset Transfers are essentially the transfer of public land to a community organisation (such as a Development Trust, a Community Interest Company or a social enterprise) for less than market value – to achieve a local social, economic or environmental benefit.
- 2.4 The Former Tettenhall Railway Goods Depot is located at the former Tettenhall Railway Station within the Tettenhall Wightwick ward. It is a two-storey, detached property currently occupied and utilised as a transport heritage museum.

3.0 Tettenhall Transport Heritage Centre

- 3.1 Tettenhall Transport Heritage Centre (TTHC) is a registered charity based in Wolverhampton run by volunteers to operate a museum to inform and educate people on the transport and industrial heritage of the City.
- 3.2 The building also currently provides the base for the Tettenhall Engine Club, The Heritage Model Club and The Boulton Paul Association and regularly displays historic artefacts.
- 3.3 In addition to the museum, TTHC also undertake guided walks to highlight the important transport heritage of the Smestow Valley alongside linking up with other local organisations.
- 3.4 The governance of TTHC is overseen by an Executive Committee who oversee the management of the organisation in line with the Tettenhall Transport Heritage Centre Constitution.

- 3.5 TTHC is currently operating from the site under a Tenancy at Will at a peppercorn rent. This is following expiration of their lease at a peppercorn rent being granted by the Council when the organisation formed and started their operation in 2014.
- 3.6 TTHC operate on a not-for-profit basis with any surpluses generated being reinvested back into the museum and building with over £45,000 invested to date. They have generated a surplus in every year they have operated to date including during periods of lockdown during 2020-2022. As part of the CAT, it would be a requirement of the lease that any future surpluses are reinvested moving forward. This would be monitored through periodic submission of accounts by the tenant for review by the Council. A further Individual Executive Decision Notice (IEDN) will be sought prior to completion of the proposed lease and the parties are to agree heads of terms for the lease in the event this IEDN is approved.

4.0 Proposed Development

- 4.1 TTHC are proposing to continue developing the museum through building on its current success with this being the only industrial museum located within the City.
- 4.2 Following consideration of the business case as received from TTHC, it provides a robust structure both operationally and financially that would ensure the property is correctly maintained in future and provides a valuable asset within the community that will continue to bring excellent benefits to the local economy.
- 4.3 TTHC will oversee the management of the property along with the central services and will ensure that the building and all associated Health and Safety regulations and legal requirements are adhered to at all times.
- 4.4 To allow TTHC the opportunity to successfully secure grant funding and to support the continued delivery of their museum and community involvement, a long lease would be required with a minimum term of 35 years at nil consideration.

5.0 Benefits of Proposed Community Asset Transfer

- 5.1 The proposed CAT and future development of the Former Tettenhall Railway Station Goods Depot will offer a valuable and unique offering in allowing the Transport Heritage Museum to successfully continue.
- 5.2 It will assist in increasing the number of local people utilising the Smestow Valley Local Nature Reserve to support the local economy.
- 5.3 TTHC will also look to adjust their focus based on feedback to align with and support local educational curriculums by providing details around Wolverhampton's role in the Second World War.
- 5.4 The proposed CAT will allow TTHC to secure the grant funding required to allow development of the property internally to ensure inclusive access for both floors of the museum. Currently there is only provision for wheelchair access to the upper level externally.

- 5.5 The proposed CAT will assist TTHC as they look to become an Accredited Museum with the West Midlands Museum Service.
- 5.6 As part of the CAT process the Council will continue to provide ongoing support to the Tennant to assist in their continued successful service delivery and management of the asset.

6.0 Supporting Delivery of the Strategic Asset Plan

- 6.1 City Assets have developed a Strategic Asset Plan that was completed and approved by Cabinet on 17 October 2018. This provides the structure and management of the Council's land and property portfolio over the following five years, to 2023, and incorporates the Our Assets principle. The plan is structured into three parts:
- Asset Management Policy
 - Asset Management Strategy
 - Asset Management Action Plan
- 6.2 The Asset Management Policy establishes a clear mission with supporting principles for the management of land and buildings, ensuring it is fit for purpose and benefits the people of the City of Wolverhampton and to use land and buildings following rationalisation and disposal of land and buildings, that will enable a financial return to stimulate development and growth, support and encourage local businesses and promote joint-working.
- 6.3 The transfer of The Former Tettenhall Railway Goods Depot supports the policy as outlined and in particular delivery of items A3, A5 and A9 of the Action Plan.

7.0 Evaluation of alternative options

- 7.1 Should the Community Asset Transfer not be approved TTHC will not have a long-term solution for the development of the transport heritage museum as proposed
- 7.2 The Council could continue with the current Tenancy at Will, but this will not provide the security of tenure required by TTHC to secure grant funding and continue to invest in and develop the asset.
- 7.3 The Council could look to end the tenancy with TTHC which would result in the loss of the museum being the only one of its kind in Wolverhampton. The Council could then look to lease the property at market value currently estimated at £11,500 per annum.

8.0 Reasons for decision

- 8.1 The transfer of the asset provides TTHC with the opportunity to enhance the building and service delivery of their very unique organisation improving the local community and environment and serving the City of Wolverhampton.

9.0 Financial implications

- 9.1 The granting of a full repairing lease transfers the future responsibility for maintenance costs, running costs and future investment costs to TTHC. The current Tenancy at Will arrangement involves a similar arrangement with regard to liability for these costs so there is no direct impact on related revenue expenditure budgets arising from the report recommendations.
- 9.2 The potential market rent is £11,500 per annum although the current Tenancy at Will arrangement is for the asset to be provided at a peppercorn rent. Disposal of the asset via a community asset transfer will therefore have no direct impact on revenue income budgets. A freehold capital valuation is deemed inappropriate for this type of asset.
- 9.3 Whilst the recommendations in the report have no direct impact on Council budgets, the proposal would provide TTHC with greater certainty and more appropriate property management arrangements to encourage future investment and bring greater benefits to the local economy and communities.
[RT/04012022/G]

10.0 Legal implications

- 10.1 The terms of the proposed lease must comply with S.123 Local Government Act 1972 as leases of more than seven years are deemed a disposal and local authorities are obliged to obtain the best consideration reasonably available for such disposals unless Secretary of State consent is obtained. Under this legislation there is a General Consent that authorises disposals at an undervalue provided that the undervalue is for a sum of less than £2.0 million and it can be demonstrated that the disposal will promote the social, economic or environmental wellbeing of the area.
- 10.2 Unless Secretary of State consent is obtained for the proposed leasehold disposal the Council must be able to demonstrate the disposal satisfies the terms of the General Consent described above and therefore the undervalue must not exceed the statutory limit of £2.0 million; and the Council must be able to demonstrate that the proposed disposal will promote the economic, social or environmental wellbeing of the area. On this basis the Council's Estates Team has undertaken an evaluation of the leasehold value of the property in its current condition and determined that it would likely achieve a market rent of £11,500 per annum. When this is projected over the proposed 35-year term of the lease to TTHC it is considered the disposal would not exceed the statutory limit of £2.0 million for a disposal at an undervalue; and the Council is satisfied that it can demonstrate the proposed disposal will promote social, economic or environmental wellbeing in the area for the reasons described above.
[HAF/22.12.21/CW]

11.0 Equalities implications

- 11.1 All development plans will consider and meet the needs of all people within the local community and an all-inclusive approach will be taken by Wolverhampton City Council. As reported in paragraph 5.4 above grant funding will enable development of the internal parts of the property that will improve wheelchair access to the upper level.

12.0 All other implications

- 12.1 The approval of a Community Asset Transfer of the asset listed in this report will prevent it falling into disrepair and avoid anti-social behaviour.
- 12.2 The transfer of the asset will provide an inclusive and positive impact on health and wellbeing within the local community.

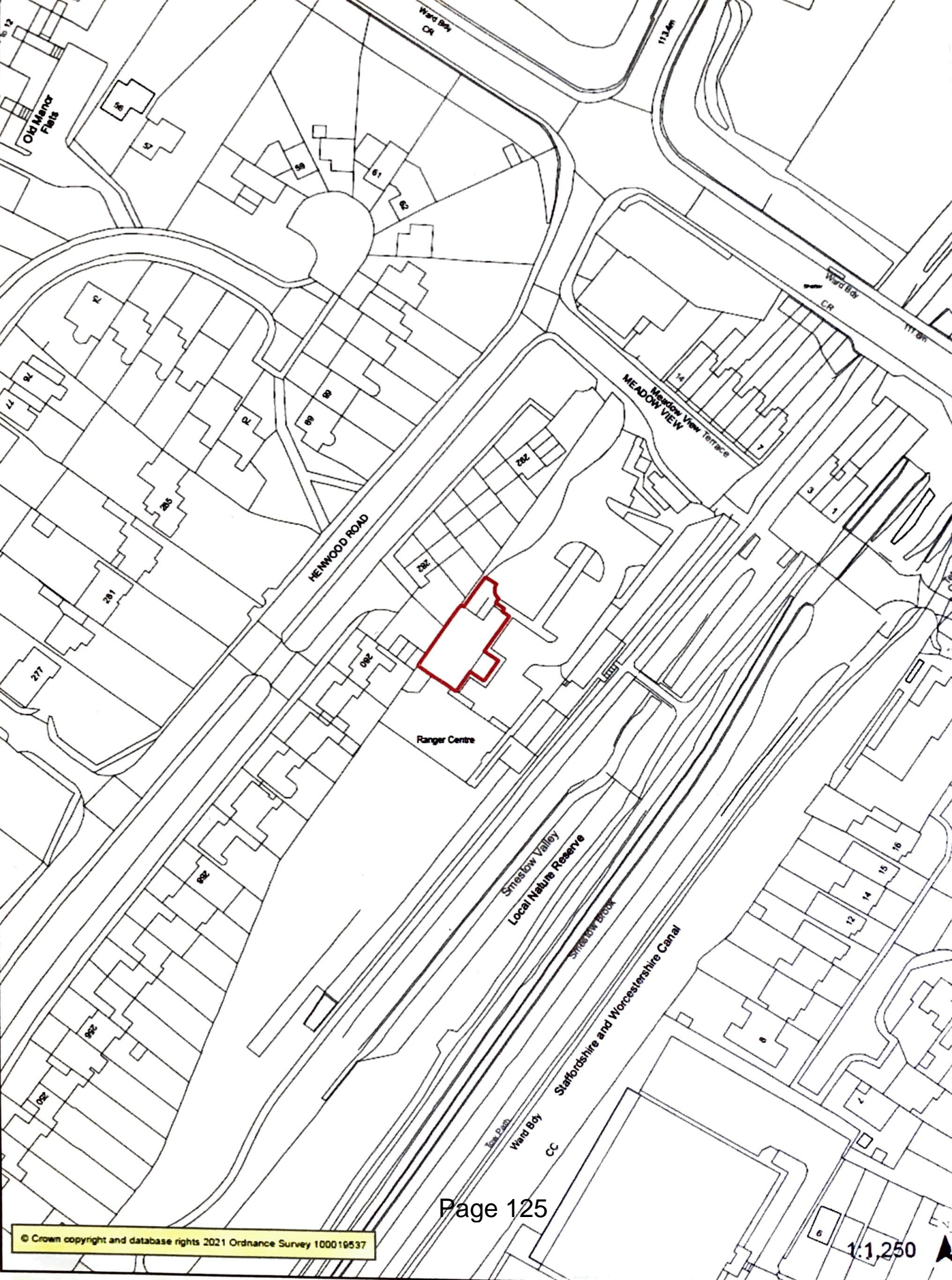
13.0 Schedule of Background Papers

- 13.1 [Strategic Asset Plan 2018-2023](#) – Report to Cabinet on 17 October 2018 including:

- Asset Management Policy 2018-2023
- Asset Management Strategy 2018-2023
- Asset Management Action Plan

14.0 Appendices

- 14.1 Appendix 1 – Former Tettenhall Railway Station Location Plan



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