Nottinghamshire County Council

Supported Accommodation for Young People - Market Position Statement 2020/21

Introduction

The purpose of this document is to provide key market intelligence, which will be useful to existing and potential providers in making business and investment decisions. It should act as a starting point for discussions between providers and the County Council by highlighting the supported accommodation for young people that the Council wishes to commission in the future. For clarification, young people refer to those aged 16-21, although there may be rare instances where support is commissioned for a 15-year-old.

The county and people of Nottinghamshire:

The County Council area (excluding the city of Nottingham) is 805 square miles covering both urban and rural areas. 20% of the population lives in the rural areas mostly small towns and villages.

Nottinghamshire has a two-tier structure comprising of the County Council and seven district and borough councils. The Council is the 10th largest Local Authority in the UK.

Mansfield, Ashfield and Bassetlaw have some of the highest deprivation levels in the country. Rushcliffe Borough has very low levels of deprivation.



Key population data:

Nottinghamshire has a population of 823,100 (Office for National Statistics 2018 mid-year estimates) and is expected to increase to 840,700 by 2021.

Children and young people make up 20% of the population. This population is expected to show a moderate increase of 9% by 2030, with the greatest increases in Broxtowe (15%) and Gedling (11%). In Nottinghamshire, localities where there are higher numbers of families on low incomes are those localities where children and young people are less healthy and do less well at school.

The numbers of looked after children in Nottinghamshire

The numbers of children looked after by Local Authorities is rising nationally and in Nottinghamshire a similar growth in numbers has been seen. From 2018-2019 there were 875 children and young people being looked after by Nottinghamshire County Council. As of 01/04/2020 there were 929 Looked After Children (LAC), which equates to 0.11% of the County's population.

The table below shows a breakdown of Looked After Children in Nottinghamshire by age (01/04/2020):

Current Age	Number	%
11	52	6
12	47	5
13	75	8
14	77	8
15	90	10
16	104	11
17	129	14
18	5	1
Total	**929**	**100.0%**

The table below shows a breakdown of Looked After Children in Nottinghamshire by gender (01/04/2020):

Gender	Count	%
F	414	45%
M	515	55%
Total	**929**	**100.0%**

Local and National Drivers (Young People Supported Accommodation):

National research shows there has been an increase in the complexity of support needs of young people accessing supported accommodation. In Nottinghamshire approximately 57% of young people in service have complex needs. Young people are displaying more violence and aggression towards other service users and staff, which can result in placement breakdown.

Nationally and locally reductions in public funding are likely to see an increase in youth homelessness. Young people are being disadvantaged across the labour and housing market and within the welfare system.

There are insufficient funds to adequately support all 16-21s in Nottinghamshire in housing need, priority has been given to the groups identified as most vulnerable: 16/17year olds and Care Leavers.

Supported Accommodation for Young People in Nottinghamshire:

In Nottinghamshire we commission supported accommodation for young people aged 16-21. The County Council has two key arrangements in place for the commissioning of different elements of supported accommodation which Homeless 16- and 17-year olds, Looked After children and Care Leavers aged 16 -21 can access as part of their transition to adulthood.

There are two types of placements available:

1. The main 16+ provision has 234 units of accommodation for homeless 16/17-year olds, Looked After Children and Care Leavers transitioning from residential or foster placements and vulnerable homeless young people aged over 18. This service consists of 'Core' and 'Cluster' accommodation. The Core service has staff on site 24 hours a day and has appropriate levels of staffing to support young people presenting with a range of needs. In addition to the Core service, there are cluster units of accommodation throughout the County, some of which are self- contained but the majority of which are shared accommodation. These units have visiting support to the level required by the young person. In most cases a young person will require a core setting initially but following a period of stabilisation the young person will have developed sufficient independent living skills to be placed into cluster accommodation.
There are three contracts delivered by two providers covering the whole of the County. They are based on a locality model covering the following areas:

- Mansfield and Ashfield
- Newark and Sherwood and Bassetlaw
- Gedling, Broxtowe and Rushcliffe

Contracts commenced in August 2015 for a period of five years with the option to extend for 1 + 1 years. The contracts have been extended and are due to end in July 2022.

2. Individual placement agreements commissioned via a Dynamic Purchasing System (DPS) with approved providers that can provide support to Looked After Children who need a greater level of support than is readily available within the main 16+ provision. It is likely that service users will have multiple and complex needs and may require a solo placement with staff on site up to 22 hours a day. A placement is sourced from the DPS where the young person's needs can't be met within the main provision due to either a lack of capacity (emergency beds) or the risks posed can't be managed in the existing core settings. Typically, a young person would spend between 3-6 months in a DPS setting before transitioning into the main provision.

Key issues for 16+ supported accommodation:

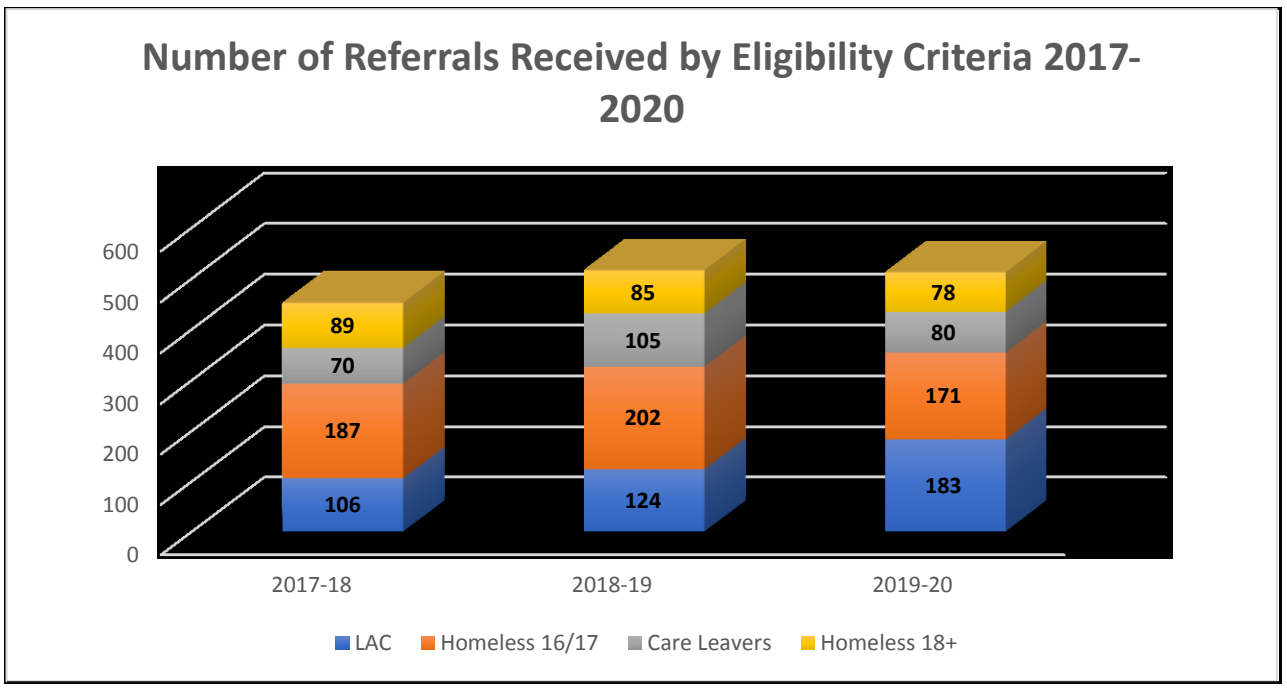
- There are challenges with meeting the needs of Unaccompanied Asylum-Seeking Children (UASC) within the 16+ supported accommodation services, as services are struggling to meet their needs due to language and cultural barriers.
- There are increasing numbers of Looked after children and those with complex needs, who require more specialist accommodation.
- There is a lack of self-contained cluster accommodation within the main provision.
- Leaving Care have a duty to advise and support up to age 25, however access to supported accommodation is limited to those aged up to 21.
- There is particular pressure on the service during summer months and current capacity issues within the main provision.

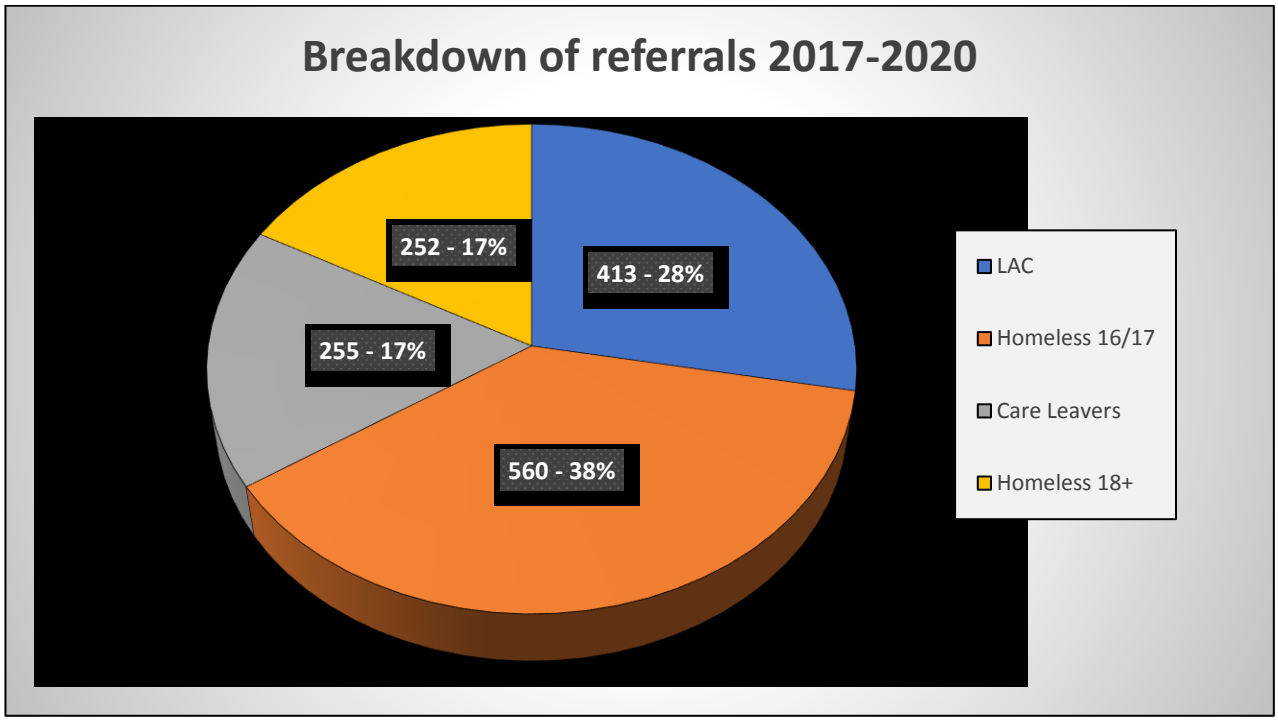
- Young parents are presenting with multiple needs and risks; many are in violent relationships and are significantly lacking parenting skills. There is insufficient core accommodation for teenage parents.
- DPS provision in general offers poor value for money, and there is limited evidence of successful outcomes for young people.

Demand:

From 2017 to 2020 there have been a total of 1,482 referrals for 16+ supported accommodation. During 2017-18 there were 452 referrals; in 2018-19 there were 516 referrals and in 2019-20 there were 512. In each quarter the highest proportion of referrals are received from the Homeless 16/17-year-old category, followed by Looked After Children, and Care Leavers. The fewest referrals are received from the Homeless 18+ group, this should not suggest that there is not a homeless problem for Homeless 18+ in Nottinghamshire but is more of an indicator that the priority score over 18's receive is such that the likelihood of being offered supported accommodation is low, and therefore other options are explored.

The charts below show a breakdown of the referrals per category for each year:



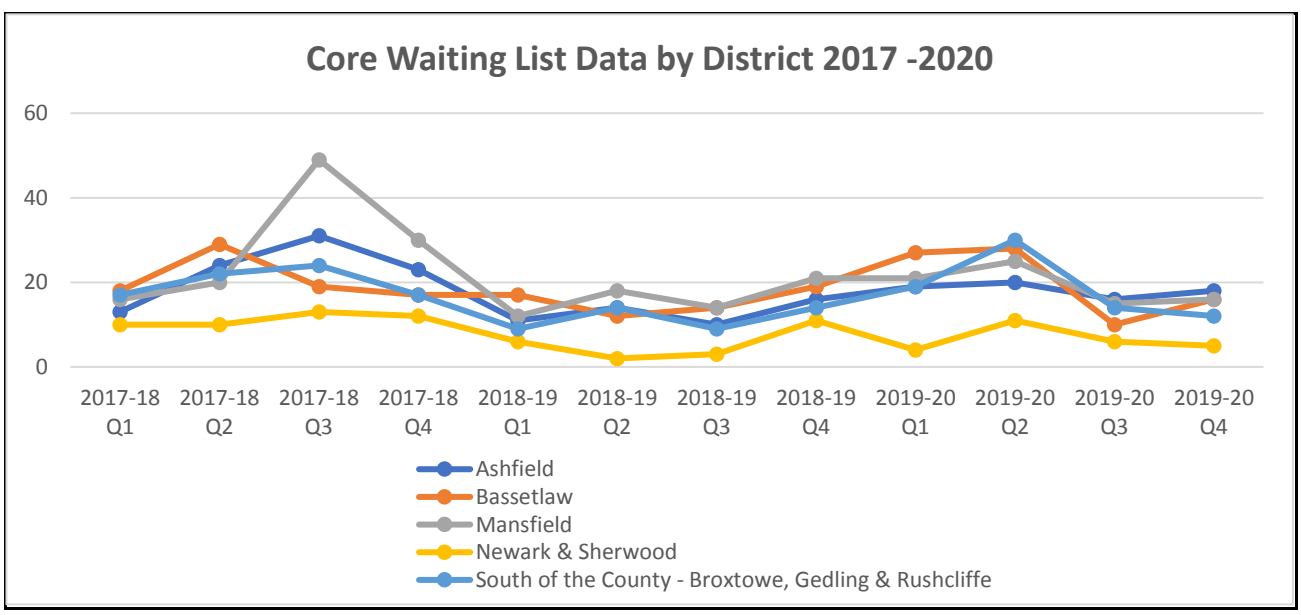


Waiting lists

Core accommodation:

From 2017 to 2020 there have been a total of 992 on core accommodation waiting lists across the County. In 2017-18 there were a total of 414 on waiting lists, in 2018-19 a total of 246 and in 2019-20 a total of 332.

In terms of districts, Mansfield, Bassetlaw and Ashfield have had the highest numbers on core waiting lists. Newark and Sherwood have the lowest.



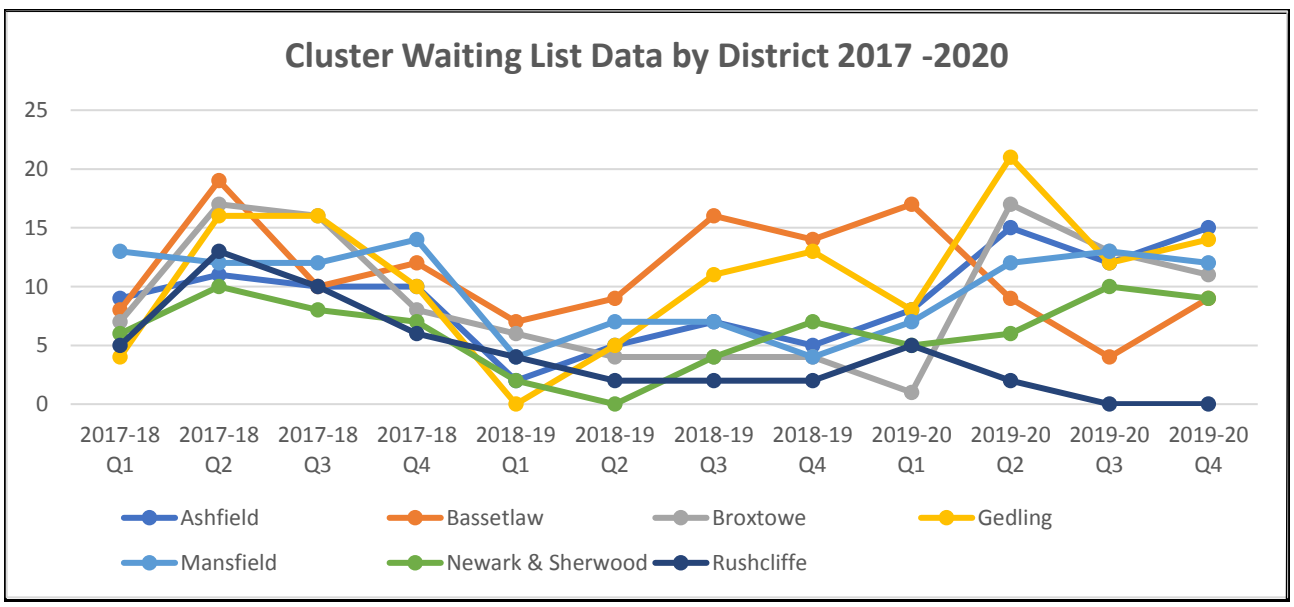
Breakdown of core waiting list figures by quarter:

	Ashfield	Bassetlaw	Mansfield	N&S	South of County – Broxtowe, Gedling & Rushcliffe	Quarter Totals
2017-18 Q1	13	18	16	10	17	**74**
2017-18 Q2	24	29	20	10	22	**105**
2017-18 Q3	31	19	49	13	24	**136**
2017-18 Q4	23	17	30	12	17	**99**
2018-19 Q1	11	17	12	6	9	**55**
2018-19 Q2	14	12	18	2	14	**60**
2018-19 Q3	10	14	14	3	9	**50**
2018-19 Q4	16	19	21	11	14	**81**
2019-20 Q1	19	27	21	4	19	**90**
2019-20 Q2	20	28	25	11	30	**114**
2019-20 Q3	16	10	15	6	14	**61**
2019-20 Q4	18	16	16	5	12	**67**
Totals	**215**	**226**	**257**	**93**	**170**	**992**

Cluster waiting list:

The Cluster waiting list in general has fewer people than the core waiting list. From 2017 to 2020 there have been a total of 723 on cluster accommodation waiting lists across the County. In 2017-18 there were a total of 299 on waiting lists, in 2018-19 a total of 157 and in 2019-20 a total of 267.

In terms of districts, Bassetlaw, Gedling and Mansfield have had the highest numbers on cluster waiting lists. Rushcliffe and Newark and Sherwood have had the lowest.



Breakdown of cluster waiting list figures by quarter:

	Ashfield	Bassetlaw	Broxtowe	Gedling	Mansfield	N&S	Rushcliffe	Quarter Totals
2017-18 Q1	9	8	7	4	13	6	5	**52**
2017-18 Q2	11	19	17	16	12	10	13	**98**
2017-18 Q3	10	10	16	16	12	8	10	**82**
2017-18 Q4	10	12	8	10	14	7	6	**67**
2018-19 Q1	2	7	6	0	4	2	4	**25**
2018-19 Q2	5	9	4	5	7	0	2	**32**
2018-19 Q3	7	16	4	11	7	4	2	**51**
2018-19 Q4	5	14	4	13	4	7	2	**49**
2019-20 Q1	8	17	1	8	7	5	5	**51**
2019-20 Q2	15	9	17	21	12	6	2	**82**
2019-20 Q3	12	4	13	12	13	10	0	**64**
2019-20 Q4	15	9	11	14	12	9	0	**70**
Totals	**109**	**134**	**108**	**130**	**117**	**74**	**51**	**723**

Emergency accommodation:

There are 7 units of emergency accommodation available for Homeless 16/17-year olds, Looked After Children and Care Leavers based within Core settings.

2018 - 2019

Total number of service users	**123**
Total number of Nights Occupied	**1821**
No of LAC	17
No of Nights Occupied by LAC	217
No. of Care Leavers	24
No. Nights Occupied by Care Leavers	408
	0
No. 16/17 non-LAC	75
No. Nights occupied	998

2019 - 2020

Total number of service users	**123**
Total number of Nights Occupied	**2349**
No of LAC	34
No of Nights Occupied by LAC	707
No. of Care Leavers	18
No. Nights Occupied by Care Leavers	478
No. 16/17 non-LAC	48
No. Nights occupied	977

Supported Accommodation for young people with Emotional and Behavioural Difficulties (EBD), challenging, and high-risk taking behaviours DPS

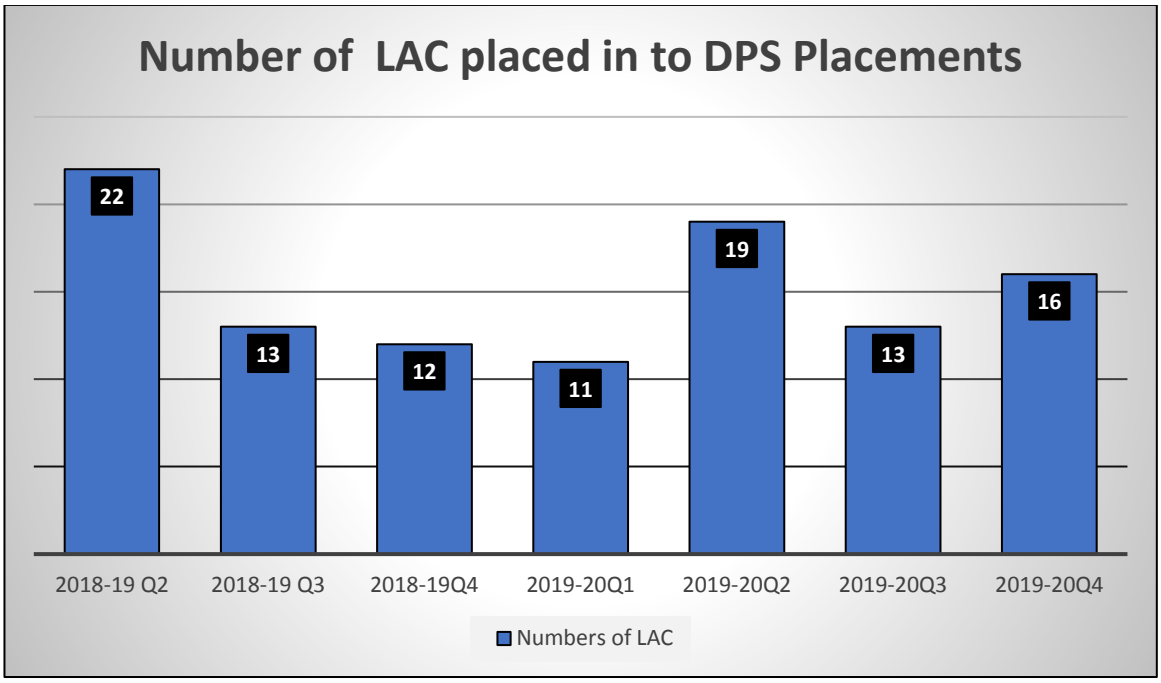
There are currently 39 young people placed in DPS accommodation (11/05/2020).

Current placements of Looked After Children placed in DPS accommodation by locality:

Number of young people	District
7	Ashfield
2	Bassetlaw
2	Gedling
4	Mansfield
5	Newark & Sherwood
14	Nottingham City
5	Out of County
Total = 39	

The numbers of young people in DPS placements have steadily increased since the DPS was commissioned in 2018. In May 2018 there were 18 Looked After Children in placements, by May 2019 this figure had risen to 32.

The table below shows the numbers of LAC placed per quarter in to DPS placements:



Nottinghamshire County Council has a legal duty to provide accommodation to all homeless 16/17-year olds, this responsibility is usually met via the use of emergency accommodation within the main provision, however on occasions when all the emergency beds are occupied DPS placements will be sought. Therefore, the number of placements made to DPS provision will be directly influenced by capacity within the main provision, in particular the emergency accommodation.

Supply:

Main Supported 16 + Accommodation Provision

There are 234 units of core/cluster accommodation and emergency accommodation. Services are reflective of the level of need of the individual. It is eligible for 16-21-year olds and there is a clear distinction between care and support. There are three locality-based services:

- Transitions South – Framework
- Transitions North – Framework
- Branching Out – NCHA in partnership with New Roots

Supported Accommodation 16 + – Map of core and cluster provision

Bassetlaw

Core Service – provides 24-hour staff cover

- Cobwell Road - 9 units
- 1 Emergency bed at Cobwell Road
- Marcus House 7 units
- Wright Wilson St – 6 units
- Self-contained units – 1 (Teenage Pregnancy)

Cluster

- 30 units (self-contained or shared accommodation) with visiting support

Total units - 56

Mansfield

Core Service

- Fritchley Court – 22 units providing 24-hour staff cover
- 2 emergency beds

Cluster Service

- 28 units (self-contained or shared accommodation) with visiting support
- **Total units – 52**

Newark & Sherwood

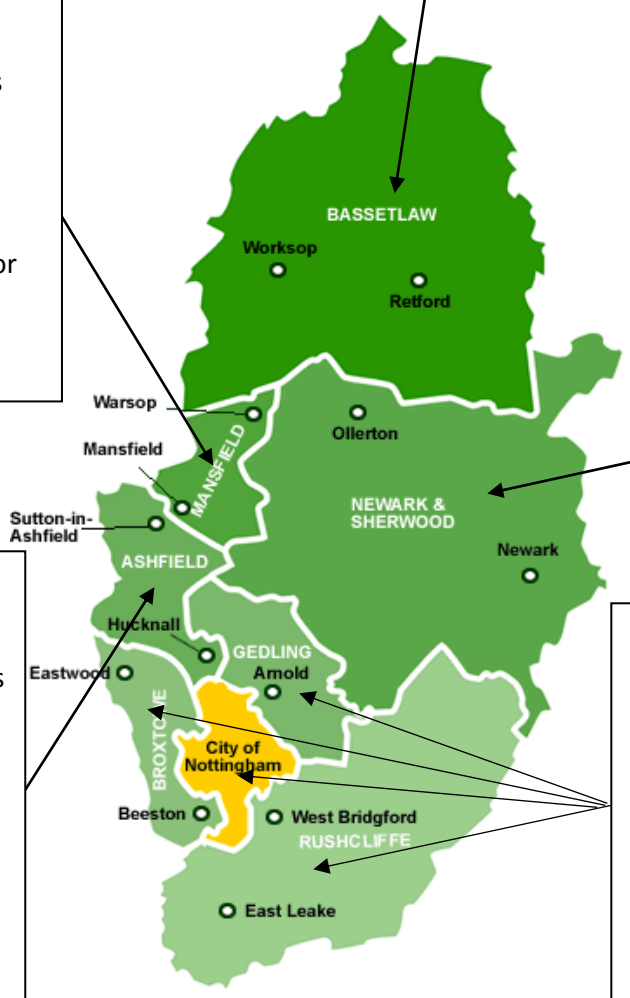
Core Service – provides 24-hour staff cover

- Kings Rd – 8 units
- 1 emergency bed at Kings Rd
- 1 bed Castle View Court – (Core support required)

Cluster Service

- 23 units (self-contained or shared accommodation) with visiting support

Total units - 31



Ashfield

Core Service

- Outram Street – 16 units providing 24-hour staff cover
- 1 emergency bed

Cluster Service

- 24 units (self-contained or shared accommodation) with visiting support

Total units - 41

South of the County

Core Service

- 11 units West Bridgford
- 2 emergency beds

Cluster Service

41 units:

- 17 units in Gedling
- 16 units in Broxtowe
- 4 units in Rushcliffe
- 4 units in City

Total units - 54

DPS Provision

There are 45 providers on the DPS list for young people with emotional and behavioural difficulties, challenging and high-risk taking behaviours requiring small/solo placements. Most of the units are located in Nottingham city, however, there are other units located around the County. The map below highlights current cases and geographically where these are located around the County, including both district and the specific town/area. However, it should also be noted that there are placements, which are out of County.

District: Bassetlaw

Towns/Areas
Worksop

Total Cases 2

District: Mansfield

Towns/Areas
Bull Farm
Forest Town
Ladybrook
Mansfield

Total Cases - 4

District: Newark & Sherwood

Towns/Areas
Balderton
Newark

Total Cases - 5



District: Ashfield

Towns/Areas
Kirkby-In-Ashfield
Sutton-In-Ashfield
Hucknall
Huthwaite

Total Cases - 7

District: Gedling

Towns/Areas
Bestwood
Arnold

Total Cases - 2

Nottingham City

Total Cases - 14

Out of County

Bolsover - Derbyshire
Erewash - Derbyshire
Leicester City
Sheffield

Total Cases - 5

Key points relating to supply:

- There is a mixed type of accommodation in settings across the County. The accommodation is variable and needs to be realistic but of good quality.
- There is a lack of self-contained cluster accommodation.
- Although there are many providers on the DPS framework. Many of these do not actually bid for work therefore this leaves a smaller minority of providers who offer support and accommodation.
- There are increasing numbers of Looked after children and those with complex needs, who require more specialist accommodation.
- There are challenges with meeting the needs of Unaccompanied Asylum-Seeking Children (UASC) within the 16+ supported accommodation services, as services are struggling to meet their needs due to language and cultural barriers.
- There is a desire to move to smaller units of supported accommodation, rather than large scale supported accommodation sites.
- Nottinghamshire County Council encourages providers with accommodation in Nottinghamshire to apply to join the DPS framework. Placing Nottinghamshire children in Nottinghamshire is a key priority.
- There will be limited demand for placements outside of Nottinghamshire and this should be considered when applying for the DPS framework.

Supported Accommodation Expenditure:

Type of Provision	2019-20	2018-19	2017-18
DPS	£3,593, 000	£1,782,481	£950,945
Contracts for Main Provision	£1,981,000	£1,981,000	£1981,000

The Council commissions journeys of support from the 3 main framework agreements and will pay the provider either an enhanced fee, or a standard fee for every young person they support. The fees are outlined below:

1) standard journey fee £6750

2) enhanced journey fee £13500 (for more complex cases)

This fee is for the duration of the young person's stay i.e. can be for up to two years or for a much shorter period. LAC and Care Leavers can remain in the service until their 22nd birthday.

The average cost of a DPS placement is £2,302 per week.

The average spend of a supported accommodation placement is £165 per person per week (plus rent charges if they are a looked after child.

Contracting Arrangements and Commissioning Intentions:

When purchasing services, Nottinghamshire County Council, as a 'Best Value' authority is under a duty to "make arrangements to secure continuous improvement in the way in which functions are exercised, having regard to a combination of economy, efficiency and effectiveness". When undertaking a procurement this involves challenging how services are provided, consulting with service users, comparing the performance of suppliers, and using fair and open competition wherever possible to secure efficient and effective services. Nottinghamshire County Council runs tender processes through ProContract found at www.eastmidstenders.org where organisations apply for contract opportunities.

Supported Accommodation 16+

Contracts commenced in August 2015, for 5 years with option to extend for a further 1+1 years Existing contracts are due to end on 31st July 2022.

Supported Accommodation for young people with EBD, challenging, and high-risk taking behaviours

Nottinghamshire uses a Dynamic Purchasing System (DPS) to procure individual placements for those whose needs cannot be met within supported accommodation. The supported accommodation provider list for young people with EBD, challenging and high-risk taking behaviours commenced in January 2018 and will operate electronically for a period of ten years until January 2028 through the www.eastmidstenders.org procurement portal.

Intentions:

- The Council is committed to working with partner organisations to secure high-quality provision for young people to exercise its legal duty to provide supported accommodation for young people where this is an assessed as necessary to meet their needs.
- To review existing services and provision during 2020-21, and recommission services to start from August 2022
- To secure provision that can offer improved outcomes and life chances for Looked After Children and Care Leavers.
- To secure provision that offers greater choice for those with complex needs.
- To secure provision that offers Improved outcomes for Unaccompanied Asylum Seeking Children in meeting their cultural needs.
- To procure provision that offers value for money.

Message to the market:

- Cases can only be commissioned directly through providers who are on Nottinghamshire County Council's DPS framework via the www.eastmidstenders.org procurement portal.

Concluding remarks:

A large-scale review of existing supported accommodation services for looked after children and young people is due to take place during 2020-21. Future commissioning decisions will be based on evidence of need and improving outcomes for looked after children and young people. As part of this young people, provider, and stakeholder feedback will be captured to ensure services are designed in the best possible way. It is envisaged that new services will commence in August 2022 when the existing main 16+ contracts come to an end on 31st July 2022.

Services will be designed in a way to address the gaps outlined above, therefore offering additional specialist provision for UASCs, creating services offering tailored individual packages of support to those requiring more supportive environments and offering a greater range of accommodation options including smaller core setting and more self-contained accommodation.

In the interim we are only seeking to increase the numbers of providers on the DPS that have accommodation in Nottinghamshire and can offer good quality provision for looked after children whilst also demonstrating value for money. We are not looking to increase the numbers of providers on the DPS that are not interested in bidding for work, or do not have accommodation in Nottinghamshire.

Final Messages to the market:

- Think about how you can meet the gaps in services highlighted in this document.
- Ensure that you understand how to tender for any work e.g. dynamic purchasing system, approved provider list.
- If you are considering setting up your own supported accommodation setting for looked after children the Council has a document called 'Supported Accommodation for Young People with EBD, Challenging and High-Risk Taking Behaviours - New Business Information and Guidance', which outlines everything you will need to consider including legislation and regulations and contains sources of business support and advice. You can access this document by clicking on the following link: New Business Information and Guidance
- Come and talk to us before developing a new service, especially if you are hoping to attract Council funded business. You can contact Beth Downing, Service Manager for 16+ supported accommodation, by telephone: 0115 8041811 or email: beth.downing@nottscc.gov.uk