

<b>LONDON BOROUGH OF CAMDEN</b>	<b>WARDS: ALL</b>
<b>REPORT TITLE</b> CONTRACT AWARD FOR THE LONDON ACCOMMODATION PATHFINDER SERVICE	
<b>REPORT OF:</b> Director of Early Intervention and Prevention	
<b>FOR SUBMISSION TO:</b> Executive Director Supporting People	<b>DATE:</b> 20 July 2022
<b>SUMMARY OF REPORT:</b> <p>This report seeks approval to award the contract for the London Accommodation Pathfinder (LAP), a pan-London community-based accommodation and intensive support provision for 16 and 17year old males as an alternative to custody.</p> <p>The London Borough of Camden led on a pan-London procurement exercise via the use of the Commissioning Alliance’s Dynamic Purchasing Vehicle for Supported Accommodation which is managed by the London Borough of Hammersmith and Fulham. The Dynamic Purchasing Vehicle provided access to over 100 potential suppliers.</p> <p>St Christopher’s Fellowship is the recommended provider who have vast experience in supported living and residential care for the cohort of children this service has been designed for. Camden will be the lead authority and contract holder on behalf of other London authorities, but the service will be accessible to participating London authorities via a Collaboration Agreement with Camden. The service will also benefit from the Youth Justice Board/Ministry of Justice Grant funding for set-up, support and contribution towards potential voids costs until 31<sup>st</sup> March 2023. Placement and any further voids costs will be met by participating London authorities on a sub-regional basis.</p> <p>The start of the contract has been delayed by 9 months due to property related issues and the final commitment sign off from some London authorities. The duration of the contract has also been impacted as it will not be possible to extend it beyond 31<sup>st</sup> March 2026.</p> <p>The contract will be for a period of 3 years and 8 months commencing on or around the 1<sup>st</sup> August 2022 until 31<sup>st</sup> March 2026. There will be an implementation phase of approximately two months which will include setting up the service in the newly refurbished property in Newham. The service will be delivered in a series of phases starting with the East London sub region scheduled to open in October 2022 and the North Central London sub region opening in December 2022. Delivery of the service in the West and South sub regions is dependent on the success of these sub regions as well as the availability of properties and further funding.</p> <p>Camden’s maximum contribution toward the contract was £386,000, this has now increased to £400,000. This is as a result of an increase to the expected spend on void costs and has been updated to reflect the most up to date information.</p> <p>The value of the contract being awarded to St Christopher Fellowship is maximum cost of £6,728,441, with Camden’s estimated contribution towards placements and its share of voids cost in the North Central London region of £70,813 per annum (£250,316 in aggregate and excluding start-up costs). The total contract value includes the cost of West London and South London sub regions which will only proceed if further funding can</p>	

be secured for the Project Lead support and essential implementation/set up phase of these sub regions.

The London Accommodation Pathfinder service directly reflects the Camden 2025 and Camden Plan as a place where everyone has a chance to succeed and where nobody gets left behind and where everyone has a voice.

This report is being presented to the Executive Director Supporting People in line with Contract Standing Orders.

This report includes a Part II appendix which contains commercially sensitive information relating to the tender evaluation.

**Local Government Act 1972 – Access to Information:**

No documents that require listing were used in the preparation of this report.

**Contact Officer(s)**

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**RECOMMENDATIONS**

That the **Executive Director Supporting People** to whom this report is submitted approves the award of contract for the London Accommodation Pathfinder service to St Christopher's Fellowship for a period of 3 years and 8 months for a sum of £6,728,441 (Camden's investment being £399,916 in aggregate)

Signed by



Date

20/07/2022

## 1 PURPOSE OF THE REPORT

Name of service(s) being procured	London Accommodation Pathfinder Service
Responsible directorate	Supporting People
Description of service	<p>The London Accommodation Pathfinder (LAP), is a pan-London community-based accommodation and intensive support provision for 16 and 17 year old males as an alternative to custody. This is an innovative approach which has been developed to address the shortfall of suitable accommodation and support in London resulting in London children being twice as likely to be placed in custody than in other parts of England. The cost of keeping a child in custody is far greater than the use of a community-based provision and evidence suggests that those children who have been placed in custody are more likely to reoffend.</p> <p>Furthermore, changes to the Police, Crime, Sentencing and Courts Act has impacted on how courts impose Youth Detention remands on children. Remand changes will come into force on 28 June 2022.</p> <p>The intention of the remand changes is to ensure that custodial remand is always used as a last resort. The Act introduces a statutory duty for courts to consider the welfare and best interests of the child when making remand decisions. The Act also amends the ‘real prospect’ test and the ‘necessity condition’, so that remand to Youth Detention Accommodation (a young offender institution, secure training centre or secure children’s home) can only be imposed for the most serious cases, where a custodial sentence appears very likely and the risk posed by the child cannot be safely managed in the community.</p> <p>The LAP provision as an alternative to a custodial sentence, will be located in up to four sub regional sites across London starting with the late October 2022 launch of the East London site in Newham followed by the launch of the North Central London site in Barnet in December 2022. Each site will provide accommodation and intensive support for 5 children at any one time and will be staffed 24 hours per day. Each London authority that has joined up will be able to place a maximum of two children per annum for a period of six months each. London authorities will be able to access the service once they sign up to the Collaboration Agreement.</p> <p>To ensure consistency in the service, one provider will be responsible for the delivery of services in all the sub regions. Changes to Ofsted regulations over the next 12-15 months means that they will have oversight of the service in addition to service monitoring arrangements.</p>

	<p>The provision of the LAP services in West and South London will be dependent on the availability of properties and further funding.</p> <p>The contract was due to commence on or around 1<sup>st</sup> November 2021, but this was delayed due to the withdrawal of the Barnet property for the North Central London sub region due to planning objections. Another property has since been identified for both North Central London in Barnet and East London in Newham with works on both properties underway.</p> <p>Subsequent delays have been as a result of sign up by London authorities, without which the viability of the service would have been put in question. Further details can be found in Appendix 1.</p>
Details of any Lots used?	Not applicable
Where and when was the procurement strategy approved?	<p>The Procurement Strategy was approved on 5<sup>th</sup> July 2021 by the Executive Director Supporting People.</p> <p><a href="#">Decision - Commissioning strategy for London Accommodation Pathfinder - Camden Council</a></p>
Key objectives of the procurement strategy	<p>The objectives of the procurement strategy will be to achieve the following outcomes:</p> <ul style="list-style-type: none"> <li>• Reduction in the number of children entering custody</li> <li>• Reduction in over-representation of BAME children in custody</li> <li>• Reduce re-offending rates for children on the Pathfinder</li> <li>• Reduce risk of harm to self and others and the protection of the public and victims</li> </ul> <p>The service will improve health and life chances, provide safe and suitable accommodation, support children to engage in education, training and employment as well as re-engaging with family where possible or supported accommodation/permanent independent living.</p>
Contract(s) start date	The contract will commence on or around 1 <sup>st</sup> August 2022 (with the service delivery commencing on or around 1 <sup>st</sup> October 2022)
Length of each contract	3 years and 8 months

## 2 PROCUREMENT APPROACH

What procurement process was used?	<p>The Council undertook a call off procedure from the Commissioning Alliance's Dynamic Purchasing Vehicle (DPV) for the Provision of Semi-Independent Accommodation and Support managed by the London Borough of Hammersmith and Fulham. The DPV was let in accordance with the Light Touch Regime (Reg 74-76 and Schedule 3 PCR 2015).</p>
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	<p>The Council have complied with the calling off procedure of the DPV. Although the Council is calling off on behalf of all London authorities, Camden will be the lead authority and has signed the access agreement to the DPV and will enter into the Contract with the Provider of the London Accommodation Pathfinder service.</p> <p>The Council has also entered into a Collaboration Agreement with the participating authorities which divides up the liability for the award and subsequent placements. The Collaboration Agreement sets out the placement arrangements, payment of voids costs and termination of regional agreements.</p>																			
<p>What evaluation criteria were used?</p>	<table border="1"> <thead> <tr> <th data-bbox="580 595 1217 645">Award criteria</th> <th data-bbox="1217 595 1460 645">Weighting (%)</th> </tr> </thead> <tbody> <tr> <td data-bbox="580 645 1217 696">Price</td> <td data-bbox="1217 645 1460 696">30%</td> </tr> <tr> <td data-bbox="580 696 1217 748">Quality (of which)</td> <td data-bbox="1217 696 1460 748">70%</td> </tr> <tr> <td data-bbox="580 748 1217 882"> <ul style="list-style-type: none"> <li>• <b>Section 1-</b> Supporting the child/children in the timescales required</li> </ul> </td> <td data-bbox="1217 748 1460 882">7%</td> </tr> <tr> <td data-bbox="580 882 1217 972"> <ul style="list-style-type: none"> <li>• <b>Section 2-</b> Promote the welfare or safeguarding of a child</li> </ul> </td> <td data-bbox="1217 882 1460 972">12%</td> </tr> <tr> <td data-bbox="580 972 1217 1106"> <ul style="list-style-type: none"> <li>• <b>Section 3-</b> Meeting the capacity and specific needs of an identified child or cohort of children</li> </ul> </td> <td data-bbox="1217 972 1460 1106">34%</td> </tr> <tr> <td data-bbox="580 1106 1217 1240"> <ul style="list-style-type: none"> <li>• <b>Section 4-</b> Ensuring quality, continuity, accessibility, and comprehensiveness of the service</li> </ul> </td> <td data-bbox="1217 1106 1460 1240">8%</td> </tr> <tr> <td data-bbox="580 1240 1217 1442"> <ul style="list-style-type: none"> <li>• <b>Section 5-</b> Ensuring a sufficiency of high-quality provision in a location that meets the needs of young people and helps fulfil the Sufficiency Duty of the contracting Body/ies</li> </ul> </td> <td data-bbox="1217 1240 1460 1442">4%</td> </tr> <tr> <td data-bbox="580 1442 1217 1491"> <ul style="list-style-type: none"> <li>• <b>Section 6-</b> Social Value</li> </ul> </td> <td data-bbox="1217 1442 1460 1491">5%</td> </tr> </tbody> </table>		Award criteria	Weighting (%)	Price	30%	Quality (of which)	70%	<ul style="list-style-type: none"> <li>• <b>Section 1-</b> Supporting the child/children in the timescales required</li> </ul>	7%	<ul style="list-style-type: none"> <li>• <b>Section 2-</b> Promote the welfare or safeguarding of a child</li> </ul>	12%	<ul style="list-style-type: none"> <li>• <b>Section 3-</b> Meeting the capacity and specific needs of an identified child or cohort of children</li> </ul>	34%	<ul style="list-style-type: none"> <li>• <b>Section 4-</b> Ensuring quality, continuity, accessibility, and comprehensiveness of the service</li> </ul>	8%	<ul style="list-style-type: none"> <li>• <b>Section 5-</b> Ensuring a sufficiency of high-quality provision in a location that meets the needs of young people and helps fulfil the Sufficiency Duty of the contracting Body/ies</li> </ul>	4%	<ul style="list-style-type: none"> <li>• <b>Section 6-</b> Social Value</li> </ul>	5%
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<ul style="list-style-type: none"> <li>• <b>Section 6-</b> Social Value</li> </ul>	5%																			
<p>Details of any quality thresholds included?</p>	<p>Tenderers were required to achieve a minimum score of 3 out of 5 for the following award criteria.</p> <ul style="list-style-type: none"> <li>• <b>Section 1-</b> Question 1.3,</li> <li>• <b>Section 2-</b> Questions 2.1, 2.3,</li> <li>• <b>Section 3-</b> Questions 3.1, 3.2, 3.3, 3.4</li> <li>• <b>Section 4-</b> Question 4.1</li> <li>• <b>Section 5-</b> Question 5.1.</li> </ul> <p>The instructions stated that the Council reserved the right to reject the submission if the response did not achieve the minimum threshold.</p>																			
<p>Was London Living Wage included as a contract</p>	<p>All Tenderers were required to submit a price inclusive of London Living Wage (LLW) throughout the contract term.</p>																			

requirement? (If 'no', state reasons)	The workforce standards which includes LLW was inserted into the DPV standard contract.		
Where was the tender advertised?	The Council called off from the Commissioning Alliance DPV, managed by Hammersmith and Fulham, meant that the opportunity was shared with over 100 suppliers.		
Time allowed for Selection Questionnaire (SQ) submissions	N/A	Time allowed for tender submissions	21 days

### 3 PROCUREMENT OUTCOME, OPTIONS AND REASONS FOR RECOMMENDED DECISION

#### 3.1 Market response

Number of expressions of interest	19
Number of tenders returned	3*

\*one of the three tenderers submitted a non-compliant submission as they failed to provide responses to the quality criteria questions.

#### 3.2 Tender scores

Supplier	Total Quality Score (/70%)	Total Price Score (/30%)	TOTAL SCORE (/100%)
St Christopher's Fellowship	43.00	30.00	73.00
Tenderer B *	13.20	N/A	13.20
Tenderer C *	N/A	N/A	N/A

\* Tenderers eliminated from the process are highlighted in red. Tenderer B did not meet all quality thresholds set and Tenderer C did not submit responses to the award criteria.

#### 3.3 Options

Options	Recommended option (✓)
Option 1 – award the contract to the highest scoring Tenderer	✓
Option 2 – do not award a contract and re-tender the service.	
Option 3 – do not award a contract (do not commission).	

#### 3.4 Reasons for recommended decision

Recommended tenderer	<b>St Christopher's Fellowship</b>
Summary of strengths of the recommended tenderer	The organisation has experience in supported living and residential provision for children which was clearly shown in their proposed delivery of the service model.

	<p>They demonstrate a clear understanding of the cohort of children that will be using the service and their role as the service provider.</p> <p>The organisation's approach to delivery is underpinned by the Social Pedagogy Philosophy, a focus on the child's emotional wellbeing and as a whole person in order to support the child's overall development. The service will also be Psychologically Informed Environment which focusses on ensuring that the environment brings the best out in the child. Their response placed an emphasis on co-designing aspects of the service with young people with their needs as the centre of their planning recognising the restriction that might be placed on them from the courts or the local authority.</p> <p>The response showed the need to engage with the child as early as possible and work with the courts and other partners to achieve the best outcome for the child</p> <p>The organisation identified the risks associated with the setting up of a new provision and importance of putting appropriate measures in place to mitigate these risks.</p> <p>The proposal includes plans to fund raise to provide additional activities not funded through the contract.</p>
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#### 4 WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

4.1 The following table summarises any key impacts / risks and how they will be addressed.

Impact / Risk	Mitigation Strategy
North Central London Property Planning being denied	Ongoing conversations with residents and local Councillors on the benefit of the service and what measures will be put in place to protect the young people and others
Delay in the building work to both properties	Building works are on target to meet the agreed opening times. Once appointed, the provider and the project lead will work jointly to address any issues.
Lack of referrals to the service	There are statistics to indicate that there is a demand in excess of the places available for this service in both sub regions. Each Local Authority will have the option to place up to 2 children for a period of 6 months each per annum. There are a total of 12 placements available in each sub region. There will be a reliant on the courts to determine whether the provision being offered is an appropriate alternative to custody. Courts have been positive about the provision to date.  London authority Commissioners and Youth

	Offending services have been kept informed of developments with regards to the start of the contract.
London authorities do not sign the Collaboration Agreement	In principle letters have been received from the East and North Central London Local Authorities. They have also had an opportunity to review and comment on the draft agreement.
Contract monitoring arrangements not in place following the end of the grant period	Officers are currently working through a series of options for the monitoring of this service beyond the grant funding period. The monitoring role is fundamental to the progression of this innovative and high profile project.

4.2 An Equalities Impact Assessment (EIA) was completed pre-procurement which showed no potential for discrimination and all appropriate opportunities to advance equality and foster good relations have been taken. The service will directly address the disproportionately high levels of males from ethnic minority backgrounds in custody (78% in London) by reducing it through the provision of an alternative provision to custody. As part of the development of the service, young people with experience of youth custody were included in the development of the service which will improve the outcome including greater independence and employment, particularly for young people from ethnic minority backgrounds. The service will help to foster good relationships more widely. The EIA is attached as Appendix 2.

## 5 CONSULTATION / ENGAGEMENT

Was there any citizen involvement in the process? If yes, please provide details and outcome.	No formal consultation was undertaken however there has been wide engagement in the development of the project with stakeholders and the project was endorsed by the Association of London Director's Services, the London Children's Innovation and Improvement Board and the London Accommodation and Resettlement Partnership Board. Additionally, workshops were held with North Central London and pan-London to understand current practice. Young people were also involved, drawing on the experience of those who had lived experience of the youth justice system.
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## 6 CONTRACT VALUE

The table below summarises Camden's maximum payment to the successful provider.

	2022/23 £	2023/24 £	2024/25 £	2025/26 £	Total £
Set up Costs (Funded by Youth Justice Board Grant)	74,800	*74,800	0	0	149,600
Void Costs (40% voids shared between 6 London authorities)	2,469	17,703	17,703	17,703	55,579
Placement costs (1 placement)	35,407	53,110	53,110	53,110	194,737



Total Camden payments to provider	112,676	145,613	70,813	70,813	399,916
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\* subject to further grant funding from the Youth Justice Board

## 7 TIMETABLE FOR IMPLEMENTATION

7.1 The table below summaries the key tasks and activities.

Key activity date	Key tasks
20 <sup>th</sup> July 2022	Award of contract
21 <sup>st</sup> July 2022	Notify provider/publish decision
On or around 1 <sup>st</sup> August 2022	Contract commences
On or around 1 <sup>st</sup> October 2022	Service delivery commences in the East sub region
31 <sup>st</sup> March 2026	Contract ends

## 8 FINANCE COMMENTS OF THE EXECUTIVE DIRECTOR CORPORATE SERVICES

- 8.1 There is no budget for these costs at present. The relevant budget managers in Early Intervention and Prevention and Children’s Safeguarding and Social Work are aware of the additional costs of placements and voids. The cost of placements are significantly less than the costs of a care placement if a child is remanded into local authority care. Budget will be made available from the Looked After Children budget to fund the costs of these placements and any void costs. Remand grant from the Youth Justice Board will fund placements where appropriate.
- 8.2 It is important to be aware that the costs of the service are not confirmed and could be subject to change. There is some risk associated with the unknown and variable costs of voids but this will be mitigated by the budget setting and monitoring processes.

## 9 LEGAL COMMENTS OF THE BOROUGH SOLICITOR

- 9.1 Legal Services have reviewed this report in light of the Council's Contract Standing Orders (CSOs) and the Public Contracts Regulations (PCR) 2015 (as amended).
- 9.2 The report recommends award of a contract for the London Accommodation Pathfinder, a pan-London community-based accommodation and intensive support provision for 16 and 17year old males as an alternative to custody. The contract is for a period of 3 years and 8 months for the average sum of £152,919 per annum (£6,728,441 in aggregate). Camden’s estimated spend will be £70.813 per annum (£250,312 in aggregate excluding start-up costs).
- 9.3 The procurement strategy was based around an evaluation of potential suppliers via the PCR Compliant Commissioning Alliance’s Dynamic Purchasing Vehicle for Supported Accommodation which is managed by the London Borough of Hammersmith and Fulham. The Dynamic Purchasing Vehicle provided access to over 100 potential suppliers.
- 9.4 The Council led on a pan-London procurement exercise using the Dynamic

Purchasing Vehicle. Camden will be the lead authority and contract holder on behalf of other London authorities, but the service will be accessible to participating London Local authorities via a Collaboration Agreement with Camden which divides up the liability for the award and subsequent placements. The Agreement also sets out the management arrangements governing placement arrangements, payment of voids costs and termination of regional agreements.

- 9.5 St Christopher's Fellowship were evaluated as being the top scoring bidder under the procurement strategy. Under CSOs, given the value of the contract the formal decision to make the award can be taken by the relevant Chief Officer. Legal officers consider that the recommendation to award the contract is in compliance with CSOs and the PCR 2015

## **10 APPENDICES**

- 10.1 Appendix 1 – Part II report not for publication  
10.2 Appendix 2 – Equalities Impact Assessment

**REPORT ENDS**