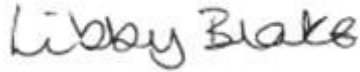


Report for:	Cabinet - 12 February 2012	Item Number:	
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Title:	Award of Framework for The provision of Short Breaks and other Services for Children and Young People with Disabilities and their families - 2013 - 2017
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Report Authorised by:	 Libby Blake Director – Children and Young People’s Service
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Lead Officer:	Phil Di Leo – Head of Services to Children and Young People with Additional Needs and Disabilities Tel: 0208 489 3848 Email: phil.diLeo@haringey.gov.uk
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Ward(s) affected:	Report for Key/Non Key Decisions:
ALL	Key

1. Describe the issue under consideration

- 1.1 To award the framework for Short Breaks and other services in line with C.S.O 9.07 following a transparent and robust tendering process.

2. Cabinet Member introduction

- 2.1 This report sets out the arrangements for moving the provision of short breaks and other services for children and young people with disabilities to a personalised service under a framework agreement. This personalisation is in response to views expressed by families about the type of service and delivery that can best meet their needs. The Framework Agreement has been tendered through a robust process and will be carefully managed to keep within the allocated budget.
- 2.2 This change of approach to provision of services has been developed in consultation with Haringey Involve Parents/ Carers Forum who welcome the personalised approach with the assurance that there will be support from the Additional Needs and Disability Service where necessary. I support the approach and believe that this Framework Agreement will enable the effective provision of a valuable and statutory service.

3. Recommendations

- 3.1 The recommendation is for Cabinet Members to agree an award of a framework agreement to the successful Tenderers listed in Part B (exempt information) attached to this report in accordance with the Contract Standing Order (CSO) 9.7.1 (d).
- 3.2 The framework agreement to be awarded for a period of 3 years with an option to extend for a further period of up to 1 years in accordance with the Terms and Conditions of the Framework Agreement.

4. Alternative options considered

- 4.1 Keep current model of service delivery.
Currently we have block contract in place for the delivery of short breaks. This commits the council to purchasing all contracted places and covering the cost of any voids.
- 4.2 The new model will be a framework of providers who can deliver a range of services on an hourly rate model. The framework does not commit the Council to purchase any level of service and will be available for clients who receive Direct Payments to purchase from.
- 4.3 The option to award contracts to provide a range of short break services was considered and was included in the consultation process with families and providers. This would have resulted in a similar delivery method to the current system which comes to an end in March 2013.
- 4.4 This approach has been successful but increasingly parents/carers are requesting Direct Payments so that they can choose the service they want at the times that suits them and their child's individual needs. There is therefore less funding available to award contracts to the same level. Further, it is difficult to predict the balance between families opting for contracted services and those wanting to manage their own budgets.
- 4.5 Adults Services have successfully introduced a personalisation programme for young people on transfer to their services at 18 years. This involves the allocation of personal budgets and the young people determining their own support plan. A pilot for personal budgets for young people who meet the continuing health care criteria is also underway. Families reported that they wanted to see initiatives that would streamline processes through the transition process for their young people.

- 4.6 Another factor considered in the consultation process is the indications from the Green Paper 'Support and Aspiration' that parents/carers will have more choice and control over their child's education, health and care plans, including personal budgets.
- 4.7 Careful consideration was given to all these factors and the responses from consultation with parent/carers and providers. It was therefore decided to build on the best of current practice by having a range of Short Break providers which met the Council's standards combined with awarding families a personal budget so that they choose their service.
- 4.8 Families will have the option to manage their personal budgets themselves but if they choose, the Additional Needs and Disabilities Service will purchase short break services on their behalf.

5. Background information

- 5.1 This service is an EU Part B residual service and therefore it was not necessary to advertise this requirement in the Official Journal of the European Union.
- 5.2 The Children Act 1989 and the Children and Young Person's Act 2008 requires local authorities to provide short breaks for Disabled Children and these services must be developed through consultation with children, young people and their families. In Haringey, families have told us that they want the Short Break offer to include a range of targeted and specialist play, youth and leisure time activities.
- 5.3 There are many forms that short breaks can take, including daytime, evening, weekend and overnight activities. They can take place in the child's own home, a family based setting, a residential, educational or community setting, or in their local environment. A short break can last from just a few hours to a few days or longer. The activities can include sporting activities, play schemes, pre-school groups, youth clubs, overnight settings, nurseries, the arts or dance.
- 5.4 Short breaks can also include activities where someone other than a parent or carer accompanies a disabled young person for informal leisure activities - for example to go swimming; to go to the cinema; to watch a football match; to play on his/her computer at home; to have a sleep over with a friend, or to spend time in town or the park. However, it is recognised that there is more work to be done to better target services and make sure all families have access to a wide range of support. Families with disabled children told the Government their number one priority is regular and reliable short breaks from caring.

- 5.5 In Haringey there are currently around 600 children and young people with severe and complex needs who are offered regular targeted and specialist Short Break activities. The services are delivered through a range of contracts at different locations by 10 voluntary sector organisations, 5 local Special Schools and resourced provision and three in house services. Activities are available throughout the year and are organised by different age groups, interests and abilities. These contracts will come to an end on 31st March 2013.
- 5.6 Local and Central Government evaluations of the Short Break programme since it was introduced in 2008 have showed the positive impact that short breaks can have on families with disabled children. Families have reported that they continue to value support during school holidays, after school and at weekends.
- 5.7 Outcomes have included a significant number of children and young people with challenging behaviour in relation to their disability and those with complex health needs have been able to access a range of sporting, creative and social activities on a regular basis. Often these children and young people were excluded from services.
- 5.8 There has also been a reduction in the number of children and young people with disabilities being placed in residential care as a result of short break services working collaboratively with schools and providing a common approach across home, education and leisure activities.
- 5.9 There are an increasing number of families opting to use Direct Payments to purchase short breaks at times and from services chosen by families. Direct payments are made by the Local Authority. They are for people who are assessed as needing help from Social Care, and prefer to arrange and pay for their own care and support services. In 2008 there were 26 families using Direct Payments and now there are over 120 families in receipt of this payment. Increasing new requests are for Direct Payments instead of contracted services. This system is working well for families and the Additional Needs and Disabilities Service monitors use and provides guidance and support as required.
- 5.10 Direct Payments and Individual Budgets are a central part of the personalisation agenda and the drive to give service users choice and control over the services they receive. This is a key element in the Green Paper 'Support and Aspiration' and the SEN Funding reforms and will strengthen parental control over their care and education provision. It is anticipated that from 2014, families of children with an Education, Health and Care Plan will have the option of a personal budget for their support but will not be forced to take up that option. The support in the Plan will be provided regardless of how they choose to receive it.

5.11 Parents and carers have been very involved through Haringey Involve Parents/Carers Forum in determining the further development of Short Break services. Regular consultations have been held and have included ensuring that the implications of the new legislation have been taken into account. As a result the following outcomes for children with disabilities and their families have been agreed and will:

- Improve support and fully integrate services for vulnerable children, young people and families;
- Ensure children and young people are safe;
- Improve Health and Wellbeing;
- Support young people to succeed in education, get a job /training opportunities and to live independent lives;
- Enhance the ability of parents/carers to care for their disabled child and any other children they may have.

Families will have:

- Person centred care which contributes to the disabled child living within their family;
- Services which promote social inclusion, independence, empowerment and learning;
- Services which are tailor made to meet the individual needs of children;
- Support to manage with the demands of caring for their disabled children;
- Improved quality of life and health outcomes of both the child and family members;
- Opportunities to participate in a range of creative and cultural experiences that contribute to their enjoyment and motivation to learn;

The target group for services include:

- Children and young people with Autistic Spectrum Disorder, who have severe learning disabilities or challenging behaviour, or
- Those children and young people whose challenging behaviour is associated with other impairments such as severe learning disabilities
- Children and young people with complex health needs, including disabled children with life limiting conditions, and/or those requiring palliative care and/or
- Those with complex needs including cognitive, physical and sensory impairments associated with other impairments and/or
- Have moving and handling needs that require equipment and adaptations.

- 5.12 Parents and carers will be allocated a personal budget in relation to their level of need and will be able to purchase services directly from those organisations that are included in the framework, secure in the knowledge that these organisations have been vetted extensively and have in place all the necessary safeguarding requirements.
- 5.13 Where a family does not wish to manage their own budget they will receive notification of their budget and the Additional Needs and Disabilities Service will manage their budget and purchase services on their behalf.

5.14 Procurement Process

5.14.1 The procurement process started on 3rd August 2012 with a Meet the Buyer event to determine if this provision was a specialist requirement. It was indicated that this service was not a specialist service. A restricted process was decided upon for this tendering exercise.

5.14.2 An advert was placed on Haringey's website and posted on CompeteFor on 18th August 2012 inviting experienced organisations to complete a Pre-Qualification Questionnaire (PQQ). The closing date was 24th September 2012. Twenty six responses were received and evaluated by specialist Council officers.

5.14.3 Delta Electronic tendering system was used for Invitation to Tender stage (ITT) for the sixteen short listed organisations selected through PQQ stage. The deadline for submitting tenders was 29th November 2012. Sixteen tenders were received. The tenders were evaluated using the Most Economical Advantageous Tender (MEAT) which included a split of 60% Quality and 40% Price.

5.14.4 The Framework agreement will provide the following services:

Lot 1	School Holidays
Lot 2	After School and Weekend Activities
Lot 3	Overnight provision/sleepovers in and out of the child's home
Lot 4	Befriending/Buddying and enabling young people to access universal and specialist services
Lot 5	Transitions Support/Independence Skills
Lot 6	Domiciliary Care in the child's home
Lot 7	Advice, support and training for parents/carers in behaviour management, sleep systems and dietary approaches

6. Comments of the Chief Finance Officer and financial implications

6.1 The Chief Finance Officer has been consulted in the preparation of this report and comments that the budget available for this statutory service in 2013-14 is £926,000. The service manager must manage the framework agreement to remain within this sum.

7. Head of Legal Services and legal implications

7.1 The services for short breaks for disabled children are not priority services under the Public Contracts Regulations 2006. Therefore it was not necessary to follow a European tendering exercise.

7.2 The Children and Young People's Directorate followed a restricted tender procedure for appointment of providers to a Framework Agreement in accordance with CSO 9.01 (b).

7.3 The proposed award is based on the criteria of most economically advantageous tender.

7.4 Because the anticipated value of services to be provided under the Framework Agreement is in excess of £250,000 the award must be approved by Cabinet in accordance with CSO 9.07.1 (d).

7.5 The Head of Legal Services confirms that there are no reasons preventing Members from approving the recommendations contained in this report.

8. Equalities and Community Cohesion Comments

8.1 Equalities principles were incorporated within the procurement process. Also the organisations equalities policy and procedures were evaluated by Haringey's Equalities Officer.

8.2 A consultation meeting was held for Parents/Carers and Providers on 19th June 2012 to inform the service users/providers of the forthcoming procurement process.

9. Head of Procurement Comments

9.1 The recommendation is in line with the Procurement Code of Practise.

9.2 Contract management has been put in place to ensure contract compliance and to mitigate the risk of service failure.

- 9.3 The change to procuring a range of services from a framework, rather than block contracting, will be more financially efficient for the council and more flexible for individuals to purchase direct with individual budgets.

10. Policy Implication

- 10.1 This service is linked to the Children and Young People Service Business Plan and to the following Council Plan Priorities:

- 10.1.1 A Safer Haringey
- 10.1.2 A Healthy, Caring Haringey
- 10.1.3 Delivering High Quality, Efficient Services

10.2 Value for Money

- 10.2.1 The allocation of personal budgets for parents/carers represents a new way of enabling families to access short breaks. The overall funding for 2013 will be at the same level as current budget. It is not possible to draw direct comparisons between costs for the current contracted services and allocation of personal budgets to meet individual assessed needs.

- 10.2.2 The new system of allocating a personal budgets for a fixed period will enable the families to purchase services at the time they want and for services that suit their needs. Families will be able to target their services for particular times of the year, family events as well as traditional times such as school holidays. A disadvantage of the current contracted system has meant that some families have not always sent their children to the allocated activity and there has not been time to identify or prepare other children to use those places instead.

- 10.2.3 Personalisation pilots have shown that when parents know their allocated budget and the costs of services that they make better and more informed decisions and use their resources more efficiently.

- 10.2.4 The framework approach will still enable the local authority to purchase packages on behalf of parents where this would result in reduced rates for groups of children.

- 10.2.5 The providers selected onto the framework have gone through a robust tendering exercise and have met the evaluation criteria. All providers have been financially assessed to evaluate their financial stability and their submissions financially assessed to evaluate value for money principles.

10.3 Contract and Performance Management:

10.3.1 Contract management will be incorporated into the framework agreement. Key Performance Indicators are integrated within each Service Lot and will be monitored through Contract monitoring meetings and reports.

10.3.2 The Providers will be required to supply quarterly reports. Monitoring meetings will be held quarterly during the first year and six monthly thereafter. Service User's feedback will be used to inform and improve practice for children with special educational needs and their families. The Service User will contribute to key strategic planning and consultative groups as well as disseminate information to the Parent/carers' Forum and wider parent/carer network.

11. Reasons for Decision

11.1 The proposed framework agreement will meet the Council's statutory duty to ensure that parents/carers are able to access experienced qualified service providers, either through Direct Payment arrangement or by Council managed budget.

11.2 The procurement process has been carried out in line with the Procurement Code of Practice and proposed to award the contract to the successful Tenderers in accordance with the CSO 9.7.1(d).

12. Use of Appendices

12.1 None

13. Local Government (Access to Information) Act 1985

13.1 This report contains exempt and non exempt information. Exempt information is contained in Part B and is not for publication. The exempt information is under the following category (identified in the amended schedule 12 A of the Local Government Act 1972 (3) information in relation to financial or the business affairs of any particular person (including the authority holding that information).