

Education and Business Scrutiny Commission

Wednesday 20 May 2020
6.00 pm

Online/Virtual. Members of the public are welcome to attend the meeting.
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Supplemental Agenda

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Southwark Procurement Commission - GoodPeople recommendations

1. How can social value provisions in council procurement processes, or planning requirements (e.g. s106), support improved employment opportunities for local people?

Improving access to good work for local residents remains one of the most effective means of investing in local communities and increasing social mobility. Effective approaches to realising social value focus on creating circular economies within a local authority area - encouraging all stakeholders to invest and support local people, communities, and organisations wherever possible. LB Southwark are rightly seen as a council with a good track record in supporting local people into good work through doing just this, but there are opportunities to push this even further, in collaboration with existing local actors.

The three primary levers for achieving this within the influence of a local authority are

- planning-related requirements such as Section 106 agreements,
- social value-driven commissioning and procurement practices, and
- collaborating with the borough's anchor institutions (including the Council itself as an employer) to enable engagement and employment of local residents.

With a significant number of newly unemployed residents, these levers represent a significant opportunity to support local communities with a progressive approach to employment and skills.

Section 106 agreements - Section 106 agreements represent an opportunity to work collaboratively with developers to ensure their contributions to the local area support residents into fulfilling and gainful work. There is opportunity to expand the boundaries of this work beyond just construction roles, and beyond only unemployed residents - but also those in insecure or low-skill roles, or supporting young people into the world of work during a particularly volatile and uncertain period. There is also an opportunity to use other forms of strategic intervention in order to support residents. By working to involve Southwark's employers interested in supporting local people, it is possible to unlock powerful forms of employer-supported career advice, work experience opportunities, peer to peer support and mentoring, and training and development programmes. GoodPeople's work with employers in the South Bank, in partnership with the South Bank Business Improvement District, demonstrated a clear desire by employers to engage, support and employ more local residents in this way.

Social Value Commissioning - Procurement represents an opportunity to incentivise and encourage council commissioned services to be investing in talented local people for work within the borough. This has been successfully deployed by other councils elsewhere - Preston's approach to social value, for instance, has its first objective as *"promoting training and employment opportunities for the people of Lancashire"*, and counts the aim of building fair employment and just labour markets as one of their 5 pillars of Community Wealth Building. They have found that *"as large employers, the approach that anchor institutions take to employment can have a defining impact on the prospects and incomes of local people."*¹

Anchor Institutions as Key Employers - A key facet of the successful 'Preston' model, was the effective use of local anchor institutions as supporters and employers.² Public sector organisations such as local NHS Trusts, higher education institutions, housing associations and the council itself together employ a significant number of people - and have a vested interest in supporting the life chances of local people. Collaboration between these groups to help create a pipeline of local talent

¹ [How we built community wealth in Preston](#)

² [Community Wealth Building: harnessing the potential of anchor institutions in Preston](#)

to recruit from has been successfully deployed in other local authority areas and represents a huge opportunity in Southwark.

2. Can you give examples of the type of work that can be done – in Southwark or beyond – to improve local employment opportunities via procurement processes (e.g. social value requirements) or planning processes?

There are both Section 106 projects and employment support programmes already underway with key stakeholders in Southwark - that could be supported and scaled as part of the committee's findings and recommendations.

Section 106 - St Thomas Street East: The St Thomas Street East development is a collaboration between four developers (CIT, Greystar, Sellar and Edge). Each developer is currently moving through the planning process, and have signalled their desire to work together to deliver a more coherent, innovative and impactful approach to employment and skills as part of their Section 106 contribution. In particular, there is a stated desire to have a positive impact on residents across Southwark - not only in construction and end use roles, employment support and engagement more widely. GoodPeople have been selected as the preferred delivery partner for this project, and will be working with the Southwark development team over the coming weeks to collaboratively shape this offer.

A local talent pool for Southwark anchor institutions: GoodPeople have been funded by Guy's and St Thomas' Charity to look at the challenges faced by jobseekers in Lambeth and Southwark, as well as the barriers preventing employers in the area (particularly anchor institutions) from supporting and hiring more local residents. In addition, the project focuses on working with anchor institutions to identify areas for scalable pilots - where there is a clear commitment and demand for local residents, and then building a talent pool of Southwark residents to meet that demand. If LB Southwark can work with GoodPeople and Guy's and St Thomas' to identify a selection of roles that could be opened up to local people (for instance an upcoming procurement contract, commissioned service or a significant skills gap Southwark need to fill), this project can be used to build the local talent pipeline to match them with need.

3. Are there major barriers to using procurement or planning processes to improve employment opportunities for local people? How can these be addressed if so?

One of the key challenges in building local employment targets into social value commissioning - is having access to the widest possible pool of talented relevant local candidates to match with these opportunities.

It's realistic and appropriate to encourage employers to hire from the local community, provided hiring of the local workforce is made simple and easy. Without a means of connecting with Southwark talent at scale, large and small employers alike will struggle to be able to satisfy these new criteria - due to limited options to recruit Southwark residents - apart from those that are unemployed.

Whilst supporting Southwark's unemployed jobseekers into work need to remain a key focus, employers demand can be met by other groups, eg young people transitioning into work, those in lower skilled roles, or indeed residents suffering from the effects of in-work poverty thanks to insecure or uncertain work. A broader definition of those who can benefit - beyond solely unemployed residents offers an opportunity to support all Southwark residents, and offers additional benefits for employers.

As mentioned above, one way of addressing both of these challenges is to build a shared job advertising and 'talent pool' platform - that brings together a broad range of Southwark jobseekers in one place. This talent pool would be easily accessible by employers as well as make it easier for

brokerages such as Southwark Works to connect talent to a wider range of opportunities, and the use of a digital platform would allow outcomes to be tracked far more easily. This tech already exists, and our project with Guy's and St Thomas' Charity is focused on rolling it out in the Lambeth and Southwark area.

4. Could you clarify how any of the above differs from or complements existing Southwark Council initiatives such as Southwark Works and apprenticeship requirements?

The Southwark Works model of connecting and matching unemployed jobseekers with opportunities in the area is an effective one. But as unemployment spikes as a result of COVID-19 (the unemployment rate is already estimated to be higher than the peak during the 2009 recession³), support is needed to bolster and augment services like this, to help and prepare residents for the future and connect them with opportunities at scale. Southwark Works could therefore use the type of service solution and platform already identified as a way of connecting their referred clients to local opportunities, easily, reliably and for free.

³ <https://www.personneltoday.com/hr/coronavirus-impact-on-labour-market-ies/>

Chance UK Briefing for Southwark on Exclusions May 2020

About Chance UK

Chance UK is an early intervention organisation, providing solution focused mentoring and family support to help children transform their lives. We work with children aged 5-12 and their parents/carers across London – in the last year we have supported over 200 children across 8 London Boroughs, 70 in Southwark. Children are referred to us with severe behavioural and emotional difficulties, excluded or at risk of exclusion from school, or having experienced domestic violence or other adverse childhood experience which has impacted their mental health and self-esteem. The service is also delivered in Liverpool and Wales through our social franchise model. We carefully recruit, train and match volunteers and youth workers with children and support them to deliver one-to-one, solution focused mentoring. These volunteers and youth workers are men and women from very different walks of life, who share a common goal, to support children through a critical time in their young lives.

By intervening at this early stage we aim to equip children with the skills they need to understand, articulate and address underlying issues, to build resilience, confidence and a constructive, healthier approach to life's challenges. Without help, the escalation of problem behaviour or unhealthy coping mechanisms is more likely and the risk of future involvement crime, gangs and drug or alcohol abuse is far greater. To strengthen our work with the child we also work with parents, providing practical and emotional support and developing strategies in the home that will foster positive relationships in the home. Our programmes focus on the development of a young person's resilience – resilience is a combination of protective factors that enable people to adapt in the face of serious hardship, and is essential to ensuring that children who experience adversity can still become healthy, productive citizens

Goldsmiths University has previously followed up children who had been mentored up to 4 years previously after their year with us to find 98% reduced their SDQ scores and 51 ended within the usual range. In terms of value for money and the longer term benefits of our mentoring programme, if just one in every 42 children mentored showed improvement, the benefit would outweigh the cost.

Tackling School Exclusions

The number of fixed period exclusions across all state-funded primary schools increased by 8% from 2016/17 to 2017/18 and the main reason for both permanent exclusions (34%) and fixed period exclusions (30%) in England 2017 to 2018 is 'persistent disruptive behaviour' (DfE July, 2019). Exclusion rates have risen across the country – for children of primary school age this can be a risk factor for later involvement in the criminal justice system. For the child displaying the disruptive behaviour at school the effects can be isolation from their peers, reduction in opportunities for involvement in ordinary community activities and difficulty in finding future educational placements (Garner and Hill, 1995).

Almost a third of primary exclusions were for assault against an adult. Exclusion from school has a severe impact on life chances. 59.1% of pupils gain a pass in Maths and English GCSE.

In pupil referral units and alternative school provision the average is 4.3%. While 1% of the population have been permanently excluded from schools, 42% of adult prisoners make up that 1%. Emotional and behavioural difficulties in childhood place children at risk of experiencing further negative outcomes in adolescence and later life including poor peer relationships, low levels of educational attainment, inability to form secure relationships, criminality or alcohol/drug misuse, and mental ill health.

Children who are excluded will often face many additional disadvantages. For example Ofsted recognised in their 2009 report that many children subject to exclusion have experienced severe disruption and difficulties at home and high levels of involvement of children's services or other support agencies. Whilst the University of Exeter recently identified that "exclusion from school was more common among those living in socio economically deprived circumstances. Poor general health and learning disability among children and poor parental mental health were also associated with exclusion. There were consistently high levels of psychological distress among those who had experienced exclusion".

In 2017/18 Southwark had the highest number of fixed term exclusions of inner London Authorities in state funded primary schools and the third highest number across inner and outer London.

- 60% of the children we work with have been or are at risk of exclusion from primary school. Children referred to us often score overall in the highest SDQ range (highest 5%), presenting with significant levels of emotional and behavioural issues and indicating conduct disorder
- An independent study carried out by Dartington Service Design Lab found that 86% of children mentored by Chance UK showed reduced behavioural difficulties by the end of the placement, 48% having no behavioural difficulties at all

An Early Intervention and Solutions Focused Approach

A range of research cites early intervention as a key factor to help relieve childhood distress and anxiety – the root cause of much problem behaviour. The Home Office Serious Violence Strategy highlighted research indicating that 40% of gang members had signs of behavioural problems before the age of 12. The Mental Health Foundation asserts that 70% of young people with mental health problems had no appropriate early intervention. The Home Office commissioned research which found that a trusted relationship with an adult is a key component of working with vulnerable children. The lack of a trusted relationship is consistently cited in support services. The presence of a trusted adult can help children avoid risky situations and overcome adverse circumstances in their lives. The relationship between the mentor and child is critical to the success of our programmes. Our volunteer recruitment, training and matching process has resulted in 93% of the children we work with reporting a positive relationship with their mentor.

In recent months Chance UK have been engaging with the Department for Education, Schools and Academies and Pupil Referral Units across the boroughs we are operational in (we plan to continue and extend dialogue in time and once Covid-19 adaptations and a new way of operating for all has settled) to discuss how we support primary schools to prevent problems escalating. This includes:

- Continuing to offer solution focused mentoring for children at risk of, or who have been excluded and their parents/carers (commissioned service)
- Exploring a new model to support children through the school gate – transitioning them back into the school environment through intensive support pre, during and after school (commissioned service).
- Continuing to introduce a solution focused professional training offer to primary schools (state funded and academies) – this is a commissioned offer previously due to be launched in autumn 2020.
- Delivering workshops to year 6 students to support their transition into secondary school.

Chance UK – data from our Southwark Cohort:

75% were male; 25% were female

28% identified as White British 14% as Black Caribbean, 16% as Black British, 18% as Black African

Of the children we worked with:

20% were in Year 6, 18% were in Year 5, 20% were in year 4, 16% were in Year 3, 14% were in Year 2 and 12% were in Year 1.

At point of referral, Schools told us that of these 10% had had internal exclusions, 6% were permanently excluded, 12% had already experienced external fixed term exclusions

Of those excluded only 14% of these cases had been excluded once, the other 86% cases had multiple exclusions. One of these children had 6 exclusions, another notably already had 15 different exclusions at referral point to Chance UK.

Also of note is that only 1 of the six year 1 pupils referred to us had not already experienced an exclusion. More than half of the exclusions outlined at referral directly referenced violent or harmful behaviour by the child towards adults or peers.

At point of referral, 70% of these cases have had current or historic Social Care involvement or Early Help support. It has been noted that nearly all of these cases had lengthy and concerning histories, including but not limited to long term experiences of violence, neglect, parental mental health challenges, siblings directly involved in drugs and criminal exploitation, and low levels of primary school attendance.

Southwark Case Study

Sam is currently enrolled on the My Future mentoring programme. He has received multiple fixed term exclusions since the beginning of this academic year and staff members have voiced that Sam is likely to now be given the option of a managed move to another school or may be permanently excluded.

Sam has now completed the first month of mentoring and he and his mentor have established their code of conduct and used the solution-focused tool of ‘best hopes’ to

create a mentoring mind map. This activity has been a catalyst for conversation about what Sam hopes to achieve from mentoring, the skills he wants to develop and ideas for sessions in the coming months. For Sam, the mind map has been quick and creative way for him to communicate both verbally and non-verbally. This way of making of plans and gentle introduction to the My Future curriculum has helped to build a foundation for a mentoring relationship that Sam can invest in. As the mentoring programme continues, the weekly 1:1 contact will provide Miles with the consistency that he not currently receiving from his school experience and the opportunity to talk about how he feels about often being isolated from his peers. The practice of self-regulation and boosting of self-esteem through the upcoming group sessions can address the other negative effects that disruptive behaviour and the result can have.

PRU Case Study (out of Southwark)

In Lambeth we have secured ring-fenced funding dedicated to supporting children who have been excluded from school, who are attending the Pupil Referral Unit, of a small sample followed up last year – 2 of 6 later returned to mainstream school and 4 of 6 were placed in alternative provision – a reflection on mainstream provision not always being the right path for some children to successfully engage in education, a year after the end of the mentoring programme, none of these children have been excluded again.

Camaron was in year 5 and already excluded from school when he was referred to Chance UK by Lambeth Pupil Referral Unit. Previously diagnosed with ADHD, Camaron was violent and disruptive at school destroying property and unable/unwilling to focus on structured activities or follow instructions. The youngest of 5 children (other siblings are all adults) Cameron lives with his mother Katrine who welcomed the mentoring, explaining she had little time or money to spend on family activities. Keen on outdoor sports, Camaron was matched with Annalise who shared this passion and together they drew up a plan which included cycling, swimming, biking and trampoline jumping. At three months they created a set of goals to work towards, including writing lyrics and making a video in order to increase Camaron's focus, improve his literacy skills and learn a new skill. Camaron 'premiered' his video to other mentors at Chance UK's office and gave a brief speech about the development of his film. The end of year Graduation Ceremony was attended by family and friends and Annalise spoke warmly about Camaron's dedication, commitment and courage to overcome challenges set during the year. Parent support - Katrine engaged well with Chance UK's Parent Programme Manager (PPM) and spoke of the difficulty of managing Camaron's behaviour. To help her articulate her own anxieties, Katrine was referred to BRIEF for therapy, an organisation with a focus on creating solutions to improve the future rather than dwelling on past problems. To help improve communication between Katrine and Camaron, a joint weekly activity was agreed on with plans to continue now the mentoring year has concluded. Katrine was keen for Camaron to be transferred from the Pupil Referral Unit to a new placement. The PPM, liaising with other relevant agencies was able to advise Katrine on procedures for referral in accordance with Camaron's Educational Health Care Plan (EHCP). Katrine's first choice was initially refused, but the PPM was able to connect Katrine to the Special Educational Needs Disability Information and Advice Service (SENDIAS) for guidance about appealing a school placement decision. Despite the setback with the new placement Katrine ended the year feeling more optimistic about Camaron's future and more confident about her parental role in his life.

Additional suggestions for Panel Consideration:

Although the majority of students excluded are of the secondary age range, we think it is vital that the specific impact and circumstances relating to the exclusions of younger children is considered in policy and commissioned services

Retrospective longitudinal studies have highlighted the particular impact of exclusion at this young age. In a study looking at outcomes in secondary school – Primary school aged children whose initial exclusion in the study was permanent, were nearly twice as likely as those with a fixed period exclusion to have a record of offending by the end of the study. Permanently excluded children were also more likely to have attendance problems following their exclusion at whatever educational placement was provided for them.

Consider how children with Special Educational Needs, Social, Emotional or Behavioural difficulties or Mental Health issues can access the right support, early on.

A large scale study recently concluded that children with learning difficulties and mental health problems such as depression, anxiety, ADHD and autism spectrum conditions were more likely to be excluded from the classroom. (5,000 school-aged children, their parents and their teachers cited in - University of Exeter: The Relationship between School Exclusion and Mental Health)

We know from our work with children that if these needs are not properly identified or supported, children can find the learning or socialising aspects of school challenging which can lead to difficulties in behaviour demonstrated to adults or other children as well as disaffection with school more broadly.

Our experience is that there is a wide variation in how quickly schools link into supportive services and how behaviour is linked to underlying needs. The other side of this is that our work with children and families shows the improvements in behaviour, emotional self regulation and peer relationships which can be achieved through early intervention.

Many of the children we work with have faced multiple challenging events and experiences in their early lives (Adverse Childhood Experiences) – which can impact on children’s development and their responses. Traumatized children may present with a range of symptoms including physical concerns but also poor control of emotions; Unpredictable and/or impulsive behaviour; Intense reactions to reminders of their traumatic event or be over sensitive to actions of others – for example violations of personal space.

We feel there is much to be gained by a more widespread use of the “Trauma informed approach” amongst professionals. This would recognise that children who are have experienced trauma may react in a way which seems disproportionate to the matter in hand and ensure that the right services are in place to help children to recover and process these experiences in a safe and supported environment.

Focus on how to work well with families, particularly at primary school age to prevent exclusion.

Ofsted recognised in their 2009 report that many children subject to exclusion have experienced severe disruption and difficulties at home and high levels of involvement of children's services or other support agencies.

This is often the case in our experience as well. It is important to recognise that schools and parents will often have a shared interest – which is supporting the child. The children who Chance UK supports will often be showing difficulties at home as well as at school and where parents and schools work together, in partnership this is enormously helpful. Again, this was recognised as a key element where schools had not excluded children in the Ofsted report.

Report Title:	Procurement briefing regarding local SMEs/SMEs/VCS organisations within Children and Adults Services	
Meeting	Education and Business Scrutiny Commission	
Report Owner	Cynthia Davis; Assistant Director of Commissioning, Children, Adults & Families	
Report Author	Sam Edwards; Procurement Manager Children, Adults & Families Commissioning	
Date	12 May 2020	

1. Summary:

- 1.1 This report sets out the procurement exercise undertaken for the Local Community Offer (Information and Support Hub) for older people and all age disabilities and their carers that involved local SMEs and/or VCS organisations. The report sets out the process undertaken and the procurement outcome.
- 1.2 This report also informs of any future procurement exercises that will involve local SMEs and/or VCS organisations.

2. Background:

- 2.1 The Information and Support Hub was designed to equip the council to manage its “front door” by assisting individuals living within the Borough to access information, advice, navigation and facilitation support that will link them with community opportunities and services across Southwark to support their independence and wellbeing.
- 2.2 The Information and Support Hub comprises a collaborative model across social care and the third sector to bring together key parts of the system, such as information, advice, navigation and signposting services.
- 2.3 This approach has already been tested with our existing adult mental health hub which has had positive results.
- 2.4 The aim of the procurement of the Local Community Offer (Information and Support Hub) was to source two separate lead providers. One lead provider would be awarded a contract for Lot 1- All Age Disability Hub and one lead provider would be awarded a contract for Lot 2 - Older Person’s Hub.
- 2.5 The contracts would be let for three years with an option to extend for a further two years. Total contract value for the Older Person’s Hub was £5.5m and the All Age Disability Hub was £2m over the five years.
- 2.6 Taking into consideration the potential bidders for the contracts i.e. predominantly SME organisations from the Voluntary and Community Sector, the following actions were undertaken:

- Minimum turnover requirement reduced from the normal 2 times to 1.5 times annual contract value.
- Early engagement with the market to provide support and advice with regards to bidding for contracts.
- Enabling forums where organisations were able to meet each other and discuss how consortia bids can be submitted or how interested parties can put themselves forward to be part of a partner network.

3. Market Engagement:

- 3.1 Commissioners engaged with the Voluntary and Community Sector organisations early in the project to ensure co-production of the service model and incumbent providers also took part in a 'test and learn' exercise prior to the commencement of the procurement.
- 3.2 Commissioning and Procurement colleagues held market engagement events to inform the wider market of the upcoming procurement and to answer questions regarding the service model and tendering process.
- 3.3 The events enabled SME's to open up a dialogue with other providers as to how they could be involved in a consortia or part of a lead provider network. Through these events providers positioned themselves in order to be able to bid for the contracts.

4. Procurement Outcome:

- 4.1 The tender process took the form of a 'Competitive Procedure with Negotiation'. The tender required suitable applicants to submit a qualifying questionnaire which was evaluated by council officers to assess the suitability of the applicants before being invited to submit an initial tender.
- 4.2 The initial tender was evaluated and issues that had arose from the submission such as proposed service models that needed to be addressed and further developed formed the basis of the negotiation stage.
- 4.3 Negotiations were held for both lots with the aim of improving final tenders. Once the negotiations had concluded, bidders were invited to submit their final tenders.
- 4.4 The outcome of the evaluation of Lot 1 All Age Disabilities and Carers Information and Support Hub resulted in the council unable to award a contract as the tender submission from the sole bidder did not pass the quality threshold.
- 4.5 The outcome of the evaluation of Lot 2 Older Person's and Carers Information and Support Hub resulted in the council awarding a contract to Age UK Lewisham and Southwark.
- 4.6 Age UK Lewisham and Southwark are an incumbent provider who are part of a consortium of six local charities called COPSINS who provide services to older people in Southwark. The consortium will deliver the new contract with Age UK being the lead provider managing the network of partners.

4.7 The All Age Disabilities Hub will be reviewed as a result of the contract not being awarded. Commissioners will be assessing the options going forward.

4.8 The new contract for the Older Person's Hub will commence on 1 June 2020.

5. Future Procurements:

5.1 The majority of the procurements undertaken by Children's and Adults services are above the EU threshold of £663k. Where possible, several actions are undertaken to help SME's to reach a level playing field such as:

- Splitting contracts into lots therefore reducing the contract values and the minimum turnover requirements bidders need to meet;
- Restricting the amount of contracts awarded to one bidder;
- Reducing technical and financial requirements within the Selection Criteria; and
- Encouraging consortia bids by facilitating bidders to meet one another at market engagement events.

5.2 There are a number of procurements in the pipeline that will be suitable for SME's to bid for either as a consortium or as a sole bidder due to the factors listed above such as:

- Targeted Short Breaks for Children and Young People (CYP) which will include a range of activities and opportunities for SME's;
- Alternative Provision framework agreement for meeting CYP educational needs;
- Adults Care at Home framework agreement for additional providers to supplement the existing contracts;
- Learning Disabilities Accommodation Based Support and Outreach Support Services will be split into lots;
- Family Group Conferencing co-ordinators tender is run every quarter;
- Mental Health Homelessness services; and
- Language and Communication support for special schools.

5.3 Commissioners are in the process of progressing these procurements and engaging with the market in due course.

