



Project Management Toolkit

Full Business Case

Project Title	Tender for: Provision of services for Child Sexual Exploitation (CSE) & Missing C&YP		
Project No. or Ref (if applicable)	15_16 315	Document Version Ref	V6:30/03/16 Draft
Project Manager	Alison Byrne	Telephone No.	07824 472745 Ex: 3937
Project Sponsor	David Johnston	Telephone No	Ex: 3104

Executive Summary

Child Sexual Exploitation (CSE) is a high profile issue both nationally and locally and in the CSC&L business unit plan it says, "The challenge to protect children who are at risk of child sexual exploration (CSE) and radicalisation is a high priority for the Local Authority".

In Buckinghamshire we have been developing our understanding of CSE and as awareness has been raised more young people have been identified as being at risk and the demand for services is growing. Going missing has been acknowledged as a significant indicator of CSE and Thames Valley Police have funded a pilot project in Buckinghamshire to ensure that all young people who go missing are offered an independent return interview.

The CSE & Missing Services in Buckinghamshire, currently provided by Barnardo's R-U-Safe?, are due to be retendered for a new contract to be in place in April 2017 in order to comply with Council Standing Orders and procurement law. There is a widely held assumption that BCC commissions all of the services provided by R-U-Safe? but almost half of their funding comes from other sources, mainly from Barnardo's own Voluntary Funds (VF). These funds are not guaranteed and, although CSE is a high priority for Barnardo's, their funds could be diverted into other areas. The current BCC budget available for this commissioned service only covers approximately 50% of the whole service cost therefore BCC will also need to consider its investment in this high priority area so that these vital services can be maintained and that the retendered service has sufficient budget or commission on a reduced scope or seek value added through match funding from organisations.

Background and Reasons

Following a scoping exercise carried out by Barnardo's in 2006 a 'Bucks Young Women's Service' was launched in June of that year with a single worker seconded from Addaction (the commissioned young people's Drug & Alcohol service); the Children's



Project Management Toolkit

Services Manager came into post in March 2007 when the service was renamed 'Barnardo's R-U-Safe?' It was expected that the service would have approximately 18 clients per year with around 12 on the caseload at any given time.

A joint 'Missing' protocol between the service and Thames Valley Police (TVP) was set up in May 2007 and was associated with the Sexual Exploitation Services because of the recognised linkages. No estimation of numbers was made as it was assumed that the sexual exploitation service would absorb the Missing service without the need for additional resources but the demand was too great.

In 2009/10 the service was expanded to recognise the increase in demand and to include young men. The service was tendered and awarded to Barnardo's R-U-Safe? who were the only bidder although others had expressed interest. The contract was awarded for 3 years with the option to extend for 2 years. The contract started on 1st May 2010. Over the years there have been several additions to the contract through formal variations. There were 1-off payments for; a volunteer service, a counselling service, a dedicated Social Worker, an additional worker and a return interview (RI) service and committed payments for 1.5 additional workers and a schools worker for the duration of the contract. In July 2014 a business case was compiled and it was agreed to extend the contract for a further 2 years (2015/17) at £290,000 p.a. This was because CSE was an emerging National issue and the market place was immature.

The CSE & Missing Services in Buckinghamshire, currently provided by Barnardo's R-U-Safe?, are due for re-commissioning in April 2017. The current contract with BCC is for £290,000 per annum but the whole service in 2015/16 is costing £602,000 with £249,000 of the gap funded by Barnardo's. We need to establish the priorities for these services and the future funding from BCC and partners, particularly TVP.

As well as the statutory responsibilities to safeguard children set out in Working Together 2015 there are specific responsibilities related to this area of work. A CSE & Missing service is needed as it is a priority area for BCC and the Buckinghamshire Safeguarding Children Board (BSCB) and to meet the responsibilities outlined below.



Project Management Toolkit

Responsibility	How met in Buckinghamshire
<p>Safeguarding Children and Young People from Sexual Exploitation Supplementary Guidance (2009) states that a key principle should be a proactive approach focused on prevention, early identification and intervention as well as disrupting activity and prosecuting perpetrators and that, in their local planning and commissioning, LAs and their partners should consider what services are needed to address the needs of young people who have been sexually exploited.</p>	<p>This is at the heart of the BSCB CSE Strategy. The core business of Barnardo's R-U-Safe? is a proactive approach focused on prevention, early identification and intervention as well as providing support for young people who have been sexually exploited and TVP, District Councils and partners in the Safer Stronger Bucks Partnership Board (SSBPB) are working towards disrupting activity and prosecuting perpetrators.</p> <p>In 2014/15 130 young people received CSE services from R-U-Safe? and 13,224 attended awareness raising sessions in schools.</p>
<p>Also in Working Together 2015 it states that the BSCB should conduct regular assessments on the effectiveness of Board partners' responses to child sexual exploitation and include in their annual report information on the outcome of these assessments. The report should also include appropriate data on children missing from care, and how the BSCB is addressing the issue.</p>	<p>The BSCB CSE sub group, of which R-U-Safe? is a key member, coordinates this work and the work R-U-Safe? do with young people who go missing is vital to fulfilling this obligation.</p> <p>In 2014/15 there were 1,110 reports of young people going missing and 580 young people received RI or interventions from R-U-Safe?</p>
<p>One of the recommendations from the Ofsted report, 'The sexual exploitation of children: it couldn't happen here, could it?' (November 2014), is for LAs and partners to ensure that sufficient appropriate therapeutic support is available to meet the needs of local young people at risk of or who have suffered from child sexual exploitation.</p>	<p>R-U-Safe? provide support to meet the needs of young people at risk of or who have suffered from child sexual exploitation and provide additional therapeutic support in the form of counselling for young people who do not meet the thresholds for CAMHS interventions.</p> <p>In addition to the 130 young people who received CSE services from R-U-Safe? in 2014/15 a further 25 were supported by their counsellor.</p>
<p>Statutory guidance on children who run away or go missing from home (January 2014) states that;</p> <ol style="list-style-type: none"> 1. Safe and well checks are carried out by the police as soon as possible after a child reported as missing has been found. 2. When a child is found, they must be offered an independent return interview. The interview should be carried out within 72 hours of the child returning to their home or care setting. The checklist for LA in Appendix A confirms that the RI is the responsibility of the LA. 3. When a child is placed out of their local authority area, the responsible authority must make sure that the child has access to the services they need. 	<ol style="list-style-type: none"> 1. TVP complete the safe and well checks and are compliant with the statutory guidance. 2. R-U-Safe? offer RI within 72 hours. Currently, the RI are offered to all young people resident in Buckinghamshire including those who are children looked after but the responsibility of other local authorities but this will be a consideration when we re-specify. 3. The R-U-Safe? contract does not include Buckinghamshire children looked after but placed out of county but this will be a consideration when we re-specify.



Project Management Toolkit

Current Services

Sexual Exploitation

'R-U-Safe?' takes referrals from professionals, young people and concerned individuals regarding any child resident in Buckinghamshire whose behaviour suggests that they are at risk of or are the victim of sexual exploitation. Self-referrals and those for children who are looked after are given the top priority.

Cases are allocated to project workers who will see the young person on a one-to-one basis. They work to enable the young person to develop a healthy, trusting relationship with an adult. They educate their clients with regard to different types of CSE and grooming behaviours and help them to recognise their risky behaviours and that they may be a victim of abuse. They also provide practical support where appropriate relating to working with statutory agencies or other services such as sexual health clinics.

When it became apparent that young people living in care homes were reluctant to engage in one-to-one work, 'R-U-Safe?' developed a care home package and now work with groups of young people when that is more suitable.

Return Interviews

The joint 'Missing' protocol between 'R-U-Safe?' and TVP predates the statutory guidance on children who run away or go missing from home or care. Previously 'R-U-Safe?' were provided with details of all children who went missing and used to provide 3 tiers of intervention; Low, Medium >High and High Risk with letters sent, followed up by telephone call and the offer of 'keep-safe' work or sexual exploitation service if appropriate. In October 2014 TVP funded a pilot RI project whereby missing workers contact every child who goes missing and offers them a RI regardless of risk level. This approach has led to valuable information for TVP as well as timelier preventative work for some children. 'R-U-Safe?' workers have found that some young people who would have been graded as low risk are in fact high risk when all the circumstances of their missing episode have been revealed. This has led to a significant increase in their workload.

Missing (MissU)

The MissU service is a programme of 6 sessions which examine the reasons why children go missing and how they can best protect themselves if they choose to continue with this behaviour. The aim is to reduce the number of repeat missing episodes and to reduce the risks involved when children go missing. Some of these clients will then be referred to the Sexual Exploitation service as going missing is one of the main indicators of being at risk of CSE.

Prevention

'R-U-Safe?' has a dedicated schools worker who goes into schools, academies and colleges to talk to groups about healthy relationships, CSE and internet safety as



Project Management Toolkit

required. When the BSCB has run 'Chelsea's Choice' (a theatre production for secondary schools) the schools worker has been there to follow up on any concerns that have arisen.

Counselling

It was recognised that some 'R-U-Safe?' clients were in need of some therapeutic work but did not meet the threshold for CAMHS intervention. In 2013/14 BCC and CIB (Children's Information Bureau) jointly funded a counsellor for the year to work with 'R-U-Safe?' clients. The counsellor holds a caseload of 10 clients and they usually have 10 sessions.

Multi Agency

'R-U-Safe?' is part of the newly established Swan Unit, the specialist multi agency CSE team, and attends all strategy meetings where CSE is an issue in a Child Protection enquiry and the decision making meetings regarding how cases are handled. They are members of the BSCB CSE sub group, provide input into the BSCB multi agency training and attend the M-SERAC (Missing & Sexual Exploitation Risk Assessment Conference) and GMAP (Gangs Multi Agency Panel) meetings. They provide awareness-raising sessions for partner agencies and are a source of advice and support for external colleagues.

This Business Case outlines our plans to retender these services to ensure young people in Buckinghamshire are protected from CSE, as prioritised in the CSC&L Business Unit Plan with the new service being in place for April 2017.

Business Options

Option 1 - Do nothing

Carrying on with the current contract would be illegal and VF are not guaranteed.

Option 2 - Commission the entire service

BCC would have to increase funding or secure additional funds from partner agencies. BCC currently funds £290,000 p.a. and so an additional £312,000 would need to be secured.

Option 3 - Re-establish priorities re-specify the service

If BCC cannot secure additional funding the contract would have to be re-specified based on the priorities and available budget. The current funding covers a children's service manager, a qualified social worker, 1.5 x Sex Ex project workers, 1 x Miss-U project worker, 0.6 prevention worker and an administrator. This does not cover the statutory duty of the LA to offer an independent RI for every young person who goes missing.

Option 4 – As Option 3 but require a partner to give added value



Project Management Toolkit

This is as Option 3 but with the tender requiring the provider to supply supplementary services. It is not permissible to ask for a given amount of funding but we could specify the additional services we are looking to provide.

Option 5 – Bring services in-house

Currently BCC do not have the capacity or capability to offer these services in-house. There would be TUPE implications and also questions as to whether the RI could then be described as independent and whether young people might be less likely to engage with workers linked to Children's Social Care.

The recommendation is to take Option 4 i.e. that a specification for CSE and Missing Services should be drawn up, based on BCC priorities, and put out to tender looking for a delivery partner to add value by providing investment to deliver additional outcomes. The available budget will be determined by BCC medium term plans and additional contributions secured from partner agencies such as Thames Valley Police (TVP).

Benefits

The benefit of Option 4 is to keep the level of service as close to the current practice as possible. This would reduce the impact if the service is only funded at the current contract price (£290,000). The impacts of reducing the services are listed below;

- The Sexual Exploitation service would be a reduced service meaning that only the highest risk cases could be worked with. Approximately 70 young people would not receive support; the waiting lists would increase possibly causing some lower risk cases to become actual victims.
- Return Interview service could not be offered to every young person who goes missing and the LA would not be meeting statutory obligations. With only one missing worker approximately 300 young people would be at risk of not being offered an RI and some cases of CSE would not be identified at an early stage putting them at more risk.
- The Miss U service would be seriously curtailed, with approximately 20 young people missing this level of support, as the missing worker would be required to undertake as many RI as possible. This would lead to an increase in the number of missing episodes as the young people would not be learning new coping mechanisms. The young people would also be at higher risk when they go missing as they would not be learning the keep safe strategies.
- The Prevention worker would not be able to visit as many schools and this could potentially lead to more young people being exploited as they would not realise the risks. This could affect as many as 5,000 young people.
- The Counselling service would not be offered which could lead to approximately 25 more referrals to CAMHS per annum.



Project Management Toolkit

- The Multi-Agency and strategic work would be restricted by capacity issues. This would affect the work of the Swan Unit, the BSCB and M-SERAC. Their ability to support partner agencies in training would be very limited.

Additionally there are benefits for all partners

- Although the RI service is the responsibility of the LA, TVP have funded Barnardo's £42,000 in 2015/16 to support this work. R-U-Safe? supply the information they gather at RI and TVP are able to consolidate some of this into intelligence to support their pursuance of perpetrators and to locate missing young people in a timelier manner. The reduction in the number of repeat missing episodes has a direct financial benefit for them.
- All partner agencies receive training & support, advice & guidance. As all of us are responsible for safeguarding and promoting the welfare of children this enables us all to be more effective.

Dis-Benefits

CSE is high priority for all areas of Buckinghamshire County Council, with the Buckinghamshire Safeguarding Children Board, Buckinghamshire Safeguarding Adults Board, the Safer & Stronger Bucks Partnership Board and the Health & Wellbeing Board all being signed up to the CSE Strategy and Promise.

The Dis-benefits are going to the market with a funding level which does not meet the demand.

Costs

There is a widely held assumption that BCC commissions all of the services provided by 'R-U-Safe?' but it is clear that over half of their funding comes from other sources, most particularly from Barnardo's own VF contributions. These funds are not guaranteed and, although CSE is a high priority for Barnardo's, their funds could be diverted into other areas.

Initially the service was commissioned by BCC with input from Addaction and voluntary funds (VF) from Barnardo's. Over the years the service has grown and some 1-off funding e.g. for a counsellor has been consolidated by Barnardo's and some by BCC e.g. the qualified social worker. Finances for the service have been provided as follows;



Project Management Toolkit

Year	BCC (£)	Other Agencies' Contributions (£)	Barnardo's VF (£)	Total (£)
11/12	200,000		35,643	235,643
12/13	210,000		nil VF	210,000
13/14	284,000	CIB 23,000	101,000	408,000
14/15	290,000	TVP 30,000	141,000	461,000
15/16	307,000	TVP 42,000 DfE 21,000	232,000	602,000

Going forward, £290,000 has been secured from BCC and £35,000 from TVP per annum for the lifetime of the contract. An element of the BCC contribution is funded by Public Health, for 16/17 it is anticipated this will be £72,000.

R-U-Safe? Services funding 2015/16

BCC Contracted Service (Comprising; children's service manager, qualified social worker, 1.5 x Sex Ex project workers, 1 x Miss-U project worker, 0.6 prevention worker and an administrator)

Salary Costs	£220,089
Non-Salary Costs	£69,911
Total Cost	£290,000

R-U-Safe? Complete Service (Comprising in addition to core service; senior project worker, counsellor, 0.4 prevention worker, Miss-U project worker, data analyst/evaluation officer, 2.5 F/T and 2 P/T x Sex Ex project workers, 'In Plain Sight' worker and prevention work volunteer) is funded by additional contributions from; BCC – additional £17,000, Barnardo's VF – £232,000, TVP – £42,000 (specifically for the Return Interview work) and DfE - £21,000 (specifically for the 'In Plain Sight' worker)

Salary Costs	£467,292
Non-Salary Costs	£135,032
Total Cost	£602,324



Project Management Toolkit

For the final year of the current contract, the amount of VF streamed into the service will be £200,000. This will have an impact on the delivery of the current service and could mean increased numbers of young people on the waiting list.

TVP have verbally agreed to contribute £35,000 pa for the lifetime of the new contract and we are working with them to secure this in writing and additional funding from local policing areas.

Timescale

Date	Milestone
March 2016	Business case signed off
March 2016 – May 2016	Market, public and stakeholder engagement including scrutiny committee
June 2016	Service specification signed off
August 2016	Invitation to Tender
September 2016	Evaluation
November 2016	Contract award
November 2016 – March 2017	Implementation
April 2017	Service goes live

Dependencies

The current specification includes a commitment to support partners by providing training and advice. Workers from Barnardo's R-U-Safe? form an integral element of the newly established Swan Unit.

Safeguarding Children and Young People from Sexual Exploitation Supplementary Guidance (2009) states that a key principle should be a proactive approach focused on prevention, early identification and intervention as well as disrupting activity and prosecuting perpetrators and that, in their local planning and commissioning, LAs and their partners should consider what services are needed to address the needs of young people who have been sexually exploited.



Project Management Toolkit

Investment Appraisal

This contract will be funded through resources from Children's Social Care and Learning, TVP and Public Health, which has to be confirmed annually. Break clauses and "dependent on available funding and satisfactory performance" clause will be included in the contract.

Known Risks

Insufficient Council Funding: Currently the incumbent provider subsidises the contract by £200k + pa. The Council only have £290k pa funding available for the new Contract. Risk: If the tender goes out with less than 75% funding, there may be reputational risk for the Council, the business may be unattractive to the market and outcomes may not be met

The cost of the staff on the TUPE list may exceed the contract price and so the business may be unattractive to the market.

If Barnardo's are unsuccessful there is a risk that their current staff will transfer to other Barnardo's services rather than TUPE across to the new Provider and expertise will be lost. Any new provider would have to recruit and train new staff which could lead to an implementation gap.

Supporting Documents

- Project timetable
- BCC Children's Social Care & Learning Select Committee PREVENTING CHILD SEXUAL EXPLOITATION INQUIRY REPORT 3 November 2015