Decision Report – Lead Member Decision Forward Plan Reference: FP/23/02/07 Decision Date – 20 November 2023 Key Decision – Yes



Key Decision to Commence Design and Tender Works for the Refurbishment of Property at Coram's Lane, Wellington to deliver the second Homes and Horizons Therapeutic Education Provision

Executive Member(s): Lead Member for Children, Families and Education Executive Member(s): Lead Member for Economy, Planning and Assets Local Member(s) and Division: Wellington Division - Cllr Marcus Barr and Cllr Andrew Govier Lead Officer: Daniel Moncrieff – Strategic Manager – Strategic Partner Development Julia Ridge – Head of Vulnerable learners Author: Kelly Butler-West Project and Change Manager Contact Details: <u>Kelly.butlerwest@somerset.gov.uk</u> Daniel.moncrieff@somerset.gov.uk

#### 1. Summary / Background

- **1.1** Somerset Council has a statutory duty under the Education Act 1996 to secure sufficient school places for children and young people in Somerset, including those with special educational needs and disabilities (SEND).
- **1.2** Somerset County Council entered into a Strategic Partnering Agreement with Homes2Inspire (part of the Shaw Trust) in June 2022, to deliver ten small homes for children, high needs foster care, and therapeutic education provision to provide wraparound care for our most complex and vulnerable young people in care.
- **1.3** This service is targeted for young people experiencing significant difficulties who are difficult to place with foster carers, in other existing residential children's home facilities and/or are at risk of entering in-patient mental health provision. These young people may be in crisis or severe emotional distress, be stepping down from in-patient psychiatric care, and/or have special educational needs and disabilities.
- **1.4** The delivery of a therapeutic education service (to be run in partnership with the Shaw Trust and Somerset NHS Foundation Trust) is a key element of the model. This service will offer education and therapeutic interventions to help young people with their recovery enabling improved mental health and wellbeing,

greater stability within their home environments, and better long-term outcomes. The plan is to provide two therapeutic education settings in Somerset.

- **1.5** Misterton School is one of the sites for the provision of therapeutic education for complex young people. Plans are already in progress to register and refurbish the school and it is due to open in winter 2024. Due to demand and geographical spread a second therapeutic education site is required.
- **1.6** Land and buildings at Coram's Lane in Wellington have been identified as a suitable second site. The site is owned by Somerset Council; a former school that closed several years ago and is currently vacant. This decision is to design and refurbish the site.
- **1.7** Two sites will meet the need for geographical spread, reducing travel time and costs, and provide critical support for foster carers. It will also assist with matching issues, where certain young people cannot easily mix, and managing the days young people access the provision and the site they visit is a key way to manage this risk.
- **1.8** Detailed planning has been undertaken to ensure the redevelopment of the site is fit for purpose, with much learning based on the model of Hope House (who have two school sites providing the necessary geographical coverage in Surrey).

# 2. Recommendations

**2.1** The Lead Member for Children, Families & Education and the Lead Member for Economic Development, Planning and Assets hereby:

- Authorises property officers under delegation to commence delivery of any necessary site surveys, design, planning and enabling works;
- Instructs property and commissioning officers to carry out a competitive tendering exercise for the building refurbishment works which complies with section 22 of Somerset Council's Contract Procedure Rules and Standing Orders;
- Approves the gross maximum project cost as detailed in confidential Appendix A . These costs include allowances for IT and furniture as required;
- Agree the case for exempt information for Coram's Lane (Appendix A) to be treated in confidence.
- **2.2** Following the actions in 2.1, the Lead Member for Children and Families & Education and the Lead Member for Economic Development, Planning and Assets hereby:

- Delegate authority to the Director of Children's Services and Service Director Strategic Asset Management in consultation with the Head of Legal Services, to finalise the contract documents and enter into the works with the preferred contractor.
- Approve the appointment of Furniture Fittings and ICT contractors, tendered in line with SCC Procurement policy, within the gross maximum project costs

#### 3. Reasons for recommendations

- **3.1** There are many benefits to the Council and, most importantly, to local children and young people in Somerset of providing local specialist provision including:
  - shorter commuter journeys which are more conducive to learning
  - o reduced environmental impact
  - o lower transport costs to the Council
  - less reliance on the independent non-maintained sector and on out of county placements

The provision of a therapeutic education offer within the overarching blended care approach of the Strategic Partnership will enable a system-led intervention to improve whole life outcomes for our most vulnerable and complex young people.

# 4. Other options considered

**4.1** A thorough search was undertaken to find alternative suitable property - no other suitable buildings are available. This property is already in Somerset Council's ownership. A new build would be significantly more expensive and time consuming to complete in readiness for occupation.

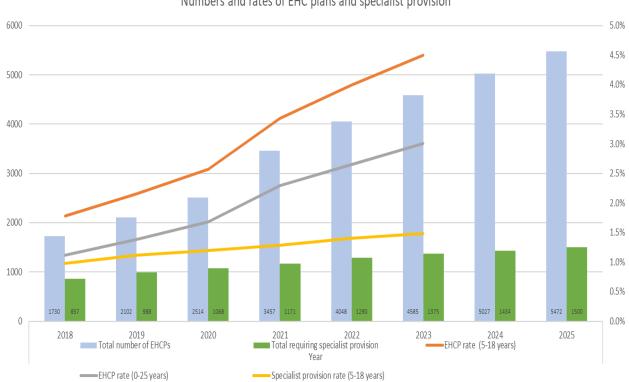
# 5. Links to Council Plan and Medium-Term Financial Plan

5.1 The recommendations support the Council's ambition that children have access to good schools and can grow up in a child friendly county that supports them to be happy, healthy and prepared for adulthood. Meet the vision in the Children and Young People's Plan for all Somerset children to "achieve well above expectations and... not be held back by their social and personal backgrounds, special educational needs or disabilities".

**5.2** This proposal will contribute towards the following strategic objectives:

• The priorities of the Somerset Children and Young People's Plan 2022-2024 (better support for social, emotional, mental health and wellbeing, support for education and inclusion) • The Council Plan (2023-2027) priorities of creating a Fairer, Ambitious Somerset, a Flourishing and Resilient Somerset and a Healthy and Caring Somerset

The recommendations meet the strategy of providing good quality local school places appropriate to pupils' needs in order to alleviate financial pressures on the High Needs Block of the Dedicated Schools' Grant. The following graph demonstrates a continued and increasing demand for specialist provision in Somerset for the foreseeable future. Not having sufficient state maintained education places in Somerset means that the council rely on more independent specialist provision, the average cost of which is £34.5k more per child per year than the cost to the council of a place in the therapeutic education service.



Numbers and rates of EHC plans and specialist provision

#### 6. Financial and Risk Implications

6.1 This decision paper will permit a maximum overall budget of £1,000,000 for refurbishment of the site. This sum is to be drawn down from Somersets High Needs Capital Allocation in accordance with the priorities set out in a Key

Decision made on 5<sup>th</sup> August 2022. (Deployment of the High Needs Provision Capital Allocation (HNPCA) for financial years, 2022 & 2023-24)

- 6.2 Estimated project costs have been based on a Feasibility Report and Associated Cost Plan produced by Kier in 2019. Allowances have been made to incorporate the change in scope, inflation and worsening condition issues that will require addressing.
- **6.3** Operation running costs are built into the Homes & Horizons model with 50% funding coming from CAMHS of £850k per year for 2 sites and interventions across the partnership.
- 6.4 The remaining £850k would be drawn down from High Needs funding via Somerset Council at £28,500 per young person per annum.
- 6.5 The Homes and Horizons partnership is pivotal to reducing spend on external placements for children in care (a budget of circa £27m which is under significant pressure). There is an associated MTFP saving of £820,000 for 2023/24.

# 7. Risks

**7.1** Delay to opening the provision will have an adverse impact on the opportunity for engagement in education for our young people living in the Homes and Horizons homes and/or with Homes and Horizons Foster Families.

**Mitigation:** an interim/outreach provision is currently in place; therapeutic education staff are engaging with young people to build relationships and confidence ahead of the opening of the school – but the provision of the school will enable an enhanced learning environment and improved learning engagement opportunities.

Likelihood 3	Impact	3	Risk Score	6
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**7.2** Negotiations continue with the DfE following a Shaw Trust application to open the Therapeutic Education Provision as a new Academy within a new Academy Trust. **Mitigation**: Advice has been procured from King's Counsel and negotiations continue. If agreement is not reached, education will be delivered from the site via an alternative option (e.g. the establishment of an Independent Special School).

Likelihood 2	Impact	3	Risk Score	6
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7.3 The cost of refurbishment may be more than anticipated.

**Mitigation**: Any costings produced at feasibility stage will be reviewed, however they are always subject to some uncertainty and risk and contingency is always included. As with all building projects, there is a risk that unforeseen costs come to light when building work commences although this risk is regarded as low.

Likelihood	3	Impact	3	Risk Score	9
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7.4 There is a small risk that CAMHS funding maybe withdrawn.

**Mitigation**: A Memorandum of Understanding is in place with CAMHS to jointly provide the service.

Likelihood 1 Impact 3 Risk Score 3
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7.5 Risk of Community objections/concerns

The existing vacant site is currently utilised by neighbours for parking.

**Mitigation:** Engagement with the Local Community and Town Council will be planned ahead of the commencement of any works to discuss any community concerns

Likelihood 3 Impact	2	Diele Ceare	•
Likelihood 5 Impact	3	RISK SCOPE	<b>V</b>

#### 8. Legal Implications

- **8.1** Estates and Legal teams have been consulted throughout the process. The site is already in our ownership, a lease will be agreed with the Shaw Trust and Somerset Council school under standard terms and conditions for academy schools.
- **8.2** Standard Procurement procedures will be followed to award the refurbishment contract.

#### 9. HR Implications

**9.1** This decision is to procure design and refurbishment works. All staff directly involved in these works will be employed by third party consultants/contractors and will fall under existing host employment arrangements, therefore there are no Somerset Council HR implications.

#### 10.Other Implications:

#### Not applicable

#### 11. Equalities Implications

**11.1** The remodelled building at Coram's Lane will be accessible for children and young people with disabilities with appropriate facilities and provisions in place to cater for them, pursuant to statutory obligations set out in equality legislation and that brought together under the umbrella provisions of the Equality Act 2010. As proposals are pulled together, officers will pay due regard to the Public Sector Equality Duty.

#### 12. Community Safety Implications

**12.1** Improved access to quality educational facilities can serve to reduce the likelihood of low level anti-social behaviour and improve children's opportunities to thrive long term.

#### 13. Climate Change and Sustainability Implications

- **13.1** The Strategic Asset Management Team and Children, Families & Education will work collaboratively to adhere to corporate requirements to meet the target of net zero carbon emissions by 2030.
- **13.2** Redevelopment of the currently vacant site is in alignment with the Taunton Deane Adopted Core Strategy 2011-2028:
  - Strategic Objective 5: To reduce inequalities and deliver more prosperous, cohesive communities.
  - Spatial Policy 3 'Realising the vision for Wellington': 'Create balanced and sustainable, mixed-use communities through the provision of employment and community facilities including schools, community halls, recreational space, doctors' surgeries and sheltered accommodation.
  - The overarching general principle of regeneration which flows throughout the Core Strategy – through the improvement and development of a vacant site in a prominent location (close to community facilities

including the sports centre, sports clubs and areas of housing) which is falling into disrepair.

#### 14.Health and Safety Implications

**14.1** Risks involved in any proposed building works will be managed by the appointed contractor through the construction health and safety plan (a requirement of all such projects). Once constructed, the day-to-day health and safety responsibilities are delegated to staff onsite (as per the Education health and safety policy, October 2021).

#### 15. Health and Wellbeing Implications

**15.1** Meeting the educational needs of children and young people with SEND is associated with improved wellbeing.

15.2 The refurbishment is the first step in providing facilities / services for our most vulnerable and complex young people in care, of which a high proportion have been disengaged with education for significant periods of time. This service is designed to improve their outcomes, a key component of which is improving health and wellbeing.

#### 16. Social Value

**16.1** The Council recognises the importance of maximising the impact of public expenditure and officers will consider social value benefits to the community arising from any commission as part of the development of the specification and tender evaluation process.

#### 17.Scrutiny comments / recommendations:

**17.1** The H&H programme has been presented at Scrutiny Committee – Children and Families, including the development of two school sites in the last 12 months.

#### 18. Background

18.1 Somerset Council, in Partnership with the Shaw Trust, Homes to Inspire, and the NHS (CAMHS) aims to create therapeutic Education provision for approximately 30 young people at two locations within Somerset over the next 3 years. The first proposed site is in Misterton. The second proposed site is at Coram's Lane, Wellington.

**18.2** The provision at both sites would be for the most complex young people, who have experienced significant trauma and disruption, with around 8 to 15 young people on site at any one time. These young people are mainly teenagers (12–18-year-olds). The provision would aim to support young people for 50 weeks of the year. Most young people would attend provision for 2-3 days a week and their 'mainstream' school for the rest of the week. Some young people not engaging at any other school provision may come to the provision 5 days a week.

**18.3** The aim would be to provide targeted support which re-engages young people with mainstream school provision within around 12 weeks (but this would vary significantly depending on the needs of the young person). This would sit alongside targeted therapeutic provision.

**18.4** The site will be registered as a school with OFSTED. Discussions are underway with the DfE to confirm the delivery model.

**18.5** The therapeutic education provision would be run jointly by Somerset Council, CAMHS, and the relevant lead Education Provider (e.g., Shaw Education Trust, Independent School etc)

**18.6** The curriculum and daily learning model has been developed with partners and young people and has influenced the proposed configuration of learning and therapeutic spaces. The proposals are to include key features listed below:

- Large communal space for interacting as group and communal eating
- Art therapy / sensory space
- Classrooms to undertake Maths and English
- Counselling/therapy room
- Office space for Social Workers, Therapists, and Teaching Staff
- Outdoor space car park and landscaped area to provide external learning/social space for pupils

**18.7** The anticipated timeline for the project is for the provision to be open in early 2025

#### 19. Background Paper

**19.1** Executive Member Key Decision – Deployment of HNPCA  $5^{th}$  August 2022 – attached to this report.

# Appendices

Confidential Appendix A

# Report Sign-Off

	Name	Date Completed
Legal & Governance	David Clark	23/10/23
Implications		
Communications	Peter Elliot	12/10/23
Finance & Procurement	Nicola Hix	10/11/23
Workforce	Alyn Jones	18/10/23
Asset Management	Oliver Woodhams	18/10/23
Executive Director / Senior Manager	Dr Rob Hart	9/11/23
Strategy & Performance	Alyn Jones	18/10/23
Executive Lead Members	Cllr Tessa Munt and Cllr Ros	10/10/23
	Wyke	31/10/23
Consulted:		
Local Division Members	Cllr Marcus Barr and Cllr Andrew Govier	09/10/23
Opposition Spokesperson	Cllr Mark Healey Opposition Spokesperson for Prosperity, Assets and Development	09/10/23
Opposition Spokesperson	Cllr Frances Nicholson Opposition Spokesperson for Children, Families and Education	18/10/23
Scrutiny Chair	Cllr Leigh Redman for Scrutiny Children & Families Committee	18/10/23 & 26/10/23

	Somerset Eq	uality Impact Assessment	
Before completing the		ead the EIA guidance notes – available from	n your Equality Officer or
	www.somerse	t.gov.uk/impactassessment	
Organisation prepared for (mark as appropriate)	Somerset Council	NHS Somerset	Somerset NHS Foundation Trust
Version	i	Date Completed	
Description of what is being	impact assessed		
an anticipated 30 students or	n role (aged 11-16). This EIA relate	be established across 2 sites in Somerset es specifically to the Coram's Lane (Wellin s developed ahead of developing the Hom	gton) site (Misterton site has
The service is designed to su	oport young people where there i	s a significant risk of home placement bre	aking down or of accessing Tier
The service is designed to sup			
•	escent Mental Health Service (CA	AMHS) provision. Of our 561 children curre	ntly in care (as at 21/08/23),

The service will offer education and therapeutic interventions to help young people with their recovery – enabling improved mental health and wellbeing, greater stability within their home environments and better long-term outcomes.

#### Evidence

What data/information have you used to assess how this policy/service might impact on protected groups? Sources such as the Office of National Statistics, Somerset Intelligence Partnership, Somerset's Joint Strategic Needs Analysis (JSNA), Staff and/ or area profiles,, should be detailed here

Current and Historical data and intelligence from both CAMHS and Somerset Council systems evidences that in addition to the disadvantages experienced due to being in care, the most prevalent disadvantage for this group is around social, emotional, mental health and wellbeing with a high level of additional learning needs.

•••			• •	-
CLA by Age and Gender	Age Range	;		
Gender	10 to 14	15 and 16	17 plus	Grand Total
Female	65	50	40	155
Male	78	76	49	203
Non-Binary (f)		Х	Х	Х
Transgender (Male)			Х	Х
Grand Total	143	127	93	363

Gender and age range of Children looked after (11-18 yrs old) X = suppressed due to low numbers

# Ethnicity of Children looked after (11-18 yrs old)

CLA by Recorded Ethnicity	% of total
A5 - Gypsy / Roma	1.38%
Any Other Ethnic Group	8.54%
Asian/Asian Bri - Other Asian	0.28%
Black or Black British - African	2.48%
Black or Black British - Caribbean	0.28%
Black/Black British - Oth Black	1.38%
Mixed - Other Mixed Background	0.83%
Mixed - White & Asian	0.28%
Mixed - White & Black African	1.10%
Mixed - White & Black Caribbean	2.20%
Vietnamese (A)	0.28%
White - British	77.41%
White - Irish	0.28%
White - Other Cultural Background	1.10%
White - Other European	2.20%
Grand Total	100.00%

# Religion of Children Looked After (11-18 yr olds)

CLA by Recorded Religion	% of total
Atheist	1.93%
Baptist	0.28%
Christian	11.29%
Church of England	5.51%
Jehovah Witness	0.28%
Muslim	10.47%
None	48.21%
Other	0.55%
Other Christian	0.83%
Roman Catholic	2.20%
Unknown	16.25%
(blank)	2.20%
Grand Total	100.00%

No of children looked after (11-18 Yrs Old) with Education Health and Care Plans (EHCPs) - broken down by gender and age (X = suppressed due to low numbers)

Children with EHCP by Age and Gender			
Gender	15 and 16	17 plus	<b>Grand Total</b>
Female	17	18	49
Male	37	17	96
Non-Binary (f)		Х	Х
Transgender (Male)			
Grand Total	54	36	146

		Disability of Children Looked After – Data for all 52 <sup>-</sup>
CLA by Disability Description	Count of Disability <ul> <li>Description</li> </ul>	
Behaviour	5	
Behaviour, Behaviour	х	
Behaviour, Communication	x	
Behaviour, Disability - Autism/Asperger, Communication, Behaviour	х	
Communication	х	
Communication, Incontinence, Learning, Mobility	х	
Consciousness, Communication	х	
Disability - Autism/Asperger	9	
Disability - Autism/Asperger, Behaviour	х	
Incontinence	х	
Learning	8	
Learning, Behaviour	х	
Learning, Communication	х	
Learning, Learning, Behaviour	x	
Vision	х	
blank		
Grand Total	34	

# Geographical Location and Transport

It is anticipated that the two Therapeutic Education sites will have a combined total of 30 students on role, with an average of 20 students attending on a typical day (10 per site). These young people will be transported to the school site from their homes by their Support Workers or Foster Carers.

Geographical location and site access will therefore not be a barrier to accessing education – particularly as we have the opportunity to choose the best available home location and geographical area for our young people in order to meet their needs (including education).

Who have you consulted with to assess possible impact on protected groups and what have they told you? If you have not consulted other people, please explain why?

The Homes & Horizons partnership model (including the design of the service and of the buildings that will be used as homes and learning spaces) was designed in consultation with a broad multi-professional stakeholder group, including young people with lived experience of being looked after.

An intensive week-long workshop to design the referral process and curriculum for the therapeutic education provision was held in May 2022 and tested with young people currently in care/care leavers via a real-time interview and feedback session. Their responses and feedback were utilised to further refine and finalise the model and the building layout / set-up.

In addition, regular consultation and engagement is taking place with a young people reference group, which comprises of representatives from various youth participation groups in order to capture a broad perspective and enable their views to influence the learning environment (e.g. colours, furniture design, room layouts, etc).

This group include young people from the following groups:

- CAMHS participation group (who have experienced emotional and mental health needs)
- Somerset in Care council (SiCC) and Somerset Leaving Care Council (SLCC)
- The Unstoppables (children/young people with additional needs)

#### • Somerset Young People's Champions

The 'Voice of the Child/Young Person' is also a standing agenda item on all working group meetings.

#### Analysis of impact on protected groups

The Public Sector Equality Duty requires us to eliminate discrimination, advance equality of opportunity and foster good relations with protected groups. Consider how this policy/service will achieve these aims. In the table below, using the evidence outlined above and your own understanding, detail what considerations and potential impacts against each of the three aims of the Public Sector Equality Duty. Based on this information, make an assessment of the likely outcome, before you have implemented any mitigation.

Protected group	Summary of impact	Negative outcome	Neutral outcome	Positive outcome
Age	• Young people reference groups will be consulted with to inform the design of the education space to ensure that it is gender neutral and age relevant and best meets their learning needs.			X
Disability	<ul> <li>The former School at Coram's lane is a fully accessible site.</li> <li>Provision will be made for students with visual impairments including appropriate colour and contrast of surfaces, avoidance of glare and provision of task lighting as required.</li> <li>Portable hearing loops will be provided as required to meet the needs of students with a hearing impairment.</li> </ul>			

	<ul> <li>In consultation with the young person reference group, proposed colour palettes will be muted with limited pattern and texture to aid with the creation of a calm environment for students with autism.</li> <li>A variety of size and type of learning and social spaces will be available to suit the various needs of the students.</li> </ul>		
Gender reassignment	• Young people reference groups will be consulted with to inform the design of the education space to ensure that it is gender neutral and age relevant and best meets their learning needs.	$\boxtimes$	
Marriage and civil partnership	• Refurbishment of the school will have no impact on this cohort.	$\boxtimes$	
Pregnancy and maternity	<ul> <li>Currently not applicable for this cohort.</li> <li>Should a pregnancy/maternity situation arise, consideration will be given to adapting the space to accommodate the needs of a mother/baby to support continued education engagement.</li> </ul>	X	
Race and ethnicity	<ul> <li>As of August 2023, the % of 11-18 year olds who are other than 'White-British' is 22.6%. Therefore in a school population of 30, it is anticipated that 7 young people will be of broader ethnicity groups – demonstrating the need to recognise and respond to any race/ethnicity requirements related to the refurbishment of the building, e.g: <ul> <li>The catering/dietary needs of the young people attending the school will be taken into consideration.</li> </ul> </li> </ul>		

	• Consideration will be given to the provision of additional equipment to support identified needs (e.g., additional fridge to keep foods separate as required).		
Religion or belief	<ul> <li>As above – any catering/dietary needs will be accommodated.</li> <li>The school has a number of smaller rooms that are able to provide a quiet space for reflection and/or prayer as required.</li> <li>The ethos and design of the school will be welcoming to all faiths.</li> </ul>		
Sex	• Facilities will be designed to be uni-sex and non-gender specific (CLA 11-18 population: over-representation of male: Male=203, Female 155).		
Sexual orientation	<ul> <li>Refurbishment of the school should have no adverse impact on this group.</li> </ul>	X	
Armed Forces (including serving personnel, families and veterans)	<ul> <li>Refurbishment of the school should have no adverse impact on this group</li> </ul>	×	

Other, e.g. carers, low income, rurality/isolation, etc.	<ul> <li>Refurbishment or group.</li> <li>Transport will be therapeutic educe.</li> <li>This provision we to access educate engage in therapeutore.</li> </ul>				
-		•	omes, you are required to mitiga	te the impact of th	ese.
Please detail below the actic	ns that you intend to tak	(e.			
Action taken/to be taken		Date	Person responsible	How will it be monitored?	Action complete
<b>General</b> – consult with young people on the design of the service		31/05/2022	Daniel Moncrieff	Project Reporting – YP engagement group	
<b>Age</b> - Provide age-appropriate environment via the design and tender process		31/10/2023	Caroline Barnes	Design sign-off, project reporting Project, YP engagement group	

<b>Disability</b> – arrange young person engagement session around the design and fit-out of the school	31/10/2023	Caroline Barnes	Design sign-off, project reporting Project, YP engagement group	
<b>Religion or belief</b> – identify how religious needs will be met within the school (incorporate into new school policies)	31/10/2023	Emma Grosvenor	Policy Development, Consultation, Project Reporting	
<b>Race and Ethnicity</b> - Identify how cultural needs will be met within the school	31/10/2023	Emma Grosvenor	Policy Development, Consultation, Project Reporting	
Race and Ethnicity - Consider how kitchen is equipped e.g. two fridges	31/10/2023	Caroline Barnes	Design sign-off, project reporting	
Sex – facilities to be uni-sex	31/10/2023	Caroline Barnes	Design sign-off, project reporting	

<b>Rurality</b> – ensure transport provision is considered to enable each young person referred to the service to access education provision		31/10/2023	Emma Grosvenor	Policy Development, Consultation, Project Reporting			
If negative impacts remain	If negative impacts remain, please provide an explanation below.						
Completed by:	Kelly Butler-West						
Date	September 2023						
Signed off by:	Daniel Moncrieff	Daniel Moncrieff					
Date	17/10/23						
Equality Lead sign off name:	Angela Farmer						
Equality Lead sign off date:	11/10/23						
To be reviewed by: (officer name)	Daniel Moncrieff						
Review date:	October 2024						