LONDON BOROUGH OF CAMDEN	WARDS: All	
REPORT TITLE		
Commissioning Strategy for the Care-experi	enced Young People's Supported	
Accommodation Pathway (CL/2025/05)		
REPORT OF		
Cabinet Member for Best Start for Children and Families		
FOR SUBMISSION TO	DATE	
Cabinet	16 th July 2025	
STRATEGIC CONTEXT		

We Make Camden is our joint vision for the borough, developed in partnership with our community. The commissioning strategy set out in this report delivers against a number of 'We Make Camden' ambitions, the most notable being Camden's commitment to safeguarding children and keeping them safe from harm. Care-experienced children and young people are also a priority cohort of our Youth Mission, which aims to have every young person accessing economic opportunity that enables them to be safe and secure by 2030. In 2025, we published our Corporate Parenting strategy 2025-8. This sets out our commitment to supporting all care-experienced young people to achieve their full potential. Our supported accommodation offer is key to ensuring our borough is a place where every young person has the best start in life, by doing everything in our power to care for them well, ensuring they have a safe place to call home and access to the healthcare, education and employment opportunities they need.

SUMMARY OF REPORT

This report sets out the proposed approach to the recommissioning of the Young People's Supported Accommodation Pathway. The Pathway provides a range of accommodation-based housing support services for 236 young people aged 16–25-years who are care-experienced, including unaccompanied and separated children and young people who are homeless. Whilst living in the Pathway, young people will receive tailored support via a flexible model which provides a safe, nurturing, stable base from which they can develop independent living skills and live healthy, fulfilling lives as part of their community.

The majority of our contracts, comprising 160 beds, expire on 31 May 2026, after which there is no further provision to extend. The proposed commissioning strategy is based on extensive engagement with residents of Pathway homes and key internal and external stakeholders. The strategy recommends a more flexible approach to service provision to avoid unnecessary moves for young people and service models which are better equipped to meet increasing complexity and need of young people. The contracts are all proposed for a duration of 72 months with the option of a 36-month extension, at the sole discretion of the Council. The estimated total value of contracts, including extension is £42,498,000.

The report is being submitted to Cabinet to approve our commissioning strategy, as Contract Standing Orders requires this for contracts with an estimated value of over £5 million.

Local Government Act 1972 – Access to Information

No documents used to prepare this report are required to be listed

Contact Officer: Brenda Amisi Hutchinson, Head of Corporate Parenting, Brenda.amisi-hutchinson@camden.gov.uk +442079742072 5 Pancras Square London N1C 4AG

RECOMMENDATIONS

- (i) The Cabinet is recommended to approve the procurement strategy for the recommissioning of the Young People's Supported Accommodation Pathway, as set out in this report, which includes a 40% price / 60% quality split and contract term of 72 months, with a possible extension of 36 months (6+3 years), for an estimated maximum combined value of £42.5 million.
- (ii) **The Leader of the Council** is recommended to delegate authority to the Cabinet Member for Best Start for Children and Families to approve the award of the contract for the Young People Supported Accommodation High Support Service element of the Pathway.
- (iii) **The Cabinet** is recommended to delegate authority to the Executive Director Children and Learning to request the sealing of all contracts for the Pathway.

Signed:

Tim Aldridge, Executive Director, Children and Learning Directorate

Date: 2nd July 2025

1. CONTEXT AND BACKGROUND

- 1.1. Camden has a proud history of delivering extensive accommodation-based support to homeless and care-experienced young people. Our Young People's Supported Accommodation Pathway is recognised nationally and internationally. The Council often host peers from the UK and beyond who wish to learn from the innovative approach, which lessens reliance on private providers and elicits positive outcomes such as high rates of tenancy retention in the long term.
- 1.2. This report sets out the proposed approach to the recommissioning of the Young People's Supported Accommodation Pathway, which will provide a range of accommodation-based support services for 236 young people aged 16–25 years. The Pathway will work primarily with care leavers, unaccompanied and separated children (UASC) and young people who are homeless.
- 1.3. The aim of the Pathway is to provide a safe, settled environment for Camden's young care leavers to grow, mature and develop meaningful independent living skills. As part of this we ensure our accommodation embodies the ethos that every child should have the best opportunity to achieve their potential.
- 1.4. In our Corporate Parenting Strategy 2025-2028, we committed to ensuring young people ".... will have a place to stay which feels safe and secure. We will do our best to find a stable accommodation that meets your needs, connects you to a community, and eventually help you find a place you can call home." We believe that continuing to block contract our supported accommodation with a small number of housing providers enables us to keep as many of our young people as possible close to their communities in Camden. It allows us to build strong relationships with providers so that they can support young people to prepare for independent living.
- 1.5. Children's social care is currently working through the implications of a national programme of social care reforms. Within this, care-experienced young people have been identified as a priority cohort where it is anticipated that Health and Education would also become Corporate Parents. These reforms recognise that care-experienced people experience significant challenges regarding health outcomes in comparison to their non-care-experienced peers. They are also likely to experience disrupted care and trauma which stagnates their development. It is hoped that by giving statutory corporate parenting responsibilities to these partners, their outcomes can be improved through their care journeys. The recommissioning of the Pathway is part of our strategy to improve health, education/employment and social outcomes for our care-experienced children and young people.
- 1.6. Robust quality assurance measures will continue to be in place to ensure that the living environment, staff skills and outcomes achieved by young people living in the Pathway are meeting our high expectations. This will include weekly Pathway provider touch points to offer rapid resolution of challenges, weekly void/building repairs reports and quarterly monitoring. We have developed new data collection tools to help us improve our understanding of the needs, achievements of and challenges facing young people living in our accommodations and track our providers' performance.
- 1.7. Over the course of 2024, we undertook a series of deep dives into our data, spend and the experience of young people looked after and leaving our care. A Placement Sufficiency

Transformation Board has overseen this work and in early 2025, we published our Children's Sufficiency Strategy. Key findings include:

• We expect the overall number of care-experienced young people to either remain stable or grow by 2027. Numbers have grown from when our contracts started in 2019 (from 328 young people in 2019 to 348 now and a forecast of between 350-386 in 2027). This is in part because of a nationally reflected rise in the number of teenagers coming into care. We can anticipate that demand for supported accommodation will also as a minimum stay stable or grow accordingly. We will need to sustain the number of beds we commission in the Pathway, and in future our ambition is to grow the Pathway further, in line with demand.



Figure A: Projected growth in number of care-experienced young people to 2027 (Children's Sufficiency Strategy, 2025-27)

- Approximately 50% of care-experienced young people are unaccompanied and separated children and may have experienced significant trauma and/or require practical settlement support to achieve independence.
- Care-experienced (age 18-24) young people are more likely to be male (71%), with an average age of 21.
- 78% of care-experienced young people are Black, Asian, Mixed or Other ethnic background and just under half, 44% are Muslim demonstrating the importance of ensuring supported accommodation is culturally competent in its design and delivery.
- Our Placement Sufficiency strategy notes that "the number of vulnerable children with complex needs is rising following the pandemic and alongside economic pressures on families, the cost-of-living crisis and against a background of inadequate capacity of mental health and other support services." Consultation with stakeholders identified rising levels of complexity of young people's needs. It is therefore imperative that our supported accommodation adapts to meet more complex needs and recruits and retains quality staff to work alongside young people, supporting them in a strength-based, flexible and trauma informed way.
- The rise in need has driven an increase in spend on external provisions spot-purchased outside of our Pathway. Our commissioning strategy seeks to address this through designing in more local specialist accommodation for young people with complex needs and sustaining the overall number of local beds we currently offer our young people. Longer term, our strategy is to grow our Pathway further and expand the number of provisions able to work with young people with more complex support needs, minimising spot-purchased provision wherever possible.

- 1.8. The Pathway services help us deliver on the Council's statutory responsibilities. This includes the specific requirements within the Sufficiency Duty 2010 and The Children Act 1989 (section 22G) for local authorities to ensure there is sufficient accommodation in borough to meet the needs of the young people in its care. In addition, these services will help Camden meet duties under the Children's Act 2004 which sets out the requirement for local authorities and partners to co-operate to improve the wellbeing of children and young people, including in their response to young people and homelessness and to provide support to care-experienced young people to the age of 25 years. Our excellent foundation of a diverse accommodation pathway, which varies in size and support, meets the needs of care-experienced young people, and our proposed model will further build on this.
- 1.9. Young people will receive tailored support within Pathway homes via a flexible model, which provides a safe, nurturing, and stable home base from which they can develop independent living skills to transition towards independent tenancies. Our Pathway supports our young people to live healthy, fulfilling lives as part of their community. Once the team around the young person identifies they have developed adequate independent living skills and resilience, they can be supported to move into less intensive support or their independent housing in the community.
- 1.10. The current contracts are due to expire on 31st May 2026 with no provision to extend further. The proposed strategy is based on extensive discussions with stakeholders, including pre-market engagement.

2. PROPOSAL AND REASONS

2.1. Camden has a strong reputation for delivering good and effective services for careexperienced young people. The Ofsted March 2025 report highlights this,

"An impressive accommodation pathway and offer ensures that care-experienced young people receive the right level of support. Most young people are able to live in the borough, with a range of high-quality homes suited to their level of independence, including 'staying put' and supported accommodation. Living locally makes it much easier for them to maintain contact with their families and people who are important to them. They can access their Personal Advisors (PAs) readily, with this set to become even more embedded following the securing of a property to develop the new care leavers' hub."

- 2.2. Given a safe and supportive environment, all young people can thrive and build knowledge, resilience and networks that can support them throughout their lives. As a Corporate Parent, Camden seeks 'to ensure that our Children Looked After have the best opportunities regardless of whether they live in Camden or outside of the borough.'
- 2.3. The services will respond to the different needs of children in care, care leavers, unaccompanied and separated children (UASC) and young people who are homeless and have needs as assessed under the Children Act 1989 and Homeless legislation. It is noted that there has been a slight reduction in the number of UASC presenting in the last three years. It is normal for numbers to fluctuate due to rapidly changing global issues, and there needs to be capacity within the pathway to cope with this changing demand.

¹ Camden Corporate Parenting Strategy, 2025-28

- 2.4. The key objective of the Pathway is to provide young people with the skills to live independently. Pathway services work in partnership with the team around the young person to support young people to:
 - Develop resilience and sustainable skills to live independently
 - Remain in borough; maintain family and community links, and links to health and education services.
- 2.5. Partnership working is critical to the success of the Pathway services. All homes will support young people to navigate and access a range of community services including health, social care and education/employment support. One provision, a complex need and mental health specialist service, is part funded by North Central London Integrated Commissioning Board via a section 75 agreement.
- 2.6. The revised model will address feedback from consultation by offering a broader range of services more tailored to the level of support required. This will include some that focus on assessment of complex need, young parent support, specialist complex needs and mental health support in addition to lower intensity and flexible support services for young people more ready for independent living. Adding more skilled staffing capacity to the existing model allows us to support an increasing complexity of individual need. We can accommodate young people whose needs would currently require a private placement and avoid placement breakdown for young people whose needs escalate.

Young People's Supported Accommodation Pathway types of provision	Number of units	Estimated annual value 26-27	Estimated total value (9 years)
Young parent support service	5 studio flats	£160,800	£1,447,200
Complex need Mental Health	7 beds	£688,800	£6,199,200
Low Support	33 beds	£256,800	£2,311,200
High Support	31 beds	£1,172,400	£10,551,600
Mixed/High support	26 beds	£772,800	£6,955,200
Assessment	40 beds	£996,000	£8,964,000
Mixed support	18 beds	£674,400	£6,069,600

2.7. The Young People's Accommodation Pathway in its new format will comprise:

- 2.8. Six of the contracts listed above will be awarded by the Cabinet Member or the Executive Director in line with the contract standing orders. For the higher value Young People's Supported Accommodation High Support contract, officers are seeking delegated authority from the Leader of the Council to the Cabinet Member for Best Start for Children and Families to approve the award of contract.
- 2.9. Providers will be able to tender for one or more types of provision. We will include wording in all contracts that enables us to flex or rebalance the type of care provided over time, should the needs of our care-experienced population change. This will enable us to repurpose beds between the different levels of support, should we so need.

- 2.10. Enhanced assessment beds will be offered as high levels of young people entering the Pathway experience increasingly complex health, social and cultural needs. The development of two settings that enable us to understand their needs in depth is essential to their overall development. This triage-style model will allow for all health, wellbeing, legal and care needs to be robustly assessed and managed in an appropriate environment. Young people in this stage will access a focused support programme delivered over a 6–9-month period. This will allow young people to develop with consistent and appropriate health professionals and key workers in a supportive, stable environment.
- 2.11. **Mixed support** units will offer a flexible level of support that can adapt to the cohort presenting and have differing types of building and/or accommodation (such as smaller units and self-contained flats).
- 2.12. **Low support services** will be for those young people whose lives are relatively stable and may be attending education, training or employment.
- 2.13. The **Young Parent support service** will be reduced from the current nine studios to five studio flats in which young parents and up to two children can be accommodated and receive support for both the parent(s) and children. This reduction reflects a falling demand for young parent accommodation in Camden. In 24/25, across our nine units, we had unused capacity ('voids') for around 25% overall of the capacity available. Given we have seen a consistently downward trend in the need for provision over the life of the last contract, we anticipate demand will continue to fall further. However, we will monitor this closely over time and will adapt our strategy as necessary should demand exceed future capacity.
- 2.14. **High Support services** will provide smaller units with a higher ratio of staff cover and support hours for young people with complex social, emotional health or behavioural needs, criminal behaviours and other additional needs. Staff within these services need to be skilled and experienced to adequately identify and support young people's needs within these services, deploying de-escalation techniques to manage the dynamic of group living.
- 2.15. **Complex need/mental health support** will provide support to young people who have a diagnosable mental illness and are actively accessing support from a mental health team. These young people may be stepping down from a period in inpatient care and require additional support to reintegrate into other community settings.
- 2.16. In addition to the 160 beds within scope of this procurement exercise, the Pathway includes a further 58 'move through' units supporting those who are almost ready for their own accommodation. The re-procurement for these services is not due to take place until 2028.
- 2.17. There are an additional 17 units at West End Lane, an in-house provision with no procurement requirements.
- 2.18. Further Pathway-wide changes we will implement in response to resident feedback include;
- 2.19. Safe self-contained spaces for female and transgender young people and a genderinformed approach across the Pathway that responds to a change in gender balance over the lifetime of the previous contracts. Most Pathway residents are male, and some bespoke units for female and/or transgender young people will support recovery of those who have experienced gender-based violence and associated traumas.

- 2.20. A clearer focus on equalities, with clear expectations around the services being autism and neurodivergent informed. There will be a focus on creating safe spaces for LGBTQ+ residents and understanding their intersectional needs, as well as focusing on culturally informed practice to ensure equitable outcomes and experience for traditionally over- and under-represented ethnic groups.
- 2.21. Strength-based practice and centring around a 'preparing for adulthood' ethos; wherever possible allowing this cohort of young people to move into independent accommodation with support before their 22nd birthday. Our specifications will include clear expectations on how young people will be supported to pursue meaningful activities that aid their resilience and independence. There will be a focus on education, employment and addressing the wider determinants of their health and wellbeing as well as the use of multiagency approaches such as 'Team Around the Child' and use of Camden's trauma informed framework.
- 2.22. **Consistent and effective in-reach from Camden's social care workforce and partner services,** such as young people's substance misuse and sexual health services. We will establish protocols to clarify and strengthen support offers, to meet the rising complexity of need within services.

3. OPTIONS APPRAISAL

3.1. The following commissioning and procurement options were considered:

Commissioning Options

- Option 1 Recommission services from external providers (as per the current delivery)
- Option 2 In-source services
- Option 3 Procure individual beds via a spot purchase arrangement.

Procurement Options

- Option 1 Procure via a competitive flexible approach
- Option 2 Procure via an open tender approach
- Option 3 Direct award
- 3.2. These options were assessed for advantages, disadvantages and risk.

Commissioning options

Officers are recommending **Option 1: Recommission services from external providers**, because the Pathway model is well established and there are sufficient suppliers in the market able to deliver the services. This option will provide best value for the Council. Furthermore, externally commissioned services under a block arrangement can be quality assured through robust contract management arrangements.

Option 2 – In-source services (Not recommended) The Council would need to absorb a very significant number of staff and purchase additional properties to provide the 160 units in scope for this procurement exercise. The TUPE (HR), ongoing workforce costs and potential pension liabilities would create significant short to medium term risk to Council finances. Capital expenditure needed to grow our housing stock to accommodate these beds, and limited property market, create barriers to delivering these services directly. Overall, several complexities prevent insourcing from being a viable solution to provider pathway provision. These issues include:

- The large capital investment required to obtain properties for the pathway where landlords stipulate that they need to also be the service provider.
- Legal and license requirements for change of use for any purchased properties, which can be lengthy and convoluted with resident and legal objections frequent in this field.
- Investment in staff on Council terms and Conditions and relevant pension and NI contribution outlays.

Option 3 – Procure via a spot arrangement (Not recommended) spot purchasing is more costly and would not enable the Council to ensure consistency of delivery.

Procurement options

Procurement Option 1 - Competitive flexible procedure under the Procurement Act 2023 (Not recommended)

This approach was considered however it was the view of officers that as services being commissioned were likely to be similar to the current services and that the specification for future delivery would clearly set out what was required, it would not be necessary to progress with this approach.

Procurement Option 2 - Open Process under the Procurement Act 2023 (Recommended)

The Open Procedure under the Procurement Act 2023 to procure light touch contracts would be used as officers will be able to design a process that best suits the services being procured and the market.

This approach involves a competitive process, where the opportunity will be publicly advertised to allow various suppliers to submit bids.

The approach will involve:

- Development of detailed service specifications and evaluation criteria
- Public advertisement of the process to invite bids from potential suppliers
- Evaluation of bids against predefined key criteria to select the most suitable supplier
- Award of contracts and commencement of service delivery on or around 1st May 2026.

Procurement Option 3 - Direct Award (Not recommended)

This option would not be compliant with the procurement regulations. It would also mean that suppliers would not have an opportunity to bid for the contract opportunity. The recent market engagement exercise has indicated that there are a number of suppliers in the market that are able to deliver the services. Furthermore, this option:

• Limits market engagement and potential innovation.

- May result in higher costs without the competitive pricing mechanism.
- Reduces transparency and fairness in the procurement process.
- 3.3 Officers accept that the market is more limited for the contracts where the bidder will be required to bid to deliver the service and provide the property.
- 3.4 Due to the scale and complexity of the services being commissioned, officers will take a phased approach to procurement. Contracts will be procured over a period from July to December 2026.

4. WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

Risk	Mitigation
	Cost data strongly indicates the Pathway will continue to deliver value for money, avoiding more expensive spot costs.
services. Registered landlord withdraws permission	
or sell properties.	assurances that properties will be made available for the Pathway. However, should they withdraw permission at short notice, officers will have no option but to resort to spot purchasing whilst other alternative properties can be secured. This is viewed as low risk as providers have to offer 24months notice.
for the number of contracts	The procurement exercise will be conducted in two phases and suppliers will be given more time to submit their bids. This was met favourably by suppliers during the market engagement exercise.

5. CONSULTATION/ENGAGEMENT

5.1 A formal consultation process was not required for the Pathway. Commissioners however held a series of stakeholder events in June, July and August 2024, as well as conducting a service user survey and focus group with young people who live in Pathway homes. As part of the Sufficiency Strategy, we carried out an engagement project called 'A Place to Call Home,' which has also informed this commissioning process. The scope of engagement was to identify elements of the current model that were working well, what needed to be improved, what stakeholders wanted to see in future service models and to identify what the incumbent service could develop to ease transition and experiences throughout the current model. Feedback from these events indicated that future services should consider:

- Reviewing the whole Pathway approach to independence by engaging with key workers, social works and Personal Advisors (PAs) to develop an agreed standard of best practice, alongside potential development of an independence framework.
- Effective information sharing between different agencies, reducing the need for continuous assessment/re-assessment and reviewing any opportunities for greater cross-provider access to shared training and collaboration around recruitment/retention strategies.
- Increased peer-led support.
- Reviewing mental health need to explore whether we need additional specialist mental health provision, and/or specialist input to settings in forthcoming commissioning processes.
- Reviewing and clarifying the offer of wraparound support including access to social activities, employment and education opportunities and legal/benefits advice, to support independent living skills.
- Reviewing service charges to understand any barriers created to prevent young people moving to independent living and identify any solutions to reducing inequality.
- Reviewing whether the current stages model remains fit for purpose, particularly with regards to meeting the needs of UASC young people by exploring whether our current bed configuration and physical estates set up continues to meet needs of all groups of young people and whether any improvements are needed.
- Developing a network and/or a steering group across providers, Resources, PAs, social workers and commissioners to either include young people or link to the Young People's Advisory Board.
- Clearer guidance on how services collectively can work more effectively with people who have co-existing mental health and substance misuse issues.
- Effective pathways from custody to accommodation and between the transitional elements of the Pathways

6. EQUALITIES

6.1 Equalities issues have been considered and will be applied through part of the procurement process. Suppliers planning to tender for services will need to strongly evidence how they will actively implement equality, diversity, inclusion and intersectional needs into standard working practices. The revised model will better support young people who identify as LGBTQ+, Unaccompanied and Separated Children and those with increased complexity of needs including mental health needs, by providing dedicated safer spaces and support from a more skilled workforce. Overrepresentation of young people who identify within black/black mixed ethnic groups. Black/dual heritage young people account for 42% of young people who live in the Pathway, a significantly larger percentage than the borough average of 9%. As such, tender documentation asks potential providers how they will identify, manage and mitigate inequalities within services and deliver a culturally competent workforce.

- 6.2 The new Pathway model also takes into consideration the change in the gender balance of young people living in the Pathway, where the majority of residents are now male.
- 6.3 There will be a reduction in spaces for young parents, however this is in line with declining numbers of young parents in the borough.

7. LEGAL IMPLICATIONS

7.1 Legal Services have reviewed this report in light of the Council's Contract Standing Orders (CSOs) and the Procurement Act 2023 (PA23). Legal Services have assessed the strategy set out in this report and believe the recommendations in the report are in compliance with the CSOs and the PA23. Under CSO 4.1, the Cabinet will approve the procurement strategy for the new contracts.

8. **RESOURCE IMPLICATIONS**

- 8.1. The annual budget available for 2025/26 is £3,881,612. The total cost of the YPP contracts will be determined via the tender process and will be reflected in the final contract award decision. Any applicable inflationary uplift will be considered by the Director of Finance as part of the budget setting process for 2026/27, and as part of the upcoming Medium Term Financial Strategy.
- 8.2. The current estimated aggregate value over the life of the contracts is £42,498,000 (if all extensions are accepted). There are risks of inflationary pressure due to London Living Wage increases, increases in rental costs and utility cost rises, as well as other costs associated with service delivery. Any annual costs above the available budget will be a cost pressure and will need to be met from within overall general fund resources.

9. ENVIRONMENTAL IMPLICATIONS

9.1. There are limited environmental impacts as a result of the recommissioning of young people's supported accommodation services. Most of the properties being used are owned by registered social landlords. Officers will however encourage any supplier awarded a contract to consider environmental impact of any aspect of their service delivery.

10. TIMETABLE FOR IMPLEMENTATION

Key milestones	Indicative Date (or range)
Procurement strategy report to Cabinet	July 2025
Tender advert	July 2025
Invitations to tender issued	July 2025
Deadline for submission of tenders	September 2025
Tender evaluation and clarification period	September/October 2025
Contract Award Report – Cabinet Member	January 2026
Winning Tenderer's Social Value Delivery Plan logged	February 2026
Voluntary Standstill Period – 8 working days	February 2026

Procurement Phase 1

Key milestones	Indicative Date (or range)
Contract signature / sealing	February 2026
Transition to the new arrangements	February – May 2026
Contract start date	On or around 1 st June 2026

Procurement Phase 2

Key milestones	Indicative Date (or range)
Tender advert	September 2025
Invitations to tender issued	September 2025
Deadline for submission of tenders	October 2025
Tender evaluation and clarification period	October/November 2025
Contract Award Report – Cabinet Member	January 2026
Winning Tenderer's Social Value Delivery Plan logged	February 2026
Voluntary Standstill Period – 8 working days	February 2026
Contract signature / sealing	February 2026
Transition to the new arrangements	February – May 2026
Contract start date	On or around 1 st June 2026

Report Ends