

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

4 OCTOBER 2016

REPORT OF THE CORPORATE DIRECTOR – SOCIAL SERVICES AND WELLBEING

CHILDREN WITH DISABILITIES TRANSFORMATION PROGRAMME

1.0 Purpose of Report

- 1.1 To inform Cabinet of the work that has been undertaken as part of the Children with Disabilities Transformation programme, and to request approval to implement the proposals and new models for specialist 52-week provision for children and young people with complex needs, and overnight short breaks services for children with disabilities

2.0 Connection to Corporate Plan

- 2.1 This report links to the following improvement priorities in the Corporate Plan:

- Helping people to be more self-reliant;
- Smarter use of resources.

Plus the following background document:

- Medium Term Financial Strategy (MTFS).

3.0 Background

- 3.1 In May 2015, a report was presented to Children and Young People Overview and Scrutiny Committee, to update members on children and young people who are educated outside of the Authority. Local delivery, instead of out of county delivery of Autistic Spectrum Disorder provision, was identified as a potential source of savings.
- 3.2 A multi-agency workshop took place in May 2015, involving colleagues from Adult Social Care, Children's Services, Abertawe Bro Morgannwg University Local Health Board (ABMU), CSSIW, Weston House, and Heronsbridge to discuss potential new models for short breaks and specialist 52-week provision. As a result, the Children with Disabilities Transformation Programme was established, to carry this important piece of work forward.
- 3.3 In July 2015, a report was presented to Cabinet, to inform them of the work being undertaken as part of the Children with Disabilities Transformation programme. Cabinet noted the progress that had been made to date, and approved a consultation exercise with staff and stakeholders, to inform the options for delivery of respite services and in-county accommodation in the future.

- 3.4 In November 2015, a report was presented to Children and Young People Overview and Scrutiny Committee, to update the Committee on the work being undertaken as part of the Children with Disabilities Transformation programme. The Committee requested that they receive a report on the developed options, so that Members can provide views on the options and also monitor the consultation process.
- 3.5 A further report was presented to Children and Young People Overview and Scrutiny Committee in July 2016, asking the Committee to provide views on the proposed new model for specialist 52-week provision for children and young people with complex needs, and as a consultee, provide views on the options considered and the proposed new model for overnight short breaks for children with disabilities.

4.0 Current Situation

a. Out-of-County (OOC) High Cost Placements

- 4.1 The aim for Bridgend County Borough Council (BCBC) is for children and young people to remain within their local community with family and friends. Ensuring stability and continuity in young people's lives is of key importance to promote resilience and build success in later years. This aim is also in keeping with the Social Services and Wellbeing (Wales) Act, which came into force in April 2016.
- 4.2 At present, there is no specialist 52-week provision available in-county for children and young people with complex needs. Therefore, when the needs, complexities and challenges of a young person escalate, and the family are struggling to cope and a 52-week accommodation service is required, the only option currently available is an OOC placement. Placing young children outside the county is not ideal for the child or their family as they have to move from their local area and these placements are expensive.
- 4.3 There is clearly a demand for specialist 52-week provision for children with disabilities locally, averaging 3 placements per year over the last 10 years, and it has been identified that they could have been placed and educated in-county, if there was specialist 52-week provision available in Bridgend.
- 4.4 Mapping and profiling recently undertaken also shows that there are a number of children and young people currently receiving other forms of care, whose needs and complexities are increasing to such a degree that 52-week specialist provision may be needed in the near future.
- 4.5 In light of the findings from this mapping and profiling exercise, we have spoken with families of children with disabilities about developing a 52 week provision within the County Borough of Bridgend and they have been very positive about this. Families have spoken about their upset and difficulties when their child has had to go outside of the Borough to have the necessary support.
- 4.6 A number of workshops and discussions have also taken place with local providers, in respect of scoping options and opportunities to work together to facilitate providing specialist 52-week provision, in-county. Findings from these multi-partner events have helped inform the development of potential models for specialist 52-week provision in moving forward.

- 4.7 Potential models considered for specialist 52-week provision for children and young people with complex needs are shown below:
- **Model 1** – commission an independent in-county provider to deliver specialist 52-week provision. Following market testing and detailed discussions with potential independent providers, it was concluded that there were limited opportunities to do this at this stage, and this option was discarded.
 - **Model 2** – refurbish and utilise buildings at Heronsbridge School in order to provide specialist 52-week provision in-county – with Heronsbridge staff delivering and staffing the service. This option was not feasible as there would be considerable registration and staffing implications for the school, and this option was discarded.
 - **Model 3** – refurbish and utilise buildings at Heronsbridge School in order to provide specialist 52-week provision in-county – BCBC delivering and staffing the service. Even withstanding the potential costs associated with undertaking the required works at the school, in light of the benefits to individuals and their families, and in light of the potential savings that could be made through not having to make high-cost OOC placements, this was the option that was endorsed by the project team who developed the options appraisal.
- 4.8 Based on the findings above, and following wider analysis and benchmarking that was undertaken, the Children with Disabilities Programme Board agreed to look into the feasibility and viability of refurbishing and utilising buildings at Heronsbridge School (Model 3), with BCBC providing the service, in greater detail.
- 4.9 In light of the costs associated with proceeding with the proposed new model at Heronsbridge School, a business case (which included an appraisal of those options identified above) was developed to help inform the financial viability of proceeding with this option, which has been consulted-upon with:
- School Modernisation Board
 - Heronsbridge School Board of Governors
 - Stronger Communities Connecting Services Board
- 4.10 Following endorsement of the proposal for specialist 52-week provision from the above boards, a capital bid of £286k was submitted to ensure funding is available to undertake the required works at identified Heronsbridge School properties, which was approved by Council in March 2016.
- 4.11 In response to acquiring this funding in 2016/17, a Project Board and Project Team have been established, and project plans have been developed, which can be implemented from October 2016, if officers are given approval by Cabinet to commence with the new model.
- 4.12 The proposed new model has been ratified by the Children with Disabilities Programme Board, which includes representation from departments across the Council, including; Children’s Services, Finance, Human Resources, as well as colleagues from ABMU, and Heronsbridge School.

4.13 In light of the information and findings identified above, the Children with Disabilities Programme Board are requesting Cabinet approval to implement 'Model 3 – specialist 52-week provision at Heronsbridge School, BCBC delivering the service'.

b. Children with Disabilities – Short Breaks (respite) services

4.14 Short breaks for Children with Disabilities are currently provided through a combination of services, including Bakers Way, Family Link (disabled respite foster carer service) and Direct Payments.

4.15 A review of short break services was undertaken in 2015/16, which found that the existing model is a high-cost, traditional model that provides limited flexibility for young people and their families, and in light of the requirements of the MTFs, it is an opportune time for the Council to consider alternative models for short breaks, in particular the service provided at Bakers Way.

4.16 Bakers Way provide an overnight short break service in the Bryncethin area of Bridgend. It is a five-bedded home which provides regular, planned short break overnight stays for disabled children and young people, aged 0-18 years. The home also provides an Outreach service, teaching independent living skills.

4.17 A more in-depth review of Bakers Way was then undertaken, which found that even though a valuable and quality service is being provided, there are some drawbacks, including high transport costs due to distance to Heronsbridge School, low occupancy levels on certain days, and high cancellation rates.

4.18 In response to the findings of the review, short-term service efficiencies have been implemented within Bakers Way in 2015/16, which have included introducing a new process to manage and monitor cancellations, reviewing transport arrangements and identifying closer links with Adult Social Care, and reviewing the rates charged for placements from other local authorities using Bakers Way.

4.19 Early engagement sessions then took place with pertinent staff and stakeholders, which helped to inform the development of an options appraisal for short breaks for children with disabilities in moving forward. The options initially considered are shown below:

- **Option 1** – remodelling overnight short breaks (Baker's Way)
- **Option 2** – commission the overnight service from an independent provider
- **Option 3** – stop providing the overnight service from Baker's Way

4.20 A public consultation was then undertaken between November 2015 and February 2016, to ensure everyone affected (including those who may use the service in the future) had an opportunity to co-produce and help shape the model in moving forward. Those consulted included:

- children and young people receiving the service at Baker's Way;
- their families/carers;
- families known to the Disabled Children's Team;
- Bakers Way staff team;
- Disabled Children's Team staff; and

- other pertinent stakeholders, including health colleagues.

4.21 The consultation received 71 responses from a combination of the consultation survey, two engagement events held on 4 November 2015, and bespoke consultation with children and young people who use the service. The main findings and feedback from the consultation events showed that respondents were:

- most supportive of remodelling overnight short breaks (97%);
- keen to ensure this did not stop overnight short breaks (85%); and
- keen to explore if the Outreach service could be extended

4.22 In response to this feedback, officers further developed the 'remodelling the overnight short breaks service' option, and drafted a new proposed model for the short breaks service at Baker's Way.

Proposed new model

- Continue to deliver the service from Baker's Way as a five bed home open from Tuesday to Saturday, with no overnight short breaks on Wednesdays
- The amendment would have no reduction to the number of nights an individual is able to stay at the property, which is based on their care & support plan
- During the holiday periods, the drop-off time will be 2.30pm, and the pick-up time will be 11.00am
- Should the proposal be introduced, it is expected that social interaction between users will improve as the property is used more efficiently and effectively
- An outreach (teaching independent living skills) service would be offered every Wednesday evening for ages 11+

Advantages

- 'Remodelling Baker's Way' proposal is a direct response to the initial consultation feedback from staff, parents, and children & young people
- An increased social interaction between the children and young people using Baker's Way – which is a key element on care & support plans
- A substantial cost saving whilst continuing the same number of overnight stays allocated for existing individuals
- An extended weekly outreach service to cover ages 11+, which is currently only offered every other week to cover ages 14+ only
- More appropriate pick-up (11am) and drop-off times (2.30pm) during holidays, meaning days can be better utilised for activities
- No home closure

Disadvantages

- Sunday, Monday and Wednesday would no longer be an option for overnight Short Breaks at Baker's Way – although short breaks on Wednesday evenings for those aged 11+ would be covered by extended outreach
- 90 minute reduction (equating to 7%) in the duration of an overnight stay over the holiday periods, due to the change in pick-up time from 1.30pm to 11am, and the change in drop-off time from 3.30pm to 2.30pm

- 4.23 As part of the communication and engagement plan that had been developed, officers attended a HR/Trade Union meeting in July, in order to inform them of the work undertaken to date, run through the proposed new model for Bakers Way, and advise of the next steps in moving forward.
- 4.24 During July and August 2016, further consultation took place with those staff and individuals identified above, in order to invite their views on the proposed new model for Bakers Way. A copy of the consultation document sent to staff and affected individuals in respect of the proposed new model, which provides more detail on the proposal, is provided as **Appendix A**.
- 4.25 The consultation received 10 responses (which equates to 14% when compared to the 71 individuals who responded to the first consultation exercise to help shape the new model), with eight being received from Bakers Way staff members, one from a family known to the Disabled Childrens Team who may need the service in the future, and one response being received from families/carers already receiving the service at Bakers Way.
- 4.26 The main findings and feedback received from the 10 consultation respondents in respect of the proposed new model showed that:
- There were some concerns raised by staff around the potential impact the changes may have on noise levels and working capacity
 - One third (33%) supported the new opening hours against over one half (56%) who disagreed. However, the one parental response received supported the new pick-up and drop-off times
 - Eight in ten (80%) agreed with the proposed changes to the Outreach Service
 - An alternative suggestion provided was to investigate how current staff could also be used to support users in a school setting
- 4.27 The feedback from this consultation has been considered, and the proposed new model has now been finalised and ratified by the Children with Disabilities Programme Board, which includes representation from departments across the Council, including Children's Services, Finance, Human Resources, as well as colleagues from ABMU, and Heronsbridge School.
- 4.28 In light of the information and findings identified above, the Children with Disabilities Programme Board are requesting Cabinet approval to implement the proposed new model for Bakers Way – as highlighted in paragraph 4.22.

Long-term plan for short breaks services

- 4.29 In order to ensure that short breaks services evolve and continue to be flexible in order to meet individuals' needs, some longer-term options are also being considered. These include looking at short breaks and emergency accommodation services across both Adult Social Care and Children's services, provided through an Alternative Delivery Model. This scoping work is still in its very early stages, and further update reports will be provided to relevant committees, as appropriate.

5.0 Effect upon Policy Framework and Procedure Rules

- 5.1 There is no impact on the policy framework and procedure rules.

6.0 Equality Impact Assessment

- 6.1 An EIA screening has been completed in consultation with the Equalities Officer, the conclusion being that a Full EIA will need to be undertaken within 3 years of this initial EIA Screening. This will give officers an opportunity to implement and embed the new models of care, before a full assessment is completed; identifying how effective it has been, who has been affected, and if there are any EIA implications as a result of implementing the new models of care.

7.0 Financial Implications

- 7.1 Development of the specialist 52-week provision for children and young people with complex needs (and therefore avoiding the need to make high-cost out-of-county placements) will contribute towards the following savings target included within the MTFS:

MTFS	2015/16	2016/17	2017/18	TOTAL
CH25 Reduction in Safeguarding LAC	-	£357k	£260k	£617k

- 7.2 The remodelling of the overnight short break service provided at Baker's Way will contribute towards the following savings target:

MTFS	2015/16	2016/17	TOTAL
CH22 Remodelling Children's Respite & Residential Care	£200k	£200k	£400k

- 7.3 It has been estimated that through implementing the new model for Bakers Way, with the home being closed on Sundays and Mondays and offering an evening Outreach service on Wednesdays, an annual saving in the region of £100k could be made, against a budget of £430k in 2016/17.
- 7.4 It is not anticipated that there will be any redundancy costs in implementing the proposed new model for Bakers Way. However, this detail will be ascertained when undertaking formal consultation with staff, which will be undertaken should officers be given approval to implement the new model.
- 7.5 It is anticipated that having an in-county provision could potentially offer cost savings against existing high-cost OOC placements, as well as enabling a reduction in the dependence on high-cost placements in future years.
- 7.6 It is also anticipated that there may be potential for income generation from neighbouring local authorities, as there is limited specialist 52-week provision for children and young people with complex needs across the South Wales region.
- 7.7 It has been estimated that the new specialist 52-week provision will have a recurring revenue cost in the region of £300k per annum. It has been forecast that the planned reduction in out-of-county placement costs will be sufficient to fund the new service, and also contribute towards the savings target identified above in paragraph 7.1.

8.0 Recommendation

8.1 Cabinet is requested to:

- Note the information contained in this report;
- Approve the proposed new model for specialist 52-week provision for children and young people with complex needs;
- Approve the proposed new model for Bakers Way, which provides overnight short breaks for children with disabilities

Susan Cooper

Corporate Director – Social Services and Wellbeing
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9.0 Contact Officers

Pete Tyson – Commissioning, Social Services and Wellbeing
01656 642667
peter.tyson@bridgend.gov.uk

10.0 Background documents

None