

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CHILDREN AND YOUNG PEOPLE OVERVIEW AND SCRUTINY COMMITTEE

2 FEBRUARY 2017

REPORT OF THE CORPORATE DIRECTOR, SOCIAL SERVICES AND WELLBEING

OVERVIEW OF CURRENT REGULATED RESIDENTIAL CHILD CARE PROVISION IN BRIDGEND AND THE WORK OF THE LOOKED AFTER CHILDREN'S PLACEMENTS, RESIDENTIAL AND RESOURCE BOARD.

1. Purpose of Report.

1.1 The purpose of this report is to:

- update the Committee about the revised service model within Bakers Way;
- inform the Committee of the work undertaken thus far within the placements residential and resource project board.
- provide an update on the rota visiting undertaken in respect of the 3 in house residential units;
- provide the Committee with the last 3 inspection reports for our current in house residential units, Bakers Way, Sunnybank and Newbridge House;

2. Connection to Corporate Improvement Plan / Other Corporate Priority.

2.1 The report links to all of the corporate priorities:

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

3. Background

3.1 In April 2016, a Remodelling Children's Social Care programme was established. There are 4 projects that report into this board

- Multi Agency Safeguarding Hub (MASH)
- Childrens with Disabilities
- Early Help and Permanence
- Placements, residential and resource project

Bakers Way

3.2 The Children with Disabilities project board has focused on developing a new delivery model for the Bakers Way respite care unit. This has involved full consultation with all stakeholders and members of the public within Bridgend County Borough. The proposed plan was presented to Cabinet on the 4th October 2016 where permission was given to proceed with the proposed option and provision of the service.

Placements, residential and resource project board

- 3.3 This project has been overseeing a review of the 2 residential care homes Sunnybank and Newbridge House.
- 3.4 The aim of the project is to review children's residential provision, to identify gaps in service delivery and to develop a strategy to mitigate these gaps whilst achieving efficiencies and income through service delivery. This will be achieved through:
- Understanding the residential need within the County Borough and where there is a shortfall in the required service provision
 - Establish a further understanding of the circumstances surrounding cases where the need for Out of County residential care is identified and how this can be reduced
 - Identify options to alter the nature of the provision to provide more outreach transition support for a wider cohort of children.
 - Understanding how reliance on specialist therapeutic services can be reduced
 - Determine whether a residential therapeutic therapy service is required in house.
 - Identification of potential funding streams/income from future models (including supporting people)
 - Benchmarking exercise – determine what other Local Authorities provide, how and at what cost
- 3.5 Due to the quantity of data and discussions taking place, the board agreed to split the work into two separate work streams:-
1. Residential profile and remodelling
 2. Therapeutic analysis of expenditure and BCBC approach
- 3.6 Through the Early Help and Permanence project there is a joint permanence strategy which Newbridge House and Sunnybank support the service to achieve. The aims of this strategy are as follows:
- Reducing the number of children in looked after care
 - A requirement to make timely decisions
 - Provision of permanency options
 - Support children to live with families or suitable placements (preferably in county)
 - Provision of suitable opportunities

Through reviewing the existing service provision, opportunities will be sought to further meet this strategy.

Rota visiting

- 3.7 Bridgend CBC currently has three children's residential homes delivering services to children and young people 0-18 years
- Newbridge House provides a service to young people 15-17 years who require an intensively managed transition into independent living for a short to medium term period of up to twelve months.

- Sunnybank provides a short to medium term service for up to twelve months to children/young people 11-15 years who display complex needs and require intensive work to stabilise their behaviour to allow them to move on to a permanent/long term placement.
- Bakers Way provides a short break service to disabled children/young people aged 0-18 years.

3.8 Rota visiting is part of the quality assurance of the Authority's services; there are other inspections and visits that contribute to the safeguarding of people who use social services. For example, there is a robust contract monitoring process in place, there are CSSIW inspections, Health and Safety checks and statutory visits carried out by independent officers within the Council. Details of the rota visits carried out during 2016/17 are provided in paragraph 4 of this report.

Inspection reports

3.9 Each residential unit is subject to The Children's Homes (Wales) Regulations 2002 and as such is inspected every year. Copies of each of the most recent inspection reports are available at **Appendix 1**.

4. Current situation.

Bakers Way

4.1 Bakers Way has been open for just over 25 years. It is a 5 bedded respite unit for children with disabilities. It provides a traditional model of care and the project was set up to ensure that the current service being delivered was meeting the needs of the current children and young people accessing the service.

4.2 Through initial consultation a proposed model was agreed leading to the Bakers Way service continuing to be delivered from the existing building. The service will offer overnight breaks from Tuesday to Saturday, with no overnight short breaks on Wednesdays, when the Outreach service will continue to run.

4.3 Formal staff consultation will commence in January 2017 over a four week period with a three month change of contract notice period then being served. This will lead to the new service model being operational in May 2017.

4.4 A bid for capital minor works funding has been submitted to enable adaptation works to be carried out in Bakers Way during 2017 to ensure all children have equal access to the services available within the unit and to adjust the existing door frames to be EU compliant with new larger wheelchairs which are now being utilised.

Placements, residential and resource project board

4.5 In scope, Bridgend CBC currently has two in house residential Children's units cumulatively providing 11 beds.

Sunnybank

- 4.6 Sunnybank Complex Needs Unit houses four beds for complex needs transition. There is no local crisis provision for complex needs. Consequently some children need to be placed in high cost out of county placements. It needs to be considered, whether those needs can be met in-house and whether the Local Authority can access local services as a potential source of savings. The project board has been collating and scrutinising the data around the need to make those placements and seek positive local solutions.
- 4.7 The Local Authority has a high proportion of children in residential and foster care, who receive therapy externally. Part of the work of the project board is to determine whether therapy services can be found and commissioned externally, in-county or whether an in house residential therapeutic therapy service is required.

Newbridge House

- 4.8 Newbridge House is a transition unit for 16-17 years to independence, but it is not able to affect a positive throughput because there are limited options available in terms of suitable accommodation for young people to reside in. This project is to identify options to alter the nature of the provision to provide more outreach transition support for a wider cohort of children.
- 4.9 As part of the research and analysis undertaken in order to understand the residential need within Bridgend CBC and the causes of Out of County residential provision and how this can be reduced, a series of workshops with a range of stakeholders were held and the information has been collated into a summary diagram see **Appendix 2**.
- 4.10 This identified that placement breakdowns from in house residential care were caused by:-
- Significant criminal damage to property resulting in arrest
 - Suicidal ideation and attempts (led to secure accommodation)
 - Self-harm admitted into hospital
 - Assaulting and threatening staff resulting in police bail conditions not to return to the unit
 - Child sexual exploitation and other risk taking behaviour
 - Threats to kill in locality (led to secure accommodation)
 - Consistent threats to staff/aggressive behaviour towards staff
- 4.11 Placement breakdowns from external residential care were caused by:-
- Sexual assault on another young person
 - Significant criminal damage to property resulting in arrest
 - Refused engagement with all local services and professionals leading to increased risks to personal safety
 - Therapy not provided, Local Authority decision to move them back
 - In identified external residential provision, ceased when 'extreme' police intervention was required (led to secure accommodation)

4.12 The overall placement endings for the residential cohort are broken down as follows

Home	B&B	External Residential	Adults	Bespoke	Secure	Foster	Hospital
1	1	3	1	1	3	3	1

4.13 Analysis of the reasons for breakdown demonstrates that it is not necessarily the actions or lack of actions from the in house provision that leads to the placement breakdown. The overall acknowledgement was that the factors listed below have the highest impact and could negate the reasons for an external placement being sought in some cases (**Appendix 2**).

- **Child Sexual Exploitation (CSE)** consideration linked to **location** - our units are centrally located
- **Environmental Factors:** Association with older people is linked to absconding /risk taking behavior which again is linked to location. Isolation can help manage risk - our units are centrally located.
- **Suicide threats** – cases not meeting CAMHS eligibility criteria; limited therapeutic provisions to assist with psychological/emotional/behavioural issues.
- **Therapeutic approach/materials** – In house provision has not benefited from a specific therapeutic training approach or materials which embed a fully holistic therapeutic approach being demonstrated at all times.
- **Environmental factors (CCTV)** - Newport have introduced this as part of their remodeling. It can act as a deterrent for the young people and also anyone who may potentially be intending to exploit them.
- **Court Proceedings** - During care proceedings, recommendations can be made by other experts involved which may include placing a child in ‘therapeutic’ residential placement. Such placements provide a ‘therapeutic provision’ by either providing the necessary one to one therapy or delivering day to day intervention using a therapeutic approach and have resources to do so. Whilst the local authority makes attempts to build a package of support to meet the criteria of such recommendations using in-house provisions, this is sometimes not possible due to lack of availability of provisions. On occasions, what the local authority can offer in house may not be considered enough to meet the child’s long term needs. As a result, the local authority has to consider searching for and using external placements and/or therapeutic providers to ensure that the child’s needs are met as per recommendations made by experts involved.
- **Strategy for behavioural management** – we need to have a consistent approach to the young people that is being used within their home environment whether that be foster placement or residential and also mirrored in the school and by any external agencies.

4.14 7 out of the 15 placements analysed were for children who were subject to court proceedings where final care plans were for them to be placed in therapeutic environments.

4.15 In respect of the internal residential and therapeutic provision that is required in moving forward, a review and remodelling exercise is being undertaken. To inform this piece of work, two options appraisals are being developed:-

1) An options appraisal will be undertaken in February 2017, to consider the potential remodelling of BCBC's in house residential Children's units. The options appraisal will show us what combination of the following potential unit options are needed in moving forward. i.e. It could be a combination of all these unit options, or possibly a combination of only two or three of them:

- Assessment unit

Residential assessment unit, where assessments will last up to 8 weeks for all appropriate entrants to care. The aim of the assessment unit is to establish what (if any) longer-term placement options or therapies are needed in moving forward.

- Complex Needs unit

Similar model to Sunnybank; it is envisaged that placements within this unit would be for up to 6 months, in order to undertake the required therapeutic work allowing move-on to appropriate longer-term placements.

- Transition unit

Similar model to Newbridge House; it is envisaged that placements within this unit would be for 6 months to 1 year for those aged over 15 years, with individuals working through a specific independence programme, providing them with the necessary knowledge and skills to live independently.

- Long term residential

A long-term residential unit, for the children and young people who are assessed as needing to live in residential care, but whose needs do not meet the criteria of the Complex Needs Unit or the Transition Unit.

As part of this options appraisal, other housing options (including Semi-Supported Housing) will also be considered, in conjunction with:

- Step up and step down foster placements (wraparound service)
- Onsite education (formalised link to a provision)
- In house therapeutic provision and training (team or commissioned services, upskilling existing staff)

2) An options appraisal will be undertaken in February 2017, to consider the potential future use of therapeutic interventions, which will include:

- In house therapeutic team
- Commissioned accredited therapists
- In house residential accredited therapists
- Foster carers to be trained to the same therapeutic level as residential workers

4.16 Following these options appraisals, a potential new model will be identified, and as part of the next steps, officers will analyse needs and demand, and calculate likely

costs and financial profiles, to ensure that any recommended model in moving forward is viable and sustainable.

- 4.17 A full skills training matrix of existing staff within a number of different services and directorates across the council has been undertaken and can be seen in **Appendix 2** (no.3 Training).
- 4.18 The options appraisal will include the identification of potential funding streams and income from any future models (including supporting people).
- 4.19 A benchmarking exercise is currently being undertaken and will be analysed and cross referenced to the outcomes of our internal options appraisal
- 4.20 **Appendix 3** outlines the proposed project and consultation timeline, including work undertaken to date.

Rota Visiting

- 4.21 Since the last report to the CYP Scrutiny Committee in March 2016, the new rota for April 2016 to March 2017 has been established. Between April and November, there have been 11 visits to the three children's establishments out of a possible 24: three visits were to Bakers Way, four visits were to Sunnybank Complex Needs unit and four were to Newbridge House.
- 4.22 A summary of the feedback received, plus any service response/update is attached at **Appendix 4**. It is not possible to include every comment and the summary gives the main points relating to the welfare of the children and young people.
- 4.23 In addition, three independent Children's establishments were added to the rota in August:
 - Ty George, Court Colman, Penyfai, Bridgend, CF32 0HE
 - Genus Care Children's Home, Ynys Y Bwt House, Blackmill, Bridgend, CF35 6EB
 - Greenmeadows Children Home, Llangynnywd, Maesteg, CF34 9RT

So far, one visit has been undertaken to Ty George; the comments are included in appendix 2. The next visit is to Genus Care and this is being scheduled.

Inspection reports

- 4.24 Bakers Way was most recently inspected by CSSIW in January 2016 with the positive report being published in March 2016. The inspection carried out was a focused inspection on the quality of life achieved by children and young people accessing the Bakers Way service. The service was particularly complimented on the outreach service which is being extended following consultation with families and service users.
- 4.25 CSSIW highlighted the fact that an emergency placement had been made which caused some disruption for other children and young people accessing the service as their visits were re arranged. This emergency placement was the only option at that time and CSSIW were fully consulted at the time and understood the need for

the placement to be made. This issue has been explored and discussed within the children with disabilities board and was one of the factors that led the Local Authority to propose the establishment of a 52 week in house provision in Heronsbridge alongside foster carers being sought who are able to care for children with complex needs.

4.26 Sunnybank was most recently inspected by CSSIW in August 2016 on 2 separate dates with the report being published in November 2016. The inspection carried out was a planned unannounced focused inspection on the quality of life for children and young people. The unit was experiencing a particularly complex and challenging young mix of people displaying significant behavioural issues that the staff group was managing.

4.27 In respect of the recommended improvements made:-

- Registered manager makes the final decision on requests for placements - The referrals and placements are discussed at Accommodation and Permanence panel with the registered manager or a senior in attendance. On occasion it has become necessary for the manager to be directed to take a child who has no other placement available to them in an emergency. This direction can only be made by the Head of Service or above.
- Supervision for staff should be undertaken within statutory guidelines in line with national minimum standards - this recommendation is outstanding from the previous inspection – Informal supervision was being carried out regularly with specific items case noted and recorded. Formal supervision was not recorded as taking place on a monthly basis for every member of staff due to the need for staff to be involved on a one to one basis with the children and young people.
- Staffing levels should reflect the assessed need of the young people living at the home - the service has recruited and appointed to the permanent positions that were vacant at the time. The unit had adequate staffing levels provided by a regular cohort of casual staff. Staffing levels were increased and support was provided to the unit through the youth offending service and the introduction of the restorative model approach.
- The registered manager was informed that the Statement of Purpose must be updated and sent to CSSIW as a matter of urgency - This was updated and sent and will be ratified at cabinet on the 28th February 2017
- A copy of the annual Quality of Care Review should be sent to CSSIW – complete
All items highlighted have been noted within the work being undertaken by the residential project board.

4.28 The comments made by young people not feeling listened to on page 3 of the report were in the context of their own personal views on what they felt they should have and was reasonable. Placement planning meetings discuss and agree those items which are subsequently monitored by looked after children reviews.

4.29 Newbridge House was most recently inspected by CSSIW on an unannounced basis in May 2016 however we have not received a formal written report. CSSIW are aware that we are awaiting the report. The previous report was published in May 2015 so has been attached as an appendix to this report without commentary as it out of date.

5. Effect upon Policy Framework and Procedure Rules.

5.1 There are no legal implications arising from this report at this time.

6. Equality Impact Assessment

6.1 This report is concerned with data and information rather than policy or decision making therefore an equality impact assessment is not applicable.

7. Financial Implications.

7.1 There are projected financial savings implications arising directly out of this report in respect of Bakers Way and the Placements, residential and resources project board. It is anticipated that the remodeling of bakers way will result in £100k savings being made to contribute to the MTFS savings targets below;

7.2 The Project board supports the Medium Term Financial Strategy as opportunities will be sought to establish strategies to develop efficiencies in service delivery and identify sources of income, through the undertaking of a review of residential provision to safely reduce reliance on out of county placements and specialist therapeutic services.

CH22 – **Remodelling of Childrens Respite/Residential Care** has resulted in the following budget reductions in the last two years.

- £200k in 2015/16
- £200k in 2016/17

The savings target for 2015/16 has not been met and this along with the target for 2016/17 remains at risk. However the Remodelling Children's Social Care Board is now established and making good progress and it is anticipated that the savings will be realised in 2017/18. The service is currently working on a recovery plan to make up the shortfall.

7.3 Council agreed capital funding in the MTFS 2016-17 to 2019-20 for the refurbishment of the Caretaker's Lodge and Heron House, Heronsbridge School, to enable 52 week residential provision in-county for children with disabilities, to reduce the number of children placed out of county. Work is progressing on the adaptations and it is envisaged that this will assist in reducing costs of out of county placements.

8. Recommendation.

Bakers Way

8.1 The Committee to note the update.

Rota visiting

8.2 The Committee to note the update.

Inspection

- 8.3 The Committee to note the content of the report and continue to support Childrens residential services to promote the opportunities for the children and young people of Bridgend who are part of the looked after children populations for whom the council has corporate parenting responsibility or who live with their families.

Placements, residential and resource project board.

- 8.4 That the Committee consider the contents of the report and provide comments on the plan, offering views to contribute to the forthcoming options appraisal to move the project forward in a positively informed manner.

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Background documents

None