

BRIDGEND COUNTY BOROUGH COUNCIL
REPORT TO THE ADULT SOCIAL CARE, OVERVIEW
AND SCRUTINY COMMITTEE

7 FEBRUARY 2017

REPORT OF THE CORPORATE DIRECTOR, SOCIAL SERVICES AND WELLBEING

SECURE ESTATE

1. Purpose of Report

- 1.1 To update Committee on the Local Authority's responsibilities in respect of the Secure Estate, following the implementation of the Social Services and Well-being (Wales) Act in April 2016;

2. Connection to Corporate Plan

- 2.1 This report links to the below improvement priorities in the Corporate Plan 2016-20:
- Helping people to be more self-reliant;
 - Smarter use of resources.

3. Background

- 3.1 The Social Services and Well-being (Wales) Act came into force on 6th April 2016; and accordingly changed the local authority's responsibilities for people in secure estate. These responsibilities were explained in a report to Cabinet on the 26th July 2016. Therefore committee will be aware of the Local Authority's responsibilities for addressing and meeting the care and support needs of all adults and children in the secure estate, not just upon discharge but while they are in custody.
- 3.2 For Bridgend County Borough Council, that has a training and resettlement prison accommodating 1723 males from the age of 18, within its boundary, this means that all offenders over the age of 18 are deemed to have 'ordinary residence' and the Council is responsible for meeting the care and support needs of individuals with eligible needs.
- 3.3 Over the last year and a half, the Social Services and Wellbeing Directorate has been planning in partnership with all agencies involved how we will meet these obligations for the secure estate population. This report will provide an update on progress on developing a service to meet these new responsibilities under the Social Services and Well-being (Wales) Act, the pilot and proposed evaluation of the service and will specifically address the questions asked by members of Adult Social Care Overview and Scrutiny Committee in response to the Cabinet Report 15th March 2016 and the subsequent report to the Overview and Scrutiny Committee of 19th July 2016.

4. Current Situation/Proposal

Implementation

- 4.1 In July, Cabinet was advised that Welsh Government has a national steering group on the implementation of secure estate responsibilities, for the four local authorities affected in Wales; the Head of Adult Social Care represents the Council on this group. In addition training modules have been commissioned by Welsh Government for people working within the secure estate; these modules have been developed by the Care Council for Wales in partnership with the Institute of Public Care.

Regional Collaboration

- 4.2 Part 9 of the Act sets out partnership arrangements, and these apply to those individuals in the secure estate. There is a need to establish an integrated approach with criminal justice agencies and their existing networks, to both support the individual's care and support needs and to reduce the risk of offending behaviour.

Care and Support for Adults

- 4.3 The local implementation group in Bridgend is well-established with all affected stakeholders represented; initially this group focused on readiness for implementation and delivering the local implementation plan. The first phase of implementation is now complete and subsequently an Operational Group has been established across agencies to manage the service and address safeguarding issues. A manager from adult social care services and members of the secure estate team attend the operational group. Furthermore the terms of reference of the local Prison Health Partnership Board are in the process of being revised; this partnership has representation from all stakeholders and was felt to be the appropriate forum to ensure the continued delivery of a partnership approach to the health and care and support needs of people within the secure estate.
- 4.4 In order to meet the duties and responsibilities required by the Act a pilot approach to implementation was originally agreed; however during the first six months of implementation there were significant delays in recruiting some members of the pilot team. The pilot team which is based at HMP Parc, now comprises the following temporary appointments: two senior social work practitioners and a senior Occupational therapist, who will carry out assessments and develop managed care and support plans for people within the secure estate, as well as support the work of the existing health board mental health in-reach team. The skill mix required for the team will be part of the evaluation and posts will be made permanent once that exercise is completed. In addition administrative support has been secured as well as a contract established to provide care from the existing support service within HMP Parc. These posts have been funded by Welsh Government, the funding of which has been allocated on a recurring basis.

Care and Support for Children

- 4.5 In order to ensure that the County Borough meets all of its duties under the Act in respect of those children detained in the secure estate, for whom it is the responsible authority, the following has been put in place:
- There is a working group led by the Head of Service, and Group Manager, Safeguarding and Quality Assurance, which has been leading and agreeing

processes and responsibilities to ensure that the local authority is able to meet all of its obligations to children in the secure estate under the Act.

- Where there appears to be care and support needs for children in the secure estate in Parc Prison, where BCBC is the responsible LA for meeting care and support needs, then as with children in the community an assessment is undertaken by the assessment team. Where there are eligible care and support needs, then a care and support plan is drawn up and the case is transferred to the appropriate long term safeguarding team for ongoing support. Arrangements for monitoring and review are the same, as for all children supported by children services.
- The Local Authority will need to ensure that it meets its duty to provide information to those children in the secure estate and work is ongoing in developing information and advice.
- Processes and responsibilities around visits to those children, who are BCBC's responsibility by virtue of the fact that they are detained in the YOI Parc, are being discussed and agreed as part of the working group on the secure estate; this group includes representatives from the Youth Offending service.

Current Situation

- 4.6 The unavoidable delays in recruiting the full team and establishing and agreeing an Information Sharing Protocol (ISP), the Memorandum of Understanding (MOU), and establishing an agreement to provide care to people within the prison, have meant that a decision has been agreed across agencies that the formal evaluation of the pilot will now be completed between January and June 2017.

Waiting times

- 4.7 The proposal is for the Occupational Therapist (OT) to be based within the prison and they will undertake assessments as and when required. The occupational therapist was appointed in October 2016 and initial demand for OT assessments has been high due to the delay in appointing the therapist; a triage and prioritisation system has been implemented to manage the initial demand. The lead officer for occupational therapy has indicated that research has identified a core range of equipment required within the secure estate and this has been purchased and will be kept in a sub-store within the prison to provide a buffer stock. This will also allow for the security screening to be undertaken as equipment enters the prison. The team are in the process of establishing minimum stock levels and the sub-store will be restocked by Vision Products, the Council's existing community equipment provider, when required.

Costs associated with providing care and support

- 4.8 The list of suggested equipment for the sub-store, with costs, is attached in **appendix A**. Hoisting and other powered equipment is not included on the list because as yet we have no indication about the demand for such equipment, and because there is a requirement to service and maintain this type of equipment on site, it makes it impractical to store it until it is needed.
- 4.9 The expenditure associated with providing care within the secure estate is being carefully monitored and evaluated against the current demand. However this is an

area where there will need to be close collaboration between the Council and Welsh Government because the population of the prison can change as demand changes within the secure estate.

Outcomes from the Pilot

- 4.10 Since April 2016 we have responded to 76 referrals of adults within the secure estate. On receiving a referral, either the social worker and/or occupational therapist will carry out an assessment; this process is the same assessment process an individual would receive in the community and is proportionate to the person's needs. If the person is found to have eligible care needs, then a care and support plan focusing on what matters to that individual is developed. This process can take differing amounts of time depending on the complexity of the individual's need for managed care and support, and the number of professionals involved in the assessment process in the context of the prison environment. Assessments are further complicated by the needs of individuals' being masked by the prison environment and the support offered by other prisoners to those who need assistance; which of course will not be available to them once released from prison. Furthermore, there is also significant social work input required to facilitate the transfer of prisoners within the secure estate, or the release of prisoners to other local authorities.
- 4.11 Of the 76 people assessed to date, the majority, 61, required information, advice and assistance, and did not require ongoing support from the Council; 15 people required an assessment and support plan. Currently seven people are subject to ongoing assessment and intervention; three of whom are receiving managed care, and four are receiving a social work service. The age range is between 25 and 89, with the average age being people in their 50s; some of these people have complex disabilities as a result of chronic ill-health, others need support as a result of living with a mild to moderate learning disability. The Occupational Therapist has provided a range of equipment to 11 prisoners; the equipment provided ranges from hoists, to aids to managing personal care. The age range of prisoners requiring equipment ranges from 23 to 94 years, with an above average number being over 50 years old.
- 4.12 The feedback from the Managers and team overseeing and providing this service is that the numbers do not adequately reflect what is involved in working in a secure environment. Further exploration and work is required to ensure that we adequately evaluate our input and the outcomes achieved in line with the requirements of the Act. To this extent, the evaluation pilot has now been postponed and will commence in January 2017 with the full evaluation concluded by July 2017. It is suggested that a report on the evaluation of the service be prepared for Committee following the conclusion of that work.

People not living in Bridgend

- 4.13 To date none of the people assessed by the secure estate team have previously been domiciled in Bridgend County Borough.

Specialist Care Equipment

- 4.14 Equipment is assessed for, and provided to individuals on a loan basis. Where a prisoner moves to another local authority on release there are established cross-

border protocols in place for the transfer of equipment and the recouping of costs where appropriate.

Resource Requirement in the Longer Term

- 4.15 It is planned that the pilot evaluation will be completed between January and June 2017. The intention is to evaluate the most effective way to continue to deliver and manage this service in order to determine the resources required to respond to the actual level of demand once it has been established, and ensure that the correct skill mix is within the team to meet the identified needs

The Memorandum of Understanding

- 4.16 A Memorandum of Understanding (MOU) has been agreed and completed; this sets out the shared strategic intent and joint commitment of Bridgend County Borough Council, with Abertawe Bro Morgannwg University Health Board, Her Majesty's Prison and Youth Offending Institute Parc (HMP and YOI Parc) under the leadership of G4S, and National Offender Management Service (NOMS) to work together, to ensure people in the secure estate, within the County Borough of Bridgend, have access to appropriate social care support.

The Information Sharing Protocol (ISP)

- 4.17 An information sharing protocol ISP has been developed and agreed across organisations and supports information sharing by partners involved the care and support of people in the secure estate, as well as the groups of service users it impacts upon. The document details the specific purposes for sharing information, and the personal information being shared; as well as the required operational procedures, consent processes, and legal justification. All partners are now in the final processes of having this signed off by organisations.

5. Effect upon Policy Framework and Procedure Rules

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

6. Equality Impact Assessment

- 6.1 When the pilots evaluation is completed and officers are in a better position to know the full effect of the proposed new model, an EIA screening (and a full EIA if necessary) will be undertaken, to assess the potential impact on service users and staff.

7.0 Financial Implications

- 7.1 The funding for social care for prisoners in Wales is coming from within the additional £3m allocated to Welsh Local Authorities for the implementation of the Social Services and Wellbeing (Wales) Act. In March 2016 Welsh Government confirmed the provision of the grant funding of up to £236,774 for Bridgend, to support provision of care and support to those in the secure estate for 2016/17. This funding is for one year only; thereafter the funding available will reduce to £217,448 on an ongoing basis. The final grant award letter with the full terms and conditions of the grant from Welsh Government were received on the 20th May 2016.

- 7.2 This is a new responsibility for the Local Authority and in order to understand the demand for the services at HMP Parc, the pilot will evaluate the actual demand and cost of the service in the first year. The expenditure committed to date is as follows: the appointment of two senior social work practitioners and a senior occupational therapist, and a part time administrative assistant, the full year cost of which equates to £152,913; a sum has also been set aside for set up and equipment costs, and other non-staff costs equating to approximately £34,810. The remainder of the budget (£49,051) has been aligned to direct care and support costs and an initial agreement to enhance the existing health care support team by one full time equivalent, has been agreed in principle, and subject to approval of the MOU explained in this document.
- 7.3 The issue of the new responsibilities in relation to the secure estate have been raised at the Western Bay Regional Collaborative, in order that they can be considered in future resource allocations, regionally.

8.0 Recommendation

8.1 It is recommended that Committee:

- 8.1.1 Note the information contained in this report in respect of the secure estate; and the additional responsibilities for the Local Authority as a result of the implementation of the Social Services and Wellbeing Act (Wales) 2014, and progress to date.

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10 Background documents

None