

Meeting of:	CABINET
Date of Meeting:	11 MARCH 2025
Report Title:	SOCIAL SERVICES AND WELLBEING ACCOMMODATION-BASED SERVICE REVIEW
Report Owner / Corporate Director:	CORPORATE DIRECTOR SOCIAL SERVICES AND WELLBEING
Responsible Officer:	JACKIE DAVIES – HEAD OF ADULT SOCIAL CARE
Policy Framework and Procedure Rules:	There is no effect upon the policy framework and procedure rules.
Executive Summary:	<p>This report highlights the work that has been undertaken to understand existing commissioned and internally delivered accommodation-based care provision for adults, and from these findings, consider a number of proposals.</p> <p>The purpose of the report is to seek endorsement from Cabinet to develop detailed business cases in respect of the proposals identified and to seek approval to extend the partnership arrangement with the Vale of Glamorgan Council for the Adult Placement Scheme (Shared Lives) Service.</p>

1. Purpose of Report

1.1 The purpose of the report is to:

- 1.1.1 seek endorsement from Cabinet to develop detailed business cases in respect of proposals designed to define and reshape existing commissioned and internally delivered accommodation-based care provision for adults following an accommodation-based service review across Adult Social Care; and
- 1.1.2 seek approval to extend the current Partnership Agreement with the Vale of Glamorgan Council for the Adult Placement Scheme (Shared Lives) Service for a term of 5 years subject to annual review pending longer-term options being considered and developed.

2. Background

- 2.1 In April 2024, Cabinet approved the Commissioning Strategies developed within the Social Services and Wellbeing Directorate, which set out key priorities on how current services need to change and develop over the next 5 years. This was to ensure that Bridgend County Borough Council (BCBC) is delivering the right services, in the right place at the right time in order to continue to meet the needs of people living in the

borough. The strategies were developed using detailed analysis and evidential review, such as the Market Stability Report (MSR) and the Population Needs Assessment (PNA), as well as local data to identify key trends and pressure areas.

- 2.2 The diagram below illustrates the relationships between the PNA and each of the different elements of the MSR, highlighting how they contribute towards the ongoing development of local and regional plans and commissioning strategies and statements.



- 2.3 One of the main priorities identified with the commissioning strategies was to undertake a review of accommodation-based services across Adult Social Care, where during 2024/25 the Directorate has carried out a mapping exercise to obtain an up-to-date understanding of what accommodation-based services we have for older people, and people with lifelong conditions/complex needs.
- 2.4 The data was reviewed in a number of workshops by relevant officers, where the key findings identified have identified service gaps which have then informed the proposals identified in the Accommodation Based Service Review Delivery Plan.

3. Current situation / proposal

- 3.1 The full version of the Accommodation Based Service Review Delivery Plan 2025-28 is attached as **Appendix A** where the main points have been summarised in the following section and all proposed capital investments will be subject to robust business cases, which will provide further detail on costs, resource implications and timescales.

Regulated Community Care (Older People)

- 3.2 The main focus of the review in this part of Adult Social Care was on:

- Care Homes (residential and nursing)
- Extra Care Housing (ECH) services

- 3.3 Following the opening of a nursing home to help support with nursing placements for people with advanced dementia (EMI) – which was a specific area of need identified in the MSR – there are sufficient care home placement options across residential and nursing care.
- 3.4 The priority for care homes is to be clear in terms of how care homes are utilised and commissioned, to ensure they are providing the optimal levels of care across each of the key categories. This will include ensuring that care homes and accommodation services are ‘dementia-friendly environments, and provide the right quality of specialist care’, for those living with dementia.
- 3.5 There will be more detailed work undertaken in respect of the service models in BCBC run care homes, to ensure the most appropriate levels of reablement, short-term and long-term care can be provided, and minimise vacancy levels.
- 3.6 In the longer-term, we need to assess the feasibility for developing a fourth extra care housing (ECH) service, which will have both capital and revenue funding implications and therefore will be subject to a robust business case. This will involve having conversations with Registered Social Landlords (RSL) and internal colleagues about upcoming development opportunities, where all funding opportunities will need to be explored.
- 3.7 Care Homes/ECH schemes are recognised as being vital assets in the community where links are being made to the day opportunities review being undertaken, so those assets can be used, where appropriate, to the benefit of the wider community as well as tenants and residents.

Lifelong Conditions & Complex Needs

- 3.8 There are more gaps in provision within this area, where it is acknowledged that there are far more individuals with greater complexity of need now being supported. Linked to the increasing complexity in this area, this requires input and involvement from a Cwm Taf Morgannwg University Health Board (CTM UHB) perspective, both in terms of funding arrangements and roles and responsibilities moving forward. Within this area of adult social care, the focus of the review was on:

Shared Lives (Adult Placement Scheme)

- 3.9 This service provides long-term placements or short breaks/respite in a family home. The Shared Lives ‘host’ family provides day-to-day care or support and work as self-employed carers under the Adult Placement scheme. The service is currently provided through a partnership arrangement with the Vale of Glamorgan Council (VoG). Whilst being open to other client groups, it remains largely a service for people with learning disabilities.
- 3.10 Review finding: There is a need to grow and diversify the current scheme (which has a traditional focus on learning disabilities only) and consider BCBC’s partnership arrangements in the future. The VoG Adult Placement Scheme took over the management of Bridgend Shared Lives Scheme in May 2019 and has been providing the Adult Placement Scheme (Shared Lives) Services for BCBC to date where options for an alternative service model are extremely limited. The partnership arrangement is underpinned by a legal Partnership Agreement between the VoG and

BCBC which is due to expire in March 2025 and it is therefore proposed that the Agreement be extended to allow for closer alignment between the two Authorities, which has been an ongoing aim of the partnership arrangement, and to help develop greater use of existing capacity and continue to diversify and grow capacity together.

- 3.11 VoG are due to implement a new banding system for payments to Host Carers in line with the levels of care they provide to the people placed with them. It is intended that the new banding payments will be cost neutral, and fair to the Host Carers and to the supported individuals through their own contributions towards the service costs. It is desirable that BCBC looks to implement the same banding system in Bridgend for its Host Carers, which will bring alignment across the regional service, and offer a more equitable payment regime than is currently in place. There is good potential that by updating the payment arrangements, to include a fair contribution from the individuals supported, the overall placement costs to BCBC can be reduced. Any withdrawal or termination from the Partnership Agreement would require an Exit Management Plan to be put in place by VoG as service operator, in order to transfer the service either back to BCBC (where TUPE may apply) or to an external provider (where there is only one in South Wales who were previously decommissioned by BCBC). The Partnership Project Board (with representation from BCBC and VoG) have agreed that an extension of the current arrangement is the most cost effective and pragmatic option. Pending the development of the longer-term options, it is therefore recommended that BCBC continues in the current partnership arrangement with VoG, where there is provision to extend existing arrangements for 5 years (with annual reviews) that would allow for early withdrawal from the Agreement if BCBC identifies an alternative option at that point. There are no restrictive notice or procedural requirements in terms of agreeing the extension.

Core & Cluster Accommodation / Community Living Networks

- 3.12 This type of service offers care and support within 'core settings/buildings' which can then act as a base to provide outreach support to people living in a 'cluster' of more independent housing in the nearby wider area. This represents a potentially cost-effective way of delivering a mix of higher and lower-level support and allows opportunity for people to step up or down into different levels of service.
- 3.13 Review finding/proposal – there are opportunities to explore this service model as part of the new Sunnyside development, where any new proposed service model will be subject to a robust business case setting out any potential revenue implications.

Supported Living, including Specialist Supported Living (Closer to Home)

- 3.14 Within these services, individuals hold their own tenancies, where care and support is provided within the schemes (which are generally 2-4 bed standard homes) under homecare regulations. BCBC has Supported Living services operating at two levels, General Supported Living and Specialist Supported Living known as Closer to Home (C2H). The main distinction is levels of need and the nature of care and support that is offered, where specialist services tend to be more complex with higher levels of need, which requires input and funding from health. Supported living services are provided currently predominantly for people with learning disabilities.
- 3.15 Review finding/proposal – noted that there has been a recent move towards locality-based services, which has been beneficial, but move-on and flow from these services

has been a considerable challenge. There are also provisional plans to develop a new specialist (Closer to Home) scheme in this area, where clarification on health funding and responsibilities need to be made clear, and any BCBC input/funding needing to be subject to a robust business case.

Accessible / adapted accommodation programme

- 3.16 For people with sensory loss and/or limiting physical conditions or disabilities, a main priority includes staying safe in their own home or in appropriate accommodation. People are able to live a relatively independent life in their own home if suitable adaptations and access into the property can be made. In some cases, the use of mainstream or specialist Assistive Technology can also enable someone to meet their wellbeing outcomes within their own home.
- 3.17 Review finding/proposal - our intention is to work with key partners (such as health and housing) to help people with disabilities and/or sensory loss to access support and adaptations to help them live at home or as close as possible. It will draw on existing resources but offer a more integrated and well-informed response.

Emergency / short-stay and respite accommodation

- 3.18 Emergency, short-stay and respite services allow people to temporarily take a break from their usual living arrangements and often support unpaid carers to be able to take a break from their caring role supporting family members.
- 3.19 Review finding/proposal - unpaid carer support and respite is a priority for all client groups, where more detailed analysis is to be undertaken in this area to inform the most effective use of current resources (such as Ael-y-Bryn and Breakaway which are internal services run by BCBC) and identify any gaps in provision.

General position and summary

- 3.20 Availability of capital and revenue funding is a significant challenge overall for the Council. Business cases need to be clear on the cost/benefit analysis, as alternative sources of funding often require match-funding or can cost more over the medium/long term. Capital investment in in-house and not-for-profit schemes is critical to transform and modernise traditional models of service and achieve best value for money whilst meeting growing and increasingly complex needs.
- 3.21 Welsh Government Housing with Care Funding (HCF) itself has match-funding requirements, meaning that BCBC must enter into arrangements with RSLs (who themselves will then need to bid for funding and provide the match-funding), where there will then be on-going revenue implications for BCBC.
- 3.22 From a BCBC provider service perspective, unless there is capital funding available to invest to transform, it limits our opportunities to make any changes or consider any new developments in the future.
- 3.23 CTM UHB responsibilities need to be assessed, understood and reflected in funding agreements moving forward, and Section 106 (and other external) funding opportunities must be considered/explored at all opportunities – eligibility allowing.

4. Equality implications (including Socio-economic Duty and Welsh Language)

- 4.1 The protected characteristics identified within the Equality Act, Socio-economic Duty and the impact on the use of the Welsh Language have been considered in the preparation of this report. As a public body in Wales the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions.
- 4.2 As and when schemes and proposals identified within this report are considered for implementation, specific EIA screenings will be undertaken at that stage.

5. Well-being of Future Generations implications and connection to Corporate Well-being Objectives

- 5.1 A summary of the Well-being of Future Generations (Wales) Act 2015 assessment is listed below:

Long-term	The proposals within this report will consider and include longer-term demands, pressures and changes.
Prevention	In-keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there is also a focus on preventative services within the strategies.
Integration	In keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there will be a focus on integration with our key regional partners, such as Cwm Taf Morgannwg Health Board and neighboring local authorities.
Collaboration	Both internal and external collaboration will be necessary in order to effectively implement the proposals identified within this report, which will involve key stakeholders and wider partners.
Involvement	Extensive consultation was undertaken with individuals to inform the PNA and MSR reports, which have been used as the foundation of these proposals. Officers will further engage with and involve individuals and their families/carers as and when specific projects, schemes and developments are being worked-up in more detail, which will inform the subsequent options appraisal and business justification cases.

6. Climate Change Implications

- 6.1 There are no direct climate change implications associated with the strategies at this stage.

7. Safeguarding and Corporate Parent Implications

- 7.1 Having sufficient and effective services in place across adult social care – which is the primary aim of these proposals – should also mitigate any safeguarding risks

linked to unsuitable or unavailable services and enable a safer and smoother transition from children's services into adult social care.

8. Financial Implications

- 8.1 There are no direct financial implications associated with the findings at this stage, however, any proposals put forward for implementation that are listed within this report will be subject to the necessary business justification requirements and will follow the Council's Financial Procedure Rules. Officers will develop these proposals in close consultation with colleagues in Finance. However, as outlined in paragraph 3.20, there is no current capital or revenue funding identified to progress any of these proposals at present.
- 8.2 The proposals have been produced in alignment with the Medium-Term Financial Strategy (MTFS) from 2024/25 onwards, where the pertinent savings proposals identified in the MTFS (e.g. Remodelling work in learning disabilities) have been included where there are links to commissioned/provider services.
- 8.3 For the Adult Placement Scheme (Shared Lives) Partnership Agreement, it is noted that under scrutiny of the Project Board, VoG reclaim service delivery costs pertinent to operations within Bridgend County Borough, and BCBC currently makes a financial contribution of £125,849 per annum towards the running of the service as part of the Agreement, where there is an existing Directorate budget for this expenditure.

9. Recommendations

- 9.1 It is recommended that Cabinet:
- Note the contents of this report;
 - Approve the extension of the Adult Placement Scheme (Shared Lives) Service Partnership Agreement with the Vale of Glamorgan Council for a 5-year period in accordance with the terms set out in the Agreement, subject to annual review pending an alternative or longer-term option being considered and developed;
 - Endorse the development of detailed business cases in respect of the proposals set out in the Delivery Plan (**Appendix A**), designed to define and reshape existing commissioned and internally delivered accommodation-based care provision for adults following an accommodation-based service review across Adult Social Care, noting that any proposals put forward for implementation will be reported back to Cabinet for approval, as required.

Background documents:

None