

**Joint Report of the Cabinet Members for Services for Children and  
Young People and Wellbeing and Healthy City**

**Cabinet – 16 February 2017**

**FAMILY SUPPORT SERVICES COMMISSIONING REVIEW – FOCUSING ON  
CHILDREN WITH ADDITIONAL NEEDS AND DISABILITIES**

<b>Purpose:</b>	The report presents the proposed options for changes to services available to Children with Additional Needs and Disabilities which have been identified through the wider commissioning process of the Family Support Services Commissioning Review.
<b>Policy Framework:</b>	Sustainable Swansea: Fit for the Future Social Services and Wellbeing (Wales) Act 2014 (SSWBA) United Nations Constitution for the Rights of the Child (1992) One Swansea Plan
<b>Reason for Decision:</b>	To consult with our stakeholders and service users before agreeing a preferred option for implementation.
<b>Consultation:</b>	Corporate Management Team Cabinet Members Legal, Finance and Access to Services. Child and Family Services, Poverty and Prevention and Education.
<b>Recommendation(s):</b>	It is recommended that:  1 Cabinet gives approval for public consultation on the options presented in the report.
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## **1.0 Purpose & Summary**

- 1.1 This review of services supporting children with a disability and their families is a strand of the wider Family Support Services Commissioning Review. It is a cross-service review between Child & Family Social Services and Poverty & Prevention, but there are clear interdependencies with other service areas, particularly with Education and the ABMUHB.
- 1.2 As a group, disabled children, and their families, are among the most vulnerable people in our community. The needs of these children are highly complex, and they, along with their parents and siblings, are at high risk of poor outcomes. Secure, loving family units are often key to achieving positive outcomes, but caring for a disabled child can be a stressful experience that places considerable pressure on a family. It is for this reason that we need to ensure we have an effective range of family support services in place.
- 1.3 In July 2016, Members and the Corporate Management Team agreed Swansea's vision for the delivery of Family Support Services across the Continuum of Need in addition to the desired outcomes for service users. Details of this can be found in section 2.1 and 3.2 of Appendix 1.
- 1.4 This report is asking for approval to consult on the options presented.

## **2.0 Background**

- 2.1 This review forms part of the wider Family Support Commissioning Review, the full scope of which can be found in Appendix 2. It identifies potential options for three service areas: (i) play and community short breaks; (ii) parent / carer participation; and (iii) home care, also known as domiciliary care.
- 2.2 The Child Disability Cluster focuses on families of children and young people whose disability or illness impacts upon their lives or the lives of their family significantly and is the overriding issue that requires support for the family. The Child Disability team within Child and Family Services do not work with all disabled children therefore, but only those with the greatest need. Children accessing the Team may have a severe learning difficulty, physical impairment, sensory impairment or life limited condition. Families open to the Team receive services including overnight and community based short breaks; family support (home care, group activities); Direct Payments and Facing the Challenge. These children will also be receiving specialist support within their education setting.
- 2.3 In addition to those children open to the Child Disability Team, there is a separate cohort of children with additional needs / disabilities open to other teams within the Local Authority. Services which are not directly within the scope of this Review are:

- Overnight Short Breaks commissioned by Child and Family Services for children and families open to the Child Disability Team. Overnight breaks provide parent / carers with respite and can promote the wellbeing outcomes of children.
- Accommodation Services for children who become looked after as a consequence of family breakdown. Thankfully, there are only a small number of individuals, but when it does happen the personal and financial implications are considerable. The cost of providing accommodation to roughly 30 looked after children and young people each year (circa £3 million) is equal to the total spend on family support services for disabled children.
- The Education Inclusion Unit within Education. This department works with children who have additional needs to provide assessment via Education Psychologists, a team of Behavioural Support Officers to support Schools and bespoke packages of support for individuals to improve their development and learning.
- The ABMUHB Child Disability Team consists of Specialist Health Visitors who advise and support families with a range of parenting issues. They run clinics and sessions for families with a recent diagnosis and have a rolling programme supporting families whose children have a diagnosis of Autistic Spectrum Disorder and support families managing with physical disabilities as well.
- Child and Adolescent Mental Health Services (CAMHS) hosted by Cwm Taf University Health Board. CAMHS provides specialist mental health services to children and young people, including community mental health services and a specialist in-patient facility for young people with more complex mental health needs at Ty Lidiard in Bridgend.

2.4 These are important services but are beyond the scope of this review. This is intentional as they are particularly complex areas with multi-agency responsibilities. Further work is required to ensure any future family support services are delivered in line with developments in ABMUHB and/or Education. Key service areas not directly addressed by this Review are being taken forward in other work streams, for example:-

- Proposals regarding behavioural support will be taken forward as part of the work led by Education within the EOTAS proposals to develop a Wellbeing and Behaviour Strategy for Swansea
- Overnight short breaks provide parent / carers with respite and can promote the wellbeing outcomes of children. This provision will not be considered within this review but will be considered separately and in partnership with Education via a task and finish group.

- 2.5 As part of the review process a service comparison has been completed to compare the current service model, cost, outputs and performance with others (Bridgend, Newport, Wiltshire and Hampshire).
- 2.6 Every authority has their own characteristics of course. Nevertheless, the visits were extremely informative in shaping the options for Swansea – for example, the preferred option for play and community short breaks is based on the acclaimed model in place in Wiltshire.
- 2.7 Lessons learnt from the benchmarking exercise can also be used to inform other clusters within the overarching Family Support Commissioning review. The development of the family support continuum within Swansea to ensure that children and families receive the right support at the right time, with a focus on early help and intervention to prevent needs escalating is particularly relevant here. The Children with Additional Needs Service (CANS) in Newport is an early help service run in partnership between the Council and Barnardo's, which is specifically for children with additional needs and disabilities. During the visit to Newport it appeared to be a highly cost effective service that was highly valued by families and professionals alike. This initial view has subsequently been endorsed by an independent evaluation by the Institute of Public Care (IPC). Moving forward it is important to learn from this service when the Family Support Commissioning Reviews for the under 11's and over 11's formulate options for our own early help services.

Link to the IPC report:

<https://ipc.brookes.ac.uk/publications/Effective%20Early%20Help%20for%20Children%20with%20Disabilities%20Evaluation%20in%20Newport%20June%202016.pdf>

- 2.8 Detailed information and further key lessons are available in Appendix 3.

### **3.0 Options Appraisal**

- 3.1 On 10th October 2016, a multi-agency workshop was convened to critique the options and assess the best model to deliver the desired outcomes. A delivery model matrix has been completed and scored based on criteria corresponding to five core themes - Outcomes, Fit with Priorities, Financial Impact, Sustainability and Viability and Deliverability. Every option was evaluated on its ability to meet each of the criteria.
- 3.2 There are options available for three service areas, Play and Leisure Opportunities, Parent and Carer Participation and Homecare which are structured in the tables below.

<b>Play And Leisure Opportunities (including Community Short Breaks)</b>		
<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
<p>Continue As Is.</p> <p>Child and Family Services and Poverty and Prevention continue to commission services separately and contract with a number of providers for a variety of different services:</p> <ul style="list-style-type: none"> <li>• Action For Children for POPS</li> <li>• Local Aid</li> <li>• Interplay</li> <li>• Ysgol Pen-Y-Bryn Playscheme.</li> <li>• Play and Leisure Opportunities Library</li> </ul>	<p>Continue to contract a range of different services but look to do so on a joint basis between Poverty and Prevention and Child and Family Services, with the former taking the lead.</p>	<p>Develop a Short Breaks Scheme akin to that in Wiltshire.</p> <p>This means providing a financial grant or vouchers to eligible families which can then be used to help the disabled child to access the play / leisure activities / community short break of their choice.</p> <p>To be effective this might require the local authority to provide a small amount of grant funding to some of the providers, at least initially, so they have the time to adapt to this new model of funding.</p>
<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Continuity for families and staff.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Encourages the escalation of need as families have to be open to C&amp;FS to access many of the services.</li> <li>• Unsustainable. Many organisations are already having to reduce/withdraw services because of lost funding.</li> <li>• There would likely be some change even under this option. Both Departments would still need to undertake some re-procurement activity or risk failing to meet the requirements of the Public Contract Regulations.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Avoids unnecessary escalation of need.</li> <li>• Future contract(s) could be streamlined with clear focus on delivering a more consistent and equitable range of (i) holiday play schemes, (ii) afterschool clubs; and (iii) Saturday clubs etc.</li> <li>• An opportunity to develop a consistent outcome focussed approach.</li> <li>• Opportunities to ensure we receive value for money on a more consistent basis.</li> <li>• Could potentially revive the market place.</li> <li>• Families do not need to escalate to Level 4 of the Continuum to receive a service.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• A change for families who</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Avoids unnecessary escalation of need.</li> <li>• Gives families control to access the services they wish rather than those designed by the authority or others.</li> <li>• If parents are free to spend their money where they wish then it may stimulate the market place to develop innovative and high quality solutions.</li> <li>• Families do not need to escalate to Level 4 of the Continuum to receive a service.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Challenge of developing a legally appropriate eligibility criteria.</li> <li>• The current providers will struggle to adjust to delivering services without any certainty that parents will</li> </ul>

<ul style="list-style-type: none"> <li>• Does not address concerns regarding the difference in unit costs between services.</li> <li>• The majority of funding is tied up in community short breaks which support a relatively small number of families open to the Child Disability Team.</li> <li>• Does not address equity issues for families not accessing services.</li> </ul>	<p>use the existing service.</p> <ul style="list-style-type: none"> <li>• Potential impact to staff in existing services (though there are opportunities for staff in struggling organisations).</li> <li>• Challenge of managing a change programme.</li> </ul>	<p>choose to spend it with them. The authority will need to build in some core funding for key organisations to address this income issue.</p> <ul style="list-style-type: none"> <li>• There will be administration costs of implementing the Scheme.</li> <li>• A highly complex change programme would be required for the authority, partners and providers.</li> <li>• Risk of public money being spent inappropriately if parent/carers do not spend the money as hoped.</li> </ul>
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<b>Parent Carer Participation</b>	
<b>Option 1</b>	<b>Option 2</b>
<p>Provision of a Development Worker with Children, Young People and Families impacted upon by Disability.</p> <p>There are also a number of other parent / carer groups that have formed with little or no input from the Council.</p>	<p>Provide additional resources for the development of an independent Parent/Carer Council (as Wiltshire model describes). Working in partnership with the local authority, the Parent Carer / Council will be managed by a Development Worker but with much of the work undertaken by volunteer Parent / Carers. It shall have a number of roles:</p> <ul style="list-style-type: none"> <li>• Provision of a Parent/Carer support group that reaches out to a large number of parent / carers.</li> <li>• Provides the means for parent / carers to communicate with a clearer and stronger voice.</li> <li>• Parent / carers are given the vehicle for working in partnership with the Council to regularly review provision to children with disabilities and meet changing need together.</li> <li>• Developing a number of volunteer parent/carer representatives.</li> <li>• Providing information, advice and assistance.</li> <li>• Organising training / development workshops</li> <li>• Facilitating improved social outcomes – developing social networks etc.</li> <li>• Influencing services at Strategic Level.</li> </ul>

	<ul style="list-style-type: none"> <li>• Building relationships with partner agencies.</li> <li>• Assisting with the creation of clear pathways to ensure agencies are coordinated and accountable in decision-making.</li> <li>• Exploring funding opportunities not available to the local authority that can enhance the lives of parent / carers in Swansea.</li> </ul>
<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Well established, already in place.</li> <li>• No further costs.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Doesn't routinely capture the views of a high proportion of parent/carers.</li> <li>• Limited opportunities for parent/carers to engage in shaping future services.</li> <li>• Risk of marginalising parent/carers.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• We will be working in collaboration with parent/carers - very much in line with the ethos of the SSWBA 2014.</li> <li>• Parent/carers will have an opportunity to shape services of the future.</li> <li>• It may support an improvement in the relationship between parent/carers and the Council.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Using volunteers to run large elements of the Parent Carer Council could be a risk in terms of the commitment of time and resources required to perform the role fully.</li> <li>• Costlier provision.</li> </ul>

<b>Home Care / Domiciliary Care</b>		
<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
<p>Continue As Is –</p> <p>A very small external provider has capacity to deliver a maximum of 1 - 2 packages.</p> <p>Our in-house Flexible Home Support Service provide short term intervention of up to 12 weeks to families who are at risk of breakdown.</p>	<p>Changes to the Flexible Home Support Service: -</p> <ul style="list-style-type: none"> <li>• A change in the criteria to enable provision to be provided for up to 12 months to families who are need of support.</li> <li>• Secure additional staff to be able to offer more personal care assistance and/or sitting service in family home or venue.</li> </ul>	<p>Focus on facilitating the independent home care market to increase their capacity to work with children.</p>

<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Services are already established and in place.</li> <li>• No further costs.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Short term provision from Flexi isn't always able to meet need.</li> <li>• Insufficient capacity to meet demand.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Builds upon an already well established provision.</li> <li>• Provision can be delivered more flexibly to better meet needs.</li> <li>• Increased capacity.</li> <li>• Help to stop/reduce spend with external Home Care providers.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• We would need to ensure that the Flexi Support Service doesn't create dependency.</li> <li>• Additional cost.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• This option may generate greater capacity if it was successful.</li> </ul> <p><b>Issues and Risks</b></p> <ul style="list-style-type: none"> <li>• Our experience of independent agencies is that they often lack the capacity to provide a reliable or consistent service.</li> </ul>
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3.3 Following the stakeholder workshop the preferred option for each area is explained below, a full breakdown of the scores are attached at Appendix 4.

**Play and Leisure Opportunities** - The preferred option for play and leisure opportunities is to incrementally develop a grant scheme similar to that run by Wiltshire (Option 3), however Option 2 scored very similar.

**Parent and Carer Participation** - The preferred option would be to build upon the existing good work undertaken by key practitioners from SCVS and other organisations by the formation of a parent carer forum and further explore Option 2.

**Home Care** - The preferred option in this service area and the most significant change associated with the preferred option is the increase in the capacity of the in-house Flexible Home Support Team (Option 2). This would equip it with greater capacity to respond to family crises.

**4.0 Preferred Options – Legal Implications**

4.1 Legal advice will be needed as proposals are developed and shaped. It is clear that there will be employment, contractual and property law issues associated with a wholesale change in service provision. It is important that assessments focus on whether any proposed service provision will be sustainable and enable the Council to fulfil its



obligations to families and children under the Social Services and Wellbeing Act.

## **5.0 Preferred Options – Financial Implications**

5.1 It is very difficult to complete a full and accurate financial analysis at this point in time as further consultation and joint planning with ABMUHB and Education to develop options is needed.

5.2 It is estimated that we spend approximately £560,000 on the service areas in scope. The intention is to deliver the proposed options on a cost neutral basis. In the longer term, as the general approach advocated by the Preferred Options is towards greater prevention and early intervention, it is intended that the changes will enable cost avoidance and/or savings to be achieved.

5.3 It is acknowledged that this paper does not provide specifics in terms of finance. The reasons for this are: -

- Most of the services within the scope of the review have been in place for several years, if not decades. Despite increasing demand as the population of disabled children increases and mounting expectations of the local authority to provide support, there has been little change in the funding levels or work completed in ensuring services are joined up and effective.
- Some initial investment may be necessary to kick start the transformation and modernisation of services. As the general approach is towards a more early intervention preventative approach, this will enable cost avoidance and/or savings to be achieved in future years. Two obvious budgets which would be influenced by this area of work are (i) looked after children accommodation budget; and (ii) the education budget for children educated out of area.

## **6.0 Preferred Options – HR Implications**

6.1 The Review broadly describes a move towards greater in-house provision. However, where there is any restructuring required and potential for redundancies then it will be subject to all HR procedures and guidance. This will include sufficient consultation with staff and unions. Any potential risk to employees will be minimised and mitigated as much as possible.

## **7.0 Consultation**

7.1 Given the nature of these options and the potential impact they may have on our service users, a full consultation exercises should be completed prior to decision making.

7.2 If approved, it is proposed that a 12-week consultation will begin on February 27<sup>th</sup> and run until May 21<sup>st</sup>. A consultation and engagement

plan can be found in Appendix 5 which outlines the types of activities that will be completed to gather as much feedback from stakeholders as possible. Additionally, a clear explanation of each option will accompany the consultation questions and both of these documents are available as Appendix 6 and 7.

7.3 These options and associated services directly impact children and young people, and, as the most important stakeholder it is critical is that children and young people are enabled to participate in the consultation exercise. To support this the questions have been adapted to allow children and young people to express their views on the proposed options. These documents are available in Appendix 8 and 9.

7.4 In developing the plan, we have sought to follow the Government Consultation Principles (2016) that consultation should:

- **Be clear and concise** – using plain language and avoiding acronyms. Make questions easy to understand and easy to answer.
- **Have a purpose** – ensure you take consultation responses into consideration when taking plans forward and ask for consultation at a formative stage of the process.
- **Be informative** – give enough information to ensure that those consulted understand the issues and can give informed responses.
- **Last for a proportionate amount of time** – Take into account the nature and impact of the proposal. Ensure that there is the right balance to get the quality of responses.
- **Be targeted** – Consider the full range of people, business and voluntary bodies affected by the proposal and whether representative groups exist. Ensure they are made aware and can access it. Consider how to tailor consultation to the needs and preferences of particular groups that may not respond to traditional consultation methods.
- **Take account of groups being consulted** – Consult stakeholders in a way that suits them. Charities may need more time to respond than businesses, for example.
- **Be agreed before publication** – Seek collective agreement before publishing a written consultation.
- **Facilitate scrutiny** – Explain consultations that have been received and how these have informed the proposals going forward.

## 8.0 Equality

8.1 A full EIA report has been opened and will be progressed during the consultation period. This will be amended throughout the consultation period.

**Background Papers:**

None

**Appendices:**

Appendix 1 – Gateway 1 Report

Appendix 2 – Family Support Review Scope

Appendix 3 – Gateway 2 Report

Appendix 4 – Options Scoring Matrix

Appendix 5 – Outline Consultation Plan

Appendix 6 – Options Explanation Document

Appendix 7 – Questions for Adults

Appendix 8 – Questions for Children

Appendix 9 – Words and Pictures

Appendix 10 - EIA