

Finance and Resources Committee

10am, Tuesday 2 February 2016

Extension of Short Residential Breaks at Barnardo's Caern Contract

Item number	7.8
Report number	
Executive/routine	
Wards	All

Executive Summary

This report is to request approval for a 24 month extension to the "Short Residential Breaks at Barnardo's Caern Contract". This extension request will also be submitted to the Convenor of the Finance and Resource Committee on the grounds of urgency, prior to the Committee Meeting, to request approval of uninterrupted care to the 25 children who currently attend the Caern Project for a short break.

Links

Coalition pledges	P1
Council priorities	CO1-CO6
Single Outcome Agreement	SO2, SO3

Extension of Short Residential Breaks at Barnardo's Caern Contract

1. Recommendations

- 1.1 It is recommended that the Finance and Resource Committee approve the extension of the "Short Residential Breaks at Caern" Contract for a total value not exceeding £650,000 to Barnardo's for ongoing provision of short breaks for the two year period from 1 April 2016 to 31 March 2018.

2. Background

- 2.1 The City of Edinburgh Council has commissioned services with Barnardo's Caern Project since 2003.
- 2.2 Barnardo's Caern Project offers regular short breaks to disabled children aged between five and 18 years old, to promote their social opportunities and to allow their families to have a short break from their caring responsibilities, thus helping prevent family breakdown.
- 2.3 A Service Level Agreement was in place with Barnardo's between 2003 and 2005 for the value of £620,000 per annum to deliver a short breaks service to up to 25 young people and their families by providing outreach support and by means of Caern's respite unit.
- 2.4 For the financial year 2005-2006 the block contract value of the service was changed to £700,000 per annum.
- 2.5 For the subsequent years from 2006 until 31st March 2015 the block contract value was £731,180 per annum. Barnardo's were commissioned to provide 30 to 35 placements per annum to disabled children who were assessed as eligible for short breaks away from their home.
- 2.6 The [Social Care \(Self-directed Support\) \(Scotland\) Act 2013](#) became law on 1 April 2014. This is a driver to how care support is delivered, arranged and reviewed and will have a significant impact on the future commissioning of services.
- 2.7 Following the implementation of this legislation, the Council entered into a more flexible one year contract with Barnardo's Caern Project for the year 2015-2016, to allow for potential reduction in provision due to families choosing to exercise self directed support options. The contract value reduced from £731,180 to

£509,040 and Caern were commissioned to provide support to 34 children who were currently using Caern under this Contract.

3. Main report

- 3.1 The [Social Care \(Self-directed Support\) \(Scotland\) Act 2013](#) places a number of duties on local authorities:
- 3.1.1 Children, young people and families must have as much involvement as they wish in both the assessment of their needs and the provision of any support to meet these needs.
- 3.1.2 The Council must offer children, young people and families who are eligible for social care support a choice of four mechanisms, referred to as the four options of self-directed support, through which their care and support needs can be met which meet agreed needs and outcomes:
- Option 1 – a direct payment – the money available to meet the child/young person’s needs is transferred to them in order for them to purchase and manage their own care
- Option 2 – the child/young person requiring support chooses the way in which their support will be provided and asks the Council or a third party to arrange it on their behalf
- Option 3 – the council chooses and arranges the support
- Option 4 – the child/young person’s needs and outcomes are met through a mix of the above options
- 3.1.3 The Council must provide a child/young person, and their family who will be offered the four options of Self-directed Support, an estimate of how much the Council thinks it will cost to meet their needs (indicative budget); this is the amount available to them and their social worker, or whoever is supporting them, to plan how their needs will be met and will achieve agreed outcomes.
- 3.1.4 The Council must facilitate the development of a diverse market with a variety of suppliers offering a wide range of services for families.
- 3.2 The Council has had to implement the new legislation for all new referrals and all reviews of existing service users taking place after 1 April 2014. Existing service users are continuing to be advised of their rights under the Self-Directed Support legislation, as part of the ongoing review process.
- 3.3 It is envisaged that all existing service users will have been transferred to one of the four options of Self-Directed Support within a period of five years (31 March 2019).

- 3.4 Currently services within Communities and Families are commissioned using a mixture of block contracts, grant awards and spot purchase agreements with a very small number of people receiving direct payments. Future commissioning, now requires a more flexible approach to meet the ever changing needs and demands of young people, their families or carers.
- 3.5 It is the budgets which have been previously and currently used to provide or procure these services, which will be allocated to individuals through the Funding Allocation System. In many cases, people will use their personal budgets to procure existing services, although in the future it is increasingly likely that people will choose to access different forms of support.
- 3.6 In 2015, the "Short Residential Breaks at Caern" contract was reviewed, with the aim of moving away from the previous block contract at an annual value of £731,180, to a more flexible contract, purchasing only what was required for the existing users of the service.
- 3.7 The Council entered into a further one year contract with Barnardo's Caern Project for the year 2015-2016. The contract value reduced from £731,180 to £509,040 and Caern were commissioned to provide support to 34 children under this Contract. This contract was authorised by the Head of Service for Children's Services.
- 3.8 This contract has been reviewed and, to promote the continuity of care and support for the remaining 25 children who still use the service and are yet to be reassessed, this service is still considered to be required. This report is requesting a further two year extension to this flexible contract. The contract is likely to reduce further in value over this period as it has already done so between 2014 and 2016. The extension will allow continuity of service to the remaining 25 young people whilst plans are set up to review their current supports.

4. Measures of success

- 4.1 Continuity of service to 25 children until such time that their assessment of need is updated and reviewed under the [Social Care \(Self-directed Support\) \(Scotland\) Act 2013](#) and they receive individual personal budgets with which to plan and choose their support.

5. Financial impact

- 5.1 The cost for 2016-2017 is estimated to be approximately £400,000 based on the costs for existing clients. This can be met from the existing Communities and Families Disability Budget.

- 5.2 The cost for 2017-2018 is estimated to be approximately £250,000 based on the costs of existing clients. This can be met from the existing Communities and Families Disability Budget.
- 5.3 As a child either leaves the service or is reviewed under Self-directed Support legislation, their individual package of support would be removed from the value of this contract, and any future supports that the child and their family choose would be arranged depending on their chosen option in line with legislation. Therefore, any reduction in the costs of the Barnardo's contract is re-invested to provide the alternative care packages agreed with children and their carers.
- 5.4 Should a family choose option 2 for continued support from Caern, this would be contracted on an individual basis.
- 5.5 There may be times that the Council will approach Barnardo's Caern to spot purchase in a crisis. This again would form an individual contract.

6. Risk, policy, compliance and governance impact

- 6.1 The extension of the contract enables the Council to maintain supports for 25 young people and allows time for reviews and assessments to take place over the next two years.
- 6.2 Should the service cease on 31 March 2016, 25 young people and their families will be without their current support and alternative supports would need to be found.
- 6.3 The sudden cessation of support would increase the risk of family breakdown and could lead to some children being accommodated or requiring significantly more expensive support packages.
- 6.4 The risks associated with not tendering this contract are low in comparison to the risk of 25 children and their families being without support on 1 April 2016, and the risks associated with removing the support service for which established relationships with vulnerable individuals is in place. There is also no current alternative provider who would be able to deliver this contract from 1 April 2016 and the reducing demand makes it an unattractive option for new markets.

7. Equalities impact

- 7.1 This extension will ensure continued provision of a service to 25 disabled children, for whom it would be difficult to secure alternative support within such short timescales.
- 7.2 There is an overall Equality Rights Impact Assessment (ERIA) which has been completed in respect of the Personalisation Programme which was established to monitor and support the implementation of the [Social Care \(Self-directed Support\) \(Scotland\) Act 2013](#) within the Council.
- 7.3 The fundamental principles of Self-directed Support are choice and control, enabling people to choose how to live their life and have control over the way in which their care needs are met. This extension will allow time for the current users of the service to be reviewed in line with these principles.

8. Sustainability impact

- 8.1 The impacts of this report have been considered in relation to the three elements of the [Climate Change \(Scotland\) Act 2009 Public Bodies Duties](#). There are no adverse environmental outcomes arising from this report

9. Consultation and engagement

- 9.1 Each family who currently have a child who uses Barnardo's Caern Project will be written to prior to the 1 April 2016 to have their allocated nights confirmed for the year 2016-2017. The letter will also inform them of the intention to review the support under Self-directed Support legislation and the process and timescales for undertaking this.
- 9.2 Regular meetings with the management at Caern to monitor and evaluate the contract will continue. These meetings will be held a minimum of six monthly and the contract is also monitored by monthly returns.
- 9.3 It is recognised by the Scottish Government and Audit Scotland that the implementation of the Self-directed Support legislation will take time and will continue to be developmental. In order to support ongoing consultation the following has been established:
 - 9.3.1 A Parents/Carers Checkpoint Group, meeting four monthly to discuss matters in relation to Self-directed Support.
 - 9.3.2 A newsletter has been developed and issued on a four monthly basis through a school-bag drop to all children who receive special or additional education services. The purpose of this newsletter is to keep children and

their families up to date with Self-directed Support and service developments.

- 9.3.3 A Market Place Event took place in March 2015 at The Yard for providers and families to come together, to provide information sessions and to develop market shaping alongside providers and families.
- 9.3.4 Support to providers through workshops to join our online directory Edinburgh Choices.
- 9.3.5 An online and paper consultation with parents and carers in February 2014 to inform future market shaping and information sessions on Self-directed Support.
- 9.3.6 Regular engagement and consultation sessions with providers who support children with a disability in Edinburgh to aid the implementation of the legislation and facilitate forward thinking in promoting a diverse and flexible market place for children and families in Edinburgh. This has included the establishment of a six monthly providers forum.
- 9.3.7 Presentations to established carers/parents groups across the city.

10. Background reading/external references

A Whole Systems Approach to Self-directed Support in Edinburgh

[National Self-directed Support Strategy 2010-2020](#)

[Social Care \(Self-directed Support\) \(Scotland\) Act 2013](#)

[Progress on the Implementation of Self-directed Support in Children and Families, Education, Children and Families Committee \(May 2014\)](#)

[Audit Scotland Report on Self-directed Support and associated documents \(June 2014\)](#)

Briefing Note for Elected Members Audit Scotland Report on Self-directed Support (June 2014)

Self-directed Support Self Assessment Checklist for Council Officers (June 2014)

National SDS Questionnaire to local authority SDS Leads (July 2014)

Assurance Review Report Personalisation Programme (February 2015)

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Acting Executive Director of Communities and Families

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11. Links

Coalition pledges

P1 – Increase support for vulnerable children, including help for families so that fewer go into care

Council priorities

CO1 – Our children have the best start in life, are able to make and sustain relationships and are ready to succeed

CO2 – Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities

CO3 – Our children and young people in need, or with a disability, have improved life chances

CO4 – Our children and young people are physically and emotionally healthy

CO5 – Our children and young people are safe from harm or fear of harm, and do not harm others within their communities

CO6 – Our children and young people's outcomes are not undermined by poverty and inequality

Single Outcome Agreement

SO2 – Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

SO3 – Edinburgh's children and young people enjoy their childhood and fulfil their potential

Appendices