

**Name of meeting:** Cabinet  
**Date:** 23 August 2016  
**Title of report:** Request for approval to engage and consult on the proposals for the future service offer for the Young People's Activity Team (YPAT) in Kirklees

<b>Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?</b>	Yes
<b>Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a></b>	Yes Private Report/Private Appendix – No
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	Yes
<b>Date signed off by <u>Director</u> &amp; name</b>  <b>Is it also signed off by the Director of Resources?</b>  <b>Is it also signed off by the Assistant Director (Legal, Governance &amp; Monitoring)?</b>	Sarah Callaghan & Richard Parry, 10 August 2016  David Smith, 5 August 2016  Julie Muscroft, 5 August 2016
<b>Cabinet member <a href="#">portfolio</a></b>	Family Support & Child Protection AND Adults, Health and Activity to improve Health

**Electoral wards affected:** All wards affected

**Ward councillors consulted:** None

**Public or private:** Public

## 1. Purpose of report

- 1.1 This report has been drafted in response to the need to make a total of £584k savings, expected to be made from the Young People's Activity Team (YPAT ) budget for 2017/18- whole service savings. The report outlines the current offer and proposals to seek Cabinet approval to carry out engagement and consultation with current users of the service (YPAT) and the wider short breaks provision, along with their parents and carers, staff and key stakeholders, in order to redesign the future service offer. It also proposes some specific early saving.

Whilst the savings are planned in YPAT services, this report needs to be viewed in the context of the overall support to parents of disabled children.

## **2. Summary**

2.1 Early intervention and prevention is all about working across the council, partners and communities to support people to have the lives they want with support from the council only when they need it. It is all about giving people the right support at the right time whilst making the best use of money and preventing people needing expensive care and unnecessary support in the future. It is also about how we work together differently to improve people's quality of life. This is important for us all.

2.2 The council is facing increasing costs and demand for care and support services for children, young people and adults with a disability, whilst having significantly less funding available. We need to ensure the funding we do have is spent on the most appropriate service, ensuring that we:

- Demonstrate value for money, with savings made as appropriate;
- Better meet individual and families' needs;
- Have a key focus on developing life skills and maximising independence - ensuring continued development, working closely with families;
- Are better co-ordinated and joined up with our partners, independent, voluntary sector and communities;
- Provide a clear offer – across all ages - with clear and robust criteria, policies, pathways and processes.

### **2.3 All Age Disability Service**

For many years we have been told by parent carers, children and adults with a disability that joined up services across all ages would help to ensure consistency, clarity and ultimately better quality services and support to people living in Kirklees with a disability.

The Council has commenced a programme of work to develop an All Age Disability Service. Some of the underpinning principles for the service;

- Better prevention and early intervention to promote independence and prevent family breakdown
- Adopting a whole family and life long approach
- Enable all people with disabilities to live safer lives and protect the most vulnerable
- Promote equal access to community opportunities and a whole range of universal services
- Make all of our processes, personalised, flexible, transparent and cost effective

### **2.4 Kirklees Children's Special Educational needs and Disabilities (SEND) Vision**

The Kirklees Children's Special Educational needs and Disabilities (SEND) Strategy sets out the following aim. Children and young people with SEND will:

- have a positive part to play in their communities and Kirklees should be a place where they are able to participate fully alongside others in the life of their community

- with their families and carers being actively involved in the planning and delivery of services from all agencies;
- able to get the best positive start in life and have the opportunity to achieve their full potential;
- be able to access holistic, flexible services that work in an integrated way with all agencies.

We will work across Kirklees with children, young people and their families to ensure that need is identified early and appropriate action is taken to achieve high outcomes and maximise independence.

## 2.5 Respite and Short breaks

Respite and Short breaks come in many different forms. They give children and young people the opportunity to have a fun experience with or without their parents or carers.

Examples of respite and short breaks can include:

- Support in the home (day or night)
- Activities outside of the home
- Services that offer help and support to carers in the evenings or during school holidays

Currently, a range of respite/short breaks provision exists for disabled children, young people and adults Kirklees. Examples of these include:

- Universal – open access community based activities e.g. after school clubs, youth clubs, holiday playschemes;
- Buildings and community based provision for those with complex/specialist needs e.g. YPAT, Orchard View & Mill Dale;
- Family based – e.g. Shared Lives (Adults with a Disability), fostering (Disabled Children), domiciliary care type support;
- Direct Payments.

2.6 Work has been undertaken to review the current offer, including the take up and costings, in order to support the work required to redesign/develop the future Early Intervention and Prevention (EIP), All Age Disability respite/short breaks offer.

2.7 A report was drafted for the Early Intervention and Prevention Programme Board on 7 June 2016, outlining the findings following the review. Following that we now seek approval from Cabinet to go out to consultation on the review/reduction/redesign of the current YPAT offer.

## 3. **Information required to take a decision**

### Review of the Service / Work to Date

3.1 Kirklees Council commissioned Healthwatch to carry out an independent review in autumn 2015 to ask people their views on having an all age disability service for the area. The final report was made public in February 2016.

3.2 A range of methods were used by Healthwatch to engage with people, including an online survey and focus groups. In addition, council officers have attended various focus groups, partnership boards and meetings, to talk to people about their view of the service.

- 3.3 Resident feedback included the need for children and young people activity services - especially during school holidays and weekends. Care and support provided in the family home was also top of the agenda with many seeing this as essential.
- 3.4 People also want to see new types of care services developed in Kirklees and help given to local communities to come together to develop community support solutions. Findings also suggested that it was important for people to feel included and able to access the full range of services in their communities. This links positively with the direction of early intervention and prevention.
- 3.5 As part of ongoing engagement, the programme board have set up a carer forum, regular updates are provided on the Council's internet pages, along with the use of Involve (online tool).
- 3.6 Briefings have been held with staff and Trade Unions and regular internal updates have been provided via the Council's intranet pages, internal bulletins and blogs.

#### Review of the current respite and short breaks offer and findings

- 3.7 In line with these findings outlined above, the Early Intervention & Prevention Programme board are looking to develop proposals for the future respite/short breaks offer in Kirklees. At this stage consideration is being given to:
  - A move towards family/home based/personalised support solutions
  - An expansion of the inclusive offer in the community
  - A refocus of the buildings based offer with the creation of specialisms in the buildings based offer in order to meet demand; to meet the needs of those with autism/behavioural problems, profound and multi learning disabilities and complex health needs.
- 3.8 Consideration needs to be given as to what the future place in the market for in-house respite/short breaks provision is, in order to ensure best value.
- 3.9 The Resource Allocation System (RAS) is critical to ensuring that the correct amount of funding is allocated following assessments. This will ensure that assessors, families and individuals are clear on the decision making process and that packages are reviewed to demonstrate best value and outcomes for individuals.

#### Young People's Activity Team (YPAT) - service offer

- 3.9 YPAT provides sessional leisure and recreational activities for children and young people aged 5 to 18 years who have a wide range of disabilities and have been assessed as having a need by a Disability Team Social Worker.

#### **The service**

- Is a Council managed service that provides after school, youth, weekend and holiday clubs for disabled children and young people in Kirklees;
- Is accessed at present, by approximately 180 disabled children and young people and 18 disabled adults;
- Has a controllable budget of £590,263 (including inflation provision) for 2016/17. The unit costs for the sessions provided range from £57 to £161 per child per session. The time period for each session ranges between 2.5hrs and 7 hrs;

- Currently employs; 23 staff on a substantive contract, 1 staff member on a fixed term contract, 1 apprentice and 61 staff on a casual basis. The service also has 15 volunteers;
- Is based in Ravensthorpe in Dewsbury.

### **General findings - wider respite and short breaks offer**

- Gaps have been identified – offer for children and young people in transition and specialist provision- e.g. autism/behavioural needs;
- There is a need to consider better use of existing assets- across Children, Adults and Health;
- The market is not sufficiently developed to allow for flexibility, choice and best value options.

### **Proposals:**

- 3.10 As a result of the work done by the Healthwatch we now have sufficient feedback to enable us to start to consult with stakeholders, members of the public, users, etc. There is no specific statutory duty to consult, however as this may result in a major change to a service affecting a protected characteristic group we are keen to ensure that we engage with people to reshape the offer.
- 3.11 Cabinet approval is sought to commence a consultation and engagement exercise with current users of the YPAT service, along with their parents and carers, staff and key stakeholders, in order to redesign the future service offer. It is critical that those accessing the service are engaged in the design of the future offer.
- 3.12 The service needs to be reviewed as priority, given the MTFP savings identified for 2017/18 and potential options need to be agreed for future offer. It should be clearly noted that a reduction/ redesign of service, will not achieve the whole service savings expected in the MTFP. The shift of any shortfall in expected savings will lead to pressure in other service areas.
- 3.13 It is clear that further market shaping and partnership development work is required and this will take some time. Retaining and redesigning elements of the service, at this time, would ensure a continued offer for those with the greatest need.
- 3.14 The All Age Disability Programme Board (which reports to the EIP Programme Board) is currently liaising with local special schools and partner organisations, about the potential to work in partnership to further develop the offer. This fits with the visions for New Council and Early Intervention and Prevention.
- 3.15 As the full savings are unlikely to be made in 17/18, some immediate changes are being proposed to offset this:
- Cease provision of meals at the YPAT after school club- offer of drinks and snacks only. Children accessing the service should have had a full meal at school. Risk - potential for complaints from parents and carers. Need to consider individuals' dietary needs;
  - Cease the YPAT Adults provision - not cost effective and not provided as part of an assessed need. There is a waiting list for children requiring weekend places. Potential for complaints from service users, parents and carers. There is no service level agreement in place, there would be a need to consider giving sufficient notice (3-6 months). 18 young people access this separately funded provision;

- Immediate review of management and Business Support Office arrangements; more effective use of resources required to ensure flexibility and cover during service operational hours. HR/TU issue;
- Review of current Service Level Agreements to ensure cost effective.

## **Legislative Framework**

### **Short Breaks**

3.15 The Breaks for Carers of Disabled Children Regulations 2011 provides further detail on how local authorities must perform their duty under the Children's Act 1989, to provide, as part of the range of services they provide for families, breaks from caring for carers of disabled children to support them to continue to care for their children at home and to allow them to do so effectively. These regulations require local authorities to;

- ensure that, when making short breaks provision, they have regard to the needs of different types of carers, not just those who would be unable to continue to care without a break;
- provide a range of short breaks, as appropriate, during the day, night, at weekends and in the school holidays;
- provide parents with a short breaks services statement, detailing the range of available breaks and any criteria attached to them;
- have regard to the views of carers in the area when preparing or revising its Short Breaks Statement.

3.16 The regulations also state that Local authorities should ensure that;

- parents are engaged in the design of local short breaks services
- they are working in partnership with Health Services to understand the range of short breaks services in their area and to train the workforce

3.17 The Care Act 2014 states that adults will only be eligible for adult social care support if they meet all three of the conditions outlined below. We take into consideration the three criteria for eligibility outlined below:

- If an individual has a disability, health need or impairment
- As a result of this disability, health need or impairment the individual is unable to manage some important aspects of their life without support
- And this is having a significant impact on the individual's wellbeing - physical, mental, emotional or social

### 3.18 Carers eligibility criteria

There is national guidance to work out if, as a carer, an individual is eligible for support in addition to that of other services. The criteria is used to make sure everyone, who is a carer, is treated fairly.

### 3.19 Public Sector Equality Duty (PSED)

The Council must have due regard to the need to:

- eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act;

- advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it;
- foster good relations between people who share a relevant protected characteristic and those who do not share it.

The protected characteristics covered by PSED are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnership (only in respect of eliminating unlawful discrimination).

### 3.20 Consultation Principles

The legislation does not prescribe what form the consultation must take or prescribe the consultees but the consultation must meet the overriding legal requirements of fairness for it to be lawful.

- The consultation must be at a time when proposals are at a formative stage;
- The proposal must be set out in an intelligible way and give sufficient reason for intelligent consideration and response;
- Adequate time must be allowed for consideration and response;
- The results of the consultation must be conscientiously taken into account in finalising the proposals and making a decision.

## 4. **Implications for the Council**

- Financial - A total of £584k savings are expected to be made from the Young People's Activity Team (YPAT ) budget for 2017/18 - whole service savings
- Industrial Relations - may be some staff affected
- Any changes to the current service may be unpopular with disabled children and young people and their parents and carers.

### 4.1 An Equality Impact Assessment has been completed.

A review of the current service will ensure the development of new opportunities for the future:

- Much more personalised and flexible solutions for families;
- Further development of the workforce - modern, flexible, emotionally intelligent and able to support new ways of working;
- More efficient and effective use of Council resources and assets;
- A better co-ordinated and joined up offer with our partners, independent, voluntary sector and communities;
- Better prevention and early intervention services; inclusive, outcome focussed services, with a clear focus on maximising independence;
- Adoption of a whole family approach;
- Continued offer for those with the greatest levels of need.

### 4.2 Risks and Issues

- Concerns over any proposed changes to services may result in resistance to change from service users, families & carers- may lead to negative media coverage and political objections;
- May lead to situations requiring more costly services, if a suitable alternative is not sourced;

- Significant risk that the market will not be shaped sufficiently by the end of this financial year, in order to meet demand, therefore there is potential for Legal challenge;
- There is a need for a clear Disabled Children’s Commissioning Strategy and Market Position Statement;
- Any reduction in the service will impact on staffing- redeployment or potential redundancies;
- No change in service will lead to savings not being achieved.

#### 4.3 Mitigation Planning

- In order to ensure that effective communication and engagement takes place, a detailed Communications and Engagement plan is being developed;
- Additional resources have been identified to support the work to carry out the reviews of all of current users of the service. These reviews will ensure that those eligible will have their needs met as appropriate;
- The Disabled Children’s Commissioning Strategy has been drafted and is now ready for sign off. The Market Position Statement is being developed. Commissioners will work with providers to ensure that the market is shaped sufficiently and encourage the development of new, innovative ways of delivering support, stimulating new businesses and organisations;
- The service will look to minimise any impact on staffing by looking at options including voluntary redundancies and redeployment in line with the Council’s redundancy framework;
- We will work with families to ensure that they fully understand the Resource Allocation System (RAS) and support individuals, carers and their families to make best use of all the resources available to them and to develop a plan which best meets their needs.

### 5. Consultees and their opinions

See section 3 above

### 6. Next steps

#### Timeline

Action	Date complete
Present report to Cabinet	23 August 2016
Formal consultation to commence with service users, parents and carers (subject to approvals)	31 August 2016
Formal consultation to commence with staff and trade unions (subject to approvals)	31 August 2016
Formal consultation closes with service users, parents and carers (subject to approvals)	14 October 2016
Formal consultation closes with staff and trade unions (subject to approvals)	14 October 2016
Present report to Cabinet	17 January 2017



## **7. Officer recommendations and reasons**

- 7.1 Cabinet approval is sought to commence a consultation and engagement exercise with current users of the YPAT service, along with their parents and carers, staff and key stakeholders, in order to reduce and redesign the future service offer.

## **8. Cabinet portfolio holder's recommendations**

Portfolio Holders are broadly supportive of the proposal to commence a consultation and engagement exercise with current users of YPAT, their parents and carers, staff and key stakeholders and have suggested effective engagement with local Councillors to support this.

## **9. Contact officer**

Michelle Cross, Head of All Age Disability Service

## **10. Background Papers and History of Decisions**

- Appendix A – Healthwatch report – Kirklees Executive Summary, Proposal for an All Age Disability Service

Full report available at: <http://healthwatchkirklees.co.uk/wp-content/uploads/2015/07/FINAL-report-AADS-2.pdf>

## **11. Assistant Director responsible**

Sue Richards, Assistant Director for Early Intervention & Prevention



ournewcouncil

Early Intervention & Prevention (EIP)  
**All Age Disability Service**



# Healthwatch Survey

Executive Summary  
Proposal for all age  
disability service

## Background

Kirklees Council commissioned an independent review in autumn 2015 to ask people their views on having an all age disability service for the area.

The final report was made public in February 2016 on Kirklees Healthwatch website.

The aims and objective of the engagement work was to influence and shape services for people with disabilities and to maximise the independence of children and young people in preparation for adult life.

## Methodology

Healthwatch Kirklees sought feedback in various ways from people with a range of disabilities and their carers. This included:

- An [online survey](#) which asked how important various things are to people in relation to the eight principles identified as critical for the formation of an all age disability service.
- Focus group workshops with people with a disability and their carers. Kirklees Sensory Services developed a BSL video to promote the workshops to the Deaf community
- Healthwatch staff visited disability groups and individuals to gather their views and concerns.

## Summary of engagement responses

The findings outlined below are in the full report.

- 135 online survey responses , 19 easy read survey responses
- Eight group discussions and one to one work

The following quotes are taken from the report and outline the key concerns and issues that have been raised in the feedback:

- Children and young people activity services are especially important during school holidays/weekends
- Care and support provided in the family home is essential.
- There are new types of care services people would like to see developed in Kirklees and other forms of support the council could provide to help local communities come together to develop community support solutions. This links positively with the direction of early intervention and prevention and could include menu of resources in the community.
- Parents and carers came up with the following ideas for new approaches, facilities and support they would like to see. This included:

*“A purpose built disability information centre and training for staff under one roof would be wonderful.”*

*“Activities bringing families together like ‘Strong Parents Reaching Out’ (SPROUT). We need more behaviour support, resilience training for parents.”*

- Findings suggested that it was important for people to feel included and able to access the full range of services in their communities. People talked about how they wanted others to have a better awareness of disability to help alleviate misconceptions and improve understanding of some of the issues faced by people with a disability:

*“Being allowed and able to go to “normal” people’s groups.” “We need more services closer to home.”*

*“Would love local services to embrace social media more.”*

- People felt it was very important to develop and maintain independence. There is a need for an enablement approach to assist people to live and travel safely and independently.

*“I can’t drive and can’t manage to use buses.”*

*“If only I could live independently...I know I’ll have to one day, I will have to move out.”*

- People felt that they want to contribute to society in their own ways and felt it was most important to support with employment and to support people in attending an education setting. A number of very positive comments were received for REAL Employment:

*“Real employment for adults with learning disability (REAL) has helped with my confidence and have organised many activities for me to do to help me feel included and have something meaningful to do and given me the opportunity to build my skills while I look for work.”*

*“I want a personal assistant to support me to work/volunteer because I want to be a part of society and pay my own way and not get everything free.”*

- Being fully involved in decisions about care and support is very important to people. They want to feel in control and empowered to make choices around all aspects of their life:

*“Everyone with a disability should be able to reach their full potential and live as full a life as possible. The service should focus on what they CAN do, rather than what they can’t, and they should have as full a say as possible in what the system provides them with.”*

- There are a number of issues and barriers people face when attempting to access health-related services:

*“GPs should highlight all carers young and old who attend their practice.”*

*“I have not had any support for access to specialist services.”*

- It is important to have the right support when planning for the future and having a seamless transition between services for children, young people and adults:

*“I worry massively about how my children will cope as adults and who they would be cared by if anything was to happen to me.”*

*“I want some information when I’m ready to move out, about different places that I could live. And maybe to look around the different places, I live with family now.”*

*“Support was lacking at transition to adult services and should be ongoing.” “Moving from childhood to adulthood was the most scary and difficult transition.”*

*“There’s nothing for siblings of children with a disability.”*

*“Often carers can feel lonely and isolated and it is important that they receive relevant information at the time of need, not by chance.”*

Some people felt positive about the idea of an all age disability service and want to be involved in the shaping of the service, while others were concerned that it is a cost-cutting exercise. A number of comments made suggested that people had misunderstood what an all age disability service might mean, highlighting that clear communication and articulation of what the service entails is essential.

## **Recommendations**

Kirklees Council is committed to listening to the views of Kirklees residents and stakeholders regarding the reshaping and repurposing of its disability services. The stakeholders have been mapped and divided into groups and a detailed Communications strategy for each group will be included within the Communications Plan.

## **What next**

Further development work engagement with relevant stakeholders will continue.

## **Further information**

Please contact [Balwinder.Kaur@kirklees.gov.uk](mailto:Balwinder.Kaur@kirklees.gov.uk) on 01484 221000