

OFFICER DECISION RECORD 1 FORM

This form should be used to record Officer Decisions in Excess of £100k (but below the key decision threshold), or where required by Financial, Contract or other Procedure Rules or following formal delegation from Cabinet or a Cabinet Member or a Council Committee.

Decision Reference No: 2223014

BOX 1

DIRECTORATE: :Learning,
Opportunities, Skills & Culture

DATE: 25/05/22

Contact Name: Kate Featherstone-
Bennett

Tel. No.: [REDACTED]

Subject Matter: Future Placement Needs Strategy- Short Breaks and Residential Care for Children With Disabilities

BOX 2**DECISION TAKEN**

To refurbish the current overnight provision at Oakland's (8 bed unit) into 2 separate units:

- 1 x 4 bed short breaks overnight provision, and
- 1 x 3 bed home for children with disabilities to enable children to be brought back to the borough and/or provide capacity for future years.

The current Oakland's premises require internal changes only and would not need planning permission and registration for the change of use.

BOX 3**REASON FOR THE DECISION****Background**

The Future Placements Strategy approved by Cabinet on 17th December 2019 endorsed the decision to develop a more modern and improved Short Breaks overnight offer. The original plan was to go out to the market to see if a provider could deliver an overnight respite service for much less costs than the current overnight service at Oakland's provided by Doncaster Children's Services Trust (DCST) and a savings target of £500k was attributed to this proposal.

Market engagement with independent providers was undertaken in early 2020 and although options were considered the need to provide a suitable building was the main issue with no viable options.

The decision was then taken to look at refurbishing the Oakland's site and working with DCST to review the delivery model. TUPE implications of tendering the service delivery were seen as a

barrier for external providers and work was undertaken with DCST to cost out the deliver model within the revised financial envelope.

The Oakland's building is a large site consisting of 2 adjoining bungalows providing 8 bedrooms for use by children and young people. The interior is clinical in appearance and does not provide a homely environment. There is limited external parking which can cause disruption to residents on the small cul-de-sac it is situated on.

The initial options for the site considered plans to reduce the building size and capacity to provide a 4 bed short breaks overnight unit and provide additional onsite car parking.

Whilst the principles remain the same within the Future Placements strategy to improve the Short Breaks overnight offer, the pandemic has led to changes in approach to the delivery model and needs of the children and young people

Delivery models

- **Short Breaks**

The plan is to provide 4 short break beds and to increase occupancy rates. The Statement of Purpose has been amended to reflect this and has been submitted to Ofsted

The packages agreed per annum for Oakland's as at January 2022 were 577 Short Breaks nights, 169 Day/Tea visits, 88 Social Care nights and 260 Social Care Shared Care nights. Based on the current 8 bed unit this equates to occupancy of 37.5%.

In the new delivery model, the 260 Social Care Shared Care nights would be delivered from the Children with Disabilities home. The remaining existing activity will be delivered from the Short Breaks unit and by reducing to a 4 bed unit the revised occupancy will become 57%. The aim is to increase the occupancy rate for Doncaster Children to at least 75% through promoting the service more, asking current Direct Payment overnights packages if they want to change to Oakland's overnights, and offering the service for any new requests for overnight support.

- **Children with Disabilities**

A 3 bed home for children on a permanent or shared care basis who will access community education. The initial proposal is for two of the beds to be for permanent placements and the third bed a shared care bed to enable children to be brought back to the borough and/or provide capacity for future years. If the future demand is more for shared care rather than permanence then there is the flexibility to have two shared care beds and one permanent bed.

Financials

Short Breaks

The budget for Oakland's Short Breaks unit is £978k; this budget is with Doncaster Children's Services Trust and is funded via the contract payments from the Council.

At the time of the Cabinet report in December 2019; the proposed savings from a revised overnights offer was £500k but as the project has developed it became apparent this was not achievable and as part of the budget approved for 2022/23 this has been revised down to a £250k saving.

Doncaster Children's Services Trust have provided the Council with a revised staffing & costs model of £806k for the proposed 4 bed Short Breaks Unit which delivers £172k of the £250k savings target.

Children with Disabilities

There were 4 new Out of Authority (OOA) placements in 2020/21 and in 2021/22 1 placement moved from In House Fostering to OOA which has led to a significant budget pressure.

For the approved 2022/23 budget, the Children with Disabilities placements budget was modelled for the next three financial years, and as part of the Future Placements Strategy the Council asked Doncaster Children's Services Trust to provide a staffing & costs model for Oakland's if it was repurposed to provide internal beds, 2 for permanent placements and 1 for shared care placements, to enable children to be brought back to the borough and/or provide capacity for future year's growth.

The staffing & costs model provided by Doncaster Children's Services Trust to run a 3 bed Children with Disabilities home equates to £748k which is within the £800k financial envelope in the Council's budget. The unit costs equates to £249k per bed; in comparison the current average cost of a Children with Disabilities out of authority placement, of which some do include Education on site, is £259k

Designs/Costs:

Full design plans have been drawn up and agreed with amendments made as per consultation with staff/families and in response to changes in securing building materials. Capital funding has been agreed.

Work is expected to start on 20th June 2022 and will be completed in full by 31st March 2023. The Short Break unit (Bungalow 1) will be fully renovated in Stage One of the works. Service delivery will move to Bungalow 2 during this period with as minimal disruption to the overnight offer as possible. Children and young people will be supported to transition smoothly into the other side of the building and families will be kept updated on progress.

A number of remedial works are required before children and young people can utilise the temporary side of the building. Works commenced on the 16th May 2022 and will be completed in time for the full works to commence on 20th June.

On completion of the Short Break Unit renovations, service delivery will resume in Bungalow 2 and works will commence on the CWD Residential Home in Bungalow 1. The CWD home is expected to go live in April 2023.

All works will be completed sensitively and staff, CYP, families and local neighbours will be kept updated either by LA Officers or the PBM Site Manager.

BOX 4

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- **Maintain 8 bed Short Break home-** This is not a viable option as occupancy can be as low as 30% therefore not an efficient use of resource
- **Demolish half of the current building creating a 4 bed Short Break home with increased outdoor space-** Very negative feedback from consultations due to the massive disruption to services and the neighbourhood while the building is being demolished.
- **Decommission the Short Break service and put out an external tender-** This was not an option due to challenges within the market, complicating factors with regards TUPE and availability of appropriate assets within Doncaster.

BOX 5

LEGAL IMPLICATIONS

The proposals contained within this report relating to the future placement of children and young people, will assist in the Council and the Doncaster Children's Trust meeting their various statutory duties in relation to Children in Care and Children with complex needs. This includes duties in the Children Act 1989 and the Breaks for Carers of Disabled Children Regulations 2011. The 2011 Regulations require the local authorities to provide, so far as is reasonably practicable, a range of services which are sufficient to assist carers to continue to provide care or to do so more effectively. This includes as appropriate a range of:

- (a) day-time care in the homes of disabled children or elsewhere,
- (b) overnight care in the homes of disabled children or elsewhere,
- (c) educational or leisure activities for disabled children outside of their home, and
- (d) services available to assist carers in the evenings, at weekends and during school holidays.

Local authorities must also prepare and publish a short breaks service statements for carers in their area setting out details of:

- (a) the range of services provided,
- (b) any criteria by which eligibility for those services will be assessed , and
- (c) how the range of services is designed to meet the needs of the carers in their area.

Local authorities must have regard to the views of carers in their areas when preparing and reviewing the statement.

A consultation exercise on the proposals has been undertaken with relevant stakeholders. A lawful consultation requires: (i) that it takes place when the proposals are still at a formative stage; (ii) sufficient reasons are put forward for the proposal to allow for intelligent consideration and response; (iii) adequate time to be given for consideration and response; and (iv) the product of the consultation is required to be taken into account by the decision maker before taking a final decision on the proposals.

In addition, the decision maker is reminded of their obligations under section 149 Equality Act 2010. This section contains the Public Sector Equality Duty (PSED) which obliges public authorities, when exercising their functions, to have 'due regard' to the need to:

- a) Eliminate discrimination, harassment and victimisation and other conduct which the Act prohibits;

- b) Advance equality of opportunity between people who share relevant protected characteristics and those who do not; and
- c) Foster good relations between people who share relevant protected characteristics and those who do not.

Protected characteristics are age, gender, disability, race, sex, sexual orientation, gender reassignment, religion or belief and pregnancy and maternity. Only the first aim of the PSED set out in paragraph (a) above applies to a further protected characteristic of marriage and civil partnership.

Having due regard to advancing equality involves: -

- Removing or minimising disadvantages suffered by people due to their protected characteristic;
- Taking steps to meet the needs of people from protected groups where they are different to the needs of other people; and
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

The decision maker must consciously consider and have due regard to the three aims of the general equality duty when dealing with these proposals.

Name: Neil Concannon Signature: [REDACTED] Date: 27/5/22

Signature of Assistant Director of Legal and Democratic Services (or representative)

BOX 6

FINANCIAL IMPLICATIONS:

Capital

The projected costs of the works required to refurbish the current overnight provision at Oakland's into 2 separate units is as follows:

	Quote	Contingency 10%	Design Fees 15%	Total
	£	£	£	£
Phase 1 - Short Breaks	498,725	49,872	74,809	623,406
Phase 2 - CCU	330,626	33,063	49,594	413,282
Enabling Works	17,745	1,774	2,662	22,181
Project Building Cost				£ 1,058,869

Associated fees: Asbestos	428
Planning	262
Building Control	1,606
Total Project Cost	£ 1,061,166

In the Council's Capital Programme for the Future Placements Strategy there are allocations of £600,000 for Children with Disabilities new homes and £437,000 for Short Breaks overnight provision which will be fully used to fund this proposal. The remaining balance of £24,166 will be funded from an £100,000 annual allocation in the Capital Programme for Short Breaks.

It is proposed to amalgamate the capital allocations of £1,061,166 detailed above into 2 separate capital codes for the two separate phases of work.

Revenue

The budget for the Oakland's Short Breaks unit is £978k; this budget is with DCST (Doncaster Children's Services Trust) and is funded via the contract payments from the Council (Please note this budget will be under the Council when DCST transfer back into the Council). As part of the budget approved for 2022/23 the original £500k savings target for a more modern and improved Short Breaks overnight offer has been revised down to a £250k saving.

DCST provided the Council with a revised staffing & costs model of £806k to be implemented for the 4 bed Short Breaks Unit which delivers £172k of the £250k savings target. The remaining £78k can be achieved through a combination of savings on Direct Payment overnights if Oakland's is used instead, and on the days occupancy is less DCST are looking into their staff providing sessional support in Oakland's or in the community reducing the need to externally commission this service.

For the approved 2022/23 budget, the Children with Disabilities placements budget allocated £800k for Oakland's to provide internal beds, 2 for permanent placements and 1 for shared care placements, to enable children to be brought back to the borough and/or provide capacity for future year's growth. The staffing & costs model provided by Doncaster Children's Services Trust to run a 3 bed Children with Disabilities home equates to £748k which is within the £800k financial envelope in the Council's budget. The unit costs equates to £249k per bed; in comparison the current average cost of a Children with Disabilities out of authority placement, of which some do include Education on site, is £259k.

Name: Aaron Bathgate **Signature:**  **Date:** 30/05/2022

Signature of Chief Financial Officer and Assistant Director of Finance (or representative)

ANY IMPLICATIONS SENT TO DEPARTMENTS SHOULD GENERALLY BE SUBMITTED AT LEAST 5 WORKING DAYS IN ADVANCE TO ENSURE THESE CAN BE GIVEN THE RELEVANT CONSIDERATION.

BOX 8

EQUALITY IMPLICATIONS: (To be completed by the author).

A robust matching assessment has been developed alongside the Impact Risk Assessment to ensure that, when operating as a smaller home, children and young people will get the most from their stay; building social skills and relationships, and ensuring they continue to make progress towards their EHCP and Short Break targets in a safe environment. All children have a risk assessment and their care needs assessed with all of the children and young people receiving at least 1:1 care.

BOX 9

RISK IMPLICATIONS: (To be completed by the author)

Current challenges with recruitment in the care sector, particularly for Registered Children's Home Managers, see an increased risk that the new CWD Residential Home will not have a full staffing complement. Work is ongoing to secure staff to cover current vacancies and establish links with approved recruitment agencies to generate further interest in positions closer to the time of being needed.

BOX 10

CONSULTATION

- **Residents and Community**

Work on the premises will be predominantly internal with some external landscaping and improvements to car parking. Residents have been invited to a number of information sessions where full plans have been shared, the most recent taking place in March 2022. Residents are very supportive of the programme and have just asked to be kept up to date with progress and that noise/disruption is kept to a minimum where possible. Ward Members have also been consulted with and are supportive of the proposals.

- **Children, young people and their families**

Several meetings have been held with parents the most recent of which in March 2022 to discuss the revised delivery options and share the plans. Feedback from earlier consultations has been taken into account and plans changed accordingly. The plan will see the unit modernised and be less clinical, which is in keeping with the original ambitions to be more of a familial home environment. Families are generally supportive of the final plans providing the impact on children is as minimal as possible and that they are kept up to date with progress etc.

- **Staff**

There has been on-going consultation with staff, who are supportive of the approach. There is no expectation that there will be any staff redundancies.

- **Cabinet Members**

Portfolio Holders have been consulted and kept updated throughout. An Options Paper (attached) was submitted in January 2022 and recommendations agreed with the exception of the option to sell Short Break beds to other LA's. This may be an option for the future if occupancy remains low.

**BOX 11
INFORMATION NOT FOR PUBLICATION**

This ODR may be published in full, redacting signatures only.

Name: Kate Featherstone-Bennett Signature: [REDACTED] Date: 27.05.2022

Signature of FOI Lead Officer for service area where ODR originates

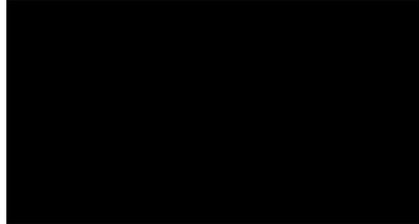
**BOX 12
BACKGROUND PAPERS**

Please confirm if any Background Papers are included with this ODR YES

(If YES please list and submit these with this form)

**Options Paper January 2022
Updated building costs May 2022**

**BOX 13
AUTHORISATION**



Name: Riana Nelson Signature: _____ Date: 10th of June 2022

Director of Learning Opportunities and Skills (DCS)

Does this decision require authorisation by the Chief Financial Officer or other Officer

NO

If yes please authorise below:

Name: _____ Signature: _____ Date: _____

Chief Executive/Director/Assistant Director of _____

Consultation with Relevant Member(s)

Name: _____ Signature: _____ Date: _____

Designation _____

(e.g. Mayor, Cabinet Member or Committee Chair/Vice-Chair)

Declaration of Interest NO

If YES please give details below:

PLEASE NOTE THIS FORM WILL BE PUBLISHED ON THE COUNCIL'S WEBSITE IN FULL UNLESS IT CONTAINS EXEMPT OR CONFIDENTIAL INFORMATION.

Once completed a PDF copy of this form and any relevant background papers should be forwarded to Governance Services at Democratic.Services@doncaster.gov.uk who will arrange publication.

It is the responsibility of the decision taker to clearly identify any information that is confidential or exempt and should be redacted before publication.