

**POSITIVE BEHAVIOUR SUPPORT SERVICE FOR CHILDREN AND
YOUNG PEOPLE WITH A LEARNING DISABILITY AND/OR AUTISM**

Cabinet Date	24 July 2019
Children's Safeguarding and Early Years	Cllr Richard Boyles
Key Decision	Yes
Background Documents	Sufficiency Strategy – Right Placement First Time Bradford Positive Behaviour Support Service – Affinity Trust (film)
Location/Contact for inspection of Background Documents	https://www.gloucestershire.gov.uk/health-and-social-care/children-young-people-and-families/sufficiency-strategy-2018-2021/ https://vimeo.com/316753811
Main Consultees	Key stakeholders include operational staff, NHS staff, Education staff, Parent Carers and the VCS sector. A stakeholder engagement event to inform the development of a positive behaviour service for children and young people with a learning disability and/or autism was undertaken with all of these stakeholders.
Planned Dates	Commissioners aim to go out to tender in September 2019 for a Positive Behaviour Service, where a provider is backed by a Social Investor (through a Social Impact Bond), with a view to awarding a contract early 2020, and the service being operational from April 2020.
Divisional Councillor	All
Officer	Chris Spencer, Director of Children Services Tel: 01452 583502 Chris.spencer@gloucestershire.gov.uk

<p>Purpose of Report</p>	<p>To seek approval from Cabinet to go to market for the provision of an intensive Positive Behaviour Service for children and young people, with learning disabilities and/or autism who are demonstrating behaviour that challenges, and are at risk of going into care.</p> <p>Delegated authority is sought for the Director of Children’s Services in consultation with the Cabinet Member for Children’s Safeguarding and Early Years, to approve the tender award decision.</p>
<p>Recommendations</p>	<p>That Cabinet</p> <p>(a) Approve the commissioning of an intensive positive behaviour support service for children and young people, to be facilitated by the Provider using a Social Impact Bond.</p> <p>(b) Delegate authority to the Director of Children’s Services to carry out an OJEU compliant competitive tender process and award a contract, in consultation with the Cabinet Member for Children’s Safeguarding and Early Years, for a positive behaviour support service for children and young people</p> <p>(c) Delegate authority to the Director of Children’s Services to develop a commissioning implementation plan, in consultation with the Cabinet Member for Children’s Safeguarding and Early Years.</p>
<p>Reasons for recommendations</p>	<ol style="list-style-type: none"> 1. An intensive programme of intervention from a specialist Positive Behaviour Support (PBS) service will improve outcomes for children, young people and families. 2. The service will enable effective, efficient and good quality provision, to manage demand and reduce avoidable high cost placements. Avoiding residential care for these young people with learning disabilities and/or autism who are presenting with behaviour that challenges could avoid costs to the council of over £4 million across a 10 year period. 3. The use of a Social Impact Bond will bring additional resources into the system allowing the provider to set up the new service. In this case the Social Impact Bond will be an agreement between the provider and a Social Investor, and GCC will not be a party to that agreement. 4. The fact that a Social Impact Bond will be in place also means that GCC will be eligible to access the Life Chances Fund of up to £360,000.
<p>Resource Implications</p>	<p>The total required investment from the Council and CCG is capped at £1.8 million over 10 years which will be reduced to £1.44 million with the Life Chances Funding. All costs are met from existing placement budgets (health, education and social care).</p>

Officer time will be needed in the planning, procurement and contract management stages.

Resource implications to GCC/CCG with a social impact bond in place over 10 years if 14 young people access the service

Initial investment required from GCC/CCG	£ 0
Cost to GCC/CCG (Outcome payments – capped at £1.8m)	£ 1,800,000
Gross savings from residential care avoidance	£ 6,120,000
Net saving for GCC/CCG	£ 4,320,000

Outcome payments would be split across Children’s social care (GCC) 55%, Education – High Needs Budget (GCC) 35% and Health (GCC) 10%. The net saving is based on financial modelling undertaken by Social Finance, a not for profit organisation with experience of Social Impact Bonds. The PBS service would also have additional benefits to the adult health and social care budgets which have not been included in the financial modelling.

Funding through a Social Impact Bond

The Social Impact Bond contract will be between the Social Investor and the Provider. The contract between GCC and the provider will be a standard outcomes based contract.

A social impact bond (SIB) is an outcomes based contract funded by socially-motivated investors. The initial investments will cover the start up costs and the ongoing delivery of the service until it is generating sufficient revenue to make it self sustaining.

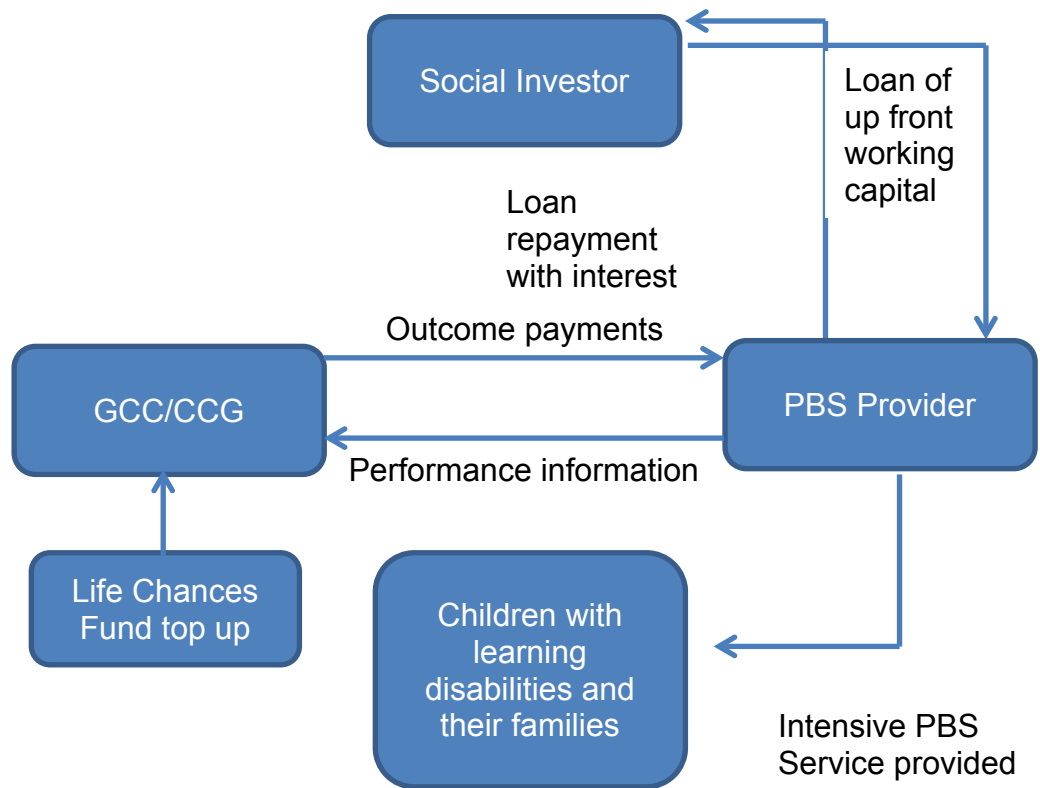
The advantages of a social impact bond are:

- It facilitates additional resources to enable the provider to set up the new service
- It means that the Council can access the £360,000 Life Chances Fund
- The risk to GCC/CCG is reduced as payments are only made on positive outcomes ie the children are kept out of residential care. (If the service was funded using a traditional “invest to save” model the service would still need to be funded even if the children went into care).

The main disadvantages of the social impact bond are:

- It is more complicated to set up as the provider will need to partner with a social investor
- If the service is successful the cost will be slightly higher than if GCC/CCG were to fund this on an invest to save basis as the social investor will receive a return on their investment. However putting a SIB in place means that we can access the Life Chances Funding, and this cancels out the additional cost.

Diagram to outline the relationship between the Council and the Provider:



A contract manager (Council officer) will be assigned for on-going contract management and monitoring purposes.

MAIN REPORT CONTENTS

1. Background

1.1 There are many children and young people with a learning disability and/or autism whose needs cannot be met in the community and therefore require a residential school placement.

1.2 Between 2014 and 2017 GCC has commissioned an average of 6 new residential special school placements per year at an annual cost of £1.3 million (£220,000 per year per child).

1.3 There are currently 19 children and young people living in residential special schools, amounting to almost £4million in annual expenditure. Some of these young people could have their needs met locally, and in a more cost effective manner, with a Positive Behaviour Support service in place.

1.4 An intensive programme of support from a specialist Positive Behaviour Support (PBS) service would enable the family and education setting to make changes to improve the quality of life for the young person leading to a reduction in the number of episodes of behaviour that challenges.

2. Positive Behaviour Support

2.1 Positive Behaviour Support (PBS) is an evidence based intervention. PBS gives a set of tools and technologies to assess, support and understand behaviour, and a person-centred focus to ensure actions are based on the unique needs of each individual. It has been found to decrease the frequency and severity of behaviour that challenges and improve the quality of life for young people and their families.

2.2 The values which underpin Positive Behavioural Support are in line with national policy, such as quality of life enhancement and working proactively and preventively. Person centred PBS has been identified as the most appropriate intervention and its widespread implementation across England and Wales has been promoted within the Transforming Care initiative (*Transforming Care for People with Learning Disabilities – Next Steps*, 2015 and *Time for Change – the Challenge Ahead*, 2016).

3. Gloucestershire's Proposed model

3.1 Gloucestershire's proposed PBS model is based on the established PBS service in Bristol and the new PBS Social Impact Bond in Bradford which has been operational for over a year. These services have demonstrated significant positive benefits for the families involved.

3.2 On average there will be 3 young people accessing support from the service at any one time, and around 11 – 14 young people over the duration of the project. Support will be flexible to meet the needs of the young people and their families.

3.3 Young people are likely to access the service at around 12.5 years old as the average age of young people entering care is 13.5 years old, however there are no age restrictions (children could be as young as 7-8 years) on accessing the service if the panel of professionals agree that the intervention is appropriate and likely to be effective.

3.4 The impact of the service will be continuously monitored in line with the monitoring requirements of the Life Chances Fund. After 5 years the service will be fully evaluated and decisions made on future commissioning arrangements.

4. Risk Assessment

4.1 This work is based on progressing a social impact bond. There is a low risk that the Council may not be able to source a provider backed by a social investor. However this risk is mitigated by the fact that Social Impact Bonds are part of a national programme that have been developed over the last 2-3 years. There is strong evidence, as shown in Bradford, that this model works, preventing children from entering residential care and improving quality of life for them and their families. The bid was endorsed by the Life Chances Fund as a very strong bid and they have indicated a commitment to supporting the development of a PBS service in Gloucestershire.

4.2 If approved, this work will be implemented and managed using a project management approach, with a risk and issues log being actively managed.

5. Officer Advice

5.1 To approve the introduction of a Positive Behaviour Support service for young people with learning disabilities and/or autism, who are at risk of going into residential care, due to behaviour that challenges. This service will benefit young people and their families as well as offering significant opportunity for cost avoidance.

5.2 To agree to GCC going out to tender for an experienced PBS provider backed by a Social Investor as part of a Social Impact Bond.

5.3 To agree to invest £1.44 million over the 10 years of the project into the PBS service. (There will be a cap of £1.8 million on the contract and the Life Chances Fund will contribute £360,000). This will ensure the service continues to operate and support young people to be cared for within the community.

6. Equalities considerations

6.1 A Due Regard Statement has been completed and this service will have a positive impact on the quality of life for young people with learning disabilities and their families.

6.2 Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

7. Consultation feedback

7.1 We have been listening to our stakeholders through planning meetings, including parent/carers to inform the Positive Behaviour Support developments.

8. Performance Management/Follow-up

8.1 Once authorised, officers will establish a contract management programme to oversee the contract outcomes, following a procurement exercise.

Report Title	Positive Behaviour Support Service for Children and Young People with a Learning Disability and/or autism.
Statutory Authority	Children Act 1989, 2004 Children and Families Act Sufficiency Statutory Guidance (2010) Care Planning, Placement and Case Review Regulations 2010
Relevant County Council policy	Sufficiency Strategy – Right Placement First Time One Gloucestershire Transforming Care Plan
Resource Implications	Details included in the body of the report. Initial investment from GCC will be zero if the decision is made to proceed with a Social Impact Bond
Sustainability checklist:	
Partnerships	
Decision Making and Involvement	
Economy and Employment	Supporting young people’s employment opportunities
Caring for people	Securing outcomes for vulnerable children, young people and families.
Social Value	The PBS will deliver additional social, economic and environmental benefits to Gloucestershire.
Built Environment	
Natural Environment’ including Ecology (Biodiversity)	
Education and Information	Supporting young people and parents to access employment and education.
Tackling Climate Change	Carbon Emissions Implications? Neutral Vulnerable to climate change? No

<p>Due Regard Statement</p>	<p>Has a Due Regard Statement been completed? Yes Yes - considerations included in main body of report</p> <p>A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</p> <p>Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.</p>
<p>Human rights Implications</p>	<p>This service supports the Transforming Care programme of work to drive system-wide change to strengthen individual's rights and enable more people to live in the community, with the right support, and close to home.</p>
<p>Consultation Arrangements</p>	<p>As described in the body of the report</p>