

# Cardiff's Right Place Accommodation Strategy & Capital Plan



**STRONGER  
FAIRER  
GREENER**



## Vision

**At Cardiff Children's Services our vision is clear – we want to provide families with the right support, from the right person at the right time, in the right place and at the lowest safe level of intervention, enabling them to remain with family where it is safe for them to do so.**

However, for some children and young people their needs are best met in an accommodation setting and we want to ensure that there is enough sufficiency in Cardiff. All children and young people deserve to have a place they call home where they are safe, nurtured and protected.

The vision will be realised through the strategic use of existing housing resources and proactive housing development, aligned to social care priorities for children and young people. This will be supported by a corporate commitment by the council and combined with joined up working across council directorates and partner organisations.

The overall vision as per the Cardiff's Children Services Strategy is to:

- Safely reduce children looked after numbers
- Keep young people safely within their families and communities
- Reduce expensive out of area placements
- Develop a model of integrated partnership working that places the young person at the centre of planning
- Become an accredited model of best practice in planning and delivering support to children and their families



## Cardiff's Right Place Strategy

Cardiff's Right Place Strategy is the implementation of the North Yorkshire No Wrong Door model that provides an integrated service for young people, aged 12 to 18, who either are in care, edging to or on the edge of care, or have recently moved to supported or independent accommodation whilst being supported under No Wrong Door.

The flexible and resilient integrated team supports the young person throughout their journey to ensure that they are not passed from service to service but instead are supported by a dedicated team of edge of care and residential workers, a clinical psychologist, speech and language therapist and a Police worker. Some young people are placed in the hubs, and others are supported by outreach while either in foster care or living with their families. Central to the No Wrong Door innovation is that all staff are trained in a trauma informed, restorative, and solution-focused approaches.

The model is a non-traditional approach to working with adolescents experiencing complex journeys - with an innovative residential 'Hub' at the heart of the service. It provides:

- Short term placements and edge of care support (in and out of care).
- A range of services, support, and accommodation options.
- Embedded specialist roles working together (shared practice framework).
- An integrated service with a defined culture and practice model.
- An integrated team that 'sticks with' young people on their journey.

Through a whole systemic change this approach has been proved to improve in outcomes for those young people being supported. These improved outcomes include a reduction in total time spent in residential settings and a total reduction in the number of children looked after, as well as a reduction in missing, arrests, and hospital admissions.

The Right Place strategy is a whole system approach to practice with stated characteristics:

- Thinks differently – about risk management and safeguarding adolescents.
- Psychologically informed systemic practice across Children's Services.
- Reduces handoffs and episodic planning.
- Right services, right time, right place to meet need.
- Always striving for permanence in family/community setting (connectivity).
- Strengths based and restorative approaches and practice.
- Is aspirational – building self-esteem, foundations for the future and improving the lived experience for young people. This leads to a systemic service wide integrity and delivering against the ambition of 'sticking with' young people.

Key to the integrity of the model these are the 'Non-negotiables' and 'Distinguishers' of the North Yorkshire Model.

## The 8 'Non-Negotiables' of No Wrong Door

Essential values, principles and ways of working together  
(without which a model ceases to be faithful to the NWD approach)



**High Standards and ambitions for all young people**



**A belief in young people and their right to a family, whatever shape or form it takes**



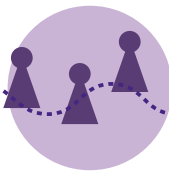
**Residential care as a short-term intervention, not a long term solution**



**A commitment and investment in staff support, and being rigorous about holding them to account**



**A commitment to do whatever it takes to support young people within their community**



**Employing an unconventional and flexible workforce, including the use of creative sessional contracts to respond quickly**



**Forward looking and aspirational**



**Bring young people into No Wrong Door quickly but move them on slowly**

# The 10 'Distinguishers' of No Wrong Door

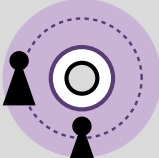
The distinguishing features and practical elements of the operating model (setting it apart from traditional services & ensures NWD stays true to its vision & aims).

 Always 'progressing to permanence' within a family or the community

 'No appointment assessments'

 High 'stickability' of the key worker

 Close partnership working

 A 'core offer' to all young people

 A 'No heads on beds' culture

 Multi-agency intelligence led approach to reduce risk

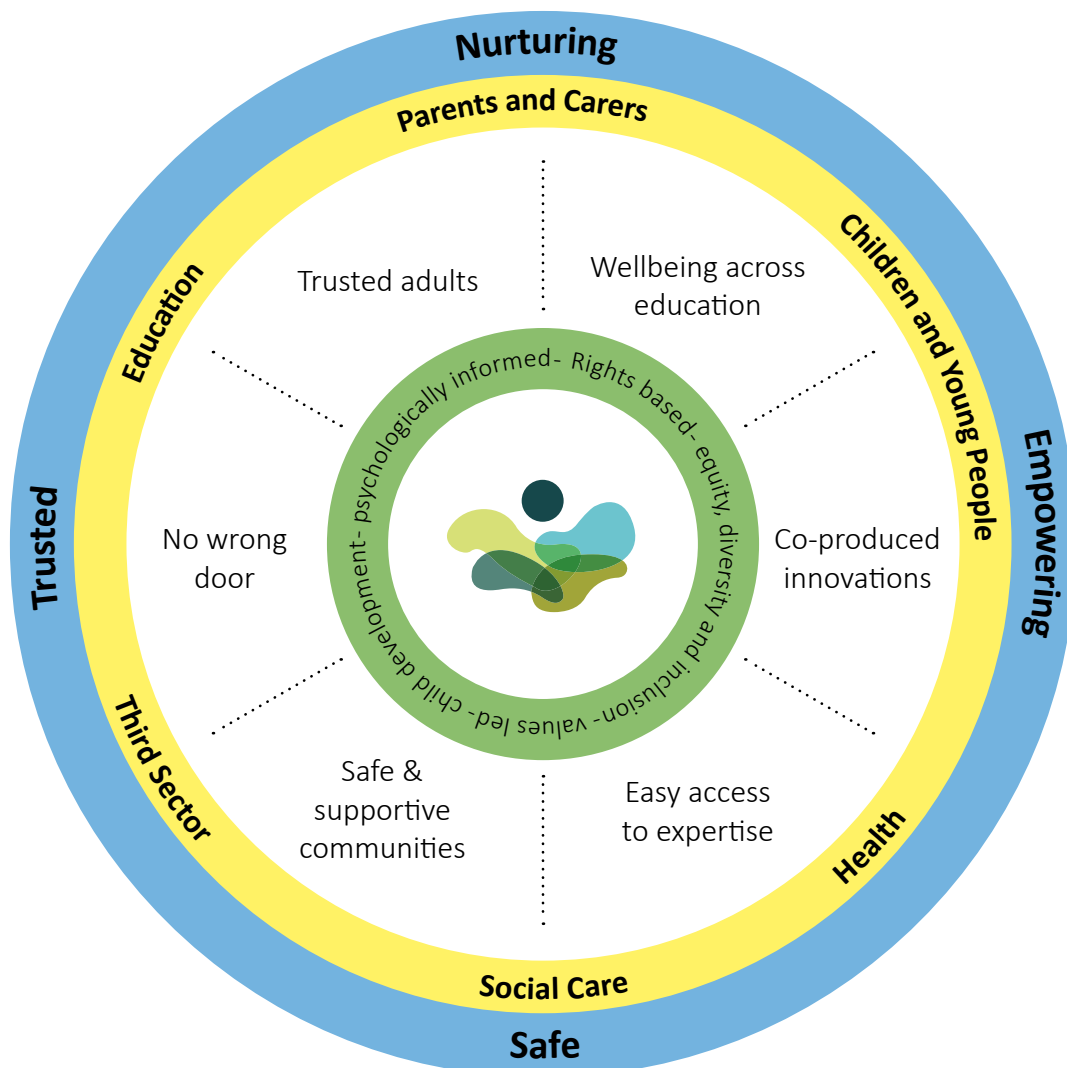
 A robust training strategy in therapeutic support

 Practice driven by young people's aspirations

 Fewer referrals, less stigma

## NEST

- The NEST Framework is a planning tool for Regional Partnership Boards that aims to ensure a 'whole system' approach for developing mental health, well-being and support services for babies, children, young people, parents, carers and their wider families across Wales.
- The Framework leads us towards developing services and systems that are Nurturing, Empowering, Safe and Trusted (NEST) and includes a partnership approach from stakeholders listed in the pale green ring on the diagram opposite.
- There are five guiding principles (shown in the central green ring on the diagram opposite).
- There are six core elements to consider in delivery of the whole system approach defined by the NEST Framework (in the white ring in the diagram below).



## Young Person's Accommodation and Support Gateway

The Council launched a Young Person's Accommodation and Support Gateway in October 2015 to manage supported accommodation for young people. The Gateway is a collaboration between the Council's Children's Services and Housing Services and acts as the single point of entry into accommodation and support services for young people, regardless of the legal duty which is owed to them.

Once the young person has been assessed in accordance with the appropriate legislation, placements are made by the Council's Temporary Accommodation Team based on the needs of the young person. There are 173 units of supported accommodation, providing a range of options for young people such as small, shared houses with 24-hour support, larger hostels, and independent flats in the community with lower-level support. Plans have commenced to increase the Gateway by a further twenty-four units, coming online in phases from January to December 2023.

The Gateway provides a consistent pathway into settled accommodation. By allowing visibility of all supported accommodation, it broadens choice and increases the chance that young people will be placed in the accommodation most appropriate to their needs.

Young people stay in supported accommodation until they are ready for independent living. They receive a range of support services whilst resident in a placement, and most move on successfully to their own permanent tenancy through the Training Tenancy scheme. Support packages remain in place once a young person has secured a tenancy to help them settle in for up to 12 months. The Tenancy Training scheme is highly successful, with over 300 young people brought housed since its inception in 2016, with 99% maintaining their tenancy.

## Housing First Model

The Pilot Housing Led for Young People Service has been set up in line with the current pressures on Children's Services. The pilot targets care leavers and young people with complex needs aged between 16-25 years old.

The Housing Led Service is based on tried and tested Housing First principles. It provides stable and appropriate housing to high-risk people with complex needs with dedicated ongoing support for as long as it is needed. Housing is based on needs with emphasis being placed on the needs and desire of young people. The project works with Private and Social Landlords to secure 1 bed self-contained flats

The service works in collaboration with the Young Persons Multi-disciplinary team to provide a meaningful pathway to Housing ensuring that appropriate and specialist support is in place to reduce the numbers of young people entering homelessness. Referrals are made

direct from Children's Services and be made via Cardiff Council YP MDT Service in a way that compliments the project and ensures that the process is co-ordinated and structured and that the right interventions are made for the young person from the outset. Where a young person is referred to the YP MDT Team an assessment will be made and a decision about their suitability for Housing Led Services will be made. This assessment will also enable decisions around what type of wrap around support is required to ensure the person is safe and supported appropriately.

Overall, the project seeks to provide therapeutic intervention, support and treatment to young people who have complex support needs. In depth assessments take place leading to a person-centred coordinated support and treatment plan. It allows young people to discuss their specific needs and access a range of support from professionals and helps inform us of any gaps or barriers within mainstream services.

The project is funded to support 5 young people into accommodation. We are currently supporting 1 young person in their tenancy and have 2 young people receiving pre-tenancy support while waiting for a property.

### Why do we need an accommodation strategy?

As outlined in our Children Services Strategy 2023/26 our overarching aim is to keep children with their families and where that is not possible that suitable foster placements are sought. There are circumstances however, where this is not always possible, or not safe to do so, and therefore where children and young people have to be accommodated in a residential setting it is important that there is sufficient residential placements in Cardiff for them.

### National context

As the capital city, Cardiff can play a key role in the delivery of Welsh Government's Programme for Government agenda. Cardiff's Right Place Strategy directly supports one of the well-being objectives – to Protect, re-build and develop our services for vulnerable people – this includes the following specific commitments.

- Provide additional specialist support for children with complex needs who may be on the edge of care.
- Explore radical reform of current services for looked after children and care leavers.
- Eliminate private profit from the care of children looked after.
- Fund regional residential services for children with complex needs ensuring their needs are met as close to home as possible and in Wales wherever practicable



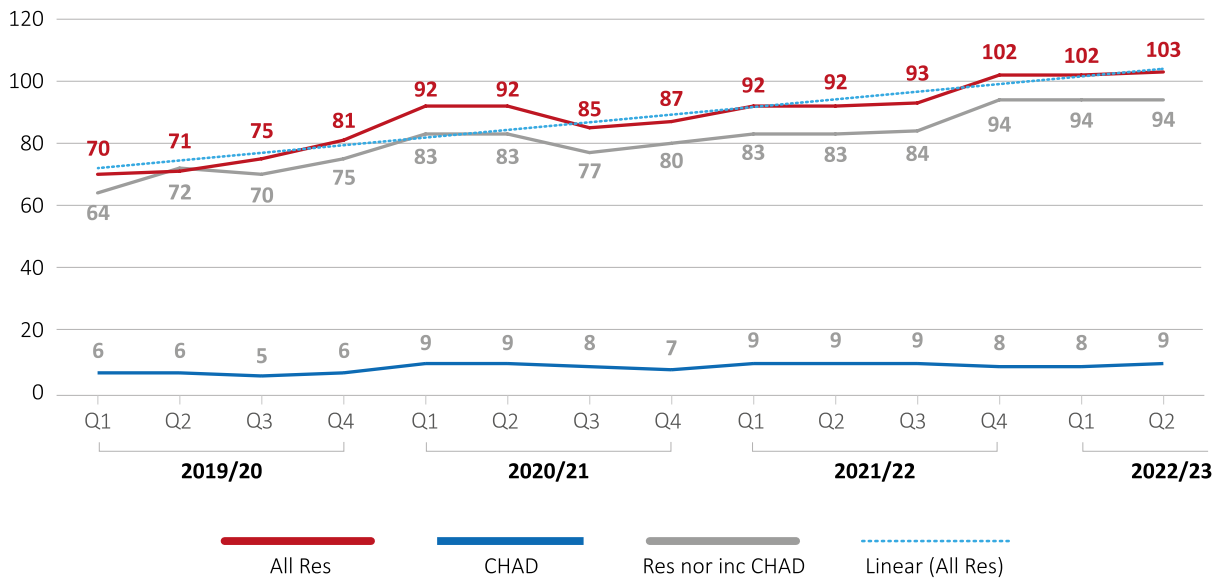
## Local Context / Needs Analysis

Our understanding of the increasing demand has identified the four main areas that we need to address:

- - Children's Residential Provision
- - Specialist mental health services and step-down from hospital
- - Short break requirements for children with disabilities and complex needs
- - Unaccompanied Asylum Seeking Children (UASC)

## Children's Residential Provision

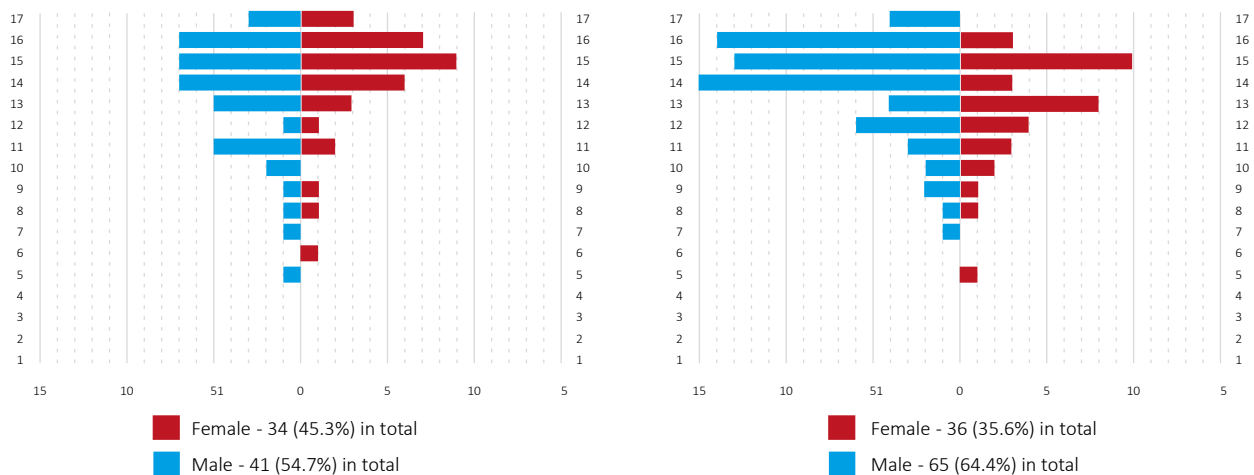
Graph showing the increase in residential placements over time



The number of children in residential placements by age and gender

As at 31st March 2020

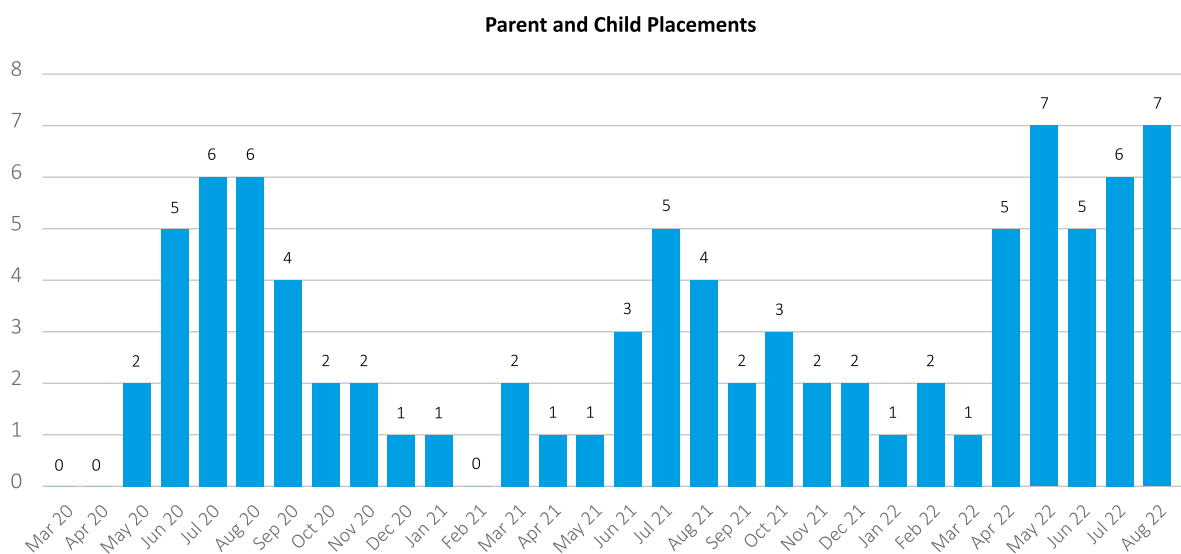
As at 31st August 2022



The number of boys in residential placements has increased by 59% from 41 to 65 over the period above, whereas girls in residential placements has increased by just 6% from 34 to 36. The following table shows the volume of young people placed in out of county placements and exemplifies the need for this strategy to be delivered at pace with 78 out of a total of 100 placements being Out of Cardiff.

Ages	In Cardiff	Out of Cardiff	Total	Percentage in Cardiff
Under 13	3	20	23	13%
13-15	8	37	45	18%
16/17	11	21	32	34%
Total	22	78	100	22%

The above figures do not include residential parent and baby assessment centres, these are used for between 11 and 14 weeks at a time and current usage over the past 2 years is below.



All of these parent and baby placements are outside of Cardiff and frequently outside of Wales because there is no local provision.

### Specialist Mental Health Services and Step-Down from Hospital

During the COVID-19 pandemic Cardiff experienced an increase in the number of children and young people (CYP) presenting to emergency units following self-harm or suicide attempts. Whilst the majority of young people were able to be discharged back to their homes or previous placements once they were medically fit, there were a small but growing number of young people who did not meet the criteria for Child and Adolescent Mental

Health Services (CAMHS) or tier 4 in-patient support because their needs were not best described as related to a 'mental illness' but did require ongoing support to enable them to safely return to living within the community. These young people were best described as experiencing past and current extreme emotional distress and were often not able to return home or to previous placements because this was either not an appropriate environment to meet their needs and allow a period of emotional stabilisation, or there were multi agency concerns in relation to the ability for risk to be mitigated within these environments.

A regional, integrated group of operational leads was convened to develop a model that can respond to the needs of this group of young people. They have agreed on an integrated delivery model that combines an outreach approach to work with young people and families across all settings with an accommodation solution for young people who cannot return home or to a community placement.

The outreach staff team and the accommodation solution provide support and safe space for a young person to stabilise following their emotional distress and become ready to start the intensive therapeutic work that addresses the cause(s) of their distress.

## Overnight Short Break Requirements for Children with Disabilities

The Social Services and Well-being (Wales) Act 2014 states a disabled child is a child that has a physical or mental impairment, which has a substantial and long-term adverse effect on that child's ability to carry out normal day to day activities.

Cardiff is committed to deliver the very highest quality services to children, young people with additional needs and their families. We want to ensure all children are safe, happy, enjoy their learning and thrive to be as independent as they can possibly be.

The provision of services to children and young people under the age of 18 with additional needs is delivered by the Child Health and Disability (CHaD) Team within Cardiff's Childrens Services.

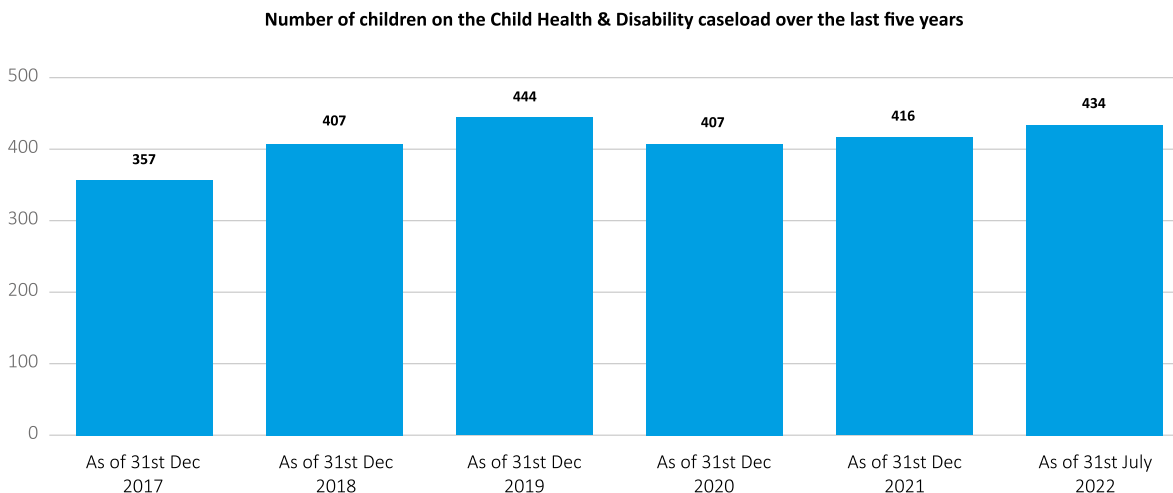
Short breaks (previously called respite provision) look after a young person temporarily so that their carer can have a break and provides a positive experience for the person cared for, to enhance the quality of their lives and support their relationship.

Tŷ Storrie, run by Cardiff Council is located in the west of Cardiff. It is a purpose built registered Childrens Home for children and young people aged between 6 and 17 with disabilities and complex needs.

There are currently 25 children accessing Ty Storrie as well as 23 children and young people on the waiting list. These children needs are met through additional packages including community care respite.

This is partly the reason for a 63% increase in domiciliary care payments.

The caseload of CHaD has remained relatively consistent over the past 5 years:



## UASC

The majority of UASC arrive in the UK and Wales ‘spontaneously’ however some children may arrive in the UK under the mechanism of s.67 Immigration Act 2016. A small number of children have already been resettled in Wales and more may come. The National Transfer Scheme is currently available in Wales and facilitates the transfer of children out of local authorities in England where there are large numbers being cared for, such as Kent and Croydon. The National Transfer Team work with us as well as the Wales Strategic Migration Partnership, to identify any possible placements for these children. In Cardiff, there are currently 53 children and young people open to the UASC team. Colum Road is a 6-bed property which was opened in March 2022 and is available for UASC aged 16 and above, arriving via the National Transfer Scheme (NTS) or spontaneously. The Assessment Centre offers an initial period of accommodation in order to receive wrap around support, robust assessment of needs and age assessment if required. Once ready the children will be moved on to appropriate longer term placements in line with their identified support needs. These placement options include Fostering, supported lodgings, and supported accommodation.

Once a young person reaches the age of 18 and they have received settled status, they can access a range of accommodation in Cardiff as per any other young adult. Due to delays in assessing claims, Cardiff Council are continuing to support and accommodate previous UASC who are now over 18 and who have no recourse to public funds until their status is finalised.

## Current Provision in Cardiff

The below table is the complete list of regulated placements in Cardiff. There are a variety of reasons why homes may not operate at full occupancy including matching with other young people, specific high need cases, staffing levels or restrictions placed by the Inspector.

Provision for CHaD	Home	Provider	Beds
No	Oakway	Cardiff Council	2
No	Falconwood	Cardiff Council	3
No	Crosslands	Cardiff Council	6
No	Heath House	BASE Support Ltd	4
No	Trevene House	Maponos Ltd	4
Both	Ninian House	Genus Care Ltd	3
No	Connaught Rd	BASE Support Ltd	4
No	Graig Llywn House	Keys	4
No	New House Lodge	Athena Care Group	5
No	Isgoed	Keys	4
Yes - CHaD	Ty Jibreel	Gofal Cymru Care	3
Yes - CHaD	Ty Mikail	Gofal Cymru Care	3
Yes - CHaD	Ty Coryton	Orbis	26
Yes - CHaD	Ty Cwtch	Salutem LD	16
Yes - CHaD	Ty Croeso	Gofal Cymru Care	3

## Capital Budget

The council has already identified previous years capital funding which can be used as well utilising grant funding a range of sources.

Capital Allocations as at 22/23		Total
Right Homes, Right Support Strategy - Residential Provision for Children Looked After	Subject to a business case, to make improvements to the residential offer for Children Looked After by the Council which are currently placed outside of the Council boundaries and with Independent Fostering Agencies. This includes an emergency pop-up unit, an assessment unit, and additional residential places in the city.	£1,900,000

Capital Allocations as at 22/23		Total
Children's Respite Provision	Following an assessment of respite services for children at Ty Storrie, to align service provision with the needs of young people.	£2,898,000
Safe Accomodation ICF Regional	Provide safe accommodation in a psychologically-informed environment for children / young people who are experiencing a crisis in their emotional wellbeing and mental health and require a safe place or 'sanctuary', away from their normal home, in which to recover and recuperate	£695,000
Children's Services Accommodation Strategy	Balance of proceeds from disposal of 150 Thornhill Road ring-fenced for schemes which provide direct benefit to children	£229,000

## Recommended Requirements

### Children's Residential Provision

Utilisation of current assets to maximise their usage to meet needs, the recommendations are as follows;

- Retain **Crosslands** as a 6-bed residential unit with minor upgrades to the home
- Retain **Falconwood** as a 3 bed residential unit
- Retain **Oakway** for use as an emergency provision for a 1 bed residential home
- Develop **Baden Powell** and upgrade the property and register the property as a 2-bed residential home
- **Bronwydd Road** – upgrade the property to be a therapeutic placement and register property as a 1-bed residential home

Purchase and develop additional properties to meet the demand;

- **3 x 3 bed children's home for younger children** – linked to our inhouse foster carers to support quick step down
- **4 x 3 bed and 3 x 4 bed children's homes predominantly focused on older children**

These properties should complement our existing portfolio and be strategically located across Cardiff to support young people who have to move into a residential home to keep their positive links to their area such as education, family and friends.

These proposals will deliver a total of 46 beds across the city within the control of Cardiff Council. This is in addition to the 28 beds currently being provided by other providers bringing in a total children's home provision in Cardiff to 74. Acknowledging this is 20 less than the 94 children currently in residential provision at the end of this 3-year strategy the need in Cardiff will be reviewed as the following factors need to be considered;

- Supporting children who need to be placed out of area
- The planned increase to the Young Persons Gateway
- The introduction of the Housing First model
- The increase in in-house fostering (including specialist foster carers)
- The overall shifting the balance of care to prevent the demands

The need for the **Parent and baby assessment centre** for up to 4 placements in Cardiff is highlighted in the demand analysis. Due to the specialist nature of this provision, linked to the Commissioning Strategy we will look to find a partner to deliver this provision.

### Specialist Mental Health & Step-down from hospital

#### **1 large property to accommodate up to 2 CYP at any one time, 1 staff sleep in and office space**

The service will offer an accommodation solution for CYP who cannot return to their place of residence. This accommodation solution will support up to up to two CYP at any time, aged 10-18, subject to matching of the CYP in residence which will be understood through the psychological formulation. The home will be in line with Regulation and Inspection of Social Care (Wales) Act 2016 (RISCA) regulations and registered with Care Inspectorate Wales and the building will be designed in line with recommendations from the implementation of the NEST/NYTH model – building psychologically informed environments.

- 2 bedrooms for CYP
- 1 bedroom for sleep in staff ideally with ensuite
- 1 office / staff space for multi-agency support services
- Lounge / play multifunctional space downstairs
- Rooms for the team to use with CYP (therapy / sensory)
- Garden space – areas for play outdoor and undercover canopy plus potential separate garden room to allow for separate spaces so that young people with different needs can be kept at a distance from one another when needed
- Car parking for staff
- Positive warm, welcoming homely design with robust furniture and materials and emphasis on sound proofing

- Safety principles to be incorporated into design to protect CYP who may be at risk of suicide and self harming
- Consideration given to location in regards of proximity to Accident & Emergency and away from anything which could facilitate risk taking behaviour

## Requirements for Children with Disabilities

The need is solely on the short break and shared care arrangements

- **Redesign of Ty Storrie** into 4 self-contained units with communal space for specialist shared care arrangements to bridge the gap between overnight short breaks and 52-week accommodation
- **Additional lower level short break provision** – this property would suit being delivered from a larger bungalow property for up to 4 children at a time

## Summary of properties

Name of Property	Current	Proposal
Crosslands	6 bed	6 bed
Falconwood	3 bed	3 bed
Oakway	1 bed	1 bed
Baden Powell	unregistered	2 bed
Bronwydd Road	unregistered	1 bed
3 x 3 beds additional for younger children	-	9 bed
4 x 3 beds additional for older children	-	12 bed
3 x 4 beds additional for older children	-	12 bed
Ty Storrie	2 bed	4 bed
CHaD Short Breaks	-	4 bed
Specialist Mental Health	-	2 bed
Parent and Baby	-	4 bed
Colum Road	6 bed	6 bed

These additional properties will be sought through open market purchase and refurbishment/remodelling, new build opportunities through housing development schemes plus the opportunity of repurposing existing assets to meet these needs.