



Officer and Date

Young People's Scrutiny  
Committee  
Wednesday 17 December  
2014  
10am

Item

Public

**RESIDENTIAL SERVICES BUSINESS REDESIGN**

**Service Area: Children Social Work and Safeguarding - Residential**

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**1. Summary**

**1.1 Reason for Redesign and Restructure**

This draft business case is concerned with the provision of residential care for children looked after and their role in delivering services to children and families as part of their journey through our services and in achieving the overall outcomes for children.

For children assessed to be in need of local authority care the placement provision redesign seeks to ensure these children are;

- Supported to remain in parental care preventing the need for separation from family and or support to return to parental care where possible and safe;
- Accommodated in local placements that provide range and choice to meet the individual needs of children and their families
- Progressed through the care system in a timely way and supported to achieve permanency through informed assessment of need.

**2. Recommendations**

This report outlines the draft proposal for the internal residential services redesign for Scrutiny to comment.

## REPORT

### 3. Background

#### 3.1 Context to redesign and restructure

Children and Young People Services is responsible for ensuring that all children and young people in our county are kept safe from harm and achieve their full potential becoming happy and healthy adults contributing to a positive resilient community.

We can't do this on our own as council services and nor should we try. We need to engage, challenge and support parents in their parental responsibility to raise their children in safe and happy family environments and we need to work collaboratively with our partners in other statutory and non-statutory services to support families and the community to build their resilience and ability to identify and meet locally the needs of children and to reduce demand and dependency on statutory and council interventions.

Each part of our service has been or is going through review and redesign to ensure that everything we do is as efficient as it can be, focusing on the customer, prevention and partnership.

#### 3.2 The key areas of service development for Children's Social Work and Safeguarding services are;

- **Early Help**
- **Child Protection thresholds**
- **Looked After Children.**

The redesign of the service across these three areas has been to develop a strategy that recognises the inter relationship between each area of business and importantly ensure a child's journey through the service is efficient and effective in achieving sustained positive outcomes for them and their family and is delivered at best value to the public purse.

**Early Help** supporting children and families at the first sign of need at the lowest level and preventing increasing risk and complexity that result in the need for child protection or local authority care specialist social work services.

Using a Think Family and Solution focused approach our early help strategy aims to support professional in delivering targeted early help to children and families to ensure intervention is effective in delivering the right service at the right time to children in need.

We are working with partners and within the council wide community development programme to understand local needs and to support local innovation and resilience in communities that can provide sustained support to children and families at the first and lowest level of need.

**Child Protection** thresholds need tight and consistent application of "significant harm" ensuring that the right children are within this process and that where

children continue to suffer significant harm after a period of specialist intervention steps are taken in a timely way to issue care proceedings and or plan for permanency outside of birth family care. Where change has been achieved for the child ensuring these children and families are stepped down into effective early help services to prevent re-escalation and sustain positive outcomes achieved by the family.

- 3.3 Dfe data released 2014 identified a five year trend of year on year increased demand for children accommodated into LA care for their protection and to promote their welfare. The number have surged since 2007 and the death of baby Peter Connolly which demanded more stringent child protection regimes to protect children. 2009 Shropshire had a rate of 32 per 10,000 rising to 44.4 in 2014 compared to All England rates of 40.5 in 2014 rising to 49.6.

### **3.4 Projecting Shropshire demand**

The national predication and our local LAC analysis based on trends of the past three years and in year data indicates there will likely be an overall rise in the LAC population to 394 at 1.4.16 without any strategy being put in place. The review and redesign of how we use our residential services to best effect in reducing the number of children coming into care and achieving good outcomes for those in care is part of the wider LAC strategy.

### **3.5 Needs**

Based on our own three year analysis we have identified most increase in the LAC population are the children 0-2yrs and young people 13-15yrs. With an increasing number of sibling groups.

The significant proportion of young people accommodated at the age of 13yrs and over are unable to function positively in another family setting and as such require a residential care placement to meet their needs.

- 3.6 ADCS pressure report highlights the need to review how we address the risk and meet the needs for young people in their adolescent years.

The research evidence shows LA care works least well for adolescent entrants and reinforces the need to do things differently to achieve outcomes for those young people entering the care system aged 13-15yrs. Our own analysis shows the most likely outcome for this group has been a return to parental care but the timeframe for this outcome being achieved can range from months to years.

The evidence would appear to suggest there is a compelling case for systems re-design so that approaches to protecting adolescents match more closely their life experience and where possible supporting young people to remain in family care.

- 3.7 Our redesign of internal residential services, the review of our commissioning approach to external residential care provision and our early help strategy aims to provide a range of support to families and professionals in identifying and managing risk preventing the need for LA care and supporting sustained rehabilitation.

#### 4. Current Provision and Proposals

We currently have three internal residential homes in Shropshire.

- 4.1 **Chelmaren** provides for four children aged 8yrs plus who require medium – long term care. The provision is well regarded by professionals and importantly young people. In November 14 Chelmaren received an "Outstanding" Ofsted rating.

The proposal is for Chelmaren to increase to a six bedded home to provide medium - long term care for five children and to use the sixth "bed" as a medium / long term LAC shared care provision for families.

Shared care is a provision by which the child is received into LA care due to a need to safeguard the child and offers support to parents to meet the needs of other children in their family preventing further child protection issues arising for the siblings and or preventing full family breakdown. For the looked after child they are able to maintain significant relationships with birth parents and siblings who will continue to have a key role in supporting the child through to adulthood and beyond. Shared care represents a saving in cost as the child does not require 24/7 care and a single placement can be used by two young people.

This type of shared care arrangement is often available through residential school for children with special educational needs but is not a provision available to children who have behavioural difficulties but who do not meet the higher need criteria for residential school. As an in house residential provision this enables us to achieve against our strategy to provide a range of choice in provision of placement types to meet need locally as is our sufficiency duty.

- 4.2 **Havenbrook** until June 2014 Haven brook was an "assessment Unit" where children would be placed for up to 12 -16 weeks whilst being assessed for longer term need. Providing short support breaks to children and young people where their families are feeling the pressure and demand of child care is well recognised for children with disabilities. Increasingly the needs and demands of parenting teenagers and children with behavioural and learning needs are recognised and the value of a short break to the young person and the parents is equally valuable.

In June 14 a pilot project began to offer support breaks to children on the edge of care aged 8-16yrs. The provision provides support breaks to the child and family at times of need through planned provision reducing crisis and family breakdown.

In September 14 the pilot extended to provide crisis care for young people who had experienced family breakdown and required immediate care whilst a social work assessment was undertaken to identify need. As part of the assessment consideration of whether a continued planned short breaks provision would enable a young person to return home has been key.

A separate evaluation report on Havenbrook will be completed at the end of Dec 14. However to date 34 children have used the short breaks provision as part of a plan to support families and prevent the need for LA care. Only 3 of these children have required, at a later stage, to be admitted to care. Since September 10 children have been admitted to Havenbrook for a crisis short break provision. Four of these children went home and we were able to prevent the need for LA care by offering family based work and in one case planned short breaks. One young person moved into a supported board and lodgings placement as although she could not return home it was felt she could not make a positive transition to another care arrangements and was more likely to achieve positive outcome in supported living. She is now very settled following a significant period of risk in the community from being missing and repeated family breakdown. The other four, who required LA care, were matched to an appropriate placement provision and moved in a planned way supporting their stability of care planning.

The outcome of the evaluation is very positive and will be confirming a continuation of Havenbrook as a short breaks resource. Therefore this continues to be part of this service redesign proposal.

- 4.3 **Rowans** has till now provided a four bed provision mainly for the adolescent age group and is based close to the town centre. Rowans has provided good care to its young people over many years but we are now looking for ways to do things differently with existing resources and where possible to find saving.

As part of the LAC strategy we are re-commissioning our external block provision to achieve more local choice and lower the average cost of care placements. The prevention approach in our LAC strategy also aims to reduce the number of children of this age range coming into care by providing earlier and longer term support to children in family care.

Therefore going forward we believe we can achieve better outcomes for this age group by focusing on prevention, placing in smaller homes when LAC is required and commissioning at a lower cost through block commissioning.

It is proposed that to support our edge of care and rehabilitation strategy we will recruit four full time outreach residential staff who can provide Mon – Saturday flexible intervention into the family home.

These experienced residential care staff will be able to support parents in behaviour management and will provide 1-1 direct work with young people working with them on their strengths and to develop resilience.

Staff will be line managed within the residential service from Havenbrook and will focus intervention to young people who have received crisis intervention to prevent the need for LAC and or those exiting care and returning to parental / family care.

In addition to their residential experience and training staff will be trained in the Understanding your Teens Behaviour programme and in specialist areas of risk and need including Missing, CSE and young people living with domestic abuse in their family.

The proposal is for closure of the Rowans and sale of the property achieving a one off capital gains saving.

## 5. Impact on Staffing

Across the three homes

	<i>14/15 Establishment</i>	<i>14/15 Current Staffing</i>	<i>Proposed staffing &amp; Impact of Proposal</i>
<i>Team Manager</i>	<i>1</i>	<i>1</i>	<i>Post to be combined with fostering TM as one Team Manager for Placements. Reduction of x 1 fte Team Manager</i>
<i>Registered Managers</i>	<i>3</i>	<i>3</i>	<i>2 Reduction of x1 fte Registered Manager</i>
<i>Deputy Managers</i>	<i>3</i>	<i>3</i>	<i>2 Reduction of x1 fte Deputy Manager</i>
<i>Shift Leaders</i>	<i>8</i>	<i>6</i>	<i>6 No staff reduction</i>
<i>Residential Social Workers</i>	<i>21 fte</i>	<i>19.5 fte 1.5 vacancies</i>	<i>15 Reduction of 6 RSW</i>
<i>Outreach residential workers</i>	<i>0</i>	<i>0</i>	<i>4 Creation of 4 fte outreach posts</i>
<i>Housekeepers</i>	<i>1.62 (2)</i>	<i>1.62 (2)</i>	<i>1.62 (2) No impact</i>
<i>Cook</i>	<i>0.54 (1)</i>	<i>0.54 (1)</i>	<i>0 Deletion of post</i>
<i>Secretary</i>	<i>1.5 (3)</i>	<i>1.5 (3)</i>	<i>1 (2) Reduction of one part time post</i>
<i>Caretaker</i>	<i>0.48 (1)</i>	<i>0.48 (1)</i>	<i>0.48 (1) No impact</i>

## 6. Financial Implications

LAC placements are the highest cost provision in specialist social care. Although internal residential care services made significant overall budget cost saving in 12/13 and 13/14 in

14/15 the monthly cost of an average internal provision at £11,956 still exceeded the average monthly cost of an external block contract at £10,457. Although it is of note that it was lower than an average monthly cost of an external spot provision at £16,793.

These proposals use the remaining two residential homes to provide for 11 bed placements and as such reduce our monthly internal costs to £8,165  
*NB In order to make this a comparative calculation for internal with external provision costs it is the total cost of provision based on number of beds*

Closure of Rowan achieves: based on Rowan's budget for 14/15 £516.770

£152.642 saving annual running costs

£ 229.128 staffing saving  
 (reinvestment of £135K in staffing to recruit x 4 outreach workers)

£ 275.000 Approximate Asset Value

Savings	£381.770
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**List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)**

**Cabinet Member (Portfolio Holder)**  
 Ann Hartley

**Local Member**  
 All Members

**Conflicts of interest declared by members**

**Appendices**