



Financial Year	2017/18
Proposal no.	CS-2017- 342
Directorate	Children's Services

## Savings Programme Pre-consultation Report

**Subject:** Review of Edge of Care Provision

### 1. Recommendations

It is recommended that members consider the proposal to:

- 1.1 Review of the Children's Services Social Care Edge of Care Provision.

#### Reason for recommendation

- 1.2 Rochdale's Edge of Care service provides intensive support to children young people and their families where there is a risk of family break down and children becoming cared for. Support is provided through direct work undertaken on an outreach basis and the offer of overnight, residential short breaks as part of an agreed plan. Analysis of the service has identified that the combination of flexible support at the point difficulties begin to emerge coupled with a small number of agreed overnight stays is effective in preventing entry into care and potential associated placement costs. However the approach does not require the service to offer overnight stays 7 days per week but rather for the short break (overnight stay) to be offered in a planned way. This therefore provides the opportunity to re- shape the service by reducing the number of nights that residential short breaks are available each week whilst enhancing service delivery through maximising the offer of outreach support and thereby reducing overall costs for the service.

### 2. Background

- 2.1 The number of cared 4 children within Rochdale has been consistently higher than our statistical neighbours for a number of years. This figure reached a high of 545 in 2013 since which time a key priority for the service has been to safely reduce the number of Cared 4 children within Rochdale. The Implementation of the Demand Management and Early Help Strategies has been central to achieving this
- 2.2 The de- commissioning and re- shaping of one of our residential homes in 2015 to provide flexible support to the whole family in order to prevent entry into the care system has been one aspect of this strategic approach . The newly configured service has been operational for one year and this has

afforded the opportunity to review the service effectiveness against agreed targets.

- 2.3 This initial review has identified that the service is effective in preventing entry into care with the service having worked with 146 children and their families over the over the last 12 months with 9 young people becoming looked after during their period. It further identified that the combination of working with the whole family and the young person, providing flexible support beyond normal working hours including the provision of overnight short breaks has made a difference.
- 2.4 The approach and service delivery model is based on best practice and has a strong evidence base and the service has contributed to the reduction of spend on placements, including high cost residential placements,
- 2.5 The effectiveness of the service is dependent upon a package of support that is flexible and in accordance with need rather than overnights stays being an integral part of every support package.
- 2.6 This in effect means that there is the opportunity to reduce the number of nights that the service provides overnight care each week and thereby reduce associated costs for staffing and running costs.
- 2.7 Regulatory requirements in respect of overnight short breaks are subject to inspection processes via Ofsted and require higher staffing ratios than outreach support.
- 2.8 In addition terms and conditions vary dependent on the nature of the service offered e.g. payment of sleep in allowances when overnight stays are offered.
- 2.9 The budget allocation for the Edge of Care in 2016 / 2017 is £558k and it is proposed to reduce this budget by £39k. This saving will be achieved by reducing the number of nights that overnight short breaks are offered per week, realigning staff working hours in accordance with this change in service delivery, a reduction of 2 vacant posts and realignment of allocated budget for provisions. The associated budget reductions include a reduction in sleep in allowance payments and service delivery costs.

### 3. Financial Implications

The saving proposal is 7% of the total budget for the area of service affected.

- 3.1 Table 1 provides details of the Children's Services Social Care Edge of Care Savings Proposal.

	Savings 2017/18 £k		Savings 2018/19 £k		Total savings £k	
	On-going	One off	On-going	One off	On-going	One off
Employees	39k	0	0	0	39k	0
Other Costs		0		0		
Income lost	0	0	0	0	0	0
<b>Net savings</b>	<b>39k</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>39k</b>	<b>0</b>
Additional income	0	0	0	0	0	0

generated						
<b>Total savings</b>	39k	o		<b>0</b>	39k	<b>0</b>
Implementation costs						
<b>Total savings less implementation costs</b>	39k	<b>0</b>		<b>0</b>	39k	<b>0</b>

#### 4. Asset implications

4.1 There are no asset implications arising from this report.

#### 5. Voluntary Sector impact

5.1 There are no Voluntary Sector impacts arising from this report.

#### 6. Consultation

6.1 Consultation with staff, trade unions and service users would be required prior to implementation. This will take place in line with agreed procedures and the detailed proposal.

6.2. The Council must ensure that it remains open-minded throughout the consultation period to all alternative proposals and expressions of interest.

6.3. General Public consultation via the Consultation Hub.

#### 7. Alternatives considered

7.1 The option of closing the Edge of Care provision to illicit a higher level of saving could be progressed. This however would have a significant negative impact upon Children Social Care's ability to reduce higher cost spend in respect of external placement provision. This would also have the potential of adversely impacting upon outcomes for children and young people.

7.2. Members could decide not to take the proposal forward and identify alternative saving proposals.

#### 8. Risk Assessment Implications

8.1 There are a number of risk implications in respect of this proposal. There is a risk of increased pressure upon the external placement budget which is currently over spend. Not having sufficient high quality Edge of Care support has the potential to increase placement demand and reverse the trend that has been established over the last 3 years.

8.2 In addition there is a risk that the regulatory external valuation processes (Ofsted) could be adversely impacted should the quality and effectiveness of the service be impacted due to staffing reductions.

8.3 The Edge of Care service has been part of the strategic drivers to safely reduce the number of Cared 4 Children within Rochdale and as such reducing

the level of service that is provided may have an adverse impact on efficiency targets in respect of reducing placement costs.

- 8.4 The cohort of young people accessing the Edge of Care service is aged between 11- 18 years. Current placement sufficiency is such that should any of these young people become looked after an external placement would be required.
- 8.5 The average annual cost of an IFA placement is £40k and an external residential placement average cost is £131k. There is therefore a risk that this reduction will have an adverse impact upon agreed efficiency targets in relation to the reduction of spend on external placements and the cost implications of making one residential external placement could outweigh any anticipated saving.
- 8.6 In addition the Edge of Care provision is the only residential provision within Rochdale that can be accessed on an emergency basis. Should the service not be operating residentially when the demand for a residential emergency bed be required then there is a risk that the council will not be able to place a child / young person thereby leaving them in a situation of risk, and the Council fail to meet its statutory safeguarding responsibilities.

## **9. Legal Implications**

- 9.1 There is a risk that Council could fail to meet its statutory safeguarding responsibilities should an emergency bed not be available. The Edge of Care provision provides an emergency bed for young people who are subject to criminal justice processes at the point of arrest (PACE bed) should a safe return home / to placement not be option. The inability to provide a PACE bed may result in the Council failing to meet its statutory responsibilities,

## **10. Personnel Implications**

- 10.1 Subject to any final decisions on the service delivery element of the proposals outlined within this report there may be personnel implications for the council's workforce and this consultation with the workforce will be undertaken in accordance with council's Personnel Policy Framework.

## **11. Equalities Impacts**

### **Workforce Equality Impacts Assessment**

- 11.1 The Council will undertake a Corporate Workforce Equality Impact Assessment based on those employees identified at risk of redundancy at the start of formal consultation which will commence in February 2017 and this will be reviewed against the current workforce profile.

### **Equality/Community Impact Assessments**

- 11.2 A full Equality Impact Assessment will be completed following the outcome of any consultation. More detail can be found in the Equality Impact Assessment in Appendix 1.

## Appendix 1

Financial Year	2017/18
Proposal no.	
Directorate	Children's Services

### **EQUALITY IMPACT ASSESSMENT FOR SAVINGS PROPOSALS**

1. Please state the name of the officers leading the EIA
xxxxx xxx
2. Who has been involved in undertaking this assessment?
xxxxx xxx
3. What is the scope of this assessment?
The scope of this assessment is to identify if there are any specific considerations for the workforce regarding the proposals.
4 a). What does the function currently do? b). Describe the needs which this service meets?
This service provides short breaks and outreach for children on the edge of care and those at risk of placement breakdown. The Bridge supports children, young people and their parents and or carers via intensive family support.
5. What proposed changes do you wish to make?
The proposed changes are to reduce some areas of budget and spend and to reduce the staffing levels by 2 residential posts. We are also proposing to reduce the number of nights the service is in operation.
6. Who are the key stakeholders who may be affected by the proposed changes?
Key stakeholders are: Children's social care (social work teams including fostering) EDT Police Commissioning team
7. What impact will this proposal have on all the protected groups?
<b>Race Equality</b>
There will be no specific impact on this group
<b>Disabled People</b>
There will be no specific impact on this group

<b>Carers</b>
There will be no specific impact on this group
<b>Gender</b>
There will be no specific impact on this group
<b>Age</b>
There will be no specific impact on this group
<b>Armed Forces and Ex-Armed Forces Personnel</b>
There will be no specific impact on this group
<b>Religion or Belief</b>
There will be no specific impact on this group
<b>Sexual Orientation</b>
There will be no specific impact on this group
<b>Gender Reassignment</b>
There will be no specific impact on this group
<b>Pregnant Women or Those on Maternity Leave or Those who have given Birth in the Previous 26 weeks</b>
There will be no specific impact on this group
<b>Marriage or Civil Partnership</b>
There will be no specific impact on this group

## 8. Conclusions and Recommendations

<b>What are the main conclusions and recommendations from this analysis?</b>
There will be no impact to the groups identified above in reviewing this service.  The recommendations are: <ul style="list-style-type: none"> <li>To identify as we move forward via the service review</li> </ul>

**9. In the box below please provide details of who you will consult with on the proposals, when you consult, and the methods which you will use to consult. In the box below**

***The Consultation and Inclusion Methodology Used***

**Consultation on the proposed savings:** these posts are vacant. Staff likely to be affected by the review, operational practitioners their managers and senior managers will be consulted with via team and service meetings.

**10. Produce an action plan detailing the mitigation measures that you propose to put in place to address any adverse impacts.**

Mitigation Measure	Action	Responsible Officer	Implementation Date	Review Date	Evaluation Measure