

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Children's Services and Deputy Leader
<b>Date:</b>	20 May 2014
<b>Title:</b>	Children's Residential Care Strategy
<b>Reference:</b>	5675
<b>Report From:</b>	Director of Children's Services

**Contact name:** Cathi Hadley

**Tel:** 01962 846219

**Email:** Cathi.hadley@hants.gov.uk

#### 1. Executive Summary

1.1. This report seeks the Executive Lead Member's approval for the Children's Residential Care Strategy. This describes Hampshire's approach to the future provision of residential care homes for children looked after in order to improve the quality of service and outcomes for children placed in residential care. The strategy sets out how Hampshire County Council will:

- Create children's homes that are robust but with a family atmosphere which promotes worth and value
- Provide children's homes in locations where children can have easy access to the community, schools and family
- Manage children's complex needs in a stable environment
- Implement a new staffing model for children's residential care consistent with the revised approach to the size of homes and consistent with established best practice in the county.

1.2. The overall vision for Hampshire's Residential Strategy is that children's residential care should be a placement of choice, based on effective assessment of need and careful matching. The provision and standard of care across the residential estate will not be less than that expected from a large family home through confident, authoritative parenting within environments that demonstrate individual worth and value.

## **2. Contextual information**

2.1. Hampshire County Council currently runs six children's residential homes around the county providing 34 care beds in total. Whilst the homes meet current Ofsted and DfE requirements the following issues have been identified:

- Some of the homes are large buildings, detached from local communities, which means that the buildings can have an institutional feel and community facilities are not easily accessible
- The maintenance and buildings management of these institutional homes is challenging as the structures are not fit for purpose
- Some of the buildings are too large for the number of children placed and are in a poor state of repair
- The furniture and basic commodities have been supplied through centralised suppliers, which add to the institutional feel of the home
- The layout in some homes is not conducive for passive supervision of the children
- There is not equal access to a homely environment and individualised care across the current homes
- These issues contribute to the sense of value portrayed to children which, in turn, directly influences their behaviour and future outcomes.

## **3. The new strategy**

3.1. The overall vision for Hampshire's Residential Strategy is that children's residential care should be a placement of choice, based on effective assessment of need and careful matching. The provision and standard of care across the residential estate will not be less than that expected from a large family home through confident, authoritative parenting within environments that demonstrate individual worth and value.

3.2. This Residential Strategy seeks to achieve this through the provision of Children's Homes that:

- are robust but with a family atmosphere which promotes worth and value
- are in locations where children can have easy access to the community, schools and family
- manage the children's complex needs in a stable environment
- ensure that the staffing model for children's residential care is consistent and fit for purpose

3.3. The Residential Strategy proposes to expand the current in-house residential care provision from 6 to 8 homes. Each home will cater for 4 children (as opposed to the current 6 or 7 in most homes) with one home

catering for five. Thus, the overall capacity of the residential estate will be 33 children, similar to the current capacity. An important linked development is establishing the 'Pillars of Parenting' as the model of care provided by staff. This process is already well underway.

- 3.4. Four bedded units enable staff to meet individual children's needs in a group setting. There is less competition between the children for attention and it is easier to access the community in a smaller group. The size of the house is more in keeping with a family home and there is space round a dining table for the four children and two staff members.
- 3.5. The strategy will involve selling three homes outright; Crossways, Glendalyn and Godbey House, which would raise an estimated £2.6m in capital receipts. Four new homes will be built. Milesdown and The Greenhouse would be demolished and rebuilt on the same sites as 4-bed homes. The Mead has been refurbished to provide 5 beds and it is proposed that this unit would retain 5 beds. Cypress Lodge would be retained as it currently is. The total provision would be eight units with a combined capacity of 33 beds.
- 3.6. This compares with the existing 34 beds, which includes one emergency placement. Although there would be a reduction of capacity by one placement, it is anticipated that better use can be made of capacity, as reduced numbers of children would reduce the need to hold vacancies to manage the mix of children. As such, this should not create a need for additional purchased placements but reduce the number of non-county placements.
- 3.7. Comparing the outcomes specified in Every Child Matters between the one current 4 bedded unit that we have, Cypress Lodge, and 6 bedded Glendalyn, demonstrates the significantly better outcomes achieved by children in a 4 bedded environment.
- 3.8. Helping children to be healthy; Children at Cypress Lodge have better engagement with health care agencies and much lower rates of substance misuse.
- 3.9. Helping to protect children from harm and neglect; Instances of violence and aggression within the smaller 4 bedded children's home are much lower. Reports from the two homes for quarter one of 2013/14 show that the police were called to the Cypress Lodge twice and nineteen times to Glendalyn.
- 3.10. Helping children to enjoy and achieve; Children placed in Cypress lodge have full time educational placements and 95% attendance at school where as in Glendalyn the majority of children are in part-time educational placements and have poor attendance.

- 3.11. Helping children to make a positive contribution; Children at Cypress Lodge would appear to be more actively engaged in the running of the home and would consider Cypress Lodge to be their 'home' and have a desire to return in their early adulthood as any birth child would do.
- 3.12. Helping children achieve economic wellbeing; Children at Cypress Lodge value their surroundings, contribute to discussions around the upkeep of the site and do not cause criminal damage. Children in Glendalyn have little respect for their environment and do not feel able to contribute to discussions about the upkeep of the home.
- 3.13. Leadership and management; Ofsted consistently judge Cypress Lodge as outstanding across all dimensions. Judgements at Glendalyn show considerable fluctuation and the most recent inspections resulted in a judgement of unsatisfactory progress. This was due to the high level of violence and aggression, absconding and poor engagement with education.

#### **4. Design of the new homes**

- 4.1. Young people and staff have been involved in the development of the residential strategy and the design of the new children's homes. During consultation with the children they identified the following characteristics to be important;
  - the home would not look different to any other home
  - front door at the front of the house with a front garden
  - a fireplace
  - their own bathrooms as they would be sharing with strangers with different personal hygiene standards.
- 4.2. The new buildings will meet Passivhaus standards and Building Regulations, which will ensure that the new children's homes reach a high level of sustainable construction. The layout of the homes has been designed with the following features:
  - Office and education room located to the front of the house for good access and passive supervision.
  - Social spaces located to the rear of the house to relate to secure private garden.
  - Flexible layout of upper floor bedrooms to allow alternative location for sleep-in staff.
  - All bedrooms have an ensuite shower room.
- 4.3. The robust construction and low maintenance materials used throughout and use of energy efficient lighting and fittings should also contribute to lower running costs for the new homes.

- 4.4. The new homes have been designed to look like any other family home, one would not know from the outside that the building was a children's residential home. Inside the layout is more like a family home with the staff office at the front of the house not unlike a study, a kitchen dining area for communal meal times and two sitting rooms. Upstairs there are six bedrooms, with en suite and the manager's office.
- 4.5. The provision of such new children's homes will enable Hampshire Children's Services to provide children's residential care which is compliant with the Government's new statutory guidance on residential care.
- 4.6. 'Consultation on reforming children's homes care' Government response [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/268720/CH\\_consultation\\_response\\_v\\_1\\_1.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/268720/CH_consultation_response_v_1_1.pdf)
- 4.7. The Children's Homes and Looked after Children (Miscellaneous Amendments) (England) Regulations 2013 <http://www.legislation.gov.uk/uksi/2013/3239/contents/made>

## **5. Staffing**

- 5.1. The current staffing model is inconsistent between homes and is not fully efficient or fit for purpose. For this reason it will be necessary to update the staffing structure to a consistent and robust model. It is possible to manage the staffing changes through turnover as opposed to making the changes at a fixed point in time because of the relatively long delivery process. This will avoid redundancy costs and take advantage of natural turnover within the service. No additional funding is being sought for staffing costs and the intention is to manage the transformation within existing budgets.
- 5.2. Staff have now all been trained in the Pillars of Parenting model of care and parenting. This is supported by regular group supervision with an educational psychologist and a Child and Adolescent Mental Health worker to discuss the care of each child. Each staff member is also required to complete an accredited award 'Diploma in the Emotional Warmth Model of Professional Child Care' as part of this process. This model also received strong praise in the recent Ofsted inspection report.

## **6. Finance**

- 6.1. Analysis of options has confirmed this strategy as the preferred option to achieve the desired outcomes and that the estimated costs – both revenue and capital – could be contained within the budgets available
- 6.2. Capital provision for this strategy has been agreed by the County Council in both 2013/14 and 2014/15. It is anticipated that capital receipts of about £2.6m will be realised from the sale of homes, as outlined earlier in the report.

- 6.3. Revenue efficiency savings of an estimated £300,000 per annum will be achieved through reduced demand for more expensive non county placements. This is based upon the occupancy levels of Cypress Lodge. Smaller, more family-style homes will ensure that the homes do not need to carry vacancies, which will increase the overall useable capacity of the residential profile. If the new homes meet the occupancy levels of the current 4-bed unit then two more placements will be available, which would generate the saving of from non-county placement spend which would be used to offset the pressure on staffing budgets that currently exists and would ensure sufficient funding for the proposed staffing arrangements.

## **7. Conclusions**

- 7.1. The strategy will bring Hampshire's children's homes in line with the new Government guidance by building homes within a community with sufficient infrastructure to support positive outcomes for the children such as transport, schools and leisure activities. This will enable children to feel part of, and participate in, their community and develop a sense of worth and independence.
- 7.2. The focus on placing children near their community is in line with the expected Children's Home Regulations and Care Standards Act reforms in 2015.
- 7.3. Hampshire's "Pillars of Parenting" care strategy can be fully implemented in the new homes because they will have sufficient infrastructure for the children to become part of the community and experience a level of independence that is not possible in the larger homes.
- 7.4. The new homes will meet the Ofsted inspection key performance indicators for modern environmentally friendly building and will also meet the Government agenda for reform of residential care homes. The proposed plan of the new buildings also meets current design specifications for life time living.

## **8. Recommendation**

That the Executive Lead Member note and approve the Children's Services strategy to improve residential care.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>OR</b>	
<b>This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:</b>	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Children's Services Capital programme 2014/15 to 2016/17	5444	22 January 2014
Strategic Review of Children's Homes – re-investment of capital receipts	4894	25 June 2013
Children's Services Capital Programme update	4865	12 June 2013
Children's Services Capital Programme 2012/13 to 2014/15	3653	23 March 2012
Changes to the in-house provision of Residential Children's Homes	2336	28 January 2011
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>		<u>Date</u>

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

1.1. Equality and diversity objectives are not considered to be adversely affected by the proposals of this report.

### **2. Impact on Crime and Disorder:**

2.1. Crime and disorder objectives are not considered to be adversely affected by the proposals of this report.

### **3. Climate Change:**

a) How does what is being proposed impact on our carbon footprint / energy consumption?

When the Children's Services Capital Programme invests in new build, replacement or refurbishment works, Property Services colleagues include an assessment of reductions in energy consumption (carbon use) in the design. In all new buildings and in the majority of refurbishment type investments, the latest technologies and materials are specified in order to maximise the impact on reducing carbon consumption. Many projects are also able to employ passive design approaches including natural ventilation and improved insulation to actively reduce consumption in summer and winter conditions.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Any new build or extensions will meet current building regulations standards for thermal performance. Where possible, appropriate sustainable materials will be employed to reduce the environmental impact of the proposals.