

Education, Children and Families Committee

10 am, Tuesday, 9 December 2014

Proposed closure of Pentland View Close Support Unit and improvement proposals for children and young people who are Looked After and Accommodated by the City of Edinburgh Council in residential and secure care services

Item number	7.12
Report number	
Executive/routine	Executive
Wards	All

Executive summary

As requested by Committee on 20 May 2014 this report provides an update on the current position with the Children and Families residential estate including use of secure accommodation.

The report also sets out ambitions for the future residential estate including a proposal to close a five bedded close support unit.

Links

Coalition pledges	P1
Council outcomes	CO1-CO6
Single Outcome Agreement	SO2 , SO3

Proposed closure of Pentland View Close Support Unit and improvement proposals for children and young people who are Looked After and Accommodated by the City of Edinburgh Council in residential and secure care services

Recommendations

- 1.1 Note the current position within the Children and Families residential estate including Edinburgh Secure Services;
- 1.2 Approve the proposal to close Pentland View Close Support Unit, a five bedded close support unit, by the end of January 2015; and
- 1.3 Note the proposal that a business case will be taken to the Finance and Resources Committee in due course which sets out the rationale for, and strategic importance of, the capital receipt arising from the sale of Pentland View site being ring-fenced towards the replacement of either Oxfords or Moredun Young People's Centre (YPC).

Background

- 2.1 The Education, Children and Families Committee received and considered a report on 11 September 2014, entitled Annual Review of Service Strategy for Children and Young People who are Looked After and Accommodated by the Council. The report included an update on the residential estate within Edinburgh. Members agreed to receive a further update on Edinburgh Secure Services within two cycles.
- 2.2 The Support to Children and Young People's financial plan for 2015/16 – 2017/18 includes the closure of one, unspecified, five bedded close support unit as part of the shifting the balance of care strategy. This report provides an update on secure services, the wider residential estate in Edinburgh and sets out ambitions for the future residential estate including bringing forward the closure of a five bedded close support unit.

Main report

Strategic Direction

- 3.1 The continuing strategic objective in 2014/15 and beyond is to shift the balance of resources for Looked After and Accommodated Children (LAAC) from

relatively high cost services such as out of authority residential school, secure or long term residential care to flexible, high quality local services. This is complemented by the increased delivery of consistent early and intensive intervention approaches which mean fewer children and young people need to be looked after and accommodated and, where they do, to make sure they are accommodated within City of Edinburgh services.

- 3.2 The Council's residential estate is relatively large and we are recruiting more foster carers, including specialist foster carers, for children and young people with higher levels of need so that in the future we rely less on group living environments. This is part of a wider strategy to be more preventive and to shift the balance of care to improve outcomes for vulnerable children and young people.

Residential Care

- 3.3 The City of Edinburgh Council currently directly provides 75 residential placements for children and young people who, for various reasons, are unable to live with their family or in a foster care placement.
- 3.4 Five Young People's Centres (YPC) in Drylaw, Oxcgangs, Moredun, Northfield and Greendykes offer a total of 38 placements.
- 3.5 Two long term close support units, Southouse and Pentland View, each offer five placements for young people who have been assessed as requiring long term residential care.
- 3.6 The Edinburgh Families Project, located in Ferniehill, provides outreach support for 90 families per annum and has five short stay respite placements.
- 3.7 Edinburgh Secure Services at Howdenhall and St Katharine's provides 12 secure placements. There are also two step down, close support units attached to Howdenhall and St Katharine's, each offer five placements, which help young people transition out of secure care.

Pentland View Close Support Unit (CSU)

- 3.8 Of the four young people in Pentland View, three are in their late teens and are in the process of moving on. This is an unusual position. Requests for residential provision remain constant however most young people require a resource for a short time period, typically less than 18 months. The care model at Pentland View involves long term stays usually three or four years.
- 3.9 The current low occupancy at Pentland View provides an opportunity to bring forward the proposed closure of a close support unit by de-commissioning Pentland View in the coming months. This would result in substantial revenue savings (the cost of running the unit is £835,000 per year).
- 3.10 We have good quality and suitable alternative accommodation available for the remaining young person and Pentland View staff would continue to support as required. All young people would have robust aftercare plans.

- 3.11 It is proposed that the staff at Pentland View are re-deployed to similar posts across the residential estate.

Asset management

- 3.12 As Corporate Parents, this authority has a responsibility to provide a quality living environment for children and young people in need of residential care.
- 3.13 Although the quality of care is high and this is reflected in Care Inspectorate reports, there are concerns about the quality of the physical environment.
- 3.14 The review of Residential Child Care in 2010 concluded that considerable investment would be required to improve and maintain the quality of environment in residential units.
- 3.15 Capital funding of £1m has been allocated to replace one YPC (Greendykes YPC) with a new build at Dumbryden which will be completed towards the end of 2015. This is some way off the long term ambition to have a first class residential care estate and service within Edinburgh. An additional £1m capital funding was allocated to 'Accommodation young people centre' of which £592k has been invested in refurbishment across the residential estate leaving £408k currently unallocated.
- 3.16 The properties at Moredun and Oxgangs have been priorities for replacement as and when capital funding becomes available. Replacement YPCs are essential to having appropriate physical environments which will assist in the management of children with high level needs within Edinburgh residential care rather than escalating to secure or out of authority accommodation.
- 3.17 The replacement of both Oxgangs and Moredun YPC's are considered to be urgent priorities however, as the necessity to date has been driven by issues of suitability and not capacity or condition, this has not been identified as one of the top five unfunded capital priorities in the Children and Families estate. The closure of Pentland View would necessitate the replacement of at least one of these two facilities.
- 3.18 By addressing the poor suitability of the existing facilities; the creation of units with a multi-functional configuration (in accordance with the flexible, disability accessible, model adopted for the replacement for Greendykes YPC) would create a high quality overall remaining residential estate which is better placed to meet future demand for services following the closure of Pentland View and accommodate the gap in capacity which will arise as a result.
- 3.19 The estimated costs of replacing either one of these YPCs has still to be accurately determined however could be up to £1.25m once the costs of demolishing the existing building and future cost inflation is taken into consideration. The existing Children and Families Capital Investment Programme includes £408,000 relating to 'Accommodation young person centre' which could be applied towards this requirement however a significant gap in funding will still remain.

- 3.20 The sale of the Pentland View site has been estimated to generate a receipt of £800,000 however it is hoped that this could be exceeded. At its meeting on 31 October 2013 the Finance and Budget Committee approved that future receipts where either ring-fencing or a 20% allocation to services has not already been approved would become a corporate resource to meet future capital expenditure requirements; the commitment from Service Directors not to seek to ring-fence receipts from asset disposals, other than in exceptional circumstances, was also reaffirmed.
- 3.21 This is considered to be an exceptional circumstance. It is therefore proposed that a business case will be taken to the Finance and Resources Committee in due course which sets out the rationale for, and strategic importance of, the capital receipt arising from the sale of Pentland View site being ring-fenced towards the replacement of either Oxgangs or Moredun YPC. This would provide a new, improved building with a physical environment which would assist in the management of children with high level needs to be met within residential care rather than escalating to secure accommodation.

Edinburgh Secure Services

- 3.22 Edinburgh Secure Service at Howdenhall and St Katharine's provides high levels of care to individual young people whose behaviours make them a significant risk to themselves or others.
- 3.23 During 2013/14 Edinburgh Secure Service worked with 24 Edinburgh young people within the secure provision and 21 Edinburgh young people within the close support provision.
- 3.24 Many of the young people in the attached close support provision will have been in secure accommodation and close support is a valuable 'step down' to returning home or to a community based open placement.
- 3.25 Edinburgh Secure Service's Throughcare and Aftercare provision provides two residential placements and a respite placement on campus and two supported flats in the community. It maintains involvement with all young people who are aged 16+, and who have used the secure or close support provision within the service, supporting their transition into the community and into their early adulthood.
- 3.26 Edinburgh Secure Service has met the demand for almost all secure and remand placements for Edinburgh's young people. The four Edinburgh young people who were placed in secure accommodation outwith Edinburgh in 2013/14 were quickly returned to Edinburgh placements.
- 3.27 Occupancy of the secure provision in 2013/14 has remained high at over 95% and requests for places from other Local Authorities often exceeds available placements.

- 3.28 The use of secure accommodation in Edinburgh is relatively high compared to other areas of Scotland and we are seeking to reduce this which would make Edinburgh more in line with other local authorities.
- 3.29 The secure population in Edinburgh is significantly different from the national comparison. Edinburgh has a disproportionate number of vulnerable females less than 15 years old in secure. Nationally the secure population are young males 16+ years. Appendix 1 provides national comparison data.
- 3.30 Community based early intervention services will be used to continue to support the reduction in usage of secure provision through intensive initiatives and earlier intervention as the Council works towards reducing secure bed provision from 12 beds to six.

Measures of success

- 4.1 The physical environment of the residential estate will allow management of children with high level needs to be met in Edinburgh's residential provision and not escalated to secure accommodation or out of Council placements.
- 4.2 The need for long term residential and secure care services is reduced.

Financial impact

- 5.1 The Council's financial planning assumption for 2015/16, 2016/17 and 2017/18 includes savings of £1.2m from the residential estate as part of the shifting the balance of care strategy. The proposal to close Pentland View would realise recurring revenue savings of £835k towards this saving target and an estimated capital receipt of £800k. The estimated revenue costs and savings from the proposed closure of Pentland View are set out in the table below:

Description	2014/15 £k	2015/16 £k	2016/17 £k	2017/18 £k
Running costs of Pentland View	728	0	0	0
Transition Costs	71	9	9	0
Total Costs	799	9	9	0
Revenue Funding for Pentland View	835	835	835	835
Net Costs / (Savings) from closure of Pentland View	(36)	(826)	(826)	(835)

Planned residential care savings target	0	(80)	(505)	(1,120)
Net Shortfall/(Surplus) to Savings target	(36)	(746)	(321)	285

- 5.2 The closure of Pentland View would deliver savings of £36k in 2014/15 assuming a closure from 31 January 2015. The transition costs include security, removals, rates and costs of staff not re-deployed into substantive posts from 1 February 2015. Ongoing transition costs from 2015/16 are estimated to be rates only with all staff re-deployed by 31 March 2015. For the purpose of this report these costs are estimated to continue until March 2017, however it is proposed that the site would be marketed for sale in early 2015 and a sale may take place earlier than assumed in the above figures.
- 5.3 The planned reductions from the Council residential estate require savings of £80k in 2015/16 rising to £1.12m by 2017/18. The closure would deliver the full savings requirement in 2015/16 and 2016/17 and provide £835k towards the £1.12m target for 2017/18.
- 5.4 The additional savings generated in 2015/16 and 2016/17 would be utilised within the overall Looked After Children transformation programme to offset pressures in relation to out of Council residential placements. This has been factored into the Children and Families budget planning assumptions for these years.
- 5.5 It is proposed that the Director of Children and Families will take forward a business case to the Finance and Resource Committee to request the capital receipt from the sale of Pentland View be ring-fenced towards the replacement of either Oxgangs or Moredun YPC to provide a new improved building with a physical environment which will assist in the management of children with high level needs to be met within residential care in Edinburgh rather than escalating to secure accommodation.

Risk, policy, compliance and governance impact

- 6.1 Key risks to the Council should the recommendations within this report be rejected include:
- 6.1.1 Planned revenue savings from the Council residential estate of £80k in 2015/16, £505k in 2016/17 and £1.12m in 2017/18 would be at risk.
- 6.1.2 An estimated capital receipt of £800k would not be delivered.

Equalities impact

- 7.1 A full equalities impact assessment has been carried out. There are no negative equalities implications arising from the proposed closure of Pentland View CSU.
- 7.2 The impact on equalities will be positive as new improved environments will better meet the needs of children and young people requiring residential care.

Sustainability impact

- 8.1 There are no impacts on carbon, adaptation to climate change or sustainable development arising directly from this report.

Consultation and engagement

- 9.1 There is regular and extensive consultation and engagement activity with children and young people who are Looked After. This area of practice was identified by the Care Inspectorate as very good in the recent Children's Inspection.
- 9.2 Proposals concerning consultation and engagement with employees would be carried out in line with Council procedures.

Background reading/external references

[Annual Review of Service Strategy for Children and Young People who are Looked After and Accommodated by CEC – Report to Education, Children and Families Committee 11 September 2014](#)

[Early Years Change Fund Progress Update on Year Two – Education, Children and Families Committee 20 May 2014](#)

[Looked After Children: Transformational Programme Progress Report – Governance, Risk and Best Value Committee 24 September 2014](#)

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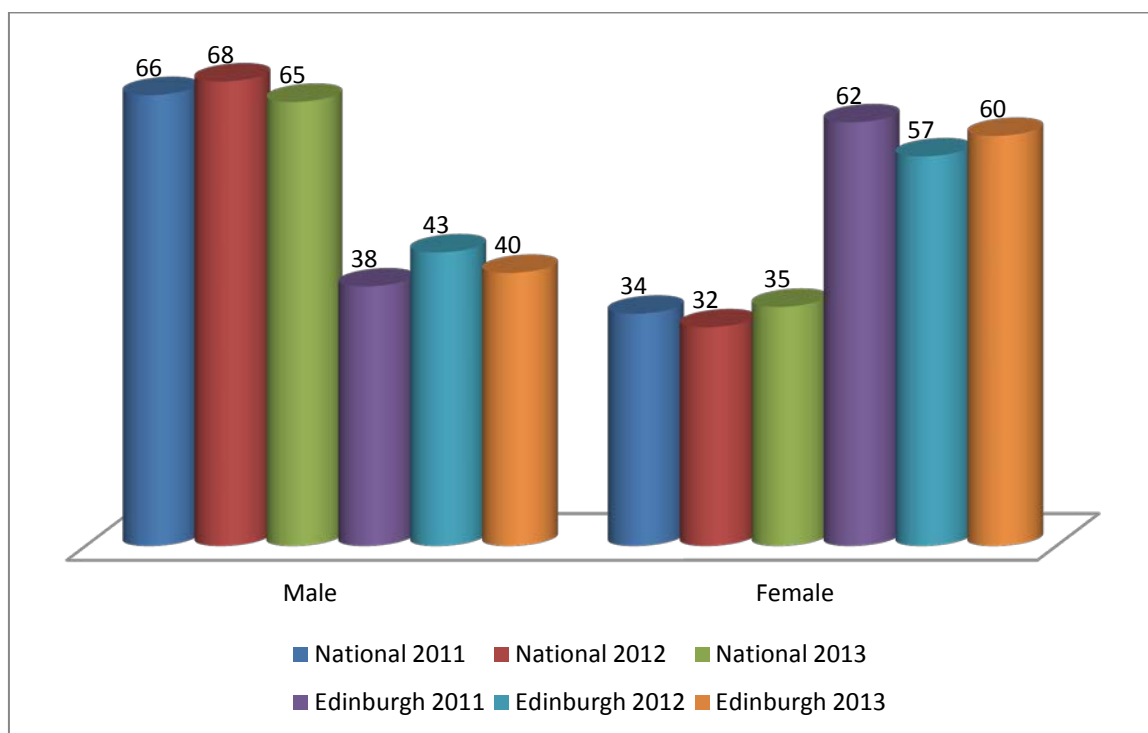
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Links

Coalition pledges	P1 - Increase support for vulnerable children, including help for families so that fewer go into care
Council outcomes	CO1 - Our children have the best start in life, are able to make and sustain relationships and are ready to succeed CO2 - Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities CO3 - Our children and young people in need, or with a disability, have improved life chances CO4 - Our children and young people are physically and emotionally healthy CO5 - Our children and young people are safe from harm or fear of harm, and do not harm others within their communities CO6 - Our children and young people's outcomes are not undermined by poverty and inequality
Single Outcome Agreement	SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health SO3 - Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	1. Usage of Secure Placements in Scotland

Usage of Secure Placements in Scotland

Young People by Gender in Secure Accommodation on 31 July 2011-2013 as % of total



Age of Young People in Secure on Accommodation on 31 July 2011-2013 as % of total

