

Integrated Impact Assessment (IIA)

Informing our approach to fairness

Name of proposal	The Care and Protection of Children and Young People Age 0-24: A Safe Place to Live
Date of original assessment	September 2016
Lead officer	Karen Simmons
Assessment team	Looked After Children Review Board (council officers)
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Version control

Version	2
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Replaces version	1

This is our assessment of the potential equality and other impacts of this 2017-18 budget proposal, based on the available evidence. It is a 'living document'. We have reviewed this assessment following a period of consultation and will continue to review it as we implement the proposal.

Section A: Current service

1. What does the service do?

Introduction

When a child or young person comes into care, Newcastle city council becomes the Corporate Parent and becomes responsible for providing the best possible care and safeguarding for these children. The council has the same goals for the children it looks after as those of every good parent. We want to see our children and young people flourish with good health, to be safe and happy, to do well at school, to enjoy good relationships with their peers, make the most of leisure opportunities, hobbies and interests and to grow towards adulthood equipped to lead independent, happy and fulfilling lives.

The service is responsible for the provision of safe, stable placements that meet the individual needs and achieve good outcomes for children and young people, who are considered to be at risk of significant harm and for whom no safe alternative care can be identified. We look after children and young people from age 0–18 and up to age 24 where young people have a significant learning need.

Our 'Looked After Children' Strategy

The service is underpinned by the strategy for our 'looked after children', which aims to place children and young people in a stable family setting within Newcastle, if appropriate, and offers a range of placement options to meet need. It includes:

- pre-placement intervention work with families to reduce the need for care;
- ensuring that all entries to the care system are appropriate - the right children and young people become looked after for the right reasons;
- ensuring that looked after children and young people are placed in stable placements that meets their needs and provide best value to the council;
- a focus on reunification where children can safely be reunited with their families;
- appropriate placements with family and friends including appropriate support and allowances, such as Special Guardianship or Child Arrangement Order Allowances; and
- speedy adoption for those children that are placed for adoption with appropriate post adoption support.

The service is made up of the following teams:

Fostering: In-house fostering provides a range of respite, short-term and permanent family placements for the children and young people that we look after. Wherever available and appropriate, we work to place children in our own in-house fostering provision to secure best outcomes and to avoid the significant costs incurred through placement with the independent fostering sector. We also provide staying put allowances for those children in foster care who wish to stay in their placement beyond the age of 18 up to the age of 24.

Adoption: Adoption is a permanent placement option for a number of babies and young children in our care. The Adoption Service involves:

- recruitment, assessment, approval and support to prospective adopters;
- matching and supporting families with plans for adoption; and
- providing post adoption support to adoptive families.

In-house residential care: The council runs three children's homes which provide a total of 19 beds (we also have a fourth children's home for short breaks for children with disabilities).

16 plus support: The team arrange supported living placements for young people to prepare them for independence.

Working closely with the **Commissioning and Procurement** team the service is also responsible for the **commissioning of external placements** in cases where we are unable to meet needs in-house. We commission placements from the independent residential sector and from independent fostering agencies. We have worked with other local authorities and established framework contracts which have improved quality, choice and controlled cost.

The service also pays **allowances for family and friends** to take care of children under Special Guardianship Orders, Child Arrangement Orders and provides post Adoption Allowances for children with additional needs.

2. Who do you deliver this service for?

We deliver the service for all children and young people age 0-18 and those up to the age of 25 that have a significant learning need, who live within Newcastle city and cannot remain living within their immediate family and for people who wish to foster or adopt children and young people

During 2015/2016 we cared for an average of 496 children and young people at any one time and in line with our 'looked after children strategy' most of our children and young people are cared for in family placements.

3. Do you have any statutory requirements?

The council has overarching responsibility for safeguarding and promoting the welfare of all children and young people in the city. We have a number of statutory functions under the 1989 and 2004 Children Acts, including specific duties in relation to children in need and children suffering, or likely to suffer, significant harm, regardless of where they are found, under sections 17 and 47 of the Children Act 1989.

Under section 22G of the Children Act 1989 ('the 1989 Act') the council must take steps that secure, so far as reasonably practicable, sufficient accommodation within the city, which meets the needs of children that the council is looking after, and whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the council's area ('the sufficiency duty').

The council is also committed to the moral as well as legal responsibility for enabling the children in its care to experience happy and fulfilling lives.

4. How much do you spend on this service?

Gross expenditure	Gross income	Net budget	Capital projects
£20,059,250	£682,410	£19,376,840	£0

5. What workforce delivers this service?

Posts	FTEs	Comments
100	87.50	

Section B: Change proposal

1. What is the proposal to change the service?

We have made significant budget reductions over the last few years due to:

- numbers of children that are reaching age 18 and therefore leaving the system;
- minimal use of expensive out of authority placements; and
- negotiation of framework contracts for external residential placements and independent fostering agencies to control costs.

It is becoming challenging to make further savings in these areas. Although, we have had a number of young people leaving care because they are turning 18 years old, our admissions have remained stable and therefore overall numbers in care are remaining stable.

We have been successful in reducing placement numbers in expensive out of authority residential and fostering placements and now have few admissions to external placements. However, the national minimum wage and living wage is putting pressure on the budgets of external providers and is, therefore, making it difficult for us to negotiate further price reductions with external providers.

Our vision for the service by 2020 is that we will provide highly effective, evidence based prevention and reunification services, to safely reduce the demand for care. For those that need care we will provide high quality local placements and services which support the needs of the most complex children and young people.

As key part of this strategy is to reduce the demand for care this IIA should be read in conjunction with our IIA on '**The Care and Protection of Children and Young People Age 0-24: Assessment and Intervention Services**'.

Our strategy for those children that need care is to:

- bring children back to Newcastle wherever possible close to the corporate parent and local services;
- ensure we can offer a range of cost effective family placements with increased local residential care placements for those children who require residential care;
- ensure that children are, where possible, safely reunited with families; and
- control the total cost of placements by negotiating framework contracts with external providers.

Examples of our specific interventions are:

- 1. Development of our in-house fostering offer to increase cost effective placement choices for children with the most complex needs:** We will build on our in-house capacity to increase local choice and reduce the need for more expensive independent foster carers and residential care. We will:
 - continue to recruit foster carers to meet our needs and introduce an appropriate rate of allowances for more complex cases;
 - enhance the support package that we provide to our foster carers to ensure successful stable placements and prevent escalation to more expensive placements – a form of early intervention to prevent the breakdown of placements;
 - look for opportunities to work with other authorities and agencies by 2020 and closely evaluate the implementation and progress of the Regional Adoption model which will help to improve the speed of adoptions; and

- review all children in out of authority foster arrangements to determine whether they could be accommodated in different ways, bearing in mind our duty to secure stable placements for children and young people who are looked after.

- 2. Invest in our children’s homes:** Our local residential care provides cost effective quality placements for those children for whom residential care is the most appropriate option. We will only use external residential care in exceptional circumstances. To do this we propose to:
 - invest in our existing children’s homes to ensure that they are fit for purpose for 2020 and beyond;
 - enhance our in house service to ensure it is able to take more complex challenging young people;
 - develop a specific response for challenging children and adolescents; and
 - build an additional residential unit for complex cases with wrap around services by 2020.
- 3.** In conjunction with our social housing partners we will continue to develop a **cost effective model of placements for those young people age 16 plus**. The aim is to locate young people within the city close to their support networks and to help prepare them for independence.
- 4. Establishing a dynamic review process.** We will review placements to identify changing circumstances, including change of placements, and the capacity of families to be reunited with their children. This will help to identify any emerging needs and reduce the risk of placement breakdown.
- 5.** Leading the **establishment of the regional adoption agency** to ensure speedy adoption for those children placed for adoption and increase placement choice.
- 6. Modelling the future numbers of children and young people in the care system.** We have assessed the financial impact of:
 - young people who will turn 18 over the next three years and will therefore leave the care system; and
 - our assumption that numbers entering the system will reduce, as a result of our early intervention work (as highlighted in the assessment and intervention IIA).

These changes have been factored in to our savings estimates. However it is very difficult to estimate future numbers in the care system and these projections will be closely monitored as a high risk area.

Should it not be possible to safely reduce numbers in the care system due to unknown future external influences we will rethink our savings proposals and seek to find compensating savings from other areas.

6. What evidence has informed this proposal?

Information source	What has this told you?
Newcastle Future Needs Assessment	Information from ‘Know Newcastle’, our needs assessment, can be viewed at the following link: http://www.knownewcastle.org.uk/AreaSummary.aspx?rc=15 The highlights are: Population of children and young people in Newcastle

	<ul style="list-style-type: none"> • We have: <ul style="list-style-type: none"> ○ 17,415 children age 0-4 ○ 29,804 children age 5-14 and ○ 60,840 children are 15-24 • We have a high proportion of 15-24 year olds compared to the England and North East average (21% of total population compared with 12.6% for the England average) • In the short term the number of births is expected to remain the same and children aged up to 4 years are expected to increase by 1,200 to 18,100. Over the longer term the trend shows a decrease in numbers in early years • Compared to 2012, by 2035, we will have a similar overall proportion of young people (up to age 24) <p>Child poverty</p> <p>In 2013 (the latest data available), 27% of children aged under 16 (equivalent to 12,580 children) lived in low income families in Newcastle. This compares with an England and Wales average of 18.6%. In our most deprived wards (Walker and Byker) 46% of those under the age of 16 live in low income families</p> <p>Children on child in need of child protection plans</p> <p>The relatively high levels of children living in poverty contributes to our higher than average numbers of children assessed as being children in need or on child protection plans compared to other authorities:</p> <ul style="list-style-type: none"> • The number of children assessed as being children in need per 10,000 population is 380 compared to England average of 346.4 per 10,000 • The number of children subject to a child protection plan per 10,000 population is 78 compared to England average of 42.1 per 10,000
<p>Looked after children (LAC) Indicator Results Return– 2015/16 Initial Outturn Analysis (SSDA903)</p>	<p>The most recently published data shows that Newcastle’s rate of looked after children per 10,000 children is 88.2. This is:</p> <ul style="list-style-type: none"> • 5.8 points lower than similar authorities (94) • 6.2 point higher than the average for North East authorities (82) and • 28.5 higher than the average for all England authorities (60) <p>Our aspiration is to achieve levels of children in care which are closer to the national average, a very challenging aspiration given the levels of poverty in Newcastle. Our proposals to achieve this are transformational and innovative and we expect that it will take at least two years before we make significant progress towards this target</p>
<p>Profiled children turning 18 from information held on CareFirst system</p>	<p>We estimate that we will have 150 young people leaving care over the next three years. Given our assumptions that our demand management initiatives will reduce numbers in the care system, we have estimated the future numbers of children in care and the financial savings from a reduction in numbers</p>

<p>Looked After Children (LAC) Indicator Results – 2015/16 Initial Outturn Analysis (SSDA903)</p>	<p>11.5% of children ending a period of care (29 children) in Newcastle were adopted in 2015/2016. This is a decrease of 7.45% from 2015 when 19% (50 children) were adopted. Newcastle is</p> <ul style="list-style-type: none"> • 9.2% lower than similar authorities (21%) • 7.5 % lower than regional average (19%) • 6% lower than the England average (17%) <p>This reflects a national trend and we are carrying our further analysis to understand the reasons. We are leading the development of a Regional Adoption Agency which aims to increase the speed of adoptions</p>
<p>Ofsted and Care Quality Commission: Newcastle Inspection of Safeguarding and Looked after Children report, March 2012</p>	<p>The inspection in 2012 concluded that the overall effectiveness of safeguarding services is good. We, and our key partners, were found to have made substantial and continuous progress in recent years. Firm progress has been achieved in identifying, driving and monitoring key improvements in targeted and specialist services for safeguarding children and young people in the area. We are expecting an inspection of children in need of care and protection sometime over the next 12 months.</p> <p>Our proposals will not impact negatively on the safety of children in the care system. Our aim is to see families kept together where appropriate as this is known to provide the best outcomes for children and young people</p>

7. How much will you spend on this service?

	Gross Expenditure	Gross Income	Net	Capital Projects
Year	£	£	£	
2017/2018	18,969,250	682,410	18,286,840	

8. What will the net savings be of this proposal?

	Gross Saving	Implementation cost	Net saving
Year	£	£	£
2017/2018	1,090,000		1,090,000

9. What impact will this have on the workforce?

Year	No. FTEs	% workforce
2017/2018	0	0

10. Who have you engaged with about this proposal?			
Date	Who	No. of people	Main issues raised
22 June 2016	2020 Budget meeting CSC Senior Managers	14	The discussion held at this meeting forms the proposals outlined in this IIA.
29 June 2016	Insights challenge session		The discussion held at this meeting forms the proposals outlined in this IIA.
09 September 2016	Cabinet/Directors Team		The discussion held at this meeting forms the proposals outlined in this IIA.
03 October 2016	Employees briefing (2 x sessions)		No specific feedback received in relation to the proposals outlined in this IIA.
15 November 2016	Carers Centre	10	No specific feedback received in relation to the proposals outlined in this IIA.
16 November 2016	Newcastle Safeguarding Children Board		No specific feedback received in relation to the proposals outlined in this IIA.
16 and 18 November 2016	Young People Take Over the Budget Workshops (2 x sessions)		No specific feedback received in relation to the proposals outlined in this IIA.
17 November 2016	NE1		No specific feedback received in relation to the proposals outlined in this IIA.
23 November 2016	Stakeholders' event	30	No specific feedback received in relation to the proposals outlined in this IIA.
29 November 2016	Elders Council		No specific feedback received in relation to the proposals outlined in this IIA.
30 November 2016	Disability Forum		No specific feedback received in relation to the proposals outlined in this IIA.
30 November 2016	Chamber of Commerce		No specific feedback received in relation to the proposals outlined in this IIA.

13 December 2016	Youth Council		No specific feedback received in relation to the proposals outlined in this IIA.
29 December 2016	Newcastle Gateshead Clinical Commissioning Group	N/A	<p>Response received from the CCG as part of Phase 2 approach in the Budget Consultation as a stakeholder organisation. For this area specifically the CCG welcomed the approach of a more focused Early Help offer and the evidenced based approaches to prevention and care services being delivered closer to home benefiting from closer family support.</p> <p>Caution was raised that success of preventative and early intervention is dependent on the right local services being commissioned.</p> <p>In response, Newcastle Gateshead CCG are an integral partner to Children's Social Care and will be included in the engagement and communication plan that will be developed as part of any remodel of the service.</p>
12 December 2016	Parent and Carer Forum		No specific feedback received in relation to the proposals outlined in this IIA.
14 December 2016	Newcastle Community Voluntary Services (NCVS)	N/A	<p>Response received from NCVS as part of Phase 2 approach in the Budget Consultation as a stakeholder organisation representing the voluntary sector.</p> <p>Concern was raised regarding why Newcastle has a high number of looked after Children compared to other similar authorities.</p> <p>In response, please refer to page 6, based on latest available published information our looked after children numbers are below that of authorities with similar characteristics to Newcastle.</p>

			<p>We have engaged Social Finance to review our data and provide insights into the factors that influence LAC numbers in Newcastle.</p> <p>NCSVs are an integral partner to Children's Social Care and will be included in the engagement and communication plan that will be developed as part of any remodel of the service.</p>
14 December 2016	Schools Forum		No specific feedback received in relation to the proposals outlined in this IIA.
19 December 2016	Healthwatch		No specific feedback received in relation to the proposals outlined in this IIA.
4 October to 31 December 2016	Let's Talk Newcastle		No specific feedback received in relation to the proposals outlined in this IIA.
21 December 2016	Newcastle upon Tyne Hospitals Foundation Trust (NUTH)	N/A	No specific feedback received in relation to the proposals outlined in this IIA.

Peoples' Budget Consultation Feedback

In the people's budget the public indicated they wanted to see a small percentage reduction in the children's social care budget of 8.2%, from £38.0m in 2016/7 to £34.9m in 2017/18. It's worth noting that 37% of everyone who answered this question wanted this service's budget to stay at its existing amount of £38.0m.

19 respondents provided comments on this service area, with the most common theme being that the council should aim to protect children's services (15 people). The remaining respondents provided comments along the following themes:

- Cut children's social care
- Do not feel children's social care is value for money
- Increase nursery fees
- Merge children's social care and education

Overall, the feedback from the people's budget focussed on maintaining investment in Children's Services to support prevention and early intervention as an aim to reducing the cost pressures further in the social care system.

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
People with protected characteristics				
Staff	Younger people and / or older people (age)	No disadvantage identified	Our proposals may enhance staff training	N/A
Staff	Disabled people	No disadvantage identified	Our proposals may enhance staff training	N/A
Staff	Carers	No disadvantage identified	Our proposals may enhance staff training	N/A
Service users	Younger people and / or older people (age)	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
Service users	Disabled people	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
			breakdown and bringing children back to Newcastle where appropriate	
Service users	Carers	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
Staff and Service users	People who are married or in civil partnerships	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
Staff and Service users	Sex or gender (including transgender, pregnancy and maternity)	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
			incidence of placement breakdown and bringing children back to Newcastle where appropriate	
Staff and Service users	People's sexual orientation	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
Staff and Service users	People of different races	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
Staff and Service users	People who have different religions or beliefs	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
People vulnerable to socio-economic disadvantage				
None	People living in deprived areas	Beneficial outcome	Our research tells us that looked after children are more likely to come from deprived areas. Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
None	People in low paid employment or in	Beneficial outcome	Our research tells us that looked after children are	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
	households with low incomes		more likely to come from households with low incomes. Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	
None	People facing barriers to gaining employment, such as low levels of educational attainment	Beneficial outcome	Our research tells us that looked after children are more likely to come from families facing barriers to employment. Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
Service users	Looked after children	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate We will not carry out any service changes which will be to the detriment of the safety of looked after children	N/A
None	People facing multiple deprivation, through a combination of factors such as poor health or poor housing / homelessness	Beneficial outcome	Our research tells us that looked after children are more likely to come from families facing multiple deprivation. Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
			Newcastle where appropriate	
Businesses				
None	Businesses providing current or future jobs in the city	Beneficial outcome	Our proposals aim to keep placements within the city – and whilst we aim to keep placements in house, our plans to build and refurbish our children’s homes will have a beneficial outcome on businesses and jobs within the city.	N/A
Geography				
None	Area, wards, neighbourhoods	Beneficial outcome	Our research tells us that looked after children are more likely to come from wards where there is a higher proportion of deprivation. Our proposals focus on keeping families safely together, reducing the	N/A

11. What are the potential impact of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
			incidence of placement breakdown and bringing children back to Newcastle where appropriate.	
Community cohesion				
None	Community cohesion	Beneficial outcome	Our proposals focus on keeping families safely together, reducing the incidence of placement breakdown and bringing children back to Newcastle where appropriate	N/A
Community safety				
None	Community safety	No disadvantage noted	N/A	N/A
Environment				
None	Environment	No disadvantage noted	Our build proposals will be to the highest environmental standards	N/A

