



CABINET MEMBER DECISION RECORD TEMPLATE

This form should be used to record Executive decisions taken by Cabinet Members

Decision Ref. No: TBA
Responsible Officer: David Vitty - Service Director, Adult Social Care
Subject: Redesigned of the Social Care Out of Hours service.
Decision taken: To approve the implementation of a redesigned Out of Hours Service for social care.
Reasons for the decision: The decision is required to move from an outdated social care Out of Hours service design, which is not sufficiently resourced to provide the right levels of care and support to vulnerable children, adults and young people, to a redesigned model with the appropriate structure and levels of staff to deliver a safe and sustainable model for the future. Transformation of the social care Out of Hours service is both consistent with and contributes to the corporate aim of “developing the future of local government” because it will prepare the service for a new Bournemouth, Christchurch and Poole council. More specifically, the transformation will help to deliver the adult social care aim to “ensure that adults with care and support needs are able to live safe and independent lives” and the children’s services aim of making sure that “all children and young people feel they are cared for and that they are safe and secure.” The service delivers statutory duties principally associated with the Care Act (2014), the Mental health Act (1983) and the Mental Capacity Act (2005) in respect of Adults. The majority of Children and Young People’s duties are delivered under the Children Act 1989 and the Children Act (2004).
Call-in and Urgency: This decision is urgent and not subject to call-in.

Background:

The Adult and Children's Social Care Out of Hours Service is hosted by Borough of Poole on behalf of Bournemouth Borough Council, Dorset County Council and Borough of Poole. The service operates when daytime offices are closed, which is broadly 17:00 until 09.00 during the working week and then 24 hours per day at weekends and bank holidays. The service is based in Poole, from where telephone enquiries are received and visiting social workers are deployed.

The purpose of the service is to respond where it is apparent that a child or young person, an older person, person with a disability, mental health condition or other vulnerable person requires urgent care and support or is likely to suffer harm if action is not taken before the next working day.

The team is staffed by 11 full time equivalent Social Workers, two Administrative Assistants and a Service Manager. The team are supplemented by a range of social workers who are on-call or can be engaged as "locum" staff at short notice. At any one time, there are between two and four members of staff on duty.

Although the Out of Hours Service has been successful over many years in supporting good outcomes for people in crisis, and is based on a cost effective approach which integrates the work of three local authorities, the model has become dated and is increasingly unfit for the future.

A review of the service was undertaken in 2017, concluding that the Out of Hours team was not sustainable in the current structure because it was insufficiently resourced to respond to children, young people and adults in need of emergency support. The overwhelming and increasing demand for Mental Health Act assessments was limiting the service's ability to respond to children and young people in need. Children and young people in need are often held at police stations or in hospital, and in cases such as this need to be seen rapidly in order to develop an immediate plan which avoids an emergency foster placement where possible but is able to make safe arrangements for such a placement where necessary. Where a young person is in police custody, the Out of Hours Service is required to provide an "appropriate adult" before the police are able to proceed. The service does not have the capacity to respond sufficiently rapidly to situations like this because of the workforce pressures and the demands for adult mental health assessments.

The review concluded that in order for the service to operate in a way which was safe and sustainable, it should be separated into two discrete services; one serving children and young people and a second for adults. The advantages of separating the Adult and Children's Services for Out of Hours work include the flexibility to recruit specialist and experienced staff and managers for each service as well as greater capacity and resilience, particularly for responses to children and young people. Separating children's services from adults will allow a discrete and dedicated focus on protecting and planning for children and young people in emergency situations, and in particular those instances such as detention in a police station or hospital. Increasingly, councils are electing to separate adult and children's out of hours services because of workforce and capacity issues, and so the proposal contained within this report is consistent with other local authorities.

Options - and reasons for rejection:

The 2017 Out of Hours review focussed on alternative options for the future of the service having concluded that the current model of service delivery, due to increasing demand, questions over quality and the unsustainability of maintaining a generic Adults and Children's offer, could not continue. Various models were considered including; creating one geographically split generic service, introducing two pan-Dorset specialist (one Adults and one Children's) services and maintaining the existing approach.

A geographically dispersed service was considered on the grounds that the current model favoured the urban Poole and Bournemouth area rather than rest of Dorset in terms of travel time and speed of responsiveness. The anticipated costs of this model were judged to be prohibitive as a result of the costs of additional office accommodation married to a significant increase in staffing required to maintain two generic rotas. With OOH recruitment already very difficult, staffing a new site would have introduced a workforce risk.

The drawbacks of the existing model are described elsewhere in this document, and in particular for reasons of service quality and workforce limitations, the existing model was discounted. Variations on the existing integrated service model were also considered, such as extending daytime services to cover out of hours work, but it was found that without discrete workers prepared to work unsocial shifts, this would not have been sufficiently resilient.

Options involving Dorset County Council (DCC) as a partner have been discounted because DCC has elected to provide their own out of hours services for adults and children. The reasons sited for doing this are that geographically, an office base in West Dorset is required to provide a more responsive service to rural communities. In addition, the intention of adult social care at DCC is to integrate the out of hours service with daytime mental health services rather than to operate or partner in a discrete out of hours service structure.

Consultations undertaken:

The service design has been undertaken in consultation with adult and children's social care service directorates across Bournemouth Borough Council and Borough of Poole and with Dorset County Council. Partner agencies have also been engaged, including Dorset Police, Dorset HealthCare and the Local Safeguarding Children's Board.

Portfolio holders have been consulted, however the urgent nature of this service redesign has not allowed for Overview and Scrutiny Panels to consider the matter; although Panel Chairs have been briefed and comments invited from Panel Members. No concerns have been raised during this process.

Finance/Resource Implications:

The service costs will rise because of the loss of economies of scale in splitting the existing service, the withdrawal of Dorset County Council from the service and the necessity to enhance the management and staffing structures.

It is recognised that investment in the Out of Hours Service has not kept pace with rising demand over many years, and consequently the service redesign does call for greater revenue funding. In order to mitigate the impact of this, a number of models have been costed prior to settling on the approach described in this report. In doing this, efficiencies such as the use of unqualified staff where appropriate and careful and proportionate grading for a range of posts (including management) have resulted in efficient and innovative models of operation being developed.

The services have been designed to accommodate the formation of new Councils in 2019, and in particular the models are expected to absorb demand from Christchurch resident without further costs.

Table 1 sets out the costs for the new services for Bournemouth Borough Council and Borough of Poole.

	Poole			
	New Model Budget Required	Current Budget ⁽¹⁾	Additional funding required (annual cost)	2018/19 additional required (based on September implementation)
Adults	£382,498	£191,360	£191,138	£110,860
Children ⁽²⁾	£226,000	£107,640	£118,360	£68,649
Total	£608,498	£299,000	£309,498	£179,509

	Bournemouth			
	New Model Budget Required	Current Budget ⁽¹⁾	Additional funding required (annual cost)	2018/19 additional required (based on September implementation)
Adults	£562,992	£186,240	£376,752	£218,516
Children ⁽²⁾	£226,000	£104,760	£121,240	£70,319
Total	£788,992	£291,000	£497,992	£288,835

	New Authority (BCP)		
	New Model Budget Required	Current Budget ⁽¹⁾	Additional funding required (annual cost)
Adults	£945,490	£377,600	£567,890
Children ⁽²⁾	£452,000	£212,400	£239,600
Disaggregated budget for Christchurch		£40,000	£-40,000
Total BoP & BBC	£1,397,490	£630,000	£767,490

Table 1: Out of Hours Service Costs for New Model

⁽¹⁾ 17/18 cost and Current Budget have been split 64% Adults and 36% Children's (based on existing contract)

⁽²⁾ Required budget for new Children's' Model based on 50/50 Bournemouth/Poole.

nb: Implementation in 2018/19 would incur a part year expense, equivalent to 7 months of service operation.

One-off available resources have been identified for 2018/19 to fund the part year costs of both new services models. However, it should be noted that for the new Bournemouth, Christchurch and Poole Council the costs of the new service will be substantially more than the current levels budgeted for and consequently, this additional expenditure will need to be addressed as part of budget building for the new Council.

To assist in testing the service costs, models used by other local authorities have been explored. Models vary substantially across the country, often responding to specific demographics or geography, but Durham County Council has proved to be a close comparator and is operated by a single local authority, as the BCP model will be, at a cost of £1.6m which is broadly comparable with the global cost noted in table 1.

Name: ADAM RICHENS Signature: (of Chief Finance Officer)
Date: 27-06-18

Legal implications:

The Out of Hours Service is hosted by Borough of Poole on behalf of Bournemouth Borough Council, Borough of Poole and Dorset County Council. A Service Level Agreement provides a formal foundation for this arrangement.

The service delivers statutory duties principally associated with the Care Act (2014), the Mental health Act (1983) and the Mental Capacity Act (2005) in respect of Adults. The majority of Children and Young People's duties are delivered under the Children Act 1989 and the Children Act 2004.

The council is at risk of non compliance with its legal duties under this legislation if it does not have an effective out of hours service

Name: TANYA COULTER

Signature: (of Monitoring Officer)

Date: 27-06-18

Risk assessment:

The service faces substantial risk as it is currently configured because it is not able to fully meet the demands of vulnerable children, young people and adults. The accompanying report describes these risks in detail, and makes a case for service transformation in order to mitigate these concerns and establish a service which is fit for the future.

Name: David Vitty

Signature: (of Officer completing assessment)

Date: 13-6-18

Impact Assessments:

An equalities impact assessment has been completed for the proposed changes to the Out of Hours service. The Out of Hours service provides services to a wide range of residents, including those with protected characteristics.

The equality impact assessment did not identify any adverse impact for people with protected characteristics as a result of the proposed transformation of the service, but did note that services to people with a mental illness as well as children and young people will be better served by a remodelled and more responsive service.

Information for/not for publication:

It would be in the public interest for this decision record to be published as it has an impact on users of social care services.

Background papers (attached):

Redesign of the Out of Hours Service for Social Care: Appendix to Cabinet Member Decision Record

Any conflict of interest declared by a Cabinet Member who is consulted by the Member taking the decision	Name of Cabinet Member	Nature of interest	Details of any dispensation granted by the Monitoring Officer
No			

Decision taken by:

Councillor

Crawford (Print name)

Cabinet Portfolio

Adult Services

Signed



Date of decision:

3rd July 18.

Councillor Mrs Green (Print name)

Cabinet Portfolio

EDUCATION & CHILDREN'S SERVICES

Date of decision:

2nd July '18

Date of publication of record of decision: (to be inserted by Democratic Services)

Date decision effective – that is 5 working days after the date of publication of the record of decision unless the decision is called-in for consideration by the relevant Overview and Scrutiny Panel: (inset date)
3 July 2018 This decision is not subject to Call-In