

Review of Staffing Arrangements within Secure Accommodation (Adel Beck SCH).

Date: 8th June 2023

Report of: Service Manager (secure accommodation), Corporate parenting Service

Report to: Director of Children & Families

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief summary

Adel Beck provides care for children sentenced or remanded by the Criminal Courts for serious violent offences and children placed by the Family Court under section 25 of The Children Act 1989.

The purpose of this report is to request approval for Adel Beck Secure Children's Home to implement a revised staffing structure to meet the needs of young people with complex and challenging behaviours, improve the quality of care and resettlement and meet the recommendations in the September 2022 OfSTED inspection report.

Recommendations

- a) That the Director Children and Families approves the implementation of a revised staffing structure for Adel Beck Secure Children's Home as detailed in Appendix B.

What is this report about?

Adel Beck is a traded service within Childrens Residential Services, providing 24 secure accommodation beds. 14 beds are contracted to the Youth Custody Service (YCS) and 10 offered to Local Authorities seeking a Section 25 Welfare placement. The homes revenue 2022-23 was £6.9m.

The home was inspected in September 2022 and was downgraded from Outstanding to Requires Improvement. Management within the home have reviewed the service structure considering this judgement and changing needs of young people being admitted to the home. To ensure the long-term sustainability of the service, an organisational restructure is required.

Admission and referral data shows that the number of young people being referred into the home requiring one to one staffing support as a result of being assessed as requiring an Education, Health and Care Plan (EHCP), has increased over the past 5 years, to a level where the home is unable to meet these increased demands from within the existing staffing structure in both education and care departments. This demand has increased the usage of agency staff and overtime costs within the home.

With nearly all children entering Adel Beck now having requirements for education and care to provided solely or partly on a 1:1 basis, it is clear that the staffing response needs to move from using ad hoc arrangements, with agency staff and overtime, to resourcing this demand from posts within the Adel beck structure.

To ensure that the needs of children and young people are met by providing consistent staffing, making financial savings in use of agency staff and in response to the September 2022 Ofsted inspection outcome, it is recommended that staffing is increased within care and education. **And we therefore propose to create additional 22 FTE posts (1 x FTE Team Manager Nights (PO1), 3 x FTE Senior Practitioners (SO1), 8 x FTE Care Officers (C1), 3 x FTE Assistant Care Officers (B3), 7 x FTE Interventions Coaches (SO1)), delete 1 instructor post (education) (Inst b) and create 1 x FTE additional teacher post (M6).**

The increased staffing and the creation of new posts, stretches the current leadership and management resource; it is therefore proposed that the leadership team is restructured to meet this additional demand. It is **proposed that the current Business Support Manager post (PO2) is disestablished supported by the creation of an additional Deputy Service Manager post (Dir 45%).**

Recruitment and retention challenges have added to training and development demands within the home, this requires more frequent staff inductions, physical intervention training and ongoing mandatory training. The requirement to have specialised in-house training facilitation and management has further increased with the ongoing implementation of SECURE STAIRS and implementation of the home's workforce development strategy. Adel Beck currently employs 101 staff and oversees a further 22 staff from contracted services (Health, Cleaning Services and CCTV control room staff). It is proposed that a Workforce Development Lead position is created to manage the implementation of the strategy, monitoring and ongoing mandatory training needs are met. **And we propose to create an 1 x FTE Workforce Development Lead (PO1).**

The current admin team have transferred back onto the service structure from the Business Administration Service (BAS). This is due to the specialist nature of the work undertaken within the home by the admin team. As part of their return to the service work has been undertaken alongside the Deputy Head of the Business Administration Service to ensure we are aligned with job descriptions and pay grades within the BAS, it was noted that Adel Beck currently have 3 of the 10 A1-A3 admin grades left within the BAS structures, it is therefore proposed that these positions are regraded to B1 and the pay structures of the team are realigned upwards. The job descriptions will be retitled again to align with the BAS staffing structures and pay grades.

Within the home there is a disparity in pay between education staff and all other staff due to education staff receiving allowances specifically related to working in a secure setting in addition to their basic pay. Staff retention data shows that within education the staffing retention rate is higher than care, for example, within care only 47% of staff have more than 3 years' service, comparatively within education it is 70%. Across England and Wales, the majority of staff employed in secure children's homes receive a secure accommodation allowance.

It is recommended that in order to attract and retain staff specifically into care that the secure unit allowance is reintroduced to reduce this pay disparity, and that the allowance is paid to non-care staff at a percentage commensurate with the length of time they spend within the secure area. **We propose to introduce a secure accommodation allowance of £2583 p/a.**

Discharging and resettling young people back into the community or on to new placements has presented a further challenge due to the lack of available placements, timeframes of acceptance by providers (often 1 week prior to discharge) and a reduction in the timeframes to prepare young people transitioning has added additional pressures to staffing resource within the home. We intend to increase capacity to support this activity. By adding 2 additional care positions young people will be better supported before, during and after they have left the home. There is also an opportunity here to develop a resettlement offer over and above the agreed resettlement arrangements within the placement agreement by providing chargeable packages to LA's to support the integration of their young people into the settings they are being discharged to. **These two posts are contained within the 22 additional posts identified above.**

It also recommended that the Adel Beck job titles and positions are aligned with the community residential homes, for example amending Care Officer titles to Residential Practitioner as they are known within the community homes. This will be applied across all care positions.

To ensure the long-term sustainability of the service we are seeking to:

1. Make financial savings by reducing agency and overtime spend and rationalising the staffing structure by increasing staffing within care and education.
2. Creating new positions within the existing programmes and development, education and the strategic leadership team

| Options | Narrative | Detail | Additional Income £ | Cost Avoidance £ | Total £ |
|---------|--|--|---------------------|------------------|-----------|
| YCS | Increase in YCS contracted bed price (for 14 beds) from £698.29 (22/23) to £748.76 (23/24) | Increase £50.47 per night, for 365 nights, for 14 beds. MoJ pay regardless of occupancy, so can assume 100%. Still in discussions on bed rate increase, but £748.76 is worst case scenario | (257,900) | | (257,900) |
| Welfare | Increase in Welfare bed price (for 10 beds at 85% Occupancy) from £1018.66 (22/23) to £1323.40 (23/24) | Increase £304.74 per night, for 365 nights, for 14 beds, at assumed 85% occupancy | (945,460) | | (945,460) |

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|-----------------|---|---|--------------------|------------------|--------------------|
| EHCP/1:1 | Increasing charge for 1:1 additional staffing for YP with EHCP both school and non-school days, this will give assuming same occupancy as 22/23 additional income of circa £141,500 | In 22/23 we supported 7 children for a total of 1365 days on a daily rate of £210 charged to other LA's. We are assuming the same number of days in 23/24, at an increased daily rate of £250, total £54,600 increased income. In 22/23 we also supported 5 young people with 1:1 support, for a total of 18687.5 hours at £31 per hour charged to the other LA's. Assuming the same number of hours for 23/24 at an increased hourly rate of £35.65 per hour, this would lead to an increase in income of £86,896.88 | (141,500) | | (141,500) |
| Agency/Overtime | Reduction in the use of overtime and agency cover once new post are recruited to | this would be cost avoidance rather than a new saving. Adel Beck overspent by just over £400k in 22/23, which was largely due to agency costs (circa 890K) therefore this cost avoidance should help to ensure the existing budget is met | | (650,000) | (650,000) |
| | Overall Total | | (1,344,860) | (650,000) | (1,994,860) |

These changes will happen alongside the expansion of children's residential services footprint including staffing, recruitment and buildings.

These costing are affordable with the home operating at 80% of maximum capacity. Occupancy rates over the last 2 years have been 84% on average.

The additional expected income of £1.3m will cover the increased staffing costs of the revised structure of circa £1.1m.

The £650k cost avoidance will help to ensure that Adel Beck are able to achieve the existing budget set for 23/24 before the proposed restructure.

Any income received or costs avoided over and above those needed could be utilised to offset any additional cost of the pay award once agreed.

The costs will be fully recovered from placing local authority's placement fees and the Youth Custody Service block bed contracting arrangements.

See Appendices A for breakdown of the proposed staffing structure including proposed secure unit allowance allocation inc. estimated costs.

What impact will this proposal have?

- 1 By increasing staffing numbers and introducing new posts, we will improve fiscal management by reducing agency staffing and overtime, currently leveraged to meet the needs of young people subject to additional support requirements within care and education at considerable cost.
- 2 Increase income by reducing the number of beds unused which may be unfilled due to low levels of staffing due to sickness, vacancies or operational demand to provide 1:1 support.

- 3 Decreased staff sickness levels and increased morale.
- 4 Reduction in the use of behaviour management interventions for young people due to our ability to better meet their individual needs, utilising effective de-escalation techniques before complete dysregulation occurs.
- 5 Reduced risk of injury to staff resulting in long-term sickness.
- 6 Overall improvements in the home's performance management, as managers will have the capacity to carry out the functions of their roles more effectively by spending less time on shift.
- 7 By introducing an additional Deputy Service Manager, leadership and management activity, specifically around YCS contact management, financial monitoring and management, quality assurance, project management, management and oversight of alternative funding streams, will ensure the long-term continuous improvement of the service in response to the changing environment and developments within the custodial sector.
- 8 Improved resettlement and transition planning significantly enhancing outcomes for young people leaving secure accommodation and reducing the likelihood of recidivism. Enabling staffing resource to be reallocated to focus on interventions, further improving the quality of care available to young people.
- 9 Retitling the positions will align Adel Beck Care roles with the whole of residential services and reflect the role appropriately and professionally. This will support consistency across the service and enable managers to develop common single service characteristics cross residential services, whilst maintaining the specific requirements of specialist contexts.
- 10 By re-introducing a Secure Unit Allowance, we expect to attract staff, with a high level of skill, knowledge and experience into the service, whilst increasing staff retention levels. The secure unit allowance acknowledges that working within a secure environment does come with its risks and is different to working within other types of residential services. Due to the challenges in recruiting and retaining staff across the sector other homes within the secure network have taken this approach to re-introduce secure unit allowance which has shown tangible benefits in response to advertised positions, levels of staff retention and increased staff morale within the homes. Teaching staff within the home currently receive this allowance. The reintroduction of the secure unit allowance is aligned with secure childrens homes terms and conditions in England and Wales.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 11 Inclusive growth is supported by ensuring that young people who meet the secure criteria threshold to be accommodated within Adel Beck will have an increased chance of being offered a bed, allowing them to benefit by receiving a good quality of care, 25 hours a week education which meets their identified needs, and stability in their lives.
- 12 Increasing job opportunities for the citizens of Leeds.
- 13 Ensuring equity with others within the SCH sector by re-introducing the secure unit allowance, which is likely to improve staff recruitment and retention levels.
- 14 Staff sickness absence is in the main due to stress, anxiety (due to burn out, feeling unsafe due to low levels of staffing or trauma response to witnessing young people's self-harm) or injury (following assault by young people). By increasing the numbers of staff available to work the levels of stress, anxiety and risk of injury will be reduced, ultimately improving the health and wellbeing of staff.

What consultation and engagement has taken place?

Wards affected:

Have ward members been consulted?

Yes

No

- 15 Consultation has taken place with the Youth Custody Service with regards to improving resettlement of young offenders and they are supportive of the development of the Resettlement and Transition Practitioner posts, as this supports the Government's agenda of reducing youth crime and better aligns service delivery with the current YCS contract.
- 16 Head of Service, (Corporate Parenting) is supportive of these recommendations. This business case has been agreed with HR (and with Finance colleagues).
- 17 Adel Beck's SLT have discussed the practice and operational implications and the impact on the development and care of young people and have developed this business case collaboratively.
- 18 A copy of this report was sent to the Trade Unions on 16th April 2023 and subsequently discussed at a meeting on 28th April 2023, where the Trade Unions did not raise any concerns and were supportive of the proposal. At a further meeting on 8th May concerns were raised over a specific role (Assistant Care Officer B3) and the similarities with the Residential Practitioner role in our other children's homes. We have agreed to monitor this role and its duties and the service has agreed to review on request the role and grade.

What are the resource implications?

1. Additional costs of £1.13m will be met by savings in the home's existing budgets and through an increase in the revenue charged to organisations that purchase beds at Adel Beck.
2. A staff training and workforce development plan will be developed to ensure staff are skilled and knowledgeable, understand the new roles and the implications of the new staffing structure on operational practice.

What are the key risks and how are they being managed?

- 19 Adel Beck are currently utilising a high level of additional staffing resource from agencies within care and education
- 20 Overtime is being utilised to ensure safe staffing levels are maintained.
- 21 Operational staff moves are taking place daily, although this addresses the immediate operational demand, it does not provide consistency in the quality of care received by young people, contrary to the homes vision and values.
- 22 There are occasions when staffing levels are critically low, this prevents the home from accepting new admissions.
- 23 The home is currently not considering welfare referrals for young people who are presenting significant risks to self or others due to the impact their presenting behaviour may have on the operations within the home and have limited admissions of young people presenting a high risk to 1 per unit, this is contrary to the home's vision and values.
- 24 Young people placed by the youth custody service considered to be high risk to others have been transferred at an earlier stage of their secure pathway to reduce the operational risk which may result due to increased number of incidents including assaults on staff, young people and the utilisation of restrictive physical intervention.
- 25 The learning day has been reduced on weekends due to operational issues to reduce the time young people spend outside of their room for example, the day starting at 10am rather than 7:45am and ending at 7pm rather than 9pm.
- 26 A robust workforce development strategy has been developed to continuously improve the skills, knowledge and experience of staff. This is delivered in bite size training sessions which support staff in addressing specific behaviours being presented by resident young people.

- 27 Staff sickness is being managed through the improving attendance at work policy.
- 28 Staff who are raising concerns relating to safe staffing levels through their unions, are responded to in a restorative manner, managers in the home are open and transparent in responding to the matters of concern and sharing what actions are being taken in addressing them.

What are the legal implications?

- 29 Failure to meet the standards as set out in the Children's Homes Regulations 2015 and Secure Accommodation Regulations 1993.

Options, timescales and measuring success

What other options were considered?

- 30 The home has considered closing 1 of the 3 secure units and deploying staff to the remaining 2 units. This option would impact on the homes' ability to generate income. At 2022 bed night costs for YCS and welfare, it has been calculated that if the home accommodated 8 YCS young people and 8 welfare young people the forecast reduction in income to Childrens Services is approximately £2.2 million for the year 2023-24.
- 31 Maintaining the current status quo, by continuing to utilise agency staff and overtime. Not only is this option 'politically sensitive' given the councils current financial challenge, but it does also not address the concerns relating to staff wellbeing and the homes' ability to provide a consistent quality of care to young people.

How will success be measured?

- 1 Improved staff wellbeing
- 2 Reduced levels of staff absence due to sickness
- 3 High levels of bed night occupancy
- 4 Reduced costs of staff overtime
- 5 Reduced use of agency, supply or temporary staff.
- 6 Improved outcomes for young people during placement and post discharge
- 7 Reduction in behaviour management interventions
- 8 Reduced injury to staff
- 9 Maintained financial viability of the home
- 10 These areas will be monitored monthly by the senior leadership team within the home.
- 11 Young people are in receipt of additional support and are making expected or better progress as a result.

What is the timetable and who will be responsible for implementation?

- 32 In February 2023 the home will be required to compile all operational running costs to enable the annual review of the YCS bed night rate to be negotiated and introduced from June 2023. These projected increases to operational fixed costs are included within the Annual Indexation template the YCS have been advised of this revised staffing structure,
- 33 February 2023 – Job Evaluation of new posts completed
- 34 February 2023 – MOJ / YCS advised of staffing structure review

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|---------------|--------------------------------------|
| 35 March 2023 | – Annual Indexation Review completed |
| 36 May 2023 | – Recommendations approved |
| 37 June 2023 | - Advance to implementation |

Appendices

- Appendix A Current staffing structure
- Appendix B Proposed staffing structure
- Appendix C EDCI

Background papers

- None