

# Full Business Case



## A. PROJECT SUMMARY INFORMATION

<b>Project Name:</b>	Re-profiling BCC Children's Homes		
<b>Project ID:</b>	18ST123.2		
<b>Cabinet Member:</b>	Helen Godwin	<b>Lead Officer (Sponsor):</b>	Ann James
<b>Directorate(s):</b>	People	<b>Associated service areas:</b>	Children & Family Services
<b>Mandate:</b>	<b>Report lead author(s):</b> Jacqui Jenson, Executive Director – People		
<b>Outline Business Case:</b>	Samantha Flowers, Programme Manager – Strengthening Families		
<b>Full Business Case:</b>	Rachel Abba, Project Manager – Strengthening Families James Beardall, Head of Service, Permanency & Specialist Support Samantha Flowers, Programme Manager – Strengthening Families Jo Duncan, Project Manager, Strengthening Families James Beardall, Head of Service, Permanency & Specialist Support		
<b>Report recipients:</b>	PMO assurance People EDM Cabinet Member Cabinet		

## B. ORGANISATIONAL CONTEXT

<b>Alignment to corporate theme(s):</b>	This project aligns to the Empowering and Caring theme detailed within BCC's Business Plan 19/20 (specifically this project contributes to actions 3, 6 and 7).																			
<b>Project category:</b>	<input checked="" type="checkbox"/> Saving delivery	<input type="checkbox"/> Compliance / Statutory	<input checked="" type="checkbox"/> Risk reduction	<input checked="" type="checkbox"/> Cost avoidance	<input checked="" type="checkbox"/> Improved outcomes	<input type="checkbox"/> Enabling														
<b>Council Budget saving delivery:</b>	<p><b>Budget reference: FP31</b>  <b>Savings description</b> (as stated in 18/19 and 19/20 approved budget):</p> <p>To respond to national and local challenges in children's social care, we are embarking on a 3-year programme to improve outcomes for children, young people and families and put us on a sustainable financial footing. The Statement of Intent for the Programme is to make cost savings whilst holding our ambition of improving outcomes, commissioning and delivering quality services and keeping "children and families" at the heart of what we do.</p> <table border="1"> <thead> <tr> <th></th> <th>18/19 £'000s</th> <th>19/20 £'000s</th> <th>20/21 £'000s</th> <th>21/22 £'000s</th> <th>22/23 £'000s</th> <th>Full Yr recurring £'000s</th> </tr> </thead> <tbody> <tr> <td><b>Saving:</b></td> <td>0</td> <td>38</td> <td>16</td> <td>-11</td> <td>100</td> <td>142</td> </tr> </tbody> </table>							18/19 £'000s	19/20 £'000s	20/21 £'000s	21/22 £'000s	22/23 £'000s	Full Yr recurring £'000s	<b>Saving:</b>	0	38	16	-11	100	142
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<b>Saving:</b>	0	38	16	-11	100	142														

## C. DOCUMENT CONTROL

<b>Sections complete:</b>	<input type="checkbox"/> Mandate	<input type="checkbox"/> Outline Business Case	<input checked="" type="checkbox"/> Full Business Case
<b>Document status:</b>	<input type="checkbox"/> Draft	<input checked="" type="checkbox"/> Final	
<b>Document owner:</b>	Samantha Flowers, Programme Manager – Strengthening Families		

<b>Version control:</b>			
<b>Version</b>	<b>Author</b>	<b>Description</b>	<b>Date</b>
V00_06	Jo Duncan	First draft	18/10/2018
V00_07	Jo Duncan	Second draft	22/10/2018
V00_10	Jo Duncan	revised with professional comments	31/10/2018
V00_13	Jo Duncan	revised with commentaries	09/11/2018
V1.0	Jo Duncan	Final following PMO assurance	27/11/2018
V2.0	Samantha Flowers	Revised following CLB attendance	
V2.1	Samantha Flowers	Updated financials	29/04/2019
V3.0	Samantha Flowers	updated commentaries/draft for Cabinet review	09/05/2019

## **EXECUTIVE SUMMARY: DECISION REQUIRED**

### Full Business Case (FBC) stage

#### **Project context summary:**

Re-profiling of Children’s Homes is a project within the Strengthening Families transformation programme in the People Directorate to enable the council to meet the needs of children in care whose complex needs and presentation mean that a foster family is not a viable option and a more intensive package of care is required. A re-profiling of our existing 4 and 5-bed provision favouring smaller homes that more closely replicate an ordinary family home, would enable us to care for these children’s needs locally and reduce our use of expensive out-of-authority placements.

#### **Key changes since Outline Business Case approval:**

1. Cabinet approval was achieved on 22 January 2019 to purchase a 4-bed property (providing a 2-bed home) located in the Stapleton area. Refurbishment of the property is underway and with anticipated opening in summer 2019.
2. The 10 x 2-bed model outlined in the OBC has been replaced with a 4 x 2-bed and 4 x 3-bed model in order to contain running costs within existing budget allocations.
3. Additional work undertaken at the request of the Section 151 Officer includes:
  - a) Delivering the future model of children’s homes is now not predicated on the disposal of the existing 4 and 5-bed homes; the capital funding for new homes and the disposal of existing homes (if declared surplus) are treated separately.
  - b) Extracting the narrative for strategic intent from within the OBC into the main body of the FBC to ensure this remains clearly in sight.
  - c) A more detailed look at our current cohort of children placed out-of-authority and a desktop exercise of a potential timetable for bringing children back to a new home in Bristol.
4. Recommendations from the PMO assurance of v1\_00 of the FBC have been addressed in relation to the Project Plan (available at Appendix B.5) and the Project Team Resource Requirements table (at Section 20.2)

#### **Recommended option:**

The option being taken forward from the Outline Business Case is to re-profile the existing offer of 20 places across a blend of 2 and 3-bed homes. This is a change from the previously preferred recommendation of 10 x 2-bed homes as running costs for that model exceeded existing service budgets.

When conducting the options appraisals, the following requirements were tested:

1. Fewer children and young people in care will be placed out-of-authority
2. Occupancy rates of BCC homes will increase
3. Residential placements cost reduce
4. More children will live in 'ordinary houses'

The option now being pursued scored equally with the 10 x 2-bed model option on satisfying these requirements.

### Anticipated cost/benefit profile for preferred option delivery:

Preferred Option: **Blend of 2 and 3-bed homes to deliver 20 places**

£'000	Yr 0	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Total
Total	18/19	19/20	20/21	21/22	22/23	23/24	
Total costs (gross capital)*	431	1,095	1,577	1,034	0	0	<b>4,138</b>
Total costs of existing provision (incremental revenue)	3,792	-950	-1,156	-1,129	-556	0	<b>0</b>
Total costs of new provision (incremental revenue)	0	912	1,141	1,141	456	0	<b>3,650</b>
Total revenue costs	3,792	-38	-16	+11	-100	0	
Net savings*	0	-38	-16	+11	-100	0	<b>-142</b>

Note \*: Capital expenditure has been shown gross: £4.138m total spend on capital is planned, of which £0.800m is already agreed within the capital programme. Revenue expenditure is shown on an incremental basis: £3.792m spend on existing forms of provision for a cohort of children and young people will shift to £3.650m spend on the new blend of 2 and 3-bed homes over 4 years.

Confidence level	Supporting commentary
50 to 75%	Detailed work has been undertaken on capturing the costs of purchasing and refurbishing potential properties (either on the open market or off-plan as part of new housing development). Confidence levels, however, are pitched at between 50 and 75% due to the volatility of the Bristol property market, as well as the 'unknown' costs that can arise as part of any property purchase (even following a full survey). Similarly, refurbishment costs will differ dependent upon age and condition of the property purchase (more for a period property and less for off-plan where we able to specific more requirements as part of the build).

### Identified sources of funding (including any shortfall):

- Children's Services Capital Programme: £800k (secured and included in capital cost-centre 15162 in PE06)
- Children's Services Capital Programme: £3.338m (from up to £5m earmarked in capital programme pending this business case in capital cost-centre 15292 in PE06A)
- Up to 3 of the new properties may be secured via transfers from the Housing Revenue

Account, but the appropriation of the assets would still require a charge for the cost of the transfer to the General Fund capital programme. This may impact the method of acquisition, but ought not to affect the need to budget for the full cost of acquiring new properties (which has been built into the table above).

**Any decisions / endorsements already secured:**

- Cabinet Member support for Strengthening Families Cabinet Report – 26 March 2018
- Approved FBC for Strengthening Families at Cabinet meeting – 3 April 2018
- Cabinet Member support for Re-profiling Children’s Homes project – 30 April 2018
- Approved OBC for Re-profiling Children’s Homes at DWG – 2 May 2018
- Approved FBC to proceed to CLB at People EDM – 14 November 2018
- Presented to Joint Cabinet Member Briefing – 19 November 2018
- Cabinet approval to proceed with first house purchase – 22 January 2019
- Approved final FBC to proceed to Cabinet at People EDM – 17 April 2019

<b>Total capital funding required</b>	<b>As per table above</b>	<b>£4.138m</b>
Total spend to date:	2018/19 spend on purchase of first property	£0.431m
Other committed cost:s	Remaining costs in 2019/20 for bringing the first property into operation	£0.061m
Further costs to deliver project:		<b>£3.646m</b>
Funding source 1:	Children’s Services Capital Programme PE06 (ie remainder of initial £0.8m capital allocation agreed Feb 2018)	£0.308m
Funding source 2: (the focus of this business case)	Children’s Services Capital Programme PE06A (i.e. amount of <£5m earmarked for Children’s Social Care)	£3.338m
Est. timescale for project delivery:	2018 to 2023	

# MANDATE

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The mandate for this project is contained within the Full Business Case for Strengthening Families Programme. The Cabinet papers are available [here](#) or direct from the Strengthening Families Programme Manager, Samantha Flowers.

## OUTLINE BUSINESS CASE

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The Outline Business Case was completed and achieved DWG approval to proceed to Full Business Case on 2 May 2018. The OBC was independently assured by the PMO and achieved a GREEN rating. The Options Appraisal section of the OBC is available at Appendix B.4.

## FULL BUSINESS CASE

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### 17. Project overview

Bristol City Council ('BCC') has a statutory duty under s22 of The Children Act 1989 to take steps to ensure, as far as practicable, that we can provide looked after children with locally based placements that can meet their needs ('the sufficiency duty').<sup>1</sup>

Wherever possible, we want children and young people to live in a family setting and we only place in a children's home or residential special school when this is the best option to meet their needs. The number of children in residential settings (including our own children's homes) has increased from around 45 five years ago to around 58 currently.

In the event that a child or young person does require local authority care, then a stable, well-matched placement where they can live until prepared and ready to leave is the single most influential factor in improving children's outcomes and creating the conditions from which they can go on to live successful adult lives. When we look to make a placement match we are required to carry out an impact assessment which looks at whether the needs of the young person are compatible with the needs of the other young people already in the setting and also the skills of the staff group. Other considerations such as community and location are also taken into account.

#### **Current provision: BCC Children's Homes**

We currently have 4 children's homes; 3 five-bed homes (Tarnock Avenue, Bishopthorpe Road and Witch Hazel Road) and 1 four-bed home (Briar Way – which is currently closed). Silbury Road Children's Home was handed over to Housing Delivery for demolition in the summer of 2018 to provide access to an HRA development site. The young people moved from the Silbury Road home into the Tarnock Avenue home (which was subsequently renamed Silbury House). Housing Delivery are continuing to pursue alternate provision in-lieu of the now demolished Silbury Road Children's Home.

The homes provide short and long term care for children aged 12-17. The current provision is geographically imbalanced with 3 of the 5 homes located in the south of the city. The homes were built around 1950, they are institutional looking, some have structural issues and maintenance costs are rising.

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<sup>1</sup> Statutory guidance on securing sufficient accommodation and access to services for looked-after children published 30<sup>th</sup> March 2010

In addition, we have two children's homes providing short breaks for disabled children (The Bush and Belbrook) and three Supported Accommodation Homes for Care Leavers (Cheltenham Road, Blenheim Road and Kingsdown). These are outside the scope of this project.

### **Current provision: Residential Schools**

Children in care who have special educational needs and/or disabilities (SEND) may be placed in residential special schools when a Bristol maintained special school cannot meet their needs. Independent residential schools provide integrated social care, education and therapeutic placements which may be tripartite funded by social care, education and health. BCC currently has one maintained residential school, Notton House SEMH School in Wiltshire where 8 children are placed.

There are 44 independent residential schools nationwide, 7 of which are in the southwest region, and we have 12 looked after children placed in 4 schools. All places are jointly funded by education and social care, and some placements also receive a funding contribution from health.

We currently spend £5.8m a year commissioning external residential placements for children in care, including independent residential schools.

### **Issues with the current provision**

Until about 4 years ago we had a very stable group of young people placed in our in-house children's homes who were unable to remain with their families for a variety of reasons, or who were Unaccompanied Asylum Seeker Children (UASC). In either case, these children did not have particularly complex needs. The majority of these young people were of a similar age and consequently moved on from full-time residential care at a similar time creating capacity to place a whole new cohort of children in our children's homes. At the same time the decision was taken to commission alternative placements for UASC children and not place them in our children's homes as their needs could be best met in a foster care placement.

It became apparent that the new cohort of children and young people we were seeking to place had a greater range of complex needs and different backgrounds to those placed previously. Increasingly placements are required for children and young people whose primary presenting need is Social Emotional or Mental Health (SEMH), gang involvement, child sexual exploitation, sexually harmful behaviour or learning disabilities, or a combination of these.

In addition, we were seeking to match a mix of children and young people who were either new into care, escalated from foster care, or who we wanted to bring back from an out-of-authority placement. This meant that our existing model of larger homes was no longer fit for purpose resulting in instability for children in the homes and an increase in placement moves.

The primary reason for placing in an out-of-authority placement has been an inability to match children requiring a local authority residential placement in our children's homes. In the period April 2015 to March 2018, 27 children had a care plan to place them in an out-of-authority placement due to their presenting need and/or the risks associated with a local placement, whilst 46 children had a plan to place locally. Of those 46 children; 18 were placed in out-of-authority placements in Bristol or in a neighbouring local authority, the majority of which were specialist placements for disabled children. The remaining 28 children were placed out-of-authority and some distance away because a Bristol children's home placement was not available.

This is a demand-led service which needs to be able to react to and cater for emerging requirements. For children with complex social, emotional or mental health needs it is apparent that our existing children's homes are too large, the staffing ratio too low, and they are not sufficiently specialised. Consequently, we

have had to place children out of the city in the private sector as far away as Cambridge and even Glasgow, even though their social workers have wanted them to remain in Bristol. This costs more, as well as making it more difficult for Bristol social workers to support those children and supervise their care.

An alternative to this has been to run one of our own homes mainly empty, which impacts on occupancy rates and on costs and is looked upon negatively by Ofsted.

The net effect is that we are now managing our in-house resources at under-occupancy. The occupancy rate of our children’s homes during the financial year (2017/2018) was on average 62.7%. During 2018/19, at the point of financial modelling, we had an average of 10.5 children placed in our children’s homes representing 55% occupancy. A baseline analysis based on 2017/2018 occupancy rates gives an average annualised cost per child placed in a BCC children’s home of £219k. By comparison the average annualised cost per child placed in an out-of-authority placement (for the top ten such placements) is £196k. This confirms that our existing model results in high unit costs for an in-house placement due to the matching and placement issues resulting in under occupancy of the homes.

There is therefore a case to move to a new model comprising a larger number of smaller homes to better meet the more complex needs of the children and young people we are seeking to place. This will create more flexibility, maximising placement and matching opportunities and improve occupancy rates.

Given the starting point for this project i.e. that BCC already has five children’s homes, it is recognised that any savings from this proposal will not be significant compared to a starting position of having no in-house provision because we are remodelling an existing service with a large annual budget. Furthermore, the running costs of children’s homes do not reduce proportionally based on the number of placement beds available; particularly as experience suggests the current staffing levels in our existing homes are not sufficient to manage the complex needs of the children we are seeking to place. However, the proposals should yield some benefit through a reduction in expensive out-of-authority placement costs, and the costs associated with supporting a young person in an out-of-authority placement (such as increased social work time and Independent Reviewing Officers). Value for money will also improve as a result of increased levels of occupancy.

Further benefits include better placement stability and a significantly enhanced residential experience for the children and young people we place by keeping them nearer their family home and friends and not disrupting their education. By managing their needs within smaller homes that are more like ordinary houses and fit for purpose we will be better placed to be able to achieve the assessed outcomes set for them.

## 18. Preferred Option Detailed Case

As part of the Outline Business Case a number of options were identified to potentially acquire the properties for the new model. Additional discovery work undertaken for the Full Business Case deemed some of these options to be non-viable and therefore not pursued. A full list of the original options are listed below:

Options contained within OBC	Reject/ Pursue	Rationale
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Options contained within OBC	Reject/ Pursue	Rationale
1. Acquire properties from existing HRA stock	Reject	This is one of the cheaper options although there could be conversion costs. There is a limited number of 4/5-bed homes available in existing housing stock, however it is not clear whether permission would be given to remove properties from HRA stock as it would reduce the available number of council homes.
2. Rent properties from HRA	Reject	Limited 4-bed properties becoming available (as per Option 1)
3. Purchase new homes on the open market	<b>Pursue</b>	<b>Preferred Option A</b> (subject of this business case)
4. Consider re-using 1 or 2 of the existing children's homes where a larger building may be required and acquire remainder of homes.	Reject	Existing homes are large 5/6 bed homes, are under-occupied and costly to run which does not tie in with the preferred and agreed new model of 2-bed homes.
5. Rent the required properties from a social housing provider or the private sector	Reject	As per OBC Option 2. Unite Housing Association have provided detail on 4-bed properties from various Housing Associations and again these are limited and there is a demand from homeless families living in expensive temporary accommodation. There are none currently vacant.
6. New Build, bought off-plan <sup>2</sup> , possibly at a reduced rate, from potential sites on the various Housing Development Schemes 2019-2022/23	<b>Pursue</b>	<b>Preferred Option B</b> (subject of this business case)
7. Re-use existing vacant/void buildings owned by BCC.	Reject	As per OBC Option 1. A review undertaken by Property Services in March 2018 has indicated that there are currently no vacant properties – non HRA that are suitable either in terms of size or location.

The costings for this Full Business Case are based on pursuing Preferred Options A and B.

### **Preferred Option A: buy a 4-bed property on the open market**

BCC's Property team calculated the average house price, based on the 150 x 4-bed houses that were available on the open market during September 2018 in Bristol. They included houses in North, South, East, West and Central Bristol and excluded any houses that had an extremely high value.

They concluded that there were not many 4-bedroom properties available on the market in Central Bristol (the central area includes properties from Hotwells to St Werburghs).

<sup>2</sup> Over the next 4 years there will be opportunity to buy houses on the various Direct Development Sites. Housing Delivery have said that if we were looking to buy off-plan for new Children's Homes this is the perfect time to do this. These are currently in the planning design phase and have not yet had planning applications submitted. As part of the 'Private Development schemes' we have two sites with the opportunity to buy off-plan. These houses will be ready 2019/20 and 2020.

Area	Lowest Value	Highest Value	No of Houses	Average Price
Central	£385,000	£725,000	6	£520,667
East	£240,000	£650,000	24	£380,375
North	£280,000	£785,000	36	£506,388
South	£180,000	£650,000	76	£375,868
West	£250,000	£585,000	8	£373,750

**The average cost of a 4-bed property in Bristol is £431,400.** The estimated costs associated with adapting a house to fit the Children’s Homes specification is contained within the project financial spreadsheet. The cost of a 5-bed property to provide a 3-bed home has been estimated to cost an additional £50k per property (house price figures were correct at September 2018).

**Preferred Option B: new build/buy off-plan**

Over the next 4 years the Housing Delivery team have identified opportunities to buy new-build 4-bedroom properties ‘off plan’. Some of these housing developments are available via the Direct Delivery team (BCC development on BCC land); and some from Private Development Schemes (private development on BCC owned land e.g. Persimmon).

**18.1 Project scope**

In Scope	Out of Scope
BCC’s in-house children’s homes provision: Re-profile 20 places spread across existing 4 and 5-bedroom homes to 20 places spread across 4 x 2-bed and 4 x 3-bed houses more evenly distributed around the city.	Short Breaks for Disabled Children provision (The Bush and Belbrook)  Supported Accommodation Homes for Care Leavers (Cheltenham Road, Blenheim Road and Kingsdown)  Commissioning of independent residential placements to maximise the provider and placement market  Parent & Child Assessments – development of 5 specialist in-house foster carers  Implementation of a new IT solution for maintaining care records within the children’s homes

**Any risks/consequences associated with “Out of scope” items**

The delivery of the new model of children’s homes should not be negatively impacted by the areas identified as out-of-scope.

There is an opportunity to fund the new IT solution by submitting a business case to unlock further capital funding already allocated to residential project in children’s services.

**18.2 Project objectives**

Our aspiration is to have an in-house residential provision which more closely replicates family life and meets the placement requirements of children and young people with complex needs which cannot be met through foster care or other family placements.

By redesigning our children’s homes and having a larger number of smaller homes – some with a specific focus on a particular primary presenting need – there will be a wider range of matching and placement options available. The new model will enable existing high cost out-of-authority placements to come back into Bristol, where previously accommodation of these children and young people with very complex needs was difficult in the larger bed homes, and also create better stability of placements and enable us to deliver ‘wrap around’ services, such as specialist health, mental health or education services or mentoring, in a better way. There is good evidence to support that stability is a factor in achieving good outcomes for children in care.<sup>3</sup>

	Specific	Measureable	Timebound
1	Fewer children and young people in care are placed in out of authority placements and few are in placements further than 20 miles from Bristol.	The aim is to have fewer out-of-authority placements	2019 to 2023
2	The occupancy rates of BCC children’s homes increases	From current level of 54% occupancy to 85%	2019 to 2023
3	The overall cost of providing residential care for children and young people is reduced	Placement Budget reduces/fewer children placed out-of-authority	2019 to 2023
4	The majority of our children in care who require residential care live in small homes in Bristol rated ‘Good’ or ‘outstanding’ by Ofsted	Ofsted bi-annual inspections of children’s home	2019 to 2023
5	Through being able to offer a wider placement choice we are better equipped to match resident young people and meet their emotional wellbeing needs.	National Indicators KPIs submitted on Sparnet 903 returns, monthly	2019 to 2023

<sup>3</sup> Paras 4&5 Page 10 Residential Care in England Report of Sir Martin Narey’s independent review of children’s residential care

	Specific	Measureable	Timebound
6	Our children's homes are better geographically balanced throughout the city.	GIS map of new provision demonstrate geographical balance	2019 to 2023

### 18.3 Quality Expectations

Any establishment that can be defined as a children's home must register with Ofsted under the Care Standards Act 2000 before it can open. It is an offence to run a children's home without the appropriate registration.

Before a home can be opened and children placed, we will have to demonstrate how we meet a number of legal requirements. These include those within the Care Standards Act 2000, Care Standards Act 2000 (Registration)(England) Regulations 2010 and the Children's Homes (England) Regulations 2015. They must also take account of the 'Guide to the children's homes regulations including the quality standards' issued by the Department for Education.

In summary, children's homes must have:

- a registered provider and, where the provider is an organisation such as a company or local authority, a person known as a 'responsible individual' who represents the organisation to Ofsted
- a registered manager who has their own personal registration with Ofsted
- a statement of purpose that sets out the overall aims of the children's home and the objectives for children who live there or those provided with short breaks – the law sets out the information that the statement must contain in regulations; as found in schedule 1 of The Children's Homes (England) Regulations 2015
- a children's guide, which explains what a child can expect from the home's care, including the support each child is entitled to, how they can make a complaint and how they can access advocacy support; the guide must be in a form that is appropriate to the age, understanding and communication needs of the children
- a number of policies and procedures – these are set out in The Children's Homes (England) Regulations 2015.

Newly registered children's homes that register between 1 April and 30 September in any given year receive at least one inspection between 1 October and 31 March. Those that register between 1 October and 31 March in any given year will receive their first inspection between 1 April and 30 September of the following inspection period.

### 18.4 Summary Costs and Benefits

For a full overview of costs and benefits, refer to Project Financial Spreadsheet, Appendix B.3

#### PREFERRED OPTION

##### 4 2-bed homes and 4 3-bed homes to provide 20 places at 80% occupancy

£'000	Yr 0	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Total
Total	18/19	19/20	20/21	21/22	22/23	23/24	
Total costs (gross capital)	431	1,095	1,577	1,034	0	0	4,138
Total costs of existing provision (incremental revenue)	3,792	-950	-1,156	-1,129	-556	0	0

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Total	18/19	19/20	20/21	21/22	22/23	23/24	
Total costs of new provision (incremental revenue)	0	912	1,141	1,141	456	0	3,650
Total revenue costs	3,792	-38	-16	+11	-100	0	
Net savings	0	-38	-16	+11	-100	0	-142

## 18.5 Benefits

### Financial benefits:

Description	Metric	Owner	Assumption(s)
The occupancy rates of BCC children's homes increases	unit cost of in-house residential home	James Beardall	The position of having 5 bed homes has been inherited from a previous era and, as a result, there are issues with low occupancy
The overall cost of providing residential care for children and young people is reduced	Average cost of a residential placement	James Beardall	Improving occupancy rates means that there are more children in in-house provision than previously.

### Non-financial benefits:

Description	Metric	Owner	Assumption(s)
Fewer children and young people in care are placed in out of authority placements and few are in placements further than 20 miles from Bristol.	Distance placed from Bristol	James Beardall	With a better mix of homes we will be able to place more children in Bristol and not have to rely on out of authority placmenets.
The majority of our children in care who require residential care live in small homes in Bristol rated 'Good' or 'Outstanding' by Ofsted	Ofsted Reports	James Beardall	With the new mix of homes and better geographical dispersment we will improve the ratings due to better model of home from home provision.
Through being able to offer a wider placement choice we are better equipped to match resident young people and meet their emotional wellbeing needs.	National Indicator set	James Beardall	With a new mix of homes in the proposed model we will be able to ustilise the wrap around services – health, education and provide a home from home
Our children's homes are better geographically balanced throughout the city.	GIS mapping. School placements. Community Links Family	James Beardall	With 10 smaller model homes we can establish a balanced city wide dispersal of homes. The housing development sites are across the city.

## 18.6 Costs & Funding Sources

Funding source	Budget Holder	Cost-Code	Financial Year (or recurring)	Amount
Children's Services Capital Programme (PE06)	Samantha Flowers	P15162-1001	2018/2020	£0.800m
Children's Services Capital Programme (PE06A)	Ann James	P15292-1001	2019/2022	£3.338m

<b>Total funding required</b> (ref S15.3)	£4.1m
<b>Total funding secured</b>	£0.8m
<b>Variance</b>	£3.3m
<b>Variance commentary:</b>	
The unfunded element would be funded from £5.1m earmarked budgets in the capital programme in P15292-1001 (PE06A) which is available, pending confirmation that this final business case is acceptable.	

## 18.7 Key Risks and Issues

Risk	Mitigation
1. The Business Case does not stack up and the cost of the new model of smaller children's homes is prohibitive resulting in capital funding for the project not being approved.	Early discussions with Ofsted are taking place around registration of the new homes and the staffing model required. Finance have modelled the cost of both 2 and 3 bed homes. We have explored options for the delivery of some new build homes.
2. Not being able to secure the right buildings in the right part of the city	We have been working with our Property Partner to help us to identify potential options for acquiring properties by buying from the open market in agreed areas. We are exploring options for acquiring properties via land swaps with Housing Delivery and on development sites such as Hartcliffe Campus.
3. Ofsted not approving the registration of the new homes resulting in an Ofsted refusal to register the new homes and an inability to open them up for placements.	Early discussions with Ofsted have taken place and there will be a continuing dialogue as the project progresses to ensure they are happy with the new provision in terms of specification and location and the proposed staffing model.
4. Inability to provide education placements for our most complex children either placed in our new children's homes or moved back from out of authority placements resulting in their educational needs not being met and impacting on their life chances increasing the likelihood of them ending up NEET (not in employment, education or training).	An engagement workshop session was held with SEND colleagues, to address how we provide this for our most complex children.

Risk	Mitigation
5. Recruiting sufficient staff, in particular residential managers resulting in an Ofsted refusal to register the new homes and an inability to open them up for placements impacting on out of authority placement figures and increasing costs	Discussion with Team Managers around the recruitment processes have been held. The intention is for a phased implementation of the new model and closure of the existing homes which will enable staggered recruitment to ensure sufficient staffing in line with the agreed model and Ofsted requirements.

A full RAID log has been started and will be maintained as part of the project.

### 18.7.1 Risk Impact Analysis

The risk that would require a return to the Sponsoring Group (in this case Cabinet) would be if the cost required to complete a project exceeds the funding agreed. As properties will be purchased sequentially (as opposed to all at the same time) and knowledge on associated costs of purchase and fit-out to Ofsted standard is gained, this risk will be minimised and the decision should be taken in advance of committing to the final property of the new model unless there is certainty that the required level of funding is available.

Other risks are project risks which can be managed at the project level or escalated to the Strengthening Families programme (or nominated governance body at point of closure of the Strengthening Families Programme).

### 18.8 Contingency Planning

Discovery work considered all of the original seven options. The approach detailed in this Full Business Case is based on all of the facts that have been identified during this time.

In order to start this project we are now looking at buying an existing house from the open market. That will give us only 4 months remaining in this financial year to procure a 4-bedroom property on the open market. Confidence for this is currently at 50% based on timescales.

Waiting for an HRA 4-bed property could take us well into the next financial year and, as with the previous offer, there is no guarantee that the location is appropriate (last offer was rejected due to criminal intelligence report from Avon & Somerset Police). Confidence for this is at 50%

The majority of the Housing Development sites (apart from the Richeson Close site in Brenchley which has only one 4-bed house being built), will become available towards the end of 2020-2023. Confidence that all sites will be suitable and provide a 4-bed property is at 50%

Gathering evidence from our subject matter experts around availability and development of sites, there is currently a 50% confidence of an acquisition of our preferred option.

With regard to the refurbishment costs, the specification and tender process lead-in timescales to refurbish a property this financial year has a confidence level of 50%. There is currently no framework or preferred contractors in place to deliver refurbishment on a new project. This would require us to go out to small tender which presents a further risk to timescales. Alternatively, the contract is currently expected to be in place by January 2019, and the project could wait until then.

### Contingency:

1. Agreements with Housing Delivery would mitigate against difficulty finding suitable properties and could reduce the capital expenditure required.
2. Future Delivery Model to be structured and discussions with Team Managers are planned around recruitment processes and input will be sought from HR as to how to best attract new staff.
3. The intention is for a phased implementation of the new model and closure of the existing homes which will enable staggered recruitment to ensure sufficient staffing in line with the agreed model and Ofsted requirements.
4. Early engagement with health and education colleagues to address availability and provision of education placements for complex children.
5. Early discussions with Ofsted have taken place around registration of the new homes and the staffing model required. The registration process for children's homes has 3 stages<sup>4</sup> and Ofsted aim to complete registrations within 47 working days.
6. Early specification agreement and ability to use the Tendered Framework due in January 2019 will enable works to be carried out once private house purchase complete.

## **19. Delivery Approach**

### **19.1 Implementation Approach**

The intention is to implement the new model via a phased delivery approach, the reasons for this are:

- 1) We need to test the new model in terms of ability to match and place children to improve occupancy rates;
- 2) We need to transition in a staged and proportionate way due to the dependencies with other work streams in the programme which are designed to impact on demand; and
- 3) In order to provide the best support to children and young people currently in residential care – both in our homes and in out of authority placements – we would not plan to move them unless there is reason such as placement breakdown or a transitional point has been reached.

The proposal is to open one 2-bed home in the 18/19 financial year, followed by a further two 2-bed homes in the following financial year 19/20. The approach for the entire remodelling programme is laid out in Appendix B.5.

During the same time period, we would begin closing our existing homes (Silbury Road is now closed and was handed over to Housing Delivery team in summer 2018), with a further home to be closed in the financial year 19/20 and subsequent financial years (to do this we would need 4 new homes in place) until the new model is fully established. Based on the current ages of the young people placed in our homes we believe this is a realistic timeframe as they would be reaching a transition into independence. As the new model becomes established we anticipate seeing a reduction in the number of out of authority placements and consequently a reduction in the overall cost. See Phasing Illustration in Appendix A.1 for more detail.

### **19.2 Benefits Realisation Approach**

- Financial data and the establishment data will be baselined once Cabinet approval is achieved to provide a starting point for monitoring.

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<sup>4</sup> During stage one an application is submitted and is accepted if it is complete. The application then moves into stage two. During stage two a workflow is allocated to either the applications team seek checks and references. Once the checks are completed, the application then moves into stage three. During stage three the inspector completes all tasks and carries out the visit and interview(s). A Regional inspection manager makes the final decision to register or refuse. From an application moving into stage three.

- The delivery of financial benefits will be tracked via monthly budget monitoring of cost centres where reductions in expenditure are being sought.
- There will be benefit check points scheduled into the implementation project to confirm that savings have been delivered within the planned timescales.
- The delivery of non-financial benefits will be tracked through monthly national reporting of information around stability, education , reduced anxiety, health etc.

### 19.3 Procurement Approach

With regard to purchasing of existing private 4-bedroom properties or buying a new-build house off plan, Property colleagues and Housing Delivery team have advised that provided there is a budget/business case approved by Cabinet with delegated authority given to the appropriate Director to acquire, then they can agree the necessary terms with sign off at the appropriate level.

Discussions with procurement leads will determine the correct procedure across both services. This will be validated by professional commentary.

### 19.4 Communications and Engagement Approach

Effective engagement is essential throughout the lifespan of this project. Formal and informal engagement has been ongoing during 2017, 2018 and into 2019 and includes elected members, colleagues and public/community engagement in prospective sites. A full engagement log is available at Appendix A.2.

### 19.5 Timeline and Key Milestones

Key Milestones	Target Date
Cabinet approval achieved to Purchase Property #1	22/01/2019
Contract exchanged and completed on Property #1	14/03/2019
Cabinet approval achieved to unlock funding to deliver new model	04/06/2019
New Home #1 opens	31/10/2019
Contract exchanged and completed on Property #2	01/11/2019
New Home #2 opens	30/04/2020
Contract exchanged and completed on Property #3	30/04/2020
New Home #3 opens	30/09/2020
Contract exchanged and completed on Property #4	30/09/2020
New Home #4 opens	28/02/2021
Contract exchanged and completed on Property #5	28/02/2021
New Home #5 opens	31/07/2021
Contract exchanged and completed on Property #6	31/07/2021
New Home #6 opens	31/12/2021
Contract exchanged and completed on Property #7	31/12/2021
New Home #7 opens	31/05 2022
Contract exchanged and completed on Property #8	31/05/2022
New Home #8 opens	31/10/2023
Benefits realisation tracking initiated	01/11/2023
Project closed	29/12/2023

## 20. Project governance for implementation:

Project Role	Name	Job Title
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Project Role	Name	Job Title
<b>Sponsor</b>	Jacqui Jensen	Executive Director, People
<b>Project Executive</b>	Ann James	Director Children and Family Services
<b>Project User(s)</b>	James Beardall Samantha Flowers	Acting Head of Service, Permanency and Specialist Services Programme Manager, Strengthening Families
<b>Project Supplier(s)</b>	Chris Woods Emily Price Martyn Pursey	Property Partner Private Development Schemes Project Manager Housing Delivery, Development & Special Projects Manager,
<b>Project Assurance</b>	PMO	Change Service Business Partner
<b>Project Manager</b>	Jo Duncan	Change Services

**Project Board meeting regularly? Yes / ~~No~~**

Current governance for the project is provided by the Strengthening Families Programme Board. Consideration will need to be given as to the future governance route for the remainder of the Children's Home project as the delivery period extends beyond the the closure of the sponsoring programme.

**Project Board ToR's agreed and relevant? Yes / ~~No~~**

## 20.1 Project Tolerances & Controls

Tolerance areas	Project level tolerance	Escalation route	Control & tracking document(s)
<b>Time</b>	+3 months (as this is will be dictated by house availability and housing market)	Project Board Programme Delivery Group People EDM	Project Plan Highlight Report Exception Report
<b>Cost</b>	+20% contingency (plan is to request 20% contingency on costs due to fluctuating market and lack of contract for refurbishment and any unknowns with property purchased not contained with structural survey)	Project Board Programme Delivery Group People EDM	Project Plan Highlight Report Exception Report
<b>Quality</b>	Zero tolerance (in terms of the specification of the home, there is no tolerance due to Ofsted regulations and H&S requirements. Some variation in desired location and standard of fixtures and fitting may be considered if necessary for project to proceed.	Project Board Programme Delivery Group People EDM	Project Plan Highlight Report Exception Report

Tolerance areas	Project level tolerance	Escalation route	Control & tracking document(s)
<b>Scope</b>	Some variation will be tolerated if additional properties become available and/or the refurbishment spec is agreed/	Project Board Programme Delivery Group People EDM	Project Plan Business Case Highlight Report Exception Report
<b>Benefits</b>	+£70k Some variation will be tolerated as it is delivery of the whole model which will deliver benefits to the Strengthening Families Programme	Project Board Programme Delivery Group People EDM	Business Case Highlight Report Exception Report
<b>Risk</b>	via normal Risk management approaches.	Project Board Programme Delivery Group People EDM	RAID Log Contingency Plan Highlight Report Work package Document

## 20.2 Project Team Resource Requirements

Role	What they will do	Days needed	Cost per day	Total Cost	Opportunity Cost	New Cost	Funding source(s)
People Property Partner* <sup>1</sup>	Lead on the acquisition and development of the new homes and can coordinate with the Building Practice the refurbishment/fit out through to the opening of the new homes	est. 12 days per property	BG13/ £240	£2,880	£2880	£0	General Fund
Change Project Manager* <sup>2</sup>	Develop and deliver the project plan, run the project team, monitor RAID log and progress reports	0.25 FTE per property (55 days)	BG13/ £240	£13,200	£13,200	£0	General Fund
Subject Matter Expert (Children's Home manager)* <sup>3</sup>	Lead the project from the business, specifying and overseeing refurbishment, community engagement, applying for Ofsted registration, recruiting and training staff in readiness for opening	0.5 FTE, 48 mths /no. of properties	BG14	£15,045	£0	£15,045	Children's Residential Capital
Private Development Schemes Project Manager (Housing Delivery)* <sup>4</sup>	Identify the sites and lead on making an agreement with the developer prior to acquisition by the People Property Partner.	est. 12 days per property x 2	BG15 £25 per hour x 89 x 2	£4,450	£4,450	£0	General Fund
Property Lawyer	Conveyancing* <sup>5</sup>	est. 2 hours per week x 8 weeks	£870 or £125 ph	£2,000	£0	£2,000	Children's Residential Capital
Totals:				37,575	20,530	17,045	

\*<sup>1</sup> Property Partner: on the basis that we will not be able to acquire 10 homes all at once then this could be delivered via business-as-usual and no extra resource will be needed. A timescale needs to be established over which period the properties are to be acquired so that we can inform Legal as there is likely to be

more pressure on them. In terms of buying properties off plan, the property partner would be happy to take this through to acquisition once sites have been identified.

\*<sup>2</sup> Change Project Manager: costs based on 0.25 FTE required for the duration of a house purchase and refurbishment. The project plan estimates this to be 10 months (10 months, divide by 4 = 2.5 months = 55 working days).

\*<sup>3</sup> The Subject Matter Expert for Children’s Home will need to be a continuous resource throughout the delivery period of the project (April 2019 to October 2023) as this role is not readily available on the open market. However, this cost has been divided by the total number of properties to give a per-property cost and is consistent with resources listed in the tabled above. Cost is based on BG14 top of scale SCP41 £45,591, with on costs £60,180. Divide by 0.5 FTE = £30,090 multiplied by 4 years = £120,360 divide by 8 properties = £15,045 SME cost per property).

\*<sup>4</sup> Housing Delivery – Private Development Schemes Project Manager: this falls within the current work of negotiating with developers on council owned land. Cost based on BG15 hourly rate of £25 multiplied by 12 days = 89 hours multiplied by £25 = £2,225 x 2 = £4,450.

\*<sup>5</sup> Property Lawyer: cost updated from OBC based on experience of purchasing first property, increased from £1,635 to £2,000.

<b>Total opportunity costs</b>	£20,530
<b>Total new costs</b>	£17,045
<b>Total resource costs (per property)</b>	£37,575

## 21. Equalities Impact Assessment (EqIA) Summary of Impact and Key Mitigation

This is an outline EqIA which will be further developed throughout the project. As part of the needs analysis we will seek to fill gaps in diversity monitoring for children and young people affected by the proposal.

## 22. Eco-Impact Assessment Summary of Impact and Key Mitigation

The environmental impacts of this proposal arise from the intention to have a higher number of children’s homes within Bristol City Council’s estate and the consequential potential for an increased consumption of electricity and gas and creation of additional waste, there will also be waste created from the closure of existing children’s homes. The new homes will be normal residential 4/5 bedroom homes acquired from either existing council stock, purchased on the open market or as part of an arrangement with a developer. The construction of the buildings is not within the remit of the project.

The new homes will become integrated into the councils Environmental Management System and environmental impacts will be managed through this. Homes purchased may have higher energy efficiency specifications (especially if new builds) and if homes purchased are older Salix funding will be used to increase energy efficiency of the homes. The net effects of this proposal are therefore neutral. The full Eco-Impact Assessment is available at Appendix B.8.

## 23. Privacy-Impact Assessment Summary of Impact and Key Mitigation

It was agreed by the GDPR team that the project didn’t qualify for high risk processing. So **no PIA needed**. Mitigating actions, with regard to the existing data of vulnerable persons, (which relates to the records already kept at the homes) that will need to move from one location to another, there needs to be a secure way of tracking the transfers of files between locations. The full Privacy Impact Assessment is available at Appendix B.9.

## 24. Full Business Case - sign off

<b>Name</b>	<b>Job Title</b>	<b>Date circulated</b>
James Beardall	Head of PASS	17/04/2019
David Tully	Finance Business Partner	29/04/2019
Ann James	Director of Children & Families Services	17/04/2019

<b>Decision making authority</b>	Cabinet
<b>Date seeking endorsement</b>	04/06/2019

# APPENDIX

## A. Required commentary and recommended consultation

FULL BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to DWG:	Commentary (if any)	Date
Cabinet Lead		<a href="#">Click here to enter a date.</a>
Executive Director Meeting (EDM)	EDM approved proceed to Cabinet subject to outstanding items as listed being addressed in full.	17/04/2019
Professional Views	Commentary	Date
<p><b>MANDATORY – and must include confirmation of funding source(s)</b></p> <p><b>Finance Business Partner</b></p> <p>David Tully</p>	<p><u>General commentary:</u></p> <p>This initiative is principally driven by the service view that smaller homes are better for children and young people in care than the larger, 4 and 5 bed homes that are currently used.</p> <p>The financial case is not strong. The savings target of £0.304m, included in the Strengthening Families Programme, is not fully met by the option put forward in this business case: only £0.142m of savings are expected, a shortfall of £0.162m.</p> <p>The baseline cost for 17 occupied places is £3.792m.</p> <p>This option comes out at £3.650m. So, it is £0.142m cheaper than the baseline. The future configuration of 2 and 3-bed homes expects to provided 20 places at 80% occupancy (ie 16 places). This is more than the current 19 places at 55% occupancy (ie 10.5). So, the baseline and the options each consider how 16 places are currently provided (between in-house provision and out-of-authority places) and how they would be provided with the end-state option.</p> <p>Current occupancy levels are 55%, which is low and makes the current in-house provision expensive (£0.259m per occupied place), compared to external (the average cost for the top ten most expensive is £0.196m). The level in the outline business case was 63%, so this lower occupancy has contributed to an increase in the baseline cost. A less generous assessment would have set the</p>	29/04/2019

FULL BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to DWG:	Commentary (if any)	Date
	<p>baseline occupancy higher than 55%.</p> <p>The financial illustration, moreover, is heavily dependent on occupancy levels achieving a target of 80%. The service believes that the smaller homes make compatibility of house-mates easier. It is not clear whether the availability of suitable residential care candidates will occur at a regularity which will optimise that level of occupancy. It is open to the service to actively manage the facilities and sell spare places to neighbouring authorities.</p> <p>A 5% shortfall in meeting the 80% target would cost an extra £0.2m and would remove the headline saving from the project.</p> <p>I have worked on the basis of operating costs of £440k for a 2 bed home (with one manager between 2 homes) and £472k for a 3 bed home (with one manager per home). These costs could only be changed if the service took a different view on the resourcing ratios needed for these new homes.</p> <p>The capital costs of £4.138m have increased since the outline business case. This is because a more detailed assessment of the market position and the likely costs of bringing properties into use as children's homes have been undertaken. The capital costs have been taken at mid-way between the open market and off-plan options of £527k. 3-bed homes are estimated to cost £50k more than this figure. Acquiring homes and disposing of existing ones would happen over a four year period.</p> <p>There is £0.8m in the capital available in the capital programme. The balance of £3.338m will be funded from the earmarked £5m budget in the capital programme for children's social care (PE06A), which was created pending a satisfactory business case.</p> <p>While there will be capital receipts, either through the disposal of assets on the</p>	

FULL BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to DWG:	Commentary (if any)	Date
	<p>open market or through appropriation of assets by the Housing Revenue Account, these have not been included in this business case. Any financial gains from such transactions would be retained corporately to support the General Fund capital programme.</p> <p>Again, the financial case for this is not strong, indeed it is fragile. Nonetheless, that does not change the fact that this is an initiative that is expected to have wider service benefits and the only way of demonstrating that is to proceed. Once the first few homes become operational, the service benefits and the operational expectations can be tested. The nature of these changes is such that the programme could be stopped at a future point if the service benefits are not apparent.</p> <p><u>Confirmation of funding source(s):</u> Current revenue costs are greater than the forecast cost, subject to the caveats on risks outlined here.</p> <p>The additional £3.3m capital required to undertake the full programme (beyond the £0.8m already agreed) has been earmarked in the current capital programme.</p>	
<p><b>MANDATORY FOR ALL FULL BUSINESS CASES WITH A RESOURCE REQUEST</b> PMO Operations Manager Lee Ford</p>		23/10/2018
<p>HR Business Partner Lorna Laing</p>	<p>There could potentially be significant HR implications for staff currently employed within the current Residential Homes we have. There could be different ways of working, different shifts for more continuity, new skills to learn for a new approach. Once we are further on in the project we will be able to undertake a specific piece of work to assess the impact on staff and then apply any policies or procedures as needed. There could be development opportunities as a result of the changes, training needs will also be met. A full Managing Change will be undertaken if appropriate in consultation with employees and their</p>	03/05/2019

<b>FULL BUSINESS CASE</b>		
<b>Recommended bodies/individuals for consultation ahead of submission to DWG:</b>	<b>Commentary (if any)</b>	<b>Date</b>
	representatives.	
<b>Change Services View</b>		<a href="#">Click here to enter a date.</a>
<b>IT View</b> Ian Gale	There is no specific reference to IT provision in the business case, although I understand that anticipated costs are included in the fit-out costs. Any such requirement will need to be scheduled into the IT Services work programme at the appropriate time.	09/05/2019
<b>Enterprise / Solution Architecture View</b> David Morton	N/A	23/10/2018
<b>Property View</b> Chris Woods	<p>Property has been involved in the process to date and support the preferred options A and B as the best way of acquiring the accommodation required for the new children's homes.</p> <p>Acquiring properties from the market will of course be subject to availability of suitable properties in the right area and within budget. Account will need to be taken of costs of repairs, refurbishment (if required) and costs of any adaptations in assessing whether a property is suitable. This is less of an issue with buying a plot from a new build scheme as adaptations can be considered at the design stage.</p> <p>There are risks with both options in terms of timescale of delivery i.e. developments might be delayed for various reasons and buying from the market would be subject to availability, unforeseen legal issues, break in a forward chain of house sales.</p>	09/05/2019
<b>Legal View</b> Andrew Jones Head of Conveyancing Team liaise with Legal professional	<p>The Council's power to acquire property by agreement and at market value falls within the Local Government Act 1972 for the purpose of any of its functions or for the benefit, improvement or development of the area.</p> <p>Provided the budget is in place and has received the correct level of authorisation there are no restrictions (legislative or otherwise) preventing the Council acquiring property on the open market at market value.</p>	07/05/2019
<b>Commissioning &amp; Procurement View</b> Dermott McCann Gareth Spencer	<p>There will be further although undefined savings if more children are kept in the area, since we will be able to buy less support services and social workers will spend less time on visits.</p> <p>We are also likely to have more effective</p>	08/05/2019

FULL BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to DWG:	Commentary (if any)	Date
	<p>transitions into adult life by keeping some of our more complex children in the area, enabling local services to be better coordinated.</p> <p>In the Equality Impact Assessment they highlight the overrepresentation of disabled children in our care population. Going forward, we need to consider how this will inform our planning for the development of some homes since some (although not all) of these children will need adaptations to buildings that would be best incorporated at the design stage. This will also have implications for staff recruitment.</p> <p>19.4 Child Engagement</p> <p>Would young people be people be actively engaged in the planning and design of the new homes. Given our wish to move away, from institutionalised homes, they could give some valuable input into their design and would help them use their skills and knowledge to contribute to the change process.</p> <p>There are so many variables but with so many options about accommodation we should be able to deliver.</p> <p>Regarding the number of homes this should be informed by continuing to analyse our children in care population, if Strengthening Families is successful in reducing our child in care population particularly as we develop edge of care services for teenagers we may need a different number of homes, the advantage of this approach is we can be flexible as we develop the service.</p>	
<p><b>Information Security View</b> Bernadette Keen</p>	<p>The key information security risks associated with this project will be around paper records, and physical assets (such as filing cabinets and laptops, printers).</p> <p>Facilities management should have a procedure to ensure a secure vacation of any property. This will include a detailed final search and checklist, with building plans to ensure all rooms and potential stores are thoroughly checked.</p> <p>Any printers or laptops no longer required must be returned to ICT for re-use or safe disposal.</p> <p>As part of the relocation process, secure transfer and storage arrangements must</p>	22/11/2018

FULL BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to DWG:	Commentary (if any)	Date
	be identified in good time. I am happy to advise if needed as the project progresses. As the technology used will continue to be in alignment with corporate standards, this should not pose any further risks.	
Other consulted parties (as required)	Commentary	Date
		Click here to enter a date.
		Click here to enter a date.

## B. Mandatory Project Documents

Document Name (& links to templates)	Stage required	Document Exists? (Yes/No)	Document Owner	Hyperlink to document
<a href="#">EQIA Relevance Check</a>	Mandate	Yes	James Beardall	Appendix B.1
<a href="#">Privacy Impact Assessment Relevance check</a> For guidance and support in completing the PIAR contact <a href="#">Information Management</a>	Mandate	Yes	James Beardall	Appendix B.2
<a href="#">Project Financial Spreadsheet</a> (costs and benefits/ sources of funding/ benefits contracts)	OBC & FBC	Yes	Jo Duncan	Appendix B.3
<a href="#">Options Appraisal</a>	OBC	Yes	Samantha Flowers	Appendix B.4
<a href="#">Project Plan</a>	OBC & FBC	Yes	Jo Duncan	Appendix B.5
<a href="#">RAID Log</a>	OBC & FBC	Yes	Jo Duncan	Appendix B.6
<a href="#">EQIA</a>	OBC & FBC	Yes	Jo Duncan	Appendix B.7
<a href="#">EcoIA</a>	OBC & FBC	Yes	Jo Duncan	Appendix B.8
Info: <a href="#">General Data Protection Regulation</a> <a href="#">Privacy Impact Assessment template</a>	OBC & FBC	Yes	Jo Duncan	Appendix B.9
Programme Board ToR	FBC	Yes	Samantha Flowers	
<b>Solution Design</b> (No template – this should be unique in content/ structure/ detail for each project)	FBC	N/A		

## C. Timeline of approvals and any associated conditions

#	Meeting	Date	Action / Decision / Condition	Date for completion (If applicable)	Owner
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1					
2					
3					

## Financial modelling for transition costs

PREFERRED OPTION 4 2-bed homes and 4 3-bed homes to provide 20 places at 80% occupancy	2018/19			2019/20			2020/21			2021/22			2022/23			2023/24		
	No of homes (fte)	No of children (fte)	Cost in the year £'000	No of homes (fte)	No of children (fte)	Cost in the year £'000	No of homes (fte)	No of children (fte)	Cost in the year £'000	No of homes (fte)	No of children (fte)	Cost in the year £'000	No of homes (fte)	No of children (fte)	Cost in the year £'000	No of homes (fte)	No of children (fte)	Cost in the year £'000
<b>New provision:</b> NB places at 80% occupancy and costs per home of £0.456m	0.0	0.00	0	2.0	3.60	912	4.5	8.80	2,053	7.0	14.00	3,193	8.0	16.00	3,650	8.0	16.00	3,650
<b>Existing provision :</b> NB places at 55% occupancy and costs per home of £0.676m	4.0	10.45	2,704	3.0	8.25	2,028	2.0	5.50	1,352	1.0	2.61	676	0.0	0.00	0	0.0	0.00	0
<b>Out-of-Authority placements:</b> NB to compare like-with-like, this is the balancing amount of OOA to compare against 16 future places.		5.55	1,088		4.15	813		1.70	333		-0.61	-120		0.00	0		0.00	0
<b>Totals</b>	<b>16.00</b>	<b>3,792</b>	<b>16.00</b>	<b>3,754</b>	<b>16.00</b>	<b>3,738</b>	<b>16.00</b>	<b>3,749</b>	<b>16.00</b>	<b>3,650</b>	<b>16.00</b>	<b>3,650</b>	<b>16.00</b>	<b>16.00</b>	<b>16.00</b>	<b>16.00</b>	<b>16.00</b>	<b>3,650</b>
<b>Baseline costs</b>	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792	16.00	3,792
<b>Savings / Additional costs, compared to baseline</b>		0		-38		-54		-43		-143		-143		-143		-143		-143
<b>Plus gross capital costs</b>		<b>431</b>		<b>1,095</b>		<b>1,577</b>		<b>1,034</b>		<b>0</b>		<b>0</b>		<b>0</b>		<b>0</b>		<b>0</b>

Work Theme (click on drop down menu)	Business Lead	Project Lead	Author/Presenter/Facilitator	When	WHO you are engaging/consulting (be specific)	WHAT you are engaging/consulting on
Re-profiling Children's Homes	James Beardall	Jo Duncan	Katja Allsop, Children's home manager	08/04/2019	Local community - neighbour to the first new children's home.	Informal and positive conversation after being approached by neighbour with questions/concerns about the new children's home. Key questions were around when refurbishment/building works would take place and age of children. Standard comms is now being written and will be cascaded to all regular BCC visitors to the property so comms is aligned if further queries from local community come up.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	03/04/2019	Local activists in the area of the first new children's home Mo Lewis and Chris Faulkner Gibson	Email sent out by Jo Duncan with an update on the first new children's home.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	03/04/2019	Cllr Khan	Phone call conversation about arranging a visit to the first new children's home.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Bishopston Voice	06/03/2019	Audience of Bishopston Voice	Positive article in Bishopston Voice about BCC changing stock of children's homes.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	28/03/2019	Cllr Sultan Khan	Encouraging and positive telephone call with Cllr Khan, who is still involved in the Children's Home project and with helping to move the Community engagement forward.  He is now an Independent Cllr and still the Ward Cllr for Eastville area.  Cllr Khan would like to visit the home and help with the initial discussions once we have set them up.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	13/03/2019	Cllr Helen Godwin Cllr Sultan Khan	Email regarding arrangements for the new Children's Home and subsequent visit.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	04/03/2019	Cllr Sultan Khan	First introductory telephone conversation re: community engagement for the first new Children's Home. Follow on from earlier discussions with Cllr Threfall about starting some low key community engagement with suggested contacts who can provide local knowledge and advice and whom we can start discussions around proposal.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	01/03/2019	Head of Children's Services Nottingham Council	Telephone conversation to understand Nottingham Council Children's Home model.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	05/02/2019	Ann James, James Beardall, Anne Sheridan, Sam Flowers, David Tully	Kick off workshop now that purchase of 1st house has been approved at cabinet to plan development of property.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan/ Samantha Flowers	10/12/2018	Cllr Mhairi Threfall and Cllr Helen Godwin	Briefing the councillor about potential children's residential home being bought in constituency area. Getting advice on consultation prior to submitting paper on decision pathway.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan/ Samantha Flowers	01/12/2018	Ofsted	Informal conversation with Ofsted about new children's home purchase. Feedback was very positive. Next step will be to register the home with Ofsted once the purchase has gone through.
Re-profiling Children's Homes	James Beardall	Jo Duncan	Ann James/ Samantha Flowers	19/11/2018	Joint Cabinet Member briefing	Presenting Full Business Case for Reprofiling Children's Homes for endorsement
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	09/10/2018	Placements Service Managers	Requirements mapping for Children's Homes FBC
Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	03/09/2018	Placements Service Managers	Requirements mapping for Children's Homes FBC

Re-profiling Children's Homes	James Beardall	Jo Duncan	Jo Duncan	14/08/2018	Chris Woods, Martyn Pursey (Property); Bridget Atkins (Commissioning); Katja Allsop, Jo Mills, Hester Schofield (Children's Placement Services); Mary Taylor, Louise Arbery (SEN Inclusion); David Tully (Finance)	<p>Workshop to map the following items :</p> <ul style="list-style-type: none"> <li>• Critical requirements/specification – allowing property to ascertain the size, geographical location</li> <li>• SEN – how we will work with young people in the homes with the view towards educational needs etc</li> <li>• Timescales for the 2 x homes</li> </ul>
Re-profiling Children's Homes	James Beardall	Rachel Abba	Rachel Abba/ Ann James/ James Beardall	02/05/2018	DWG	Consideration of OBC for Children's Homes
Re-profiling Children's Homes	James Beardall	Rachel Abba	Rachel Abba/ Ann James/ James Beardall	30/04/2018	Councillor Helen Godwin	Briefing Councillor Helen Godwin following endorsement of OBC at ACE EDM prior to DWG corporate approval.
Re-profiling Children's Homes	James Beardall	Rachel Abba	James Beardall/ Rachel Abba	30/04/2018	Councillor Helen Godwin	The Outline Business Case and proposals to close our existing 4/5 bed children's homes and open a larger number of smaller 2/3 bed homes
Re-profiling Children's Homes	James Beardall	Rachel Abba	James Beardall/ Rachel Abba	25/04/2018	ACE EDM	The Outline Business Case and proposals to close our existing 4/5 bed children's homes and open a larger number of smaller 2/3 bed homes
Re-profiling Children's Homes	James Beardall	Rachel Abba	James Beardall/Rachel Abba	19/04/2018	Children's Management Team	The Outline Business Case and proposals to close our existing 4/5 bed children's homes and open a larger number of smaller 2/3 bed homes
Re-profiling Children's Homes	James Beardall	Rachel Abba	James Beardall	07/02/2018	Local OFSTED Inspector	Follow up call to 30/1/18 meeting ref plans for our children's homes
Re-profiling Children's Homes	James Beardall	Rachel Abba	Jacqui Jensen/ Ann James	30/01/2018	Shirley Bailey - Senior HMI OFSTED	Outlining plans for our LA children's homes

## Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

<b>What is the proposal?</b>	
Name of proposal	Reprofiling our children's homes
Please outline the proposal.	To close the 5 existing BCC run children's homes and open a larger number of smaller 2/3 bedded homes to create greater flexibility and placement matching opportunities and better value for money from our homes.
What savings will this proposal achieve?	Not yet determined, the primary driver for the project is improved outcomes for children and young people in residential care
Name of Lead Officer	James Beardall

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The demographics of children requiring a placement in a children's home means they are likely to fall within one or more of the protected characteristic groups. The project is designed to create positive impacts by enabling more children and young people to be placed locally in BCC run children's homes, remain in local schools and improve future outcomes. If children are placed locally it also creates enhanced opportunities for them to remain in contact with their family and kinship groups.
Please outline where there may be significant negative impacts, and for whom.
The proposals being developed will not result in any significant negative impacts on service users with protected characteristics as the project is focussed on improving outcomes. However, if any residents close to the identified location for the new children's homes have any protected characteristics there is the potential for them to be impacted negatively by having a children's home close to where they live.

<b>Could your proposal impact staff with protected characteristics?</b> (i.e. reduction in posts, changes to working hours or locations, changes in pay)
Please outline where there may be significant opportunities or positive impacts, and for whom.
It is likely that there are employees with protected characteristics among the workforce who staff our children's homes. The proposals are intended to create better working

conditions by an increased the staffing ratio in our children's homes and will create more jobs in this sector.

Please outline where there may be negative impacts, and for whom.

In terms of negative impacts the closure of our existing children's homes and re-location to new sites will result in a change of location for where staff work.

**Is a full Equality Impact Assessment required?**

Does the proposal have the potential to impact on people with protected characteristics in the following ways:

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?

Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.

Yes – the proposals are designed to improve access to a local residential placement in a BCC maintained children's home and the project is committed to maintaining quality services, improving outcomes and ensuring that children get the best start in life. However, we know a high number of children and young people who would be impacted have a disability, so there may be risk of indirect discrimination if the reshaping of children's homes does not take full account of their needs.

Service Director sign-off and date:



Ann James, Service Director, Care and Support, Children and Families

Equalities Officer sign-off and date:



Duncan Fleming 09/05/2019

## Mandate Information Governance Relevance Check



This tool will identify the Information Governance (IG) impacts of a new change proposal.

What is the proposal?	
<b>Name of proposal.</b>	Reprofiling our children's homes
<b>Please outline the proposal.</b>	To close the 5 existing BCC run children's homes and open a larger number of smaller 2/3 bedded homes to create greater flexibility and placement matching opportunities and better value for money from our homes.
<b>Who will answer any queries regarding the responses provided on this form?</b>	Rachel Abba Project Manager

Does the change/project involve processing personally identifiable or special category information?
Please outline what Personal or Special Category data will be processed (see definitions below)?
No

Will the change/project involve other organisations? Is this likely to involve exchanging information with them?
Please outline which type of organisations e.g. internal BCC departments, voluntary sector, NHS etc. might receive our data and information as part of this project or to support the changes it proposes.
No

Is the change/project likely to provide/create or require new information? Or information analysis to support performance management, planning or decision making?
Please outline any new data or information the project/change will create.
No, the project will rely on data and performance indicators we already collect to monitor impact and benefits

Will the change/project produce any publishable Open Data? (non-personal and non-commercially sensitive data)
Please see <a href="http://intranet.bcc.lan/ccm/content/articles/transformation/information-management-prog/information-we-publish.en">http://intranet.bcc.lan/ccm/content/articles/transformation/information-management-prog/information-we-publish.en</a> and detail what data might be 'Open' below
No

Is the change/project likely to change the acquisition, processing, storage or disposal of information?
Please outline the changes the project is likely to make (see definitions below)?
Yes, the project has the potential to change the storage and disposal of information as records of the children placed in our BCC run children's homes will need to be move to the location of the new homes as we vacate the existing properties.

**Have you considered what security measures need to be in place?**

Please outline the security testing which will be needed e.g. the ability to audit third party suppliers and their systems, penetration testing.

Not relevant to this project

**Definitions**

<b>Acquisition, processing, storage or disposal</b>	'Acquisition' includes the collecting, buying, generating and obtaining from other bodies; 'Processing' includes the disclosing, viewing, amending, transmission, and combining; 'Storage' including archiving (in any format including paper), hosting, cloud storage; and 'Disposal' includes the retention, deletion, destroying or not disposing of information.
<b>Personal Data</b>	any information relating to an identified or identifiable natural person ('data subject'); an identifiable natural person is one who can be identified, directly or indirectly, in particular by reference to an identifier such as a name, an identification number, location data, an online identifier or to one or more factors specific to the physical, physiological, genetic, mental, economic, cultural or social identity of that natural person
<b>Special Categories</b>	Personal data revealing racial or ethnic origin, political opinions, religious or philosophical beliefs, or trade union membership, and the processing of genetic data, biometric data for the purpose of uniquely identifying a natural person, data concerning health or data concerning a natural person's sex life or sexual orientation.
<b>Penetration testing</b>	The practice of testing a computer system, network or Web application to find vulnerabilities that an attacker could exploit

<b>Project Name:</b>	Re-profiling Children's Homes		<b>Project ID:</b>	18ST123.2	<b>Document status:</b>	<input type="checkbox"/> Confidential	<input checked="" type="checkbox"/> For circulation	<input type="checkbox"/> Draft
<b>Prog Manager:</b>	Samantha Flowers		<b>Version &amp; Date:</b>	29/04/2019	<b>Business Case stage:</b>	<input checked="" type="checkbox"/> Full business case	<input checked="" type="checkbox"/> Final business case	

Line No.	Assump ID	% Conf.	Cost / Saving description	Cost Centre & Account Code	£'000	£'000	£'000	£'000	£'000	£'000	£'000
					0	1	2	3	4	5	Row total
					Yr 2018/19	Yr 2019/20	Yr 2020/21	Yr 2021/22	Yr 2021/22	Yr 2022/23	
1.0			Procurement of new properties and making them suitable and project managing the acquisitions and disposals	Capital	431	1,095	1,577	1,034	0	0	4,138
1.1			<b>Total new capital costs</b>		<b>431</b>	<b>1,095</b>	<b>1,577</b>	<b>1,034</b>	<b>0</b>	<b>0</b>	<b>4,138</b>
											0
2.1			Costs of existing homes for 10.45fte children (unadjusted)	Homes	2,704	912	1,141	1,141	456	(0)	6,354
2.2			Cost of existing out-of-authority places for 5.55fte children (unadjusted)	Placement budget	1,088						1,088
2.3			Reducing costs on existing homes as they are closed once new homes are available	Homes	0	(676)	(676)	(676)	(676)	0	(2,704)
2.4			Reducing costs as fewer out-of-authority placements are needed as a consequence of the higher occupancy levels for the new homes.	Placement budget	0	(274)	(480)	(453)	120	0	(1,088)
2.5			<b>Total on-going revenue costs / savings</b>		<b>3,792</b>	<b>(38)</b>	<b>(16)</b>	<b>11</b>	<b>(100)</b>	<b>(0)</b>	<b>3,650</b>
<b>NET Total (net savings less total expenditure)</b>					<b>4,223</b>	<b>1,057</b>	<b>1,561</b>	<b>1,046</b>	<b>(100)</b>	<b>(0)</b>	<b>7,787</b>
<b>NET CAPITAL (Gross)</b>					<b>431</b>	<b>1,095</b>	<b>1,577</b>	<b>1,034</b>	<b>0</b>	<b>0</b>	<b>4,138</b>
<b>NET REVENUE (Incremental / annual)</b>					<b>3,792</b>	<b>(38)</b>	<b>(16)</b>	<b>11</b>	<b>(100)</b>	<b>(0)</b>	<b>3,650</b>

**Project Business Case - Sources of Funding**

<b>Project Name:</b>	Re-profiling Children's Homes	<b>Project ID:</b>	18ST123.2	<b>Document status:</b> <input type="checkbox"/> For completion <input type="checkbox"/> In progress <input type="checkbox"/> Done
<b>Programme Manager:</b>	Samantha Flowers	<b>Version &amp; Date:</b>	29/04/2019	<b>Business Case stage:</b> <input type="checkbox"/> Pre-approval <input type="checkbox"/> Approved <input type="checkbox"/> In progress <input type="checkbox"/> Complete

Cost / Saving description	Yr 2018/19 £'000	Yr 2019/20 £'000	Yr 2020/21 £'000	Yr 2021/22 £'000	Yr 2021/22 £'000	Yr 2022/23 £'000	TOTAL	Budget (if known)	Budget holder	Comments
Total funding required (revenue)	3,792	(38)	(16)	11	(100)	(0)	3,650			
Total funding required (capital)	431	1,095	1,577	1,034	0	0	4,138			
General Fund Revenue	3,792	(38)	(16)	11	(100)		3,650	Children's homes and placements revenue budgets	James Beardall	This shows a modest £142k estimated reduction in costs over 5 years.
Housing Revenue Account (In-kind replacement of 3 properties surrendered to HRA)		542	542	542			1,626			Agreement with Housing that the 3 properties released to them will be replaced with 2 3-bed homes, including all development costs to bring into use. Equivalent to £1.626m if in cash.
Capital Programme <b>not yet</b> agreed		184	1,035	492			1,711			Gross capital required of £2.254m
Capital Programme agreed	431	369					800			So far, the only capital secured is £0.8m in the capital programme for 2018/19 for capital receipts.

<b>Total funding identified:</b>	<b>4,223</b>	<b>1,057</b>	<b>1,561</b>	<b>1,045</b>	<b>(100)</b>	<b>0</b>	
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<b>Funding gap:</b>	<b>0</b>	<b>0</b>	<b>(0)</b>	<b>0</b>	<b>0</b>	<b>(0)</b>	
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Project Business Case - Financial Spreadsheet

<b>Lead Director:</b>	Ann James, Service Director: Children and Families	<b>Version:</b>	1	<b>Date created:</b>	29/11/2018			
<b>Programme Manager</b>	Samantha Flowers	<b>Status:</b>	2. Full Business Case	<b>Date reviewed:</b>	29/04/2019			
<b>Savings summary</b>								
<b>Saving Description:</b>	Reprofiled Children's Homes	<b>Savings ID:</b>	FP31					
<b>Saving's Detailed Description:</b>		<b>Saving Category:</b>						
Move from four in-house 4 / 5 bed Children's Homes to 4 2-bed homes and 4 3-bed homes.		<b>Portfolio Holder:</b>	Councillor Helen Godwin					
		<b>Service area impacted:</b>	Children and Family Services					
		<b>Max gross saving and assoc. financial Yr:</b>	<b>High/ Low level:</b>					
			<b>% Confidence:</b>	30%				
<b>Saving realisation profile</b>								
<b>Saving description:</b>	<b>Account Code &amp; Cost Centre</b>	<b>17/18 (Net) £'000s</b>	<b>18/19 (Net) £'000s</b>	<b>19/20 (Net) £'000s</b>	<b>20/21 (Net) £'000s</b>	<b>21/22 (Net) £'000s</b>	<b>22/23 (Net) £'000s</b>	<b>23/24 (Net) £'000s</b>
Reduced costs of out-of-authority residential placements				(38)	(16)	11	(100)	0
<b>TOTAL ANNUAL SAVING:</b>		<b>0.0</b>	<b>0.0</b>	<b>(38.5)</b>	<b>(15.7)</b>	<b>11.3</b>	<b>(99.7)</b>	<b>0.0</b>
<b>TOTAL RECURRING SAVING:</b>		<b>0.0</b>	<b>0.0</b>	<b>(38.5)</b>	<b>(54.1)</b>	<b>(42.9)</b>	<b>(142.6)</b>	<b>(142.6)</b>
<b>Actual / forecast status:</b>		<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>	<b>R / RA / AG / G</b>
<b>Calculation of saving:</b>			<b>Current state:</b>					
<b>Calculation:</b>			<b>Baseline and how/when this has been obtained:</b>					
This is based on using a baseline of £3.792m for providing 16 occupied places currently. Occupancy levels in existing provision is 55% and occupancy levels in new provision is 80% (because compatability of house-mates is easier with smaller properties). So, the balance will move from 10.45fte in-house / 5.55fte out-of-authority to 20 in-house places at 80% occupancy. Service managers have calculated the appropriate staffing ratios needed for the new provision. Provision will change on a phased basis, but by the end point, it is forecast to cost £3.650m, a saving for £0.142m.								
<b>Assumptions:</b>			<b>Associated project products:</b>					
<b>ID:</b>	<b>Assumption description:</b>	<b>ID:</b>	<b>Project product description:</b>					
A_1	55% occupancy for current provision		8 new children's homes to replace existing 4.					
A_2	80% occupancy for new provision (c77% occupancy for 3-bed and 85% occupancy for 2-beds.							
A_2	Staffing ratios prove to be in line with those outlined by the service							
A_3	Out-of-authority placements cost £196k (the current average for the top ten OOA placements)							
A_4	Mid-point between open market / housing options cost for acquiring and opening new homes are reasonable estimates for capital costs and 3 bed homes will cost £50k more than 2 bed homes.							
<b>Dependencies:</b>			<b>Associated key risks:</b>					
<b>ID:</b>	<b>Dependencies description:</b>	<b>ID:</b>	<b>Risk description and countermeasure:</b>					
	Securing the balance of the capital is necessary.		Occupancy levels are critical for running in-house children's homes. Smaller homes provide more likelihood of compatability of house-mates. Offering empty places to neighbouring authorities could help cover costs and keep occupancy rates at target levels.					
			Market costs of large houses for adaptation to children's homes will vary.					
<b>Key Milestones:</b>								
<b>ID:</b>	<b>Milestone Description</b>	<b>Deadline (date)</b>	<b>Delivered (Y/N)</b>	<b>Comments</b>				
<b>Contract sign-off</b>								
I confirm that this savings initiative meets the criteria for 'secured and delivered':								
- the savings have been extracted from the relevant budgets								
- there is no risk of the status of delivery changing								
- there is no risk that this may later cause a budget pressure/overspend								
- all milestones in the project plan have been delivered								
<b>Budget Owner sign-off:</b>	[Name]	<b>Date:</b>						
<b>Finance Business Partner sign-off:</b>	[Name]	<b>Date:</b>						
<b>HR Business Partner sign-off:</b>	[Name]	<b>Date:</b>						
<b>Lead Director sign-off:</b>	[Name]	<b>Date:</b>						
<b>DLT / Strategic Director sign-off:</b>	[Name]	<b>Date:</b>						

## Value for money analysis of children's home proposals

INPUTS	Scenario 1
Current homes places	19
Current home occupancy	55.0%
Future homes places	20
Future homes occupancy 2 bed	85.0%
Future homes occupancy 3 bed	80.0%

### Baseline

4 5-bed homes at an occupancy rate of 55% (10.5 fte children)	Scenario 1	Source
Capacity	19	
Occupancy	55.0%	Note this is lower than planned for new provision
FTE children	10.5	
Cost of 4 homes	<b>£2,704,463</b>	Actual spend on homes in 2017/18 (Tarnock closed)
Unit cost	£258,800	
<b>Out of Authority Placements (5.6 fte children)</b>		
FTE children	5.6	
Unit cost of out-of-authority placement	£196,000	Based on a higher level of need. Average cost of top ten out of authority residential placements is £196k (Sept 18 snapshot)
Total cost if at average	<b>£1,087,800</b>	
<b>Baseline cost for 20 @ 80%</b>	<b>£3,792,263</b>	i
<b>Baseline unit cost for 20 @ 80%</b>	<b>£237,016</b>	
Impact of 5% change in occupancy	£186,200	

### Preferred Option

Option B: Provide 4 x 2-bed and 4 x 3-bed homes at 80% occupancy and close existing	Scenario 1	Source
Total places available	20	
Children accommodated in new homes (20 @ 80%)	16	
Running costs of 8 new homes (for 16 fte)	<b>£3,649,648</b>	Taken from draft business case
Residual places from baseline at occupancy rate	0.0	
Unit cost of out-of-authority placement	£196,000	
Total cost if at average	<b>£0</b>	
<b>Total operational cost of option</b>	<b>£3,649,648</b>	
<b>Unit cost of 16 fte children affected</b>	<b>£228,103</b>	
Impact of 5% change in occupancy	196,000	in total, up or down

Outline figures for delivery of options

INCREMENTAL	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	
<b>PREFERRED OPTION</b>							
<b>4 2-bed homes and 4 3-bed homes to provide 20 places at 80% occupancy</b>							
	Cost in the year £'000	Total On-going £'000					
Total new costs (Capital)	431	664	481	-542	-1,034	0	0
Total new costs (Revenue)	0	912	1,141	1,141	456	0	3,650
Total opp costs	0	0	0	0	0	0	0
Total ongoing costs*	3,792	0	0	0	0	0	3,792
Gross savings	0	-950	-1,156	-1,129	-556	0	-3,792
Net savings*	3,792	-950	-1,156	-1,129	-556	0	0

## Financial modelling for transition costs

CUMULATIVE PREFERRED OPTION 4 2-bed homes and 4 3-bed homes to provide 20 places at 80% occupancy	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	
Cost in the year £'000	Cost in the year £'000	Cost in the year £'000	Cost in the year £'000	Cost in the year £'000	Cost in the year £'000	Cost in the year £'000	Cumulative spend
<b>New provision:</b>							
NB places at 80% occupancy and costs per home of £0.456m	0	912	2,053	3,193	3,650	3,650	13,458
<b>Existing provision :</b>							
NB places at 55% occupancy and costs per home of £0.676m	2,704	2,028	1,352	676	0	0	6,760
<b>Out-of-Authority placements:</b>							
NB to compare like-with-like, this is the balancing amount of OOA to compare against 16 future places.	1,088	813	333	-120	0	0	2,114
<b>Totals</b>	<b>3,792</b>	<b>3,754</b>	<b>3,738</b>	<b>3,749</b>	<b>3,650</b>	<b>3,650</b>	<b>22,332</b>
<b>Baseline costs</b>	3,792	3,792	3,792	3,792	3,792	3,792	22,754
<b>Savings / Additional costs, compared to baseline</b>	0	-38	-54	-43	-143	-143	-421
<b>Plus capital costs</b>	<b>431</b>	<b>1,095</b>	<b>1,577</b>	<b>1,034</b>	<b>0</b>	<b>0</b>	<b>4,138</b>

## Section 2: Outline Business Case

### 10. Options Appraisal Summary

OPTION EVALUATION MATRIX	Pros (Will achieve outcomes/objectives?)				Savings (net of any ongoing costs) (£'000s)							Confidence Level in Savings Delivery	Equalities Impact
	Fewer children and young people in care are placed in out of authority placements	Increased occupancy rates in our children's homes up to 85%	The cost of providing residential care for children and young people has reduced	Fewer children in care will be in large residential children's homes	Risk Level (Cons)	Costs (one off) (£'000s)	17/18	18/19	19/20	20/21	21/22		
1. Do Nothing	N	N	N	N	M	0	0	0	0	0	0	N/A – no savings would be delivered	neutral
2. 10 x 2 bed homes	Y	Y	Y	Y	M	4,500	9	-36	122	120	58	75%	Positive/Neutral
3. 4 x 3 bed homes and 4 x 2 bed homes	Y	Y	Y	Y	M	3,800	9	-249	-81	-50	-103	75%	Positive/Neutral
4. No in-house BCC children's homes	N	N	N	N	H	tbc	tbc	tbc	tbc	tbc	tbc	25%	Neutral/negative

## 11. Preferred Option(s) further detail:

<b>Preferred Option A:</b>						
Close existing provision and open 10 x 2 bed homes						
<b>Would the delivery of this option, in terms of both how and what, be different from the savings description approved as part of the Budget?</b>						
No – this project is part of the Strengthening Families Programme and the description in the budget did not specifically set out how the transformational changes and savings would be delivered.						
<b>New Costs profile (£'000s)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 23/24	Total
450	450	450	-450	0	-900	0
*If houses are purchased at open market value						
<b>Net savings profile (net of any ongoing costs)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 23/24	Total annual recurring savin g
9	-36	122	120	58	66	339
<b>Ongoing costs (disbenefits)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 23/24	
203	812	1,015	812	406	4,060	
<b>Confidence Level in savings delivery and explanation</b>						
30% the reason that the confidence level is set low is that there are still a number of unknowns in relation to the project, particularly around the acquisition options for the properties required and the true cost, given the high cost of housing in Bristol, and likely competition for homes with 4/5 bedrooms. In addition, OFSTED approval of our proposals and staffing model has not yet been received. There are also some additional costs which have not yet been factored into the financial modelling around annual OFSTED registration fees and independent reviews. Until a delivery plan has been finalised it will not be clear what savings, if any, can be made on staffing budgets during the transitional phase.						
<b>Risk profile of option</b>						
Medium						
<ul style="list-style-type: none"> <li>- Cost ongoing revenue costs of the new model are more expensive than existing</li> <li>- Identifying suitable properties and method of acquisition</li> <li>- Recruiting sufficient staff</li> </ul>						

<b>Preferred Option B:</b>						
Close existing provision and open 4 x 2 bed homes and 4 x 3 bed homes						
<b>Would the delivery of this option, in terms of both how and what, be different from the savings description approved as part of the Budget?</b>						
No – this project is part of the Strengthening Families Programme and the description in the budget did not specifically set out how the transformational changes and savings would be delivered.						
<b>New Costs profile (£'000s)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 c24	Total
450	450	550	-450	-1000	0	0
*If houses are purchased at open market value						
<b>Net savings Profile (net of any ongoing costs)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 23/24	Total annual recurring savin g
9	-249	-81	-50	-103	0	-474
<b>Ongoing costs (disbenefits)</b>						
Yr 0 18/19	Yr 1 19/20	Yr 2 20/21	Yr 3 21/22	Yr 4 22/23	Yr 5 23/24	
203	812	812	609	0	3,248	
<b>Confidence Level in savings delivery and explanation</b>						
30% the reason that the confidence level is set low is that there are still a number of unknowns in relation to the project, particularly around the acquisition options for the properties required and the true cost, given the high cost of housing in Bristol, and likely competition for homes with 4/5 bedrooms. In addition, OFSTED approval of our proposals and staffing model has not yet been received. There are also some additional costs which have not yet been factored into the financial modelling around annual OFSTED registration fees and independent reviews. Until a delivery plan has been finalised it will not be clear what savings, if any, can be made on staffing budgets during the transitional phase.						
<b>Risk profile of option</b>						
Medium						
<ul style="list-style-type: none"> <li>- Cost ongoing revenue costs of the new model are more expensive than existing</li> <li>- Identifying suitable properties and method of acquisition</li> <li>- Recruiting sufficient staff</li> </ul>						

<ul style="list-style-type: none"> <li>- Inability to obtain education placements for our most complex children either placed in our new children's homes or moved back from out of authority placements</li> <li>- Obtaining OFSTED registration for the new homes</li> </ul>
<p><b>Contingency options to mitigate risks and raise confidence level</b></p>
<ul style="list-style-type: none"> <li>- Agreements with Housing Delivery would mitigate against difficulty finding suitable properties and could reduce the capital expenditure required.</li> <li>- Discussions with Team Managers are planned around recruitment processes and input will be sought from HR as to how best attract new staff.</li> <li>- The intention is for a phased implementation of the new model and closure of the existing homes which will enable staggered recruitment to ensure sufficient staffing in line with the agreed model and OFSTED requirements.</li> <li>- Early engagement with health and education colleagues to address availability and provision of education placements for complex children</li> <li>- Early discussions with OFSTED are taking place around registration of the new homes and the staffing model required</li> </ul>
<p><b>Residual shortfall against committed savings:</b></p>
<p>It is anticipated that the savings committed in the budget may not be achieved within the profile set under the Strengthening Families programme in which case the residual shortfall will need to be met from elsewhere in the programme.</p>
<p><b>Key milestones for the Full Business Case stage (include key stakeholder engagement activity)</b></p>
<p>w/c 7/5/18 FBC kick-off meeting  w/c 7/5/18 Revisit needs analysis  w/c 14/5/18 Meet with children's homes operational staff  w/c 21/5/18 Meet with key health and education stakeholders  wks/c 4&amp;11/6/18 Design delivery project plan  29/6/18 FBC template and appendices completed  3/7/18 Submit FBC for professional views  10/7/18 Submit FBC to DWG  18/7/18 DWG approval of FBC</p>
<p><b>Lessons Learned from similar projects/initiatives</b></p>
<p><u>Closure of 199 Newland Road</u>: clear guidance required around the process for decommissioning a council building, who holds what responsibility, and if the building is going to be empty following closure that the service will be responsible for security costs until its future purpose is determined.</p> <p><u>Previous closure of a children's home</u> – again being clear on the decommissioning process and early identification of other uses for the property to minimise ongoing costs to the service is important. Other lessons included early HR involvement around any potential management of change aspects, the requirement to bring staff on the journey and enabling them to be part of the redesign. Also, a requirement for strong project management links both into and back out of the business.</p>
<p><b>Summary of Equalities impact</b></p>

<ul style="list-style-type: none"> <li>- Inability to obtain education placements for our most complex children either placed in our new children's homes or moved back from out of authority placements</li> <li>- Obtaining OFSTED registration for the new homes</li> </ul>
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<p><b>Summary of Equalities impact</b></p>

At this outline stage no potentially adverse impacts have been identified to those with protected characteristics - however we know a high number of children and young people who will be impacted have a disability, so there may be risk of indirect discrimination if the reprofiling our children's homes does not take full account of their needs.

**Summary of Eco impact**

There are significant impacts of this proposal arising from the intention to have a larger number of children's homes within Bristol City Council's estate and the consequential potential for an increased consumption of electricity and gas and creation of additional waste, there will also be waste created from the closure of existing children's homes. The new homes will be normal residential 4/5 bedroom homes acquired from either existing council stock, purchased on the open market or as part of an arrangement with a developer. The construction of the buildings is not within the remit of the project. The new homes will become integrated into the council's Environmental Management System and environmental impacts will be managed through this.

**Summary of Information Security impact**

The Data Information team have confirmed that this project does not qualify for high risk processing and a full PIA is not required. The only aspect of this project which may involve personal data relating to vulnerable persons is the potential transfer of the physical files and records for young people currently placed in our children's homes to a new location.

At this outline stage no potentially adverse impacts have been identified to those with protected characteristics - however we know a high number of children and young people who will be impacted have a disability, so there may be risk of indirect discrimination if the reprofiling our children's homes does not take full account of their needs.

**Summary of Eco impact**

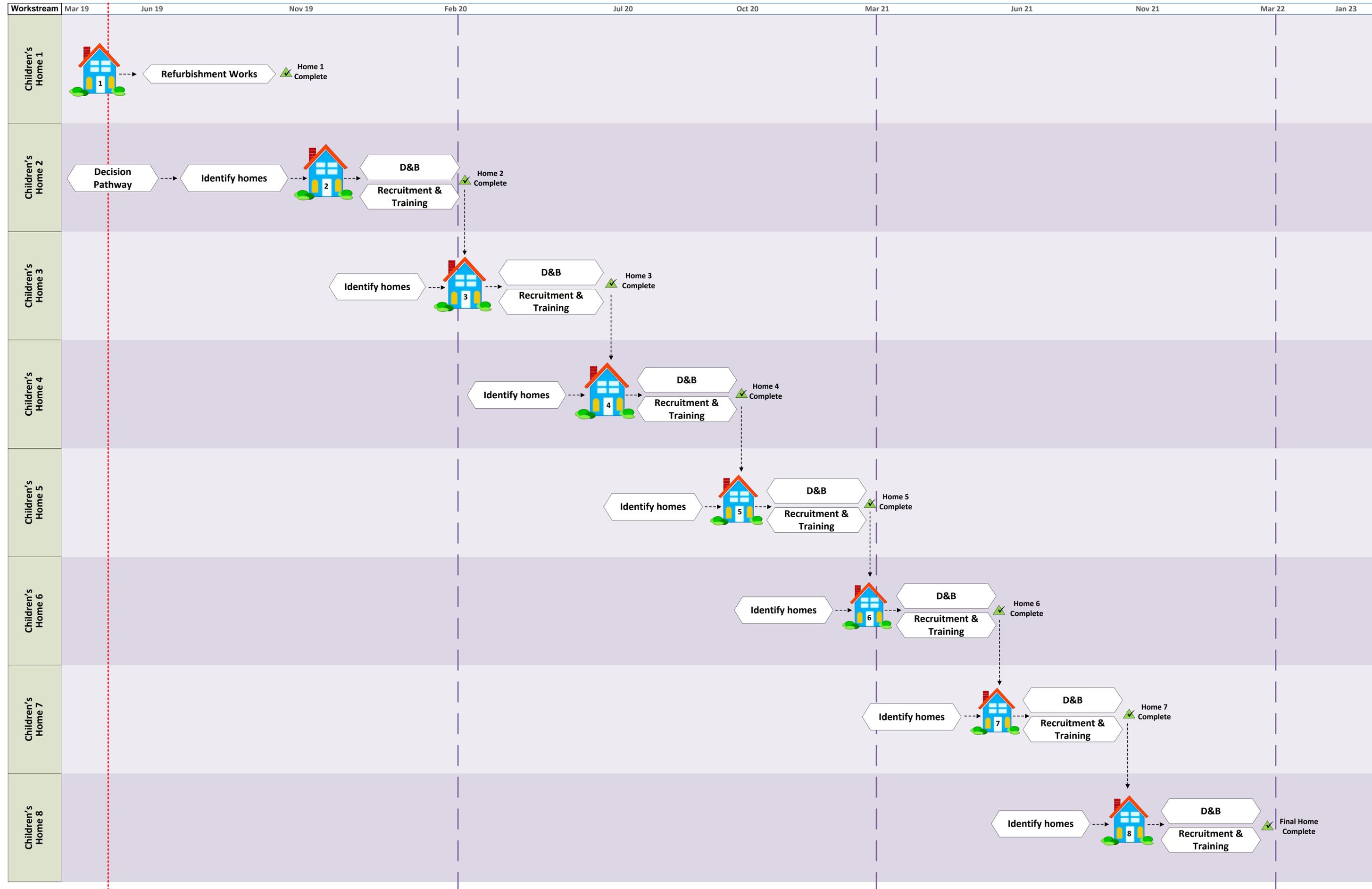
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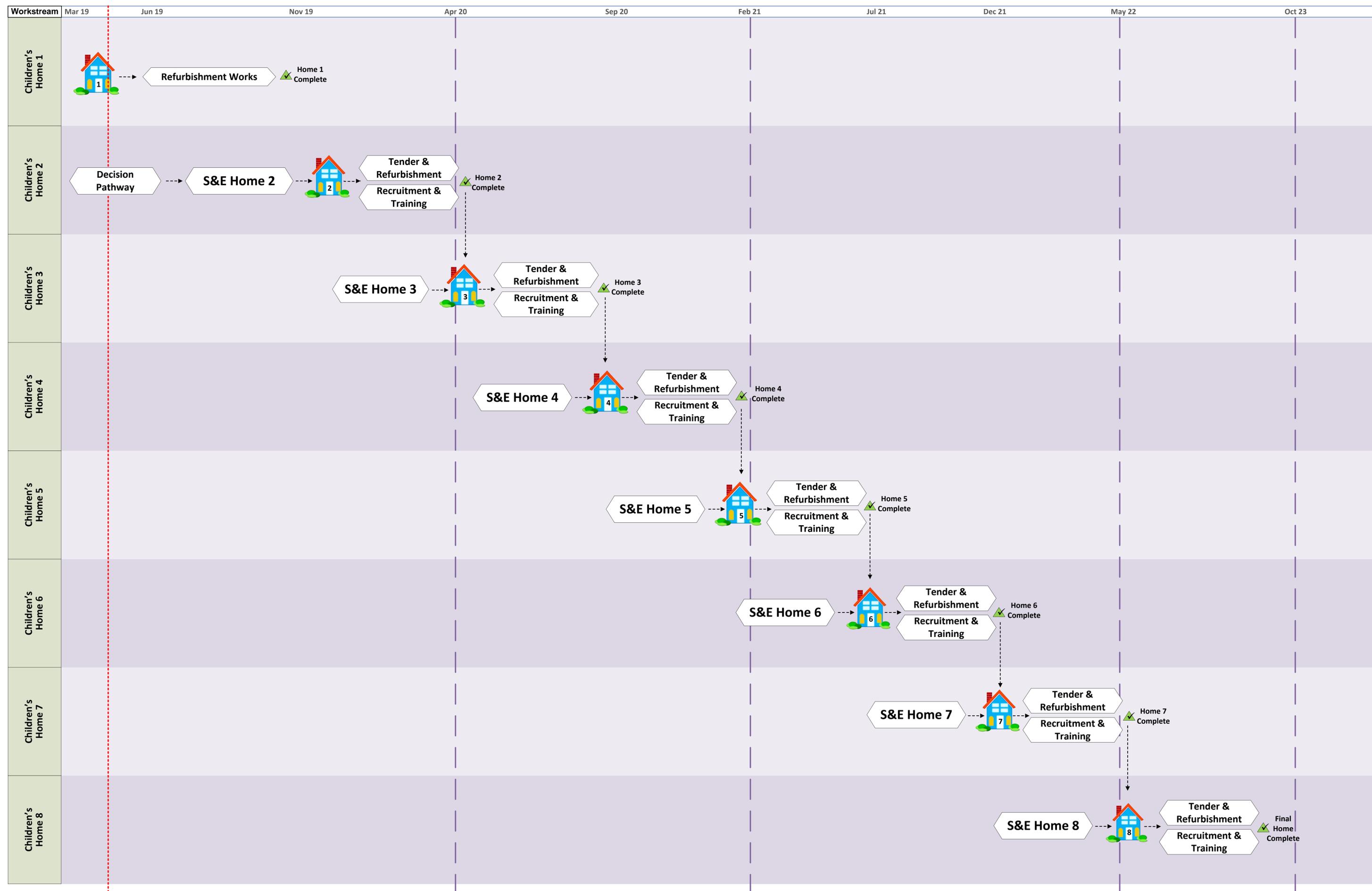
Activity Flag Home Complete Link or Dependency Slippage Risk ID Assumption ID

Timeline for delivery based on assumptions gleaned from Housing time scales of 8 months from search to design and build completion



Activity    Flag    Home Complete    Link or Dependency    Slippage    Risk ID    Assumption ID

Timeline for delivery based on assumptions gleaned from home 1 purchase of 10 months from search for property to building works completion



Strategic Lead/ Delivery Lead	Area	Children's Home Milestones	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9	Month 10
James Beardall Jo Duncan		TASK										
	Governance	Set up project team & agree ToR										
	Finance	Capital funding released & cost code assigned										
	Property	Property identified										
	Property	Offer made										
	Property	Offer accepted										
	Legal	Contracts Exchanged & Completed										
	Property	Obtain keys										
	Property	Property Insurance Completed										
	Communications	Communications produced and community engagement commences										
	Security	Security measures for empty property installed										
	Building Practice	Site visit completed & building requirements agreed										
	Building Practice	Guide costs confirmed and work schedule signed off										
	Legal	Legal costs submitted										
	Property	Property change of Use approved										
	Procurement	Tender process agreed										
	Procurement	3 quotes process - ProContract completed										
	IT	Requirements for IT/Telecomms agreed										
	Procurement	Contractor awarded										
	Recruitment/Training	Recruitment commences										
Building Practice	Refurbishment commences											
IT	IT/Telecoms Installation commences											
Recruitment/Training	Staff recruited											
Recruitment/Training	Staff trained											
Building Practice	Refurbishment completed											
Building Practice	Defects and snagging period											
Building Practice	Building works signed off											
Communications	Local community engagement completed											
Completion	Children's Home #1 open											

**\*\* Timeline for delivery based on assumptions gleaned from home 1 purchase of 10 months from search for property to building work completion**

Key:

Governance
Finance
Property
Legal
Communications
Security/IT
Building Practice
Recruitment & Training
Procurement
Completion

# RISK LOG

<b>PROJECT NAME:</b>	Reprofiling Children's Homes	<b>PROJECT ID</b>	18ST123.2
<b>PROJECT MANAGER:</b>	Jo Duncan	<b>DATE LAST AMENDED</b>	15/04/2019

**KEY:** Category - 'E/F' Economic/Financial; 'E' Environmental; 'L' Legal/Regulatory; 'O/M' Organisational/management; 'P' Political; 'S/C' Strategic/Commercial; 'T/O' Technical/Operational

**Likelihood** - 6 = Almost certain, 5 = Likely, 4 = Probable, 3 = Possible, 2 = Unlikely, 1 = Almost impossible **Impact:** 4 = Catastrophic, 3 = Critical, 2 = Significant, 1 = Marginal

**Priority Score** - Purple (18-24: Catastrophic Risk); Red (10-16: Critical Risk); Amber (9-8: Significant Risk); Green (1-6: Marginal Risk)

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual			Owner / Actioner	Notes	Date of last update	Status	Related RAID ID
									Likelihood	Impact	Priority					
R001	Risk	T/O	Recruiting sufficient staff, in particular residential managers resulting in an OFSTED refusal to register the new homes and an inability to open them up for placements impacting on out of authority placement figures and increasing costs	3	3	9	07/02/18	Discussions with Team Managers are planned around the recruitment processes and input will be sought from HR. The intention is for a phased implementation of the new model and closure of the existing homes which will enable staggered recruitment to ensure sufficient staffing in line with the agreed model and OFSTED requirements.	3	3	9	Valerie Williams	the initial set up costs to prepare for the new home 3 months ahead of go live, will be funded by the Strengthening Families Programme. Adverts are ready to go out and ES and JD complete.	10/04/19	Open	
R002	Risk	L	OFSTED not approving the registration of the new homes resulting in an inability to deliver the project	2	4	8	07/02/18	Early discussions with OFSTED have taken place and there will be a continuing dialogue as the project progresses to ensure they are happy with the new provision in terms of specification and location and the proposed staffing model	1	4	4	James Beardall	Discussions with Ofsted inspectors in December 2018 proved positive with regard to the identified property. They were delighted with the look of the house. The registration process will begin once the Cabinet approval releases the £800K and the house has been purchased.	18/01/19	open	
R003	Risk	P	Local communities and residents near to the proposed location of the new children's homes being unhappy and raising objections resulting in a delay in a home being able to open whilst these are addressed.	4	2	8	10/02/18	Early engagement with local councillors and consultation with residents as soon as a site for a new home is agreed and proceedable.	3	1	3	Jo Duncan/Sam Flowers	Early conversations with the local councillor Cllr Threfall were very positive about the local community and will link us into the local activists. Cllr Khan engaged in Community comms and contact has been made with 2 local residents. Meeting on 19th April and FAQ script is now prepared for all.	11/04/19	open	
R004	Risk	T/O	Inability to provide education placements for our most complex children either placed in our new children's homes or moved back from out of authority placements resulting in their educational needs not being met and impacting on their life chances increasing the likelihood of them ending up NEET.	4	3	12	20/02/18	An engagement workshop is planned with health and education colleagues to address how we provide this for our most complex children particularly colleagues in the SEND and inclusion teams	2	3	6	Ann James / James Beardall	Workshop session ran on 14th August SEN were in attendance and added comment some conflicting opinions on education within the home. Ann James updated on discussion and took an action to discuss with head of education SEN.	10/10/18	open	
R005	Risk	O/M	The Council losing confidence in our ability to provide an in-house provision and therefore deciding to commission out the provision of all residential care placements	3	4	12	09/02/18	Ensuring confidence in the project through sign off via the governance process. OFSTED engagement and sign up to the proposed new model improved outcomes from future OFSTED	2	4	8	Ann James	Discussions with Ofsted inspectors in December 2018 proved positive with regard to the identified property. They were delighted with the look of the house. The	18/01/19	Open	
R007	Risk	S/C	The Business Case does not stack up and the cost of the new model of smaller children's homes is prohibitive resulting in capital funding for the project not being approved.	3	3	9	09/02/18	Early discussions with OFSTED are taking place around registration of the new homes and the staffing model required. Finance are modelling the cost of both 2 and 3 bed homes. We are exploring options for the delivery of some new homes as a swap with land which Housing Delivery are seeking as it adjoins development sites they are looking to build on. We have put in an application for grant funding from NHS England which would provide the capital to acquire one of the new homes.	2	3	6	James Beardall	Grant funding not successful. FBC for further funds for full allocation of Children's Homes needed being written March 2019.	22/03/19	Open	
R010	Opportunity	S/C	Housing Delivery are keen to acquire some or all of the land on which the Bishopthorpe Road children's home is situated as it would improve the potential for development of an adjoining site on which it is planned to build new council homes. This could provide an opportunity for new home fitting the smaller model to be provided in return this would go towards alleviating the risk of not being able to identify and acquire suitable properties for the project			0	19/03/18	Early discussions with Housing Delivery to reach an agreement on the provision to be provided in return for vacating Bishopthorpe Road to ensure that our requirements are agreed before the planning stage is reached.			0	James Beardall	Valerie Williams is working with Housing on exit strategy from Bishopthorpe road before December 2019.	11/04/19	Open	



## Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Reprofiling our children's homes
Directorate and Service Area	Care & Safeguarding Children in Care and Care Leavers
Name of Lead Officer	James Beardall

### Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

#### 1.1 What is the proposal?

To pilot the new model of Children's homes as per the preferred Option laid out in the Full Business Case - to buy a 4 bedroom property from the open market this financial year for £800,000. During the next financial year we will look to buy a new build from one of our Housing Development schemes. This would be off plan and all adaptations would be part of the planning design phase.

### Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

#### 2.1 What data or evidence is there which tells us who is, or could be affected?

Bristol City Council currently has four children's homes providing 24 beds for children in 4 and 5 bed homes. Our homes provide short and long term care to children aged 12-17 and are spread throughout the city.

**Disability:** 63% of children recently accommodated in our in-house children's homes have had involvement with CAMHS, 71% have SEMH (Social Emotional and Mental Health difficulties), 51% have an EHCP Plan or Statement of special educational needs, and 9% have a learning disability.

**Sex:** The ratio of placements is 54% male and 46% female in Bristol City Council children's homes, which is similar to national averages.

**Race:**<sup>1</sup>

White British 67%

White Other 7%

Mixed / multiple ethnic groups 7%

Asian / Asian British 0%

Black / African / Caribbean / Black British 13%

Other Ethnic Group 7%

White British and Dual Heritage children are over-represented among Bristol children in care. There are small but increasing numbers of Muslim children in care in Bristol as well as children with Eastern European and Somali heritage. However there are currently no Asian/Asian British children in children's homes.

**2.2 Who is missing? Are there any gaps in the data?**

We do not have accurate information about religion/belief or sexual orientation for this cohort of looked after children.

**2.3 How have we involved, or will we involve, communities and groups that could be affected?**

For purchasing an initial pilot residential property we will engage with affected looked after children, with staff, and with local residents to ensure we are meeting the needs of all stakeholders.

For future acquisitions we will undertake a comprehensive needs analysis which will lead to specific proposals. We will consult on these proposals with looked after children and other key stakeholders to learn more about the potential impacts for protected groups and maximise positive outcomes.

**Step 3: Who might the proposal impact?**

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

**3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?**

<sup>1</sup> ONS Categories – Source – Liquid Logic Oct 2017 Bristol City Council Children's Homes

To meet the immediate needs of looked after children we plan to purchase a residential property which will be adapted rather than a new build, which would take longer to acquire due to phased housing development sites coming on plan for sale in 2020 in the first instance. There is a risk that this property may not fully meet the needs of disabled children, however we will make reasonable adjustments based on individual health plans, as far as is possible and in line with access standards.

For the initial pilot property and future housing developments, we have not identified any specific potentially adverse impacts on people with protected characteristics - however we know a high number of children and young people impacted have a disability, so there may be risk of indirect discrimination if the re-profiling of our children's homes does not take full account of their needs.

Although decisions about future individual placements are outside the scope of this project we will need give due regard to the diversity of looked after children (i.e. their age, sex, sexual orientation, gender reassignment, race, religion or belief), when taking decisions regarding the location and specifications for future developments sites.

3.2 Can these impacts be mitigated or justified? If so, how?

We will consider the additional needs and protected characteristics in detail when undertaking the first phase of purchasing a pilot property, and further analysis and consultation to implement the project at subsequent stages.

3.3 Does the proposal create any benefits for people with protected characteristics?

Yes – there is the opportunity to improve outcomes for looked after children with protected characteristics by tailoring the proposals to their needs.

3.4 Can they be maximised? If so, how?

We will consider options for specialist homes as part of the proposals.

#### **Step 4: So what?**

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

This EqIA has identified an over-representation of disability in particular in the cohort of looked after children in BCC children's homes

4.2 What actions have been identified going forward?

- This EqIA will be updated throughout the life of the implementation project.
- We will undertake a full consultation on any new build proposals.
- As part of the needs analysis for subsequent phases of this project we will seek to fill gaps in diversity monitoring for children and young people affected by the proposal.

4.3 How will the impact of your proposal and actions be measured moving forward?

- Increased occupancy for looked after children in BCC children's homes
- Individual CYP outcomes will be monitored for each looked after child
- Feedback from looked after children, staff and other stakeholders

Director Sign-Off:	Equalities Officer Sign Off:
Date:	 Duncan Fleming 20/11/2018

## Eco Impact Checklist

<b>Title of report:</b> Full Business Case for Re-profiling of Children's Homes Project				
<b>Report author:</b> Jo Duncan				
<b>Anticipated date of key decision:</b> 4 June 2019 Cabinet Meeting				
<b>Summary of proposals:</b> To add to our initial property purchase of a smaller 2 bed children's home and open a further number of smaller 2/3 bedded homes to create greater flexibility and placement matching opportunities and better value for money from our homes				
<b>Key changes since Outline Business Case approval:</b>				
<ol style="list-style-type: none"> <li>1. Cabinet approval was achieved on 22 January 2019 to purchase a 4-bed property (providing a 2-bed home) located in the Stapleton area. Refurbishment of the property is underway and with anticipated opening in summer 2019.</li> <li>2. The 10 x 2-bed model outlined in the OBC has been replaced with a 4 x 2-bed and 4 x 3-bed model in order to contain running costs within existing budget allocations</li> </ol>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	The fact that we are intending to have a higher number of children's homes in our estate will result in an increase in consumption of electricity and gas.	Where existing buildings are acquired for use as a children's home in the new model the scope for mitigation will be limited. However, there are potential opportunities being explored to acquire new homes being built on council land for the purpose, and where this is the case there will be increased scope to influence the use of efficient buildings and renewable energy. The new homes will become integrated into the council's Environmental Management System, environmental impacts can be managed through this via audits, site visits and training,
		+ive	The children's homes	New children's homes

			that are currently open are not filled to full capacity so some energy is wasted heating empty rooms	will be operated to full capacity so there will be no energy wasted heating empty rooms. New boiler systems will be installed potentially using the Salix scheme from our Energy Services grant funding. This could also be used for the window replacement as this will add to the efficiency of energy being maintained in the rooms and not lost through in effective windows.
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	Yes	-ive	The fact that we are intending to have a higher number of children's homes in our estate will result in an increase in consumption of electricity and gas	See mitigation measures as mentioned above.
Production, recycling or disposal of waste	Yes	-ive	The fact that we are intending to have a higher number of children's homes, means there is potential for more recyclable waste to be produced.  Waste will be produced from closing existing children's homes.	These will be residential properties and all waste will be disposed of/recycled in the usual way for household waste. Ensure that recycling is encouraged in homes and that staff are aware of what can be recycled. Provide training if possible. Ensure bins are clearly signed to make it clear where waste should be going.  Apply the waste hierarchy to any items, ensuring to re-use where possible. Where waste needs to be disposed of ensure legally compliant contractors are used (Bristol Waste are the

				Bristol City Council contractor) and that waste paperwork is obtained.
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<b>Consulted with:</b>				
<b><u>Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report</u></b>				
<p>The environmental impacts of this proposal arise from the intention to have a higher number of children's homes within Bristol City Council's estate and the consequential potential for an increased consumption of electricity and gas and creation of additional waste, there will also be waste created from the closure of existing children's homes. The new homes will be normal residential 4/5 bedroom homes acquired from either existing council stock, purchased on the open market or as part of an arrangement with a developer. The construction of the buildings is not within the remit of the project. The new homes will become integrated into the councils Environmental Management System and environmental impacts will be managed through this. Homes purchased may have higher energy efficiency specifications (Especially if new builds) and if homes purchased are older Salix funding will be used to increase energy efficiency of the homes. The net effects of this proposal are neutral.</p>				
<b>Checklist completed by:</b>				
	Name:	Jo Duncan		
	Dept.:	Change Services		
	Extension:			
	Date:	30/04/19		
	Verified by Environmental Performance Team	Nicola Hares		

## Outline Business Case Options/PIA Screening Questions



The answers on this form will allow the Information Governance Advisors (IGAs) to determine whether you will need to complete a Privacy Impact Assessment (PIA) for your change proposal or project.

What is the proposal?	
<b>Name of proposal.</b>	Reprofiling our children's homes
<b>Please outline the proposal.</b>	To close the 5 existing BCC run children's homes and open a larger number of smaller 2/3 bedded homes to create greater flexibility and placement matching opportunities and better value for money from our homes.
<b>Who will answer any queries regarding the responses provided on this form?</b>	Rachel Abba Project Manager

Provide details of any previous Privacy Impact Assessment or other form of personal data compliance assessment done on this initiative. If this is a change to an existing system, a PIA may have been undertaken during the project implementation

*None*

The GDPR (General Data Protection Regulation) sets out the situations where the organisation will need to carry out a data protection impact assessment where the processing is considered high risk.

1. For each outline change solution/project option you come up with, please answer the following with Yes/No:

Does your change solution/project option involve processing of any Personal or Special Category data?	Option 1 Yes or No	Option 2 Yes or No	Option... cont. Yes or No
Yes, it includes the processing of special category data (as defined in Article 9) which might reveal the racial or ethnic origin, political opinions, religious or philosophical beliefs, trade-union membership; data concerning health or sex life and sexual orientation; genetic data or biometric data. Or includes the passwords for access to IT systems and websites, credit card details, passport numbers or any other ID number. Or includes a set of personal data that when combined could become highly sensitive such as an email and password combination or that which is indirectly sensitive, such as nationality, country of origin and postcode.	No	No	
Yes, it does include the processing Personal data processed on a large scale (think about the volume of data subjects processed, the number of processing operations or the geographical area to identify 'large scale').	No	No	

Yes, it does include datasets that have been matched or combined – e.g. originating from two or more data processing operations performed for different purposes and /or by different data controllers in a way that would exceed the reasonable expectations of the data subject.	No	No	
Yes, it does include data concerning vulnerable data subjects: i.e. because of the increased power imbalance between the data subject and data controller, meaning the individual may be unable to consent to, or oppose, the processing of his or her data.	Yes	Yes	

2. For each outline change solution/project option you come up with, please answer the following with Yes/No:

<b>Does the change solution/project option undertake any of the following?</b>	<b>Option 1 Yes or No</b>	<b>Option 2 Yes or No</b>	<b>Option... cont. Yes or No</b>
Yes, it involves evaluation or scoring, including profiling and predicting especially from aspects concerning the data subjects performance at work, economic situation, health, personal preferences or interests, reliability or behaviour, location or movements.	No	No	
Yes, it involves automated-decision making with legal or similar significant effect upon a natural person ('data subject').	No	No	
Yes, it involves systematic monitoring: processing used to observe, monitor or control data subjects, including data collected through "a systematic monitoring of a publicly accessible area" – e.g. CCTV.	No	No	
Yes, it involves innovative use or applying technological or organisational (e.g. policies, changes to business processes, procedures etc.) solutions, such as combining the use of finger print and face recognition for improved physical access control.	No	No	
Yes, it involves data transfer across borders outside the EU, consider the possibility of further transfers or the likelihood of transfers based on exemption from or relaxation of a laws for specific situations set out in the GDPR, (this advice will change after we exit from the EU as we will be outside the EU ourselves then).	No	No	
Yes, the processing in itself "prevents data subjects from exercising a right or using a service or contract".	No	No	

*Further Information*

Tbc – Data Protection by Design Guidance