

# Report



meeting	SOCIAL SERVICES STANDING SELECT COMMITTEE	
date	28 <sup>TH</sup> SEPTEMBER 2004	agenda item number

## **REPORT OF THE SPECIALIST RESIDENTIAL STUDY GROUP**

### **PROPOSED DEVELOPMENT OF SPECIALIST RESIDENTIAL PROVISION**

#### **1. Purpose of the Report**

- 1.1 To outline the findings and conclusions of the Specialist Residential Study Group.

#### **2 Information and Advice**

- 2.1 A component of the Residential Child Care Strategy agreed by Cabinet on 15<sup>th</sup> January and 23<sup>rd</sup> June 2003 was to develop provision for children with complex needs who may otherwise be placed in the independent sector. The development of this provision has not been possible as there was no identified budget. In the 2004/05 budget, £400,000 has been allocated to support this development. A working group of key staff from Social Services, Child and Adolescent Mental Health Services (CAMHS), Education and Culture and Community Services has been formed to develop this proposal.

- 2.2 The Study Group consists of five elected members and officers; Councillors Baron, Carroll, Kempster, Lonergan and Walker; Marcie Taylor, Assistant Director Direct Services (Children); Alison Shield, Service Head – Children looked after and Bobby Longman, Child and Adolescent Mental Health Services. The Study Group was also attended by Penny Richardson, Local Education Authority (LEA) on two occasions.

#### **2.3 Outline of Work Undertaken**

- 2.3.1 When the Study Group commenced the intention was to develop specialist provision at only one unit – Woodland View in Pleasley. All initial meetings focussed on the formulation of a discrete and different service specification to other residential units. However, as work progressed it became evident that the principles being discussed

should apply throughout the mainstream residential service. The original proposal for a specialist unit had been agreed as part of strategy which included a twelve bedded unit in the Mansfield area – now that the residential services were all located in small units of three or four children the Department should plan for all units to provide a specialised service to young people.

2.3.2 An options paper was considered by the Study Group on 8<sup>th</sup> June which highlighted the advantages and disadvantages of developing specialist provision solely at Woodland View or across the sector. This paper took account of the service, partnership and budgetary implications of each option. After discussion the Study Group agreed to support the development of the principles that had been previously discussed across the residential sector. The work of the Study Group members has continued since June 8<sup>th</sup> with this objective.

2.3.3 Consequently the model outlined in this paper is intended to be applied to the following units – Woodland View (Pleasley), Oakhurst (Mansfield), Lyndene (Edwinstowe), Lawn Place (Sutton), Springteen (Kirkby). Bream House (Kirkby) will be closing and therefore is not included.

## **2.4 Proposed Model**

### Theoretical Model

2.4.1 It is proposed that all residential staff should be trained and supported to work in a way that is based on psychological principles i.e. attachment theory which views behaviour as a reflection of early life experiences. Effective partnership working would ensure that programmes of work for each child would be developed which would help them overcome their difficulties.

2.4.2 The main advantages of such a model are that it is a way of working which uses all actions and communications as potentially beneficial to a child. It depends on staff receiving robust training, supervision and support to enable them to appropriately interact with the children for whom they are caring

2.4.3 The work that has been done in developing this proposal has also ensured that services provided to children by Social Services, Education, CAMHS and Community Services will be delivered in a holistic manner – this will be evidenced via jointly constructed Residential Action Plans, Risk Assessments and agreed programmes of work with children.

### Staffing Issues

2.4.4 The staffing structure of the small residential units has recently been agreed via the Delegated Decision process and negotiated with Unions

via the Joint Consultative and Negotiation Panel for Residential Child Care. The implementation of the revised structure is nearing completion. The proposal is based on that structure and therefore has no further implications for change.

2.4.5 Supervision of staff will continue to be offered in line with the departmental supervision policy. However, this model will introduce enhanced opportunities for additional training and consultation to be offered by relevant psychological, psychotherapeutic and education personnel. This consultation will be formalised, via a protocol with each service and will enable staff to develop effective methods of working with each young person. It is not intended that each young person will receive a 'therapeutic' service – but that their needs will be met by staff that are benefiting from appropriate consultation and support.

2.4.6 In addition to the core training for residential staff, a programme of additional training will be offered:-

- Introduction to Mental Health
- Attachment theory and child development
- Techniques for managing extreme behaviour
- Separation, loss, bereavement and trauma
- Supporting and promoting educational achievement.

2.4.7 Another key element of the model we wish to introduce is the development of a protocol with staff to reduce the instances of staff reporting minor assaults by young people to the police. There is no real evidence that this is effective in reducing the incidence of assault and the outcome is often that the young people are criminalised by the people caring for them – an action that the corporate parent is far more likely to take than the birth parent. The proposal is to enhance the level of training and post incident support to staff.

2.4.8 The protocol 'Non Criminalisation of Children and Young People who Present with Challenging Behaviours(s)' is attached as Appendix One.

2.4.9 This protocol has formed the basis of consultation with staff. A meeting was held on 19<sup>th</sup> August 2004 when a representative from each unit was able to present the views of their staff group. There was a very positive response with some helpful suggestions being made. The protocol will be discussed with Trade Unions on 20<sup>th</sup> September 2004 as part of the Joint Consultative and Negotiating Panel.

#### CAMHS Involvement

2.4.10 A successful bid has been made to the North Nottinghamshire CAMHS Strategy and Commissioning Group for funding to increase the availability of a CAMHS professional to the residential sector. There will now be a member of the CAMHS (CLA) team dedicated to the

residential service on a full time basis. The objectives of this post will be to:

- offer daily consultation to each unit
- development and delivery of an ongoing training programme
- attend all initial planning meetings and other relevant meetings to ensure children's emotional and mental health needs are integrated into the care plan, residential action plan and risk assessments
- be a member of the Specialist Resource Panel and to advise on the external procurement of placements
- liaise with education staff regarding children on Special Individual Programmes.

2.4.11 The post holder will become a member of the Residential Management Team to ensure appropriate consideration of issues in the planning and operational management of the service e.g. impact of the 'mix' of young people in each unit.

2.4.12 The post holder will be in post from November 2004.

#### Education

2.4.13 Via the Study Group process negotiations have taken place with the LEA on two issues:-

- the potential of residential care workers supporting education in a formalised way and the LEA making a contribution to the staffing budgets in recognition of this agreement
- the transfer of Bream House to the LEA as a base for the Children in Public Care team.

2.4.14 The transfer of Bream House is not something that the LEA are able to consider at the moment – consequently, when closed, this building will be returned to corporate property for a decision to be made about its future use. However, useful dialogue about jointly working to support children's education has taken place and the following has been agreed as a one year pilot:-

- the LEA has agreed to pay £53,000 to fund residential care worker input into educational programmes. This equates to 3,820 hours being delivered annually
- there is likely to be between 7 and 10 children requiring this service at any one time. This figure is consistent with recent experience. Residential care workers would be linked to children taking account of their expertise and the child's needs. This may, on occasions necessitate an RCW working across the residential sector

- recruitment and selection of RCW's will be undertaken jointly by Social Services Department and Education Department. The person specification will reflect this element of the role
- the Residential Care Worker will work under the supervision of a teacher from the CiPC team for this part of their work. They will undertake tasks allocated by the teacher and this may include transporting the pupil to the site of education. The majority of the input will be in school hours but there will be the opportunity to deliver education at other times if circumstances dictate. The aim will be to re-introduce a child to mainstream schooling.
- the LEA has agreed to fund, in addition to the £53,000 budget transfer, a focused inspection (either internally or externally commissioned) to report on the quality of educational arrangements through this pilot provision
- performance management – consideration has been given to the PAF Indicators for both Social Services Department and Education. These targets are not particularly helpful in this regard as there is an over-reliance on GCSE targets. Therefore we would wish to set each child individual but challenging targets and then monitor their ability to achieve these targets. Another area that can be monitored is attendance for education and number of hours delivered to young people by residential care workers.

2.4.15 This agreement is now to be developed further into a working protocol which will cover issues such as supervision of staff, monitoring of performance, evidence of hours being delivered etc.

#### Culture and Community

2.4.16 The Young Peoples Division of Culture and Community have allocated youth work sessions to all residential homes. The youth workers visit on a weekly basis, offering a range of social and educational activities. The youth worker role is to encourage and support young people to access leisure and support services, both through a programme in the home and to enable the young people to access youth and leisure provision offered locally. An additional role is to support residential staff to enable young people to access leisure services and to keep them up to date with what is available. All the youth workers re supervised by the Corporate Parenting Co-ordinator.

2.4.17 The work is overseen by quarterly meetings of key staff to review the input and to identify joint training opportunities and improvements that can be made.

2.4.18 Culture and Community have a number of performance indicators which direct their work i.e. to improve take up of young people in public care with activities in the wider community, to increase awareness of carers of services available. Their involvement in this multi-agency

residential development will assist them in making a more effective contribution to the service offered to young people.

## **2.5 Ongoing Management of the Development**

- 2.5.1 It is important that the ongoing development of a holistic residential service is managed by a Steering Group where all agencies and disciplines are represented. The work of this group would be bound by a Terms of Reference initially. The focus of this group would be the implementation of changes; but would change to become a group to review and monitor progress, effectiveness and performance.
- 2.5.2 The cross cutting approach of this development is entirely consistent with the philosophy of the Green Paper 'Every Child Matters'.
- 2.5.3 All current evidence e.g. Regulation 33 reports, rota visits by members and feedback from the Commission for Social Care Inspection indicates that the small homes strategy has improved standards of care for children and young people. It is now essential that improved outcomes for children are the overarching objective. In broad terms these will be measured by the PAF indicators relating to educational attainment, involvement in employment and training, suitable accommodation at 19 years and patterns of offending. However, the steering group will be asked to consider how to adjust and refine these indicators to meet the specific objectives of these developments.

## **3. Financial Implications**

- 3.1 This model converts Woodland View to a four bedded home, with an increase of £85,000 to the budget, which will also significantly reduce the unit costs of that unit. This additional budget is provided by the closure of Bream House – a unit which has always had very high unit costs. The model will free the £145k which is currently committed to Bream House and this can be used to purchase additional placements commissioned through the specialist placements budget. The emergency bed which had been available at Woodland View will now be offered by Oakhurst.
- 3.2 The contribution of £53,000 from Education will be set against the staffing budgets for the residential sector.
- 3.3 The unit costs to Social Services will be reduced:-

	Current Weekly Unit Cost	Future Unit Costs
<b>Lawn Place</b>	£4,500	£3,974
<b>Woodland View</b>	£4,537	£3,430
<b>Oakhurst</b>	£3,745	£3,672
<b>Springteen</b>	£3,211	£3,150
<b>Lyndene</b>	£3,747	£3,672
<b>Bream House</b>	£5,116	Nil

- 3.4 These unit costs compare favourably with the fees of the majority of independent providers for children and young people with complex needs. Current weekly fees for placements range from £3,831 (Sexual Abuse Child Consultancy Services) to £4,971 (Greencorns). Additional costs are also incurred by the Department in visiting and inspecting the placements which are usually at some distance from Nottinghamshire.
- 3.5 The total costs of the mainstream service:

	<b>Gross budget 04/05</b>	<b>Revised Gross budget</b>	<b>Less Education Contribution</b>	<b>Revised Net budgets</b>
Lawn Place	492,385	492,385	10,572	481,813
Woodland View	557,719	574,764	12,341	562,423
Oakhurst	496,819	496,819	10,668	486,151
Springteen	418,208	418,208	8,980	409,228
Lyndene	486,156	486,156	10,439	475,717
Bream House	421,247	Nil	Nil	Nil
<b>Totals</b>	<b>2,872,534</b>	<b>2,468,332</b>	<b>53,000</b>	<b>2,415,332</b>

#### **4. Implementation**

- 4.1 Approval to develop further proposals for Model B, where approved by Delegated Decision (SS/2004/00102) which is attached as Appendix 2. If these proposals are approved it is intended that the formal date for implementation will be January 1<sup>st</sup> 2005.
- 4.2 The staffing structures in all Units will remain unchanged from that agreed as part of the recent restructuring. The implementation of that structure is underway and will be completed by December 2004. A period of staff training will then be commenced but many units are already beginning to work in a collaborative with CAMHS and education and so the changes will mainly be in the manner that staff are supported and trained to work with young people.

#### **5. RECOMMENDATIONS**

- 5.1 It is recommended that:-
- (a) the developments outlined in this report be supported by the Standing Select Committee
  - (b) this report is referred to Cabinet and a response is brought back to Social Services Standing Select Committee

- (c) an interim progress report be presented to the Select Committee six months after the implementation date with a full report after one year.

**COUNCILLOR C BARON**  
**COUNCILLOR S CARROLL**  
**COUNCILLOR R KEMPSTER**  
**COUNCILLOR J LONERGAN**  
**COUNCILLOR K WALKER**

(comm. – SELECT) PROPDEVSRP.DOC/RH