

Agenda Item	18.
Report No	CLH 34/18

HIGHLAND COUNCIL

Committee: Care, Learning and Housing

Date: 22 August 2018

Report Title: **Placement Services Change Programme**

Report By: Director of Care and Learning

1. Purpose/Executive Summary

- 1.1 This report provides an update on the Business Case for Placement Services which was approved by Committee on 15 March 2018. The improvement plan for the education of Looked After Children, which was reported to Committee on 6 December 2017, has been incorporated into the newly developed Placement Services Change Programme.

2. Recommendations

2.1 Members are asked to:

- i. Approve the Programme Plan;
- ii. Approve a post to support the work related to the Attainment Challenge funding for Looked After Children;
- iii. Note that recruitment of a range of posts to support the Programme will commence over the next few months as set out in paragraph 4.2, subject to vacancy monitoring approval; and
- iv. Agree to hold a seminar to support further discussion with members regarding this programme.

3. Key budget plan as set out in the Business Case

3.1 The Business Case set out a spend-to-save proposal, investing in local service provision and taking a new approach to preventing the need for purchased placements (particularly those out-with Highland), whilst supporting young people to return to placements within the authority. Approval was given to establish a Programme Team.

3.2 The spending profile was reported as follows:

	Year 1 (18/19)	Year 2 (19/20)	Year 3 (20/21)	Year 4 (21/22)
Project costs	£3.6m	£6.88m	£8.62m	£8.62m
Placements	£9.67m	£6.72m	£2.87m	£1.31m
Projected total spend	£13.27m	£13.6m	£11.49m	£9.93m

3.3 This represented an increase in spend in years one and two as services were developed, followed by a reduction as fewer placements were required.

4. Progress to date

4.1 The Programme team is now almost fully established. The 'No Wrong Door' main hub will be available for use in September, which will require recruitment of staff over the next few months in order for this service to become operational. These staff will provide an assessment and prevention service to enable young people to remain in the Highland area. Similarly additional staff have been authorised for the services in Caithness which will develop into the No Wrong Door offshoot there. A detailed and costed proposal has been received from the CAMHS service for consideration. A contractual agreement will be required to establish this comprehensive service for Looked After Children.

4.2 A Programme Board will commence monthly meetings from August in order to track and support the Programme Plan (see **Appendix 1**).

4.3 Briefing sessions have been held in each area with professionals to promote the programme. Further meetings have been arranged with other agencies/groups of professionals e.g. Secondary Head Teachers, SCRA, and Police Scotland. Family Teams have been given target numbers for young people to return from purchased placements, young people have been identified by the teams and this process is being managed by the Placement Officer for Highland.

4.4 Figures have been revised to reflect the fact that a small number of new placements have been agreed in the interim since the plan was approved. Additionally a small number of young people have already moved back from purchased placements, reflecting the changeability of plans for young people. To date caution has been exercised in committing new spend but this will be necessary in order to support the plans for returning young people.

5. Revised spend profile for 2018/19

5.1	Programme team (70% in first year)	£174,000
	CAMHS (50%)	£97,000
	Education support (50%)	£600,000
	Activity-based education (50%)	£125,000
	Flexible funding for families (50%)	£375,000
	Emergency accommodation (50%)	£200,000
	No Wrong Door main hub (50%)	£436,000
	No Wrong Door Wick (50%)	£200,000
	Project costs total	£2,207,000
	Projected placement costs	£11,500,000
	Projected total spend	£13,707,000

5.2 The increased baseline number of placements has been included in the table at 5.1, along with estimated spend on new services which reflect lead-in time. It may be possible to adjust the timing of the commitment to new services to reduce costs in year one, however the development of new services is crucial, both to avoid further new placements and to persuade key decision-makers that the appropriate resources are in place to support young people returning to Highland.

5.3 In recognition of this, the Programme team have reviewed the plans in order to maximise potential savings in the first two years. This could now include using existing buildings to create small scale residential units, working with existing providers of residential care to facilitate young people returning to Highland, and block-purchase of placements with Highland-based providers to achieve cost savings.

6. Education of Looked After Children

6.1 Education support is a key factor in the care package for Looked After Children. The improvement plan which was previously reported to committee has now been incorporated into the overall Programme Plan due to the significant interface. Recruitment to the post to promote the Education of LAC will take place shortly, being a 2 year secondment for an experienced teacher. Given the additional funding now available to the Council, it is recommended that a second post is created, to ensure coverage across the authority.

6.2 The Scottish Government has now announced Attainment Challenge funding for Looked After Children, the amount for 2018/19 for Highland being £260,800 and for a full year, around £400k. A plan is being developed as required by the Scottish Government. This will build on the existing Programme Plan and will support and enhance it. The authority will be required to evidence of positive outcomes with regard to the attainment of looked after children, as it will be required to do for all Scottish Attainment Challenge funding.

7. Implications

7.1 Resource – the financial implications are covered in the body of the report. It should be noted that recruitment of residential, support workers and education support staff will

begin very soon.

- 7.2 Legal – there are no new legal implications.
- 7.3 Community (Equality, Poverty and Rural) – the Programme Plan is designed to meet the needs of a group of young people who experience multiple disadvantages.
- 7.4 Climate Change/Carbon Clever – reduced travel will result from making placements closer to home.
- 7.5 Risk – the risks were set out in the Business Case and are mainly based on the need to persuade a number of stakeholder groups to support the plan.
- 7.6 Gaelic – no implications identified.

Designation: Director of Care and Learning

Date: 14 August 2018

Author: Sandra Campbell, Head of Children's Services

Background Papers: Placement Services Change Programme Plan – **Appendix 1.**

Placement Services Change Programme

Programme Plan Julv 2018

Overall aim: to improve outcomes for the Looked after children and young people of Highland.

Objectives

1. Reduce the number of spot-purchased placements.
2. Increase the number of children placed in foster care or with family alternatives, rather than residential care.
3. Retain more young people in the Highland area.
4. Reduce spend on placements.

Area plans to return young people to Highland or to move from spot-purchased placements				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Monitor purchased placement numbers and routinely revise target numbers for each area.	Area targets Overall number of purchased placements	Monthly	PM for Alternatives to OOA	Green
Template in use for Lead Professionals to seek approval for plans	Template issued	July 2018	Head of Children's Services	Blue
Revision of Residential Placement Group to monitor progress of areas against plans	Agenda re-configured	July 2018	Head of Children's Services	Blue
Develop process for Lead Professionals to follow to identify young people and return them to Highland	Process developed and disseminated	Aug 2018	Programme Manager - PSCP	Green

Financial monitoring				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Develop process to monitor spend and costs against available budget and targets	Annual targets as set out in committee report	July 2018	PM Alternatives to OOA	Amber
Report to Care, Learning and Housing Committee on progress		August 2018	Head of Children's Services	Green
Identify risks to financial planning	Develop risks from original Business Case and set up a risk register. Agree mitigating action.	August 2018	PM Alternatives to OOA	Amber

Communication plan				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Briefing sessions held in areas to promote the programme	Visits completed	September 2018	Head of Children's Services	Green
Communication plan developed for partner agencies		August 2018	BSO	Amber
Explore use of website or alternatives to record and share progress of the programme		Sept 2018	BSO	Amber

Programme team				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Programme Manager in post		July 2018	Head of Children's Services	Green
BSO in post		July 2018	Head of Children's Services	Green
Commissioning officer in post		July 2018	PM for Alternatives to OOA	Green
Education of Looked After Children post established		August 2018	Head of Children's Services	Amber
Fostering post seconded		Tbc	Resource Manager Fostering and Adoption	Amber
Team base established		June 2018	PM for Alternatives to OOA	Green
Programme Board established		August 2018	Programme manager-PSCP	Amber
Operational Programme meetings established		July 2018	Programme manager-PSCP	Amber

No Wrong Door hubs and emergency residential provision				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Identify and secure suitable building for NWD main hub		Summer 2018	PM for Alternatives to OOA	Green
Identify and secure suitable building for NWD offshoot in North		October 2018	PM for	Amber

Appendix 1

			Alternatives to OOA	
Establish staffing and support model and for NWD main hub		August 2018	Resource Manager for LAC	Amber
Agree plan for Kilmuir Road provision and staff		August 2018	Resource Manager for LAC	Amber
Agree referral mechanism and protocol for assessment		September 2018	Resource Manager for LAC	Amber
Agree services to be located in NWD main hub and use of building		August 2018	Resource Manager for LAC	Amber
Set opening date for NWD main hub		September 2018	Resource Manager for LAC	Amber
Establish requirement and model for pop-up emergency provision		September 2018	Resource Manager for LAC	Red
Establish staffing and support model and for NWD offshoot in North		Dec 2018	Resource Manager for LAC	Amber

Commissioned services				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Agree contract specification with CAMHS and start date		September 2018	Head of Children's Services	Amber
Agree purchase arrangements for activity based education support		October 2018	Programme Manager-PSCP	Red
Agree specification for edge of care support		November 2018	Programme Manager-PSCP	Red

Appendix 1

Agree block-purchase of Highland based residential provision in place of spot-purchase		December 2018	Head of Children's Services	Red
Review existing contracted residential provision to align to programme		November 2018	Head of Children's Services	Amber
Review other relevant commissioned services to align to programme		January 2019	Programme Manager-PSCP	Red

Education Support				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Agree model of area-based education support		September 2018	Programme Manager-PSCP	Amber
Establish wrap-around education support to placements in Highland		November 2018	Programme Manager-PSCP	Red
Link with schools in areas where it's anticipated young people may return		September 2018	Programme Manager-PSCP	Amber
Agree plan for Attainment Challenge funding		October 2018	Programme Manager-PSCP	Amber
Scope how Activity Agreements may support plans		October 2018	Programme Manager-PSCP	Red
Scope use of e-learning		October 2018	Head of Children's Services	Red

Spot-purchased placements				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Ensure Individual Placement Agreements are in place and are effective		January 2019	Commissioner	Amber
Ensure appropriate notice is given when ending placements		August 2018	Commissioner	Amber
Explore most cost effective use of Independent Fostering Agencies		November 2018	Commissioner	Amber
Establish a preferred provider list based on outcomes and value for money		January 2019	Commissioner	Red

Purchase or re-development of New Residential Services				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Scope the purchase/development of buildings in Highland to operate as new residential units for children	Process of purchase or development determined	January 2019	PM for Alternatives to OOA	Amber
X2 new residential units developed in Highland		Dec 2019	PM for Alternatives to OOA	Amber
X1 new residential unit developed in Highland		Dec 2020	PM for Alternatives to OOA	Amber
Staffing for x2 new residential units confirmed		Dec 2019	Resource Manager for LAC	Amber
Staffing for x1 new residential unit confirmed		Dec 2020	Resource Manager for LAC	Amber

Scope how Thor House and/or the Orchard is able to support the programme		January 2019	Programme Manager - PSCP	Amber
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Ensure an accurate data set for the Educational Attainment of Care Experienced Children and Young People

Actions	Measures / evaluation	Timescale	Lead	BRAG
Gather data on a regular basis to track trends and improvements Data sets to include: <ul style="list-style-type: none"> • Number of LAC and the profile of the children/young people • Types and costs of placements • Number of placement changes • Type and number of ASN • Number on PT Timetables • Attendance • Exclusion rate • Attainment • Wider achievement • Post-school outcomes 	Tracking the outcomes for LAC in relation to the data sets agreed will demonstrate improved outcomes. Comparing trend data with national data sets and those from comparator authorities will show that YP in Highland achieve well	Baseline established for each data set by December 2018. Quarterly updates provided thereafter.	Head of ASN	Amber
	Data on LAC will be accurately recorded by schools on SEEMiS. 4 monthly cross checks will indicate 95% accuracy	Baseline established by October 2018. Monitoring 3x a year thereafter	PM Ed of LAC and Head Teachers	Amber
	Sense checking and sampling the data gathered will ensure 95% accuracy.	Dec 2018	PM Ed of LAC	Amber
Make use of improvement methodology to identify issues and assess the effect of addressing these.	Using the IHI improvement methodology and the data available, will demonstrate improved outcomes for LAC	Jan 2019	PM Ed of LAC	Amber

Staff across the Care and Learning Service will prioritise CEYP and address their needs through their practice				
Actions	Measures / evaluation	Timescale	Lead	BRAG
Provide training for staff on developmental approaches, adverse childhood experiences (ACE), resilience, building positive relationships, trauma informed practice etc.	Training on ACE to be provided to all staff groups	by June 2018	Head of ASN	Green
	Training on Autistic Spectrum Disorder	By October 2018	Head of ASN	Green
Follow established procedure for exclusions so that exclusions of LAC only take place as a very last resort and only after discussion and joint planning with the Lead Professional or manager, and plans to re-integrate are immediately addressed.	Follow established procedure for exclusions so that exclusions of LAC only take place as a very last resort and only after discussion and joint planning with the Lead Professional or manager, and plans to re-integrate are immediately addressed.	Audit to be undertaken by December 2018 and quarterly thereafter.	Head teachers Audit by Programme manager Care and Learning managers to discuss with HTs.	Amber
The ASN manager (for the area in which a new placement is being planned) will facilitate an education package being put in place when they return to Highland.	LAC are able to access education on return to Highland without significant delay.	From Oct 2018 onwards	ASN Managers	Red
Create a flow chart for social workers/Lead Professionals showing how to negotiate an education package.	Reduced delays when LAC move placement	By Oct 2018	PM Ed of LAC	Amber
Re-inforce the role of Designated teacher for LAC in all schools.	Needs of LAC are addressed.	From Dec 2018	Head of Education	Amber
LAC with additional learning needs will have their learning needs specified in the Child's Plan	Reduction in number of LAC on part-time time-tables	By Oct 2018	Lead Professionals	Amber
	98% of Child's Plans for LAC will have the level of ASN (1-4) clearly identified in section 1.	By March 2019	Lead Professionals	Amber

	Audit of Child's Plans LAC will clearly articulate learning needs	By April 2019	Lead Professionals	Amber
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Ensure equity of educational provision and experience for Care Experienced C/YP

Actions	Measures / evaluation	Timescale	Lead	BRAG
Use child's planning process to consider what could be put in place to return a child/young person to Highland in an Out of Authority Placement, at each review.	Reduce the number of LAC attending schools out with Highland by returning some YP to Highland	August 2018	Head of Children's Services	Amber
Review the educational experiences of children and young people at residential schools. Create a process involving the Lead Professional and Educational Psychologist to track the attendance, educational programme and educational outcomes for children/young people	Information on the educational programme, expectations and outcomes will be clearly identified within the child's plan for all c/yp in schools out of authority	by June 2018	Head of ASN/ PM Alternatives to OOA	Green
Work with care providers to develop a range of care plus education placements in Highland Work with contracted residential providers to develop education support linked to care homes. Assess the need for additional education support linked to Highland Council residential provision	Reduce the number and cost of OOA placements	By December 2018	Programme Manager - PSCP	Amber
Create a new post of Programme Manager for the Education of LAC to lead on actions and work across services to take forward the entire	Ability to progress actions in the plan	By Oct 2018	Head of Children's Services	Amber

The education of Care Experienced children and young people will be prioritised in the allocation of resources

Actions	Measures / evaluation	Timescale	Lead	BRAG
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Appendix 1

Review the model of off-site and enhanced provision in Highland and review the allocation of places to ensure that the needs of LAC can be effectively met and the need for OOA placements is reduced.	Review completed	by April 2018	Head of ASN	Amber
Explore the enhanced use of third sector provision to support a range of effective preventative strategies for LAC to support access to education locally in Highland.		From Aug 2018	Head of ASN	
Gather examples of creative planning and flexible use of budgets at an Area level that lead to positive outcomes for LAC	Case examples shared at Directorate and across Area teams	By Dec 2018 and ongoing	Programme Manager for alternatives to OOA placements	Amber
All new school provision to be planned to meet the needs of pupils who require additional support and/or are on the Autistic Spectrum who may require some small group support.	New schools are better equipped to sustain LAC and those with ASD	From April 2019 onwards	Head of Education	Amber
Create new in-house resources which combine care and education support similar to the Killen model.	Reduce the number of Out of Authority placements	From Oct 2018 onwards	Programme Manager - PSCP	Amber
Deliver an integrated model of support for placements in Highland, including support to families, to foster carers and to residential carers, with input from CAMHS and educational support.	Reduce the need for Out of Authority placements	By April 2019	Head of Children's Services	Green
Improve the capability of special schools in Highland to hold onto young people with ASD who would otherwise be at risk of being placed Out of Authority.	Reduce the need for Out of Authority placements	From Oct 2018	Head of ASN	Amber
Continue and expand the use of placement funding to create education support packages enabling LAC to return to Highland.	Return LAC from Out of Authority placements	Ongoing	Head of Children's Services	Amber
Continue to review the possibility of devolving the Out of Authority placement budget to area level.	Flexible funding available at area level, not requiring Head of Service approval.	By July 2019	Head of Children's Services	Amber