

<b>Report to:</b>	<b>RESILENT COMMUNITIES SCRUTINY COMMITTEE</b>
<b>Relevant Officer:</b>	Sharon Davis, Scrutiny Manager.
<b>Date of Meeting</b>	9 June 2016

## CHILDREN'S AND ADULT SERVICES REPORT

### 1.0 Purpose of the report:

- 1.1 To inform Scrutiny Committee of the work undertaken by Children's and Adult Services on a day to day basis and to update on the progress and implementation of developments within the areas in order to ensure effective scrutiny of services.

### 2.0 Recommendation(s):

- 2.1 To note the contents of the report and to ensure that current work continues to meet statutory obligations and that work to prepare for external inspections continues.
- 2.2 To continue to meet statutory monitoring, challenge and support obligations.
- 2.3 To work with schools to support improvement and preparation for external scrutiny and support the work of the Blackpool Challenge Board in order to improve the progress and attainment of Blackpool Children especially at KS3 and KS4.
- 2.4 To identify any further information and actions required.

### 3.0 Reasons for recommendations:

- 3.1 For Members of the Scrutiny Committee to be fully informed as to the day to day work of the Children's and Adults Services Directorate and have assurance that Blackpool is continuing to meet its statutory obligations for future inspection requirements. The Local Authority retains a statutory responsibility to monitor all schools in order to support improvement and raise the attainment and progress for all children in the Local Authority Area.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options considered:

Services are subject to national and statutory frameworks.

#### **4.0 Council Priority:**

4.1 The relevant Council Priority is 'Communities: Creating stronger communities and increasing resilience.'

#### **5.0 Background Information**

**Children's Social Care Continuous Improvement Programme of Work/Ofsted regulatory framework changes:**

##### **5.1 Review of Emergency Duty Team (EDT)**

The Review is being undertaken to consider the current performance of the service and to identify options for a more effective and efficient service to those customers that require support outside office hours (both adults and children's services). It is considering :-

- Resources – staffing and financial.
- Pathways and referrals.
- Performance including Key Performance Indicators, Outcomes, Practice and Quality Assurance.
- Systems Analysis.
- Integration with key partners.
- Risk .

The first presentation of the review shall take place on 7 June 2016 with a final update to Scrutiny scheduled for July 2016. Consultation along with a challenge session by partners will also form part of the process.

Work undertaken to date includes the following;

- A SWOT analysis on the data system/processes.
- Data analysis on categories and areas of increase/decrease of the work stream.
- Data analysis for the month of March 2016, taken from individual log sheets in order to provide more detail on; rotas, staffing, volume of contacts, appropriateness of contacts, time pressures etc.
- An analysis of the significant increase in work since 2015 – especially for mental health assessments.
- Recruitment challenges – due to a national move to increased specialisation into adult and children's services social work training and employment from an early stage in careers, it is virtually impossible to recruit people that are able to take on the dual role of undertaking Mental Health Act Assessments and child protection assessments.
- Possibilities of working more closely together with other agencies and sharing resources.

## 5.2 **HeadStart Delivery and Framework**

HeadStart is a big lottery funded programme that aims to increase the resilience of young people aged 10-16 in order to reduce the number that go on to develop mental health conditions. Blackpool is one of 12 areas that are currently delivering a two year pilot and waiting to hear if they have been successful in the Phase 3 application, that will see up to £10million invested in the town over the next five years.

- 5.2.1 The vision for HeadStart Blackpool is that each of the 10,937 10-16 year olds living in the town will benefit from the investment, by working alongside schools to develop resilience promoting environments for their pupils and working in the community with both statutory, Voluntary and Community Services and small community groups (such as scouts, guides, sports groups etc) to build capacity and expertise to ensure there are opportunities for our young people to learn about resilience and get the right help, at the right time in the right place.
- 5.2.2 Some young people will need more support than others to build their resilience and be able to cope with life's challenges, so HeadStart Blackpool will target more resources to young people who self harm, young people looked after by the local authority and young people in year 6 and 7, in transition from primary to secondary school with low resilience.
- 5.2.3 The review of EDT and the delivery of the HeadStart Programme link directly into supporting our community and young people to become more resilient whilst improving the support services to enable this.

## 5.3 **Neighbourhood development and new models of care**

The term new models of care refers to the schemes being developed in order to provide care closer to people, at home and in their community. The aim is to try and prevent unnecessary hospital admissions, and the attendant risks of hospital admission in terms of hospital acquired infections. Further outcomes are predicted to be a reduction in non-elective admissions, and reduction in pressure on Accident and Emergency attendance and services.

- 5.3.1 The new models are being funded on a “pump-prime” basis through the Vanguard programme, with an expectation that the future long term funding for these new services will be possible through the savings on hospital based services due to the reductions in hospital capacity needed as indicated above.
- 5.3.2 Blackpool is in the process of developing six neighbourhood health teams based on the alignment of GP practices into neighbourhoods, creating a model of enhanced primary care. These are not geographical entities, but based on the population of the people registered with the respective neighbourhood GPs. Each neighbourhood will have a team of clinical and allied health professionals working with the practices in their area, in order to deliver this service closer to or in the home, and in so doing

reduce some of the burden in GP practices. It will focus on those people needing episodic care, and also aim to contribute to reducing social isolation and increasing community engagement.

- 5.3.3 Adult Social Care staff are attending the monthly meetings, where these are taking place, although they are in the early stages of development. As part of the Vanguard funding application for this year we have requested finance to recruit a dedicated Social Worker for each neighbourhood being co-located with and working as part of the team, together with management support. At the time of writing this the actual allocation is unknown, although early indications suggest that only approximately 40 – 50% of the requested funding will be allocated, which will impact on dedicated Adult Social Care staffing recruitment and funding availability.
- 5.3.4 A further development as part of the New Models of Care changes is the Extensive Care Service. The plan is to have three teams working across the whole of Blackpool, each team working with up to 500 people over the age of 65 who have two or more from a designated list of chronic health conditions. The aim of the service is to enable people to better manage their health through input from the team over a 6-9 month period, and thereby reduce admissions to acute hospital settings. One team in North Blackpool has been established for almost a year, a second covering South Blackpool started in April 2016, and the aim is to have a third covering central practices by September this year. A Social Worker was seconded to the North team for the initial 12 months, funded by the first year of Vanguard funding, but will be leaving the service at the end of June due to no extension of the funding. The new models of care programme focuses on access to an integrated local offer and also has a key part to play in reducing social isolation.

#### 5.4 **Better Start System Change and Transformation**

Better Start's Community Development strand delivers a range of community action projects across our 7 target wards with many adopting a full town approach. This currently involves support and development for all Community Voice volunteers through our appointed host provider The Volunteer Centre, volunteers will receive significant support to identify their volunteer pathway and how they can continue to use their skills and knowledge to represent our local families.

- 5.4.1 Our Primary Indicator Diet and Nutrition is being supported through two Outdoor Activities Programme: Sport Blackpool develop the skills of volunteers by offering a pathway to sports leadership qualifications and BFC Community Trust delivers weekly physical activity session leading to a 5 week Fit2Go Healthy Lifestyle Programme.
- 5.4.2 Matching Nature's Colours is our eighth Activity Card from our series of 12 which promotes development under our Language and Communication indicator.
- 5.4.3 Baby Rover is now receiving and distributing donations of baby clothing and forward planning how best it can maximise its reach across the town as well as working alongside the Volunteer Centre to developing further our volunteer pathway

opportunities.

- 5.4.4 The Engagement of Dads Programme is currently focusing on a reading zone enhancement initiative in partnership with Lightworks and Libraries, all target ward libraries will each receive bespoke furniture and artwork/illustration designed and made by Dads from across the town that aims to promote the importance of brain development activities like reading for all young children. Re-energising libraries as a community resource to our local families is paramount, the first installation will be unveiled at Palatine Library on 17 June 2016. This will lead onto a FRED (fathers read every day) programme later in the year.
- 5.4.5 Through our Parks and Open Spaces Programme 2, new installation in Revoe Park and George Bancroft will be revealed in August 2016. Both Mereside and Claremont Park are entering their consultation phase with smaller scale enhancement already taking place in Grange Park Children's Centre, with further locations being identified our parks initiative can look forward to another busy year.
- 5.4.6 The views of parents continued to be listened to and to date over 50 individual activities have been supported and funded through our Children's Centre Engagement and Activity Programme including sport programmes, reading events, arts and crafts, baby yoga and many more. New proposals will be considered at the next Community Voice Panel due to sit on 23 June 2016.
- 5.4.7 Our Community Development team continues to build resilience through the above programmes and through a rolling programme of training and knowledge sharing workshops including the 'brain game' sessions, Big Dance celebration and the Winter Advocacy Event. The community development work of Better Start has also created six new posts; two Engagement Officers, two Park Rangers, two physical activity coaches and one Creative Engagement Officer, we will continue to create opportunities as and when needed to secure the outcomes we aim to achieve.
- 5.4.8 The Better Start Programme is directly involved in developing community cohesiveness and engagement. It focuses on empowering local delivery through co-production models.
- 5.5 **Education – changing landscape and the White Paper policy changes/free schools/academies/SEN and Ofsted Framework**
- 5.5.1 For 16-18 year olds, planning is at an advanced stage for the Connexions Service/Blackpool and the Fylde College Summer Ventures Programme 2016 (short engagement programmes for young people at risk of Not in Education, Employment or Training (NEET) and NEET). A recruitment target of 100 learners with 49 enrolled to date is significantly ahead of this time last year. Project NEET 71 – a "lessons learned" project is almost complete on the 71 young people who left school in 2015 and were NEET at 31 December 2015. Partners involved include the Connexions Service, Aspire Academy, Blackpool and The Fylde College, Blackpool Sixth Form College and the Wish (Sexual Health) team. The findings will identify potential ideas

for action to increase the number of school leavers who access and remain in learning in the first 12 months after leaving school.

5.5.2 Updates on Inspection Outcomes:

Bispham C of E Primary School received a full inspection on 5 May 2016 and moved from a category of Requires Improvement to Good. The school was judged as 'Good' across all criteria. This increases the amount of places for pupils in Blackpool schools that are Good.

5.5.3 Montgomery Academy received a full inspection on 30 April 2016 and moved from Serious Weaknesses to Requires Improvement.

5.5.4 Structural Changes

- Waterloo Academy has now formed a Multi Academy Trust which is called ZEST.
- Mereside governors voted on 19 May 2016 to become an academy and will join Fylde Coast Academy Trust in the autumn term.

5.5.5 White Paper

The Regional School Commissioner (RSC), Vicky Beer, will meet a group of Head Teachers and School Improvement representatives on 13 June 2016 to review discussions regarding a School Led System that is in line with the White Paper. This will precede a meeting in July, also led by the RSC, that will involve all Head Teachers and Chairs of Governors to consider the landscape in the light of the White Paper.

5.5.6 Governing Body for the Virtual School

Following the decision to establish a governing body for the Virtual School, the membership has now been agreed. The meeting will be chaired by the Director of Children's Services and members include an elected member, local authority representation, a head teacher, designated teachers from a primary and a high school as well as health representation. The first meeting will take place on 23 June 2016 and the focus will be on strengthening the work of the Virtual School.

5.5.7 Special Education Needs (SEN) and Ofsted Framework

The final CQC/ OFSTED inspection framework, on the inspection of local areas' effectiveness in identifying and meeting the needs of children and young people who have special educational needs and/or disabilities, was published on the 25 April 2016. The first inspections are from May. The initial North West local area to be inspected is Bolton for the week commencing 23 May 2016. The inspections cover work to support 0-25 year olds with SEN and/or a disability and their families. They will inspect the local *area*, not being limited to health services or the local authority. Therefore schools, colleges, health services, care services will all be part of the inspection, in terms of their contributions to the agenda. The scope of the inspection has been widened to include all contributions of health services and social care.

The Chief Executive of the Clinical Commissioning Group (CCG) and Director of Children Services will receive a telephone call five working days prior to the

inspection and the local area SEND lead will have a more in depth conversation to set up meetings, focus groups, setting visits and pass on any requested documents and data. Other information, from inspections (for instance schools or medical services), data and information (for instance that on the local offer site) will be viewed prior to the visit. A team of three inspectors (one health, one HMI, one from another local area) will visit for five days. They will speak to children/young people and parents to gain their views at many points during the week.

The criteria will look at the effectiveness of the local area in:

- identifying children and young people who have special educational needs and/or disabilities.
- assessing and meeting the needs of children and young people who have special educational needs and/or disabilities.
- improving outcomes for children and young people who have special educational needs and/or disabilities.

In the inspection framework each of the above has been broken into further discrete areas. Following the inspection a written statement will be required if any illegal practice, failure to implement the SEND aspects of the Children and Families Act or safeguarding issues are noted. Other than this, there will be a letter, with actions to be implemented, these supported by the Department for Education (DFE) or health bodies. If these are significant re-inspection, sooner than the current 5 year cycle, will occur. An annual report to central government will also occur on the progress against the actions.

#### 5.5.8 Preparation work for an inspection in the Blackpool local area:

Blackpool did much work across all agencies and with parents to prepare for the national changes in the SEN and disability systems, implemented from September 2014. This will all feed into the inspection. Our data on converting Statements of SEN to Education, Health and Care Plans and keeping to statutory time scales is some of the best nationally. Blackpool has asked by the DFE to present at regional events on the work done.

#### 5.5.9 In preparation for the inspection the service is briefing, or are planning a brief for various bodies, including school SENCOs.

- Have completed a self-evaluation schedule, based on the draft criteria, updated when the final criteria came out. This was done with health. We have plans around areas that we have deemed to be weak.
- Written 22 storyboards for the main areas of reform/ need. These are two to three sides of A4 saying the area we worked on, why we needed this work, the completed tasks, impact, future work planned and areas still to be worked on.
- Drafted a new SEND vision, with all partners and groups of parents, which will go through the various management structures in organisations shortly.
- Re-designed various working groups/ boards, following lessons learnt over the past 19 months, since the Children and Families Act came into operation.
- Are setting up a children and young people's board (one of the areas we

highlighted as lacking in the SEF).

- Are gathering all relevant data in one location.
- Have planned for the visit in terms of logistics.

5.5.10 Reporting mechanisms are via the various management structures of each organisation and annually from the Health and Wellbeing Board. Because the inspection framework covers more than education, it is recommended that reporting occurs via the current heading, but it covers more than numbers attending a good or outstanding school. This is because the focus of the inspection will not be on a school grading (when visiting they explicitly will not inspect the setting, other than their contribution to the SEND agenda).

## 5.6 **Integration of Health & Social Care/Healthier Lancashire Strategy/Vanguard and Social Care Transformation**

### 5.6.1 **Intermediate Care**

In 2015/16, Health and Social Care Commissioners worked together to review the Intermediate Care Support available across Blackpool. The aim of the review was to ensure that local intermediate care effectively contributes to timely hospital discharges and seeks to prevent avoidable hospital admissions (in accordance with national drivers) by providing support in the most appropriate setting. With effect from 01 April 2016 intermediate care functions commissioned by NHS Blackpool CCG and Blackpool Council to deliver health and social care services including bed based or at home provision will become one integrated team.

The ARC is now delivering a new, integrated model of Intermediate Care providing up to 10 Clinically Enhanced Beds with staffing from Blackpool Teaching Hospital alongside 23 residential intermediate care beds. With a strong focus on therapeutic rehabilitation and a short burst of intensive support before a supportive transition home, the model is evolving and the team are “learning as they go” with what is working well and where there are challenges to delivering truly integrated health and social care. Communication and information sharing is a key issue and one which the service is focussed on resolving positively. There have been 51 admissions since the 1 April 2016, 70% from hospitals. Of the people who have been supported by the service of therapy led interventions (some of whom were already resident when the new model was introduced) 60% have returned home. Over time, this percentage may increase as there has been a high number of unavoidable admissions to residential care which were as a result of some early admissions to the service.

The average length of stay is showing a positive reduction as the service develops, and in the past week alone there have been 8 admissions and 11 discharges, up from an average of 4-5 admissions and discharges per week in the previous model. The delayed discharge report is checked weekly to ensure that there are no patients awaiting assessments, decisions or transfers and the flow through the system is now working well.



### 5.6.2 **Rapid Response Plus**

This service provides advanced assessment, nursing care, rehabilitation, and advice on self-care. Early Supported Discharge Team - provide rapid access to intense therapy and domiciliary support (default position being to the individuals' home setting) reducing length of hospital / residential stay, reducing inpatient times, maximising the individuals' potential for independence. Reablement at Home – provision of a programme of short term intensive domiciliary rehabilitation to enable people to regain their independence or help them accommodate their illness or disability by learning or relearning the skills necessary for daily living. Bridging care – provides temporary short term care at home to support hospital discharges / prevent hospital admissions while longer term support is put in place.

- The new intermediate care pathway will be underpinned by a jointly commissioned NHS and Social Care management and governance structure which will include an overall service manager.
- The new service model will deliver a more flexible intermediate care pathway and workforce delivering a continuum of intermediate care services across Blackpool.
- The overall level of bed based support for Blackpool has been reduced in line with occupancy rates and as more people are supported at home during their recovery. The length of stay in these beds will be reduced to a minimum required, with people progressing home much sooner in their rehabilitation journey, where they can regain their skills in their own familiar home environment.
- Early environmental/ home visits will identify potential barriers to returning home so that issues may identified and addressed more quickly through a problem solving approach potentially reducing a person's requirement for support.

### 5.6.3 **Care At Home**

The Commissioning Team held a meeting (April 2016) with Care at Home Providers to better understand causes of some of the most commonly reported concerns, complaints and safeguarding issues with regard to care at home. Key themes emerging from conversations with care providers and our analysis of available data suggest the key causes are around: communication, late/missed visits and medication. The Contract and Commissioning Team is developing an action plan with providers, which will take a problem solving approach to developing and improving local care at home services to ensure they are fit for purpose. The plan will be used to drive a programme of work across a range of areas including: National Living Wage, recruitment and retention of carers, travelling time, skills and training, Care Plans and information sharing, medication, contract monitoring and contingency planning around provider failure.

### 5.6.4 **Respite Services**

The respite pilot is reviewed on a monthly basis by the Commissioning and Contracts

Team. A meeting schedule is in place for the year and visits are conducted in each home. Key performance indicators (KPI) are submitted prior to the visit and discussed in detail at each meeting. Additional reporting is produced by the Business Intelligence Team which sits alongside this data which identifies where carers (who had previously used Hoyle@Mansfield) are accessing respite if they are not using the beds commissioned as part of the pilot. The next monitoring meeting is due to take place on 25 May 2016. KPI data as at April 2016:

A survey will be undertaken over the summer period, aimed at carers who had previously accessed Hoyle@Mansfield to learn more about their views and experiences of accessing respite since the closure of Hoyle, and their perception of how respite is provided to the person they care for. This information will be used to inform the direction of the pilot and determine our commissioning intentions for this type of provision in the future.

The Sustainability Transformation Plan is the key strategy in the Healthier Lancashire developments, as plans are developed to achieve the government intentions to have fully integrated health and social care by 2020. This is seen as a necessity to bridge the potential funding gap for services by this date.

An agreed model of integrated care is not yet in place, and will need to be subject to further consideration and discussion going forward. There may be a combination of models, subject to local determination and conditions.

The Better Care Fund is a key stepping stone to achieving integration, and is subject to a s75 legal agreement between Health (the CCG) and Social Care. This in effect pools both health and social care funding in respect of a number of specific services, detailing the contribution from each respective partner. This integrated model of financial funding creates a greater level of transparency in respect of those services funded in this way.

## 5.7 **Care Sector and Market/Regulatory Management/Care Act**

5.7.1 With the Healthier Lancashire Programme, it has now been confirmed that the Director of People shall be leading the Regulated Care Sector Workstream on behalf of the CCGs and the three Local Authorities across Lancashire and South Cumbria. This work stream is key to keeping people safe in our communities whether in a residential care setting or in their home. The sector is also instrumental in reducing social isolation. Eight priority areas have been developed as part of a Lancashire and South Cumbria-wide programme of transformation. Specific interventions are being scoped and implemented to address three main gaps:

- The health and wellbeing gap
- The care and quality gap
- The finance and efficiency gap

The Regulated Care Workstream shall be looking at;

- Personalisation
- Access and choice
- Market Stability
- Financial Viability
- Quality
- Digital Solutions
- Workforce

## 5.7.2 Regulated Services and Quality of Provision

09/052016	Blackpool	Blackpool	National Total	National Total
	Residential	Residential	Residential	Residential
	Number	%	Number	%
Outstanding	1	1.75%	66	0.60%
Good	47	82.46%	7295	66.08%
Requires Improvement	8	14.04%	3342	30.27%
Inadequate	1	1.75%	337	3.05%

The inadequate home is currently suspended to new placements whilst improvement work is undertaken. The provider is working to an action plan, and is receiving support from the Contracts Team to make improvements. The CQC has recently reinspected the service and, whilst their report has yet to be published, initial feedback suggests that the home is improving.

Four Care/Nursing Homes are currently subject to a regime of enhanced monitoring. One of these homes is currently rated as 'Requires Improvement'; the remainder are rated as 'Good'. These providers are each working to an action plan, and are receiving support from the Contracts Team to make improvements.

There is only one Residential Care home that is struggling to meet quality expectations and is likely to be rated as Inadequate as a result of a recent inspection. This home is currently suspended to new placements having previously been on a regime of enhanced monitoring. Once the inspection outcome is known, the Contracts Team will work with the home and the CQC to ensure that improvement is planned and delivered.

## 5.7.3 Adult Care and Support – Provider Services – Shared Lives CQC Inspection:

Resilient Communities require robust and qualitative providers of care; Blackpool Council's 'Shared Lives Service' was inspected by CQC (Care Quality Commission) on 5 May 2016 – The service was inspected against five domains:

- Is the service **SAFE**
- Is the service **CARING**

- Is the service **RESPONSIVE**
- Is the service **EFFECTIVE**
- Is the service **WELL LED**

Initial feedback from the inspection by the CQC Inspector was very positive. The service is now awaiting the publication of the full report.

#### 5.7.4 **Adult Care and Support – Provider Services – Pending CQC Inspections:**

48-hour notification has been received from CQC (Care Quality Commission) of an inspection of the following services on 24<sup>th</sup> May 2016:

- Blackpool Reablement, Rapid Response and Primary Night Care Service (Intermediate Care).
- Supported Living Service (Complex Learning Disabilities).
- Extra Support Service (Challenging Learning Disabilities).
- Gloucester Avenue Rehabilitation Service (Mental Health).
- Phoenix Crisis Service (Mental Health).

Each of the services will be inspected against five domains as identified above.

Further updates will be submitted to Scrutiny in due course.

#### 5.8 **Safeguarding – Children and Adults and improvement and performance trends and themes**

##### 5.8.1 **Deprivation of Liberty**

The number of applications for authorisation of a Deprivation of Liberty in 2015/16 amounted to 824 (an average of 16 per week). Since April 1st 2016, application numbers total 125 (an average of 21 per week).

The percentage of new applications versus renewals is 60/40. At this same rate the predicted number of applications for 2016/17 is 1092.

Applications are scrutinised and progressed internally or redirected to the appropriate local authority or funding body. Applications are triaged in terms of priority according to a 'traffic light system' devised by the Association of Adult Social Services

385 individuals in Blackpool are currently subject to an active authorisation of a Deprivation of Liberty, with an additional 60 cases within the authorisation process. The rolling total of active authorisations is subject to daily change due to deaths of frail individuals / moves to new accommodation / hospital admissions etc.

## 5.8.2 Safeguarding

A summary of the Adult safeguarding figures for 2015/16 compared with those for 2014/15 is as follows:

<b>Outcome</b>	<b>2014/15</b>	<b>2015/16</b>	<b>Change</b>
Not Safeguarding	106	75	-31
Safeguarding Incident	258	354	+96
Safeguarding Procedures	260	258	-2
On-going		2	
<b>Total</b>	<b>624</b>	<b>689</b>	<b>+65</b>

The number of alerts deemed not to be safeguarding has fallen slightly in comparison to 2014/15 and consequentially the number being progressed for further exploration has risen.

A significant number of those deemed to be 'Safeguarding Incidents' are accounted for by the number of alerts from The Harbour - Lancashire Care Foundation Trust (LCFT).

There were 195 alerts received from the Harbour in 2015/16 and 30+ alerts have been received from the Harbour since 1 April 2016 and which are currently recorded as safeguarding incidents by agreement with LCFT.

Small numbers of alerts from the Harbour however will be referred into further enquiry. Work is being undertaken by the Head of Safeguarding and LCFT safeguarding leads, senior managers and clinicians to address the upward trend.

Since December 2015 there has been a significant increase in demand for services with Children in Need, Children in need of protection plans and Looked After (our Children) are all at the highest rate per 10,000 in the country. The following outlines changes in demand compared to 2012 – demand has increased as have better outcomes.



In order to reduce the demand for social care services a report was presented to the Safeguarding Board on the 24<sup>th</sup> May to re design a multi agency early help strategy which includes:-

- The strengthening of the Children’s Centre offer with increased input from partners to provide a robust response to level 2 need and better awareness of community based services and resources.
- Work with schools to support them to learn from best practice in delivering early support and build resilience in pupils and their families ( this will link to HeadStart offer).
- Agree a revised approach to assessment and care pathways across all agencies which is based on a common risk and resilience model.
- The development of a Vulnerable Adolescent Hub to support young people 12 to build their resilience and prevent the need for higher level services.

### **Engagement with hard to reach and reduction in social isolation**

5.9

#### **Adult Learning Service – engaging vulnerable adults in short courses**

5.9.1

Performance – at the latest official return date (Feb 16), shows that 1,646 learners had participated in courses compared with 1,466 learners the previous year and the achievement rate (88.4% is also higher than the previous year (84.4%).

The Mental Health Research pilot is currently in the evaluation phase which will determine if Blackpool Councils involvement is extended into a second year. The aim of the pilot is to assess the impact of well being courses on adults with mild to moderate mental health needs in comparison with cognitive behaviour therapy.

Learner comments included:

'I have learnt some points to use in my everyday life to help me'.

'I have thoroughly enjoyed each session and will take away with me everything I have learnt and experienced'

'The course was enjoyed and relaxed with a lovely tutor. Her enthusiasm and positivity helped a diverse group of people feel comfortable. '

'I have learnt good breathing techniques to help with stress and anxiety'

The service aims to improve access to activities and learning thus improving resilience and reducing social isolation.

### **Third Sector Strategy and Market Position Statement**

5.10

5.10.1 The statutory sufficiency of placements statement for Our Children has now been completed. As at 31 March 2016, the number of children looked after in Blackpool was 469, on the 20 May , 485. This rate remains significantly higher than both the national average and also that of statistical neighbours. This figure highlights a sharp increase since December 2015 where the number stood at 447.

The majority of placements for children looked after are made into foster care. On 31 March 2016, 70.8% of placements were made into foster care. However, in 2011 this figure was 77.3% and data shows that between 2011 and 2016 the proportion of foster care placements has decreased year on year. Over the same period, placements into residential care settings have seen a similar decrease of 1.5%. This could be explained by sharp proportional increases in children looked after being placed for adoption (2.9%) as well as being placed with parents / someone with parental responsibility (3.3%). Roughly one-third of the local children looked after population is aged 11-15, which is consistent with national trends.

### **Residential Care**

5.10.2

Residential care continues to be a valuable service to provide stable support and provision to the looked after children population. Although the data outlined in table 5.3 shows a decline in the number of children placed in residential care settings (from 10.9% in 2011 to 7.9% in 2016), feedback with young people and providers indicates that residential care is desired by young people and can be the most suitable place for them to thrive and meet their potential.

The residential offer in Blackpool currently includes internal six-bedded children's homes. This provision has evidenced long-term placements, though both homes are currently subject to a commissioning review. The review of these homes may lead to an opportunity to re-design the service to deliver better outcomes for young people.

Externally, residential care is commissioned through a local framework agreement. There is difficulty placing into homes contracted on the framework, which has resulted in placements being made outside Blackpool we have not previously used.

One of the main reasons for not being able to place on the framework is lack of

availability in local provision; and a priority in order for Blackpool Council to meet the sufficiency duty is to engage with the local residential care market to understand how this can be improved.

### **Market Management (Residential Care)**

5.10.3

Between 1 April 2015 and 31 March 2016 there were 199 referrals from children's social care for an externally commissioned placement search for a looked after child:

Table 6.2: Placement search requests 1 April 2015-31 March 2016

	<b>Number of referrals</b>
Foster Care (IFA)	90
Residential Care	68
Leaving Care	41

At the beginning of March 2016, Blackpool Council had 29 external residential placements which were costing on average £2,569 per week.

The local market needs to be proactively managed as the current framework agreement is not meeting the Council needs. This is particularly apparent for those difficult to place as an emergency placement (e.g. following placement breakdown), for young people who display very challenging behaviour or present with complex needs.

The latest data available (taken from w/c 16 May 2016) shows there are 28 external residential placements, of which:

- 64% (18) are made into homes on the framework agreement.
- 11 are made into homes located in Blackpool, Poulton or Cleveleys.
- Weekly cost from: £1,895 - £2,700 per week.
- Average weekly cost: £2,945.
- 36% (10) are made into homes outside the framework agreement.
- Weekly cost from: £2,490 - £4,100 per week.
- Average weekly cost: £2,316.

Although the issues identified above are experienced with local authorities across the North West, in Blackpool between 2012 and 2015 the average weekly spend for external residential care increased by 22%:

2015: £2,792 per week  
2014: £2,469 per week  
2013: £2,225 per week  
2012: £2,284 per week

The internal residential provision provided by the two 6-bedded homes have been well occupied. Though these homes are not considered to be suitable for the most



challenging and complex young people. There may be factors attributed to this including the size of the home (6-bedded homes are acknowledged to be too big to accommodate very challenging and complex young people); and not wanting to jeopardise the stability of other young people in the home when considering referrals. Pressures on the local market are exacerbated by the figures for (non-Blackpool) looked after children placed in local residential provision. On 1<sup>st</sup> January 2016 (the last time this data was collected), there were 42 residential placements in Blackpool for non-Blackpool looked after children.

## **Foster Care**

### 5.10.4

The capacity for in-house fostering appears to be increasing with the numbers of approved foster care places at its highest level as detailed below:

Table 6.3: Internal foster care placement figures

	<b>Number of approved places</b>	<b>% filled places</b>
31 March 2011	313	90%
31 March 2012	306	90%
31 March 2013	301	95%
31 March 2014	337	76%
31 March 2015	386	72%

The figures available from 31 March 2015 show that 5% of places were unavailable due to the needs of other children in placement. This is a potential area of growth due to the complex needs of young people in the system and will continue to be focus within commissioning. The in-house fostering team has a recruitment and marketing plan to deliver various events and promotions throughout the year to help secure a consistent pool of carers available.

Arrangements for independent foster care (IFA) are undertaken through Placements Northwest and led by Manchester City Council on behalf of 21 local authorities. The regional framework is split into lots according to the age of the child/young person.

## **Market Management (Foster Care)**

### 5.10.5

Of the 199 referrals between 1 April 2015 and 31 March 2016 for an externally commissioned placement, 45% of the requests were made for an IFA placement. Continuing this trend, in the first 6 weeks of the financial year (1 April 2016 to 18 May 2016) there have been 49 external placement search requests made; with 47% (23) made for an IFA placement.

## **16 + and Leaving Care**

### 5.10.6

A range of provision is commissioned for care leavers and 16+ looked after young

people. There is currently a Framework Agreement in place which will reach a contractual break on August 27th 2016. Some young people are subject to the Staying Put policy and as such remain living within existing foster care arrangements. Other young people are supported to move in to semi-independent unregulated accommodation detailed on the Framework agreement wherever possible although it is sometimes necessary to 'spot purchase' appropriate provision.

Accommodation providers commissioned have all achieved the minimum standard assessment co-ordinated by Placements Northwest in an attempt to monitor quality in this unregulated sector. Providers are expected to support young people to become independent and focus on the skills to enable a successful move on.

In addition to the provision on the Framework Agreement some young people are accommodated in Supported Lodgings provided by our internal 'Shared Lives' Service who recruit, train and support appropriate hosts who provide a family environment within which independence skills are acquired. The placements are Social Care funded.

#### **Breakdown of where young people are living (May 2016)**

<b>Provision</b>	<b>Number of young people</b>
Semi-independent accommodation	23
Accommodation with floating support	2
Supported lodgings	5
In custody	
Staying Put	18

#### **Market Management (16+ and Leaving Care)**

##### 5.10.7

There is a growing recognition that our framework agreement is not meeting our needs. A recent review of the semi-independent providers has found inconsistency in the sector with some providers providing more comprehensive support than others.

There is an increasing prevalence of high level complex needs in our looked after population and Blackpool is currently paying significant amounts of money for residential care. As these young people reach the age of 16 and therefore become care leavers we need to be planning on how those needs can be met in an appropriate leaving care setting. It is a priority to increase the range of 16+ accommodation and ensure it is fit for purpose, achieving positive outcomes and preparing young people for independent living.

Blackpool is currently piloting a long term, shared accommodation option for care leavers, who are engaged in meaningful activity and have an established level of independent skills, in partnership with Blackpool Coastal Housing (BCH).

A 2-bedded flat has been sourced, furnished and equipped appropriately, in

conjunction with two identified young people. Support is being provided by Blacpool Coastal Housing in partnership with the Personal Adviser and they act as guarantor for the tenancy until the young people are 18 years old.

The young people are encouraged to look upon the accommodation as a potential permanent home. Once they are 18 years old they will be supported to take full responsibility for the tenancy and the support is withdrawn over a period of time as the young people become independent adults. The pilot is in its early stages but will be fully evaluated and will inform future commissioning intentions.

### **Commissioning Priorities**

#### 5.11

#### **Residential Care**

##### 5.11.1

There are efficiencies to be gained by re-designing the local pathway and as a Council we intend to work towards the delivery of several commissioning intentions in 2016:

Create local capacity for the most challenging and complex young people who are placed in residential care emergency / crisis.

There is a need to develop the local market for complex children in care who are in crisis and have a range of complex needs that cannot be managed in standard residential and therapeutic settings. This could include for children and young people with mental health issues who do not meet tier 4 criteria; and would aim to avoid the need to place out of the area.

This is an active workstream under the Transformational Plan implementation; and the Council is currently engaged in a sub-regional collaboration with Lancashire and Blackburn with Darwen local authorities to look at taking this work forward.

Divert children and young people from coming into care and maintaining the family unit. Development of respite provision for children and young people on the edge and precipice of care would maintain the family unit and reduce numbers of young people entering the care system. This would replicate similar successful models seen elsewhere across the region e.g. Blackburn and Bolton, where their looked after population has reduced as a result of support being provided through a combination of respite and outreach support.

This could also be supported by a family reunification model.

#### **Refresh of the residential framework agreement**

##### 5.11.2

The challenges facing Blackpool are similar to those across the North-West with Local Authorities unable to make their framework agreements work for them.

The current framework will be extended to allow commissioners the opportunity to engage with the local market, shape the specification and learn from models implemented elsewhere.

## **Foster Care**

### 5.11.3

The commissioned IFA arrangements appear to be working effectively for Blackpool; and combined with the internal residential provision, offer good local capacity which is meeting the needs of young people.

There may be opportunity to further strengthen the local pathway and provide a step-down from residential care for some young people, by developing a different model to deliver an intensive and innovative enhanced foster care service for young people with complex needs.

## **16 + and Leaving Care**

### 5.11.4

It is a commissioning intention to review all young people's accommodation (16+) through a pooled budget arrangement involving Housing Related Support and Leaving Care accommodation funding. This will allow us to develop housing options and pathways which meet the needs of all young people in the town and support the achievement of positive outcomes. The individual contracts need to be aligned and a tender exercise will be undertaken with a target date of 1 April 2017. A key objective of our accommodation approach will be to ensure that our young people are able to receive good educational, employment and training opportunities and are able to be located in an environment that meets their needs and promotes their wellbeing.

Does the information submitted include any exempt information?

No

## **6.0 List of Appendices:**

6.1 None.

## **7.0 Legal considerations:**

7.1 None.

## **8.0 Human Resources considerations:**

8.1 None.

## **9.0 Equalities considerations:**

9.1 None.

## **10.0 Financial considerations:**

10.1 None.

**11.0 Risk management considerations:**

11.1 None.

**12.0 Ethical considerations:**

12.1 None.

**13.0 Internal/ External Consultation undertaken:**

13.1 None.

**14.0 Background papers:**

14.1 None.