

# Children's Services Committee

<b>Report title:</b>	<b>Annual Review of Norfolk Residential Service</b>
<b>Date of meeting:</b>	<b>12 September 2017</b>
<b>Responsible Chief Officer:</b>	<b>Matt Dunkley Interim Executive Director of Children's Services</b>

## Strategic impact

Annual approval of the Statement of Purpose of Norfolk's Residential Children's Homes and a Summary Review of the Year. The statements of purpose for each home will be available in the members room and members insight website.

Members in their role as the registered provider of these homes are required under law (Children's Home Regulations 2015 (as amended); Care Standards Act 2000) to approve each children's home's Statement of Purpose and Functions.

It is a requirement that each of our children's homes has a clear Statement of Purpose which details the aims and objectives and how the standards will be met. The nine standards are:

- Quality and purpose of care standard
- Children's wishes and feelings standard
- Education standard
- Enjoyment and achievement standard
- Health and well-being standard
- Positive relationships standard
- Protection of children standard
- Leadership and management standard
- Care planning standard

Each home must also provide a children's guide which explains for the child, the purpose of the home as well as how the child can complain and access advocacy services. Each home's Statement of Purpose is available on Members Insight and hard copies will be in the Members' room.

## Executive summary

This paper reports to Members on the performance and outcomes achieved by the Norfolk Residential Service.

The key performance outcomes achieved for the service this year are:

- Ofsted inspection outcomes which are above the national average.
- The service continues to offer high occupancy levels.
- Short breaks service have worked within the Edge of Care Strategy, to support

families staying together, promoting permanence for children and young people.

- The service continues to offer beds at a rate comparable with similar provision nationally.
- The service has contributed to reducing the number of looked after children placed in out of county provision.

### **Recommendations:**

Members are asked to:

- Scrutinise the information within the report
- Challenge the service on the performance and outcomes achieved
- Recommend the approval of the Statements of Purpose and Functions for all the Local Authority children's homes to Full Council to comply with the Care Standards Act 2000

## **1. Proposal**

- 1.1 Members are asked to scrutinise the information within the report and provide challenge to the service to ensure continued outcomes for Norfolk children and families along with internal performance improvement.
- Members are asked to recommend approval to Cabinet of the Statement of Purpose and Functions for the Local Authority Residential Service to comply with the Care Standards Act 2000.

## **2. Ambition**

- 2.1 We want all of our young people to be safe, happy and well cared for. We want our young people to be respectful to themselves and others from which quality relationships can be built. We aim to help them have a well-rounded education and develop important life skills. We want them to be the best version of themselves in everything they do. We aim to help them grow as individuals who actively make positive steps towards achieving their goals. We act as good role models and we do our best to help our young people succeed in their lives.
- 2.2 We work with our young people to help them identify their aspirations and progress to improve their outcomes. We support them to develop their social skills and emotional literacy so they can make appropriate peer relationships that are sustainable. We provide a secure base and promote appropriate attachments to assist them in successful transitions to independence. We advocate for them to receive the services they require to promote and enhance their development in order to approach the next stages of their lives with positivity and hope.

## **3. Evidence**

- 3.1 The Norfolk Residential Children's Service currently has six children's homes, three residential short breaks children's homes and five supported flats. The service works alongside other services, supporting children and families in need. Accommodating children is always a last resort and the authority has to be satisfied that the care threshold is met. Over the past year the service has accommodated the majority of young people referred in need of accommodation,

unless their risk assessment identifies that the placement in Norfolk Residential Children's Services would not be suitable (fewer than 5 occasions). We have reviewed and changed the services provided to ensure they meet the needs of all young people including those with challenging behaviours.

3.2 The following homes deliver a range of interventions to children and young people within residential care, depending on their individual needs:

- Norwich Road and The Lodge provide eight beds between them, offering emergency accommodation, for children where there is an immediate need for accommodation, following a crisis breakdown either at home or at their current placement. This accommodation is used while an alternative, appropriate placement is sourced.
- Waterworks Road and Well Green are both 2-bedded Emergency/Crisis Intervention Homes. The aim of the homes is to provide emergency and time-limited residential care. They are specialist homes for young people (male and female) aged between 8 and 17 years.
- Aylsham Road Short Breaks provides planned or short term stays of residential care to children and young people aged between 5 and 17 who are considered on the edge of care.
- Loki House is a 4 bedded home offering care planning and assessment placements specialising in young people returning from out of county.
- Easthills is a long term home which provides support and accommodation for 4 young people up until independence.
- Marshfields is a short breaks home providing 4 beds for children and young people who have severe learning/ physical disabilities, including children and young people with complex health needs and challenging behaviour.
- Linked Family's Short Breaks Fostering Service, this service is linked to Marshfields residential home, it offers short breaks for children with disabilities.
- Foxwood is a 9 bed home (functioning 8 beds and 1 emergency bed) providing overnight short breaks for children with physical disabilities, learning disabilities and sensory impairments, aged 5 to 17 years.
- The Outreach Team is linked to the residential service and is a short term edge of care support service which offers 24/7 support to families countywide. Outreach enables families to remain together despite issues or crises until longer term support can be put in place or issues are resolved. The Outreach Team moved into the New Directions team with effect from 5<sup>th</sup> June 2017.
- There are four supported flats available which are managed in partnership with Broadland Housing and one private flat. These provide accommodation for 16 and 17 year-olds and help them prepare for independent living. The young people receive 37 hours of support each week by Children's Services staff with 24 hour (7 days per week) telephone support available.

### 3.3 What Children and Young People say about the service

Feedback is gathered by the service from the young people as well as from families and professionals. This feedback is analysed to identify areas for development and to improve the service.

The following is a selection of comments about Norfolk's Residential Service from children and young people who have been accommodated during the past 12 months:

*"I feel listened to and respected by staff. I am safe and feel that I am cared for. I enjoy the food and we are able to help ourselves when we are hungry. Sometimes I cook, and I enjoy this. I like the days out that we have. Although we are in care we still do nice things and that makes me feel more normal."* **(Young person accommodated at The Lodge)**

*"The Manager is a bit weird at times but alright, the manager does most things I ask of him, trusting me with cutlery after an incident, taking me climbing, he helps me when I am angry or upset. He is honest with me about what he can and can't do even if saying no to something will make me angry. I like some of the staff, because they are brutally honest they encourage me to do good things like, spending time with my family, going to Sensi, Climbing, swimming and dog walking. They discourage me from doing things I shouldn't and help me understand why I shouldn't do certain things."* **(Young person accommodated at Waterworks Road)**

*One young person said she loved coming to short breaks so much she wanted to come for longer, a whole weekend if possible, she really enjoyed the activities she did and making friends with other young people. She always looked forward to her next stay.* **(Young person accessing short-breaks at Aylsham Road)**

*RH said that Norwich Road never gave up on him, no matter what he did to push us away, we treated him as though he had done nothing wrong and continued to offer support no matter what. RH was pleased to tell me that after all of our help he is now happy with his family. He said he was on such a wrong path and we saved and changed his life, helping him to realise what is really important in life.* **(Young person accommodated at Norwich Road)**

*"I know that if I get into trouble you will help me out and collect me from wherever I am. I know feel that I have somewhere to come home to. I don't think I am really ready to be out there by myself, even though I like to think I can be. I think that you can help me with this."* **(Young person accommodated at Easthills)**

*A child stated she enjoyed her birthday party at Foxwood. Another young person expressed he was happy now we have a wheelchair swing. Other young people said "I like everything at Foxwood.", "I like going out shopping in the minibus."* **(Young people accessing short-breaks at Foxwood)**

### 3.4 Compliments

Each home has a feedback folder to capture positive experiences for children and young people. Please see some examples outlined below:

**Compliment from a parent of a young person who became 18 years old in May 2017 and was accessing short-breaks at Marshfields:**

*Thank you so very much for being such a positive and supportive team of very special people. H\*\*\*\* has come so very far and I do believe that you have all played a part in this! We shall miss you terribly. You have been such a big part of H\*\*\*\*'s life it seems so sad to say goodbye. We wish you every success in the service you provide to families like ours and to young people like H\*\*\*\*. Once again thank you for everything.*

***The Independent Reviewing Officer for AB fed back the following:***

*"Loki House have been a great support for AB in the time he has been with them. He has progressed wonderfully and is a responsible young man who is able to make positive choices. He has built relationships with staff which are important for him as he now successfully transfers to independence.*

*Loki have enabled and empowered AB, and this has allowed for him to build the necessary skills for his independent living to progress and develop to a point where all professionals around him feel he has the ability, skills and knowledge to transition safely and successfully.*

*I have great confidence in Loki House management and staff team and AB is evidence of what good support to a young person looks like."*

***An Email from a Head of Year in relation to a young person accommodated at The Lodge:***

*I wanted to put in writing how impressed I've been with the both of you and the support, exceptional attitude and impact you are having on T. You always have his best interests at heart and show real passion to get a positive outcome for him. He's lucky to have you in his life when everyone else seems to have deserted him. You're a credit to your company.*

***IRO for a young person accommodated at Frettenham:***

*I have continued to be impressed with contact I have had with Frettenham Residential Home. Natalie has always ensured that I have up to date information even if it should have come from other sources. I have always been impressed with how Natalie continually advocates for the young person I work with. She listens to him and ensure that his views are appropriately expressed.*

***Parent feedback about Aylsham Road***

*She thought the Aylsham Road team were proactive, dynamic, know what they're doing and are so reliable. It gave her faith in the service and she felt she could trust the team to look after her child.*

### **3.5 Complaints**

- 3.5.1 Each home has a complaints book in which all complaints are recorded. Young people have open access to a telephone should they wish to make a complaint at any time. Contact numbers for Ofsted, the Children's Rights Director and Voice, the independent advocacy service, are available to young people, as are complaints leaflets.
- 3.5.2 The homes' welcome books, which are available in a variety of formats to make them accessible for all ages and levels of ability, provide information and advice on how to complain. All residential staff have mandatory training on complaints and there is a Norfolk County Council complaints team which can offer consultation and advice to both staff and young people.

3.5.3 Since September 2016 the service has received 13 complaints in total. One complaint from a neighbour due to noise from the home, three from neighbours about young people's disruptive behaviour in the community, and four due to cancelled care. In all instances the Managers responded to the complaints and resolved the issues. Five complaints were received from one young person making allegations against staff and other young people in the home. All of these were investigated and no further action was required. All complaints are responded to as per procedure in order to find resolution and improve practice where appropriate.

3.5.4 All young people have the opportunity to discuss any complaints with the manager and explore a satisfactory solution. At every house meeting the young people are given feedback which is recorded. The managers have engaged with the local community to address any concerns and improve relationships, this has been supported by the local police community support officer when needed.

### 3.6 **Proposed next steps for the service**

- Review residential policies and procedures in line with Ofsted
- Signs of Safety Risk Assessments to be implemented across the Service following monitoring and evaluation and positive feedback from Ofsted.
- Ensure each home has a tailored Improvement Plan alongside the Regulation 45 Report.
- Increase the number of relief bank workers across the Service.
- To visit private, regulated and unregulated provisions in and out of county alongside the Quality Assurance team to ensure all Norfolk young people are receiving a good quality of care.
- To ensure that residential services are working in line with the LAC Strategy and that staff are aware of the goals.
- Implementation of Result Training to another Children's Home and refresher training for the Homes trained in the approach, in line with the recommendations within Narey's report (2016) for improving residential care.
- Review training needs of the service including having in-house Norfolk Steps trainers.
- Explore a psychologist being attached to the service, to address access to services, avoiding drift and delay for young people and increasing the workforce's knowledge and skills when responding to unmet needs.
- Embrace the new Apprenticeship scheme for new staff and those who may be eligible for the new Social Work Apprenticeship.
- More user involvement in some of the recording processes, for example, feedback forms.
- All Homes' internet access to be reviewed and updated for the young people.

- The Service to play a key part with regards to Norfolk's response to the Sexually Harmful Behaviour Strategy.
- The Service to take a proactive role within the Social Care Academy.

### 3.7 Ofsted Inspection Outcomes

3.7.1 Each residential home is inspected twice a year by Ofsted who conduct a full and an interim inspection. The latest judgement from the most recent full inspection of each home is shown in the table below:

Home	No. of beds	Overall inspection findings	The overall experiences and progress of children and young people living in the home are	How well children and young people are helped and protected	The impact and effectiveness of leaders and managers
Marshfields	4	Outstanding	Outstanding	Outstanding	Outstanding
Aylsham Road	4	Outstanding	Outstanding	Outstanding	Outstanding
Foxwood	9	Good	Good	Good	Good
Norwich Road	4	Good	Good	Good	Good
Loki House	4	Outstanding	Outstanding	Outstanding	Outstanding
Waterworks Road	2	Good	Good	Good	Good
Frettenham	2	Good	Good	Good	Good
Easthills	4	Good	Good	Good	Good
The Lodge	4	Requires improvement to be good	Requires improvement to be good	Requires improvement to be good	Requires improvement to be good

3.7.2 The above table shows 3 Outstanding, 5 Good and 1 requires Improvement to be good Ofsted inspection judgements so 89% of our homes are good or better. This compares with national data (inspections carried out between 1 April 2016 and 30 September 2016) where 73% were good or better, 26% requires improvement and 9% inadequate.

3.7.3 The Residential Service continues to review and improve the standards of its service to meet the revised criteria from Ofsted, who continue to "raise the bar" in their inspections. There is an active improvement plan and after each inspection key themes and trends are shared across the service.

### **3.8 Achievements for Young People**

- Moved on successfully to long term, permanent placements.
- Improved independence skills.
- Some young people achieved awards in 'Let's get cooking'.
- Completed Asdan Bronze award.
- Engaged in Social Development Work around what it's like to be a parent.
- Won a virtual school achievement award at the recent ceremony for efforts in education.
- Remained in placement for one year – longest placement he has ever maintained.
- Reintegration into educational setting after years out of this environment.
- Improved self-confidence, esteem and skills in self-efficacy. He has made appropriate friendships in the community which have now become significant relationships for him and have promoted the development of his identity.
- Has completed the year at City College Norwich on his catering course, despite some difficulties along the way. He has achieved and maintained a part-time job at The Assembly House kitchen.
- Fully engages in her sessions with the Youth offending Team including, working with the volunteers at PACT animal sanctuary.
- Achieving permanence, enjoying short breaks and re-building relationships within their family home to avoid placement breakdowns.
- Practised fire bell tests, is now less anxious and is taking the lead in directing people to safe areas.
- Completed BTEC Diploma from Easton and Otley in Sport. Secured placement for independent living at Campion House. Completed KickStart scheme and now has moped for independent travel.
- Attends Cadets and has progressed through 3 ranks from Private to Lance Corporal.

### **3.9 Children Missing from Norfolk Residential Service Children's Homes**

- 3.9.1 A missing from care procedure has been implemented by the Residential Service, which includes sexual exploitation, radicalisation risk assessments and an awareness of and the impact of Operation Gravity on the young people we look after. All staff have had training in these areas. The definition of missing from care for the service includes children and young people who leave the residential home without permission, those who do not return to the home at the agreed time and those who are absent overnight. Each young person has an individual care plan, which identifies strategies to be implemented for a young person who is absent without authorisation or is missing from care.
- 3.9.2 The table below shows the number of times children and young people went missing from Norfolk's Residential Service Children's Homes in 2016/17, September to August.



## **Children / Young People Missing from Norfolk's Residential Service Children's Homes**

	<b>2016/17 Sep - Aug</b>
Number of times children / young people went missing	177
Number of children / young people who went missing	26
Number of overnight absences	58
Number of children / young people who did not return at the agreed time or left without permission	117

3.9.3 This year we have seen an increase in the number of young people missing from care within the service. This relates to an increase in the number of 16-17 year olds accommodated who have lived more independently.

3.9.4 We continue to work with partner agencies to address the risk of looked after children going missing and produced a working protocol to regulate practice. The service has built close working relationships with the Missing Persons Coordinator (police), Safer Neighbourhood Teams (police), Youth Offending Team, Barnardo's and The Rose Project.

### **3.10 Physical Intervention and Positive Handling**

3.10.1 All of the residential staff have been trained in the Norfolk Steps de-escalation and positive handling strategies. As per national guidance and local policy the Residential Service will only use restrictive physical intervention as a last resort when the young person places him/herself or others at risk of injury or may cause significant damage to property. If such risks exist, consideration is given to effective strategies that will be employed to minimise the risk.

3.10.2 For the period of September 2016 – August 2017 there were a total of 123 incidents of physical intervention across the service, these were mostly carried out in our emergency homes (95 interventions), with 70 for two younger children (due to their age and level of aggression, physical intervention was used to prevent them from running away and harming themselves or others) and the other 25 involved 9 young people. 26 were in our CWD homes involving 7 young people and the other 2 were individual cases. All restraints were necessary to ensure the safety and well-being of the young people. All restraints carried out in the homes are reviewed by the Regulation 44 visitors and Ofsted inspectors and in all cases they agreed with the actions taken.

### 3.11 Significant Incidents Reported

3.11.1 Ofsted must be notified (Regulation 40 Notifications) of all significant incidents that occur in any residential children's home. The reasons for notifications for 2016/17 by Norfolk's Residential Services are shown in the following table:

**Total Regulation 40 Notifications by Classification Type**

<b>Regulation 40 Notification Classifications</b>	<b>2016/17 Sep - Aug</b>
Serious incident - police called to home	48
Serious complaint about the home or person in the home	1
Instigation & outcome of any child protection enquiry involving child in the home	1
Other incident relating to a child that the registered person considers to be serious	19
<b>Total Regulation 40 Notification Classifications</b>	<b>69</b>

### 3.12 Outcomes for Permanency

3.12.1 From September 2016 to August 2017 Norfolk Residential Children's Homes have provided accommodation for 183 children and young people that reside in Norfolk. Of these 126 were short term breaks, and 39 children have moved on following interventions delivered by the service, these have been complex cases, and 18 are still currently accommodated:

- 10 young people returned home
- 5 to foster care
- 5 to independent living or supported lodgings
- 7 to other children's homes
- 4 to in house children's homes
- 3 to specialist placements
- 3 to secure training centre
- 2 to Educational placements

### 3.13 Number of Children Accommodated in the Homes and their Occupancy Rates

3.13.1 The table below shows the occupancy rates for all residential homes since September 2016:

**Occupancy Rates & Children / Young People Accommodated by Children's Homes**

	<b>% Bed Nights Occupied</b>	<b>Number of Children/Young People Accommodated</b>
Easthills Road	100%	4
Frettenham	96%	3

Loki House	100%	5
Norwich Road	82%	24
The Lodge	94%	18
Waterworks Road	84%	3

3.13.2 As Norwich Road and The Lodge offer emergency provision turnover is necessary to be able to have placement availability for unplanned admissions, but in some cases due to the level of need they have not run at full capacity.

3.13.3 Waterworks Road has at times been providing a single placement in order to meet the needs of the young person accommodated.

#### **Number of Children offered Short Breaks:**

	<b>% Bed Nights Occupied</b>	<b>Number of Children/Young People Accessing Short Breaks</b>
Aylsham Road	78%	Offered short breaks for 44 children
Foxwood	70%	Offered short breaks for 50 children
Marshfields	68%	Offered short breaks for 32 children

3.13.4 In some cases the occupancy rate has been affected in the homes, due to the level of need and risk assessment of the young people. For example, we have accommodated young people in an emergency, which has impacted on the group dynamic risk assessment resulting in a restriction on the number of available beds, in order to meet the needs of the young people already accommodated.

## **4. Improvements made to our Children's Homes**

### **What the Managers say:**

- Changing to a single key system for all doors in the home with a master and slave key system for young people's rooms. This allows less keys to be carried by staff and allows easy access to rooms and leaving the building in an emergency to keep staff and young people safe.
- Buying new communication aids, games, toys, DVDS and having an area of the garden redeveloped to include more sensory and colourful planting.
- The home has had a big make-over with new decor, paint and items to brighten it up and to give it a more 'homely' feel. There are photographs up of days out with the children and they enjoy looking back on the memories they have made whilst staying at The Lodge. The home certainly feels a brighter and happier place to be as a result of these changes.
- We have reduced our occupancy from 6 to 4 young people. This has enabled us to provide a more child-centred service that has been reflected in the improving

positive outcomes of the young people in placement. As part of this process we have also streamlined our staff team and this has been part of the improved morale currently experienced.

- Whole staff team now trained in understanding sexually harmful behaviour, the AIM assessment and intervention model of working with young people, and working from a Good Lives model basis to promote positive outcomes for young people with maladaptive coping strategies.
- Wheel-chair swing installed, symbol display boards in bathrooms/shower-rooms. Shower room also refurbished. Garden area improved with sensory boards and toys. Staff toilet and a bedroom redecorated. Reviewed and updated young people's records.
- The home has had much improved links to the educational sector this past year after young people who had previously not engaged in education had access to education for the first time in years.
- Much of the home has been redecorated to create a more homely and welcoming feel; much of it has been repainted, using different and brighter colours, new decorations and pictures hung, inspirational scripts transferred onto many of the walls, new carpets, furniture and curtains have been put in place. This has created a much brighter and happier feel within the home. Additionally we have had our CCTV and external lighting upgraded and extended around the outside of the home; with a video monitor installed in the residential office.

## **5. Service Development**

- The Outreach team continue to offer a vital service within Norfolk. The team has now been incorporated into a bigger team countywide, called New Directions.
- The Service has offered multiple placements to social work and police students to give them the opportunity to work more directly with young people. These placements offer valuable learning opportunities to all involved.
- We have continued to inspect the county's private regulated and unregulated residential homes. This has been beneficial to share best practice between agencies and ensures all Norfolk young people are receiving a good quality of care.
- All residential staff continue to undertake training via a range of recourses, these include The Learning Hub and internal and external agencies.
- The management team and the training department reviewed the training needs of the service to ensure appropriate training is offered to meet the needs of the young people we look after.
- Continuing review of residential policies and procedures in line with any Ofsted changes.

- New managers have undertaken the NVQ Level 5 Diploma in Leadership and Management.
- Young people within the Homes have actively taken part in the In-Care Council process as well as interviewing potential employees for Norfolk County Council.
- Another Home's whole staff team have been trained in Result training.

## **6. Financial Implications**

- 6.1 Each placement in Norfolk's Residential Service children's homes in 2016/17 was on average £2,844 per week. This compares favourably with the agency placement costs of £3,855 for the basic package of care, anything extra would incur further charges.
- 6.2 Following the last financial year, Norfolk Residential Children's Services finished the year within budget.

## **7. Issues, risks and innovation**

- 7.1 The key challenges for the Service are:
- Ensuring the Service meets the Ofsted criteria and expectations
  - Ensuring that our young people have permanence plans that meet their needs
  - Expansion is in line with the sufficiency report
  - Working alongside corporate strategies to ensure the residential services aligns with these.

## **8. Equality Impact Assessment (EqIA)**

- 8.1 As can be seen in the purpose and function documents, all our homes are committed to policy, procedures and practice which promote equality and address the poor outcomes for this group.

## **9. Impact on Children and Young People in Norfolk**

- 9.1 Norfolk Residential Children's Services deliver a range of residential homes to meet the needs of young people who require residential care. As can be seen from the quality of care judged by Ofsted, the achievements recorded at the Homes and independent quality assurance checks from the Quality and Compliance Team, the children's homes are having positive impacts on the outcomes and progress of the young people accommodated within the Service.

## 10. Background

The statement of purpose for each home is available for Members Insight

### Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, e.g. equality impact assessment, please contact:

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