

Review of Residential Care of Children and Young People in Edinburgh

Education, Children and Families Committee

31 January 2012

1 Purpose of report

- 1.1 A review of Residential Services for Children and Young People accommodated by the City of Edinburgh Council took place in 2009/10. This included availability and quality of the services; whether there was an appropriate range of full time care, including emergency, secure and close support placements and residential schools and of respite care; provision for over and under 12s; and services provided through Service Level Agreements and partner agencies.
- 1.2 Within the City of Edinburgh Council services there are 86 full time residential places and 13 respite places. (See Appendix 1 for details of residential provision in Edinburgh). A new service for young people with disabilities will increase provision by 5 placements. Commissioned services provide a further 13 full time residential and 11 respite placements.
- 1.3 A summary of the main recommendations of that review was presented to this committee on 7 September 2010. The aim of this report is to review progress in relation to implementing the recommendations of the Review of Residential Services for Children and Young People in Edinburgh.

2 Main report

Progress

- 2.1 The review made twenty four recommendations. A detailed progress report on the implementation of these recommendations is attached as appendix 2. Main areas to highlight are as follows;
- 2.2 Residential Services can evidence continuous improvement; 100% of Edinburgh's residential provision is graded to be satisfactory or better, 84% of Care Inspectorate grades have been awarded Good, Very Good or Excellent (2010/11), an increase of 5% in the previous year. Grades of Excellent have recently been awarded to both Northfield Young People's Centre and to Edinburgh Secure Services.

	2008/2009	2009/10	2010/11
Satisfactory or better	100%	100%	100%
Good, Very Good or Excellent	50%	81%	84%

- 2.3 A new residential service for young people affected by disability has been created and is set to open in March 2012.
- 2.4 In June 2010, the Health Promoting Units Initiative received a National Award from the Scottish Institute for Residential Child Care for partnership working with Health.
- 2.5 The residential estate is ageing and a number of units are in need of refurbishment or rebuild. An updated Capital Investment Plan will be presented in 2012 to address future requirements.
- 2.6 The Department has invested in professional development by providing *Attachment Promoting Skills* training for staff across Looked After and Accommodated services. This has been positively evaluated and supports the commitment to deliver residential services that value healthy attachments and the quality of relationships.
- 2.7 Some recommendations will be dependent on outcomes from the 'Best Use of Resources Group' and the plans set out in the report entitled 'Annual Review of Service Strategy and Improvement Plan for Children and Young People Looked After by the City of Edinburgh Council' presented to this Committee on 13 September 2011.

3 Financial Implications

- 3.1 The recommendations of the 2010 review will be delivered within existing resources. A costed capital investment plan for refurbishment/rebuild will be presented to Committee at a future date when work is complete.

4 Equalities Impact

- 4.1 An Equalities Impact Assessment for the Residential Service was completed as part of the Review of Residential Care (appendix 3). The implementation of the recommendations from the review will continue to advance equality of opportunity for vulnerable children and young people.

5 Environmental Impact

- 5.1 There is no identifiable environmental impact.

6 Recommendations

- 6.1 Committee notes the progress in implementing the recommendations arising from the review of residential service.

Gillian Tee
Director of Children and Families

Appendices	<ol style="list-style-type: none">1 The residential estate2 Progress update on implementation of recommendations from the Review of Residential Care of Children and Young People in Edinburgh3 Equalities Impact Assessment
Contact/tel/Email	Scott Dunbar 0131 469 3123
Wards affected	All
Single Outcome Agreement	
Background Papers	Review of Residential Care of Children and Young People in Edinburgh Education, Children and Families Committee 7 September 2010

Appendix 1 - Summary of Residential Estate Capacity and Age Remit

City of Edinburgh Establishments	Service area	Location	Capacity	Age range
Drylaw	Young Peoples centre	Drylaw	7 full time placements including 2 training flats and a bedsit	12-18
Edinburgh Families Project	Respite and outreach service	Ferniehill	Outreach services provided for 40 -45 families at any given time, 5 respite beds	10-16
Greendykes	Young peoples centre	Greendykes	8 full time placements	12-18
Howdenhall Edinburgh Secure Services	Secure provision	South Edinburgh	6 Secure places,5 open unit places	12-16

Moredun	Young Persons Centre	South Edinburgh	8 full time places including 1 training flat	12-18
Northfield	Young Persons Centre	East Edinburgh	7 full time placements	12-18
Oxgangs	Young Persons Centre	Oxgangs	8 full time placements	12-18
Pentland View	Close Support Unit	South West Edinburgh	5 full time placements	12-18
Seaview Respite unit	Disability Respite	East Edinburgh	8 respite beds	5-17

Southhouse	Close Support Unit	South Edinburgh	5 full time placements	12-18
St Katharine's Edinburgh Secure Services	Secure provision	South Edinburgh	6 secure places,5 open unit places and specialised through care /after care service	12-16
Wellington school	Residential School	Penicuik	16 residential placements,34 day placements	12-16
Hillview	Disability Respite/full time	South Edinburgh	5 placements	5-17 due to open March 2012
Commissioned Services				
Dean and Cauvin Trust	Residential Care	North and East Edinburgh (2 Units)	9 full time placements, including young parent and baby placements	15-18
Barnardos RAFT Project	Residential Care	Central Edinburgh	4 full time placements	5-12
Barnardos Caern project	Disability Respite	South Edinburgh	5 respite beds	5-17
Action for Children	Disability Respite	South Edinburgh	6 respite beds, Facility shared with east, mid and west lothian	5-17

Appendix 2 - Progress on recommendations from the Review of Residential Services in Edinburgh (2010).

Recommendation 1

Involve residential staff in recruitment, support and training of foster carers.

Work is underway to involve Family Based Care staff and Residential staff in their respective recruitment processes. Residential staff have been participating in the foster care recruitment campaign for over 12s. Work is also underway to recruit residential staff as prospective respite, full time or emergency carers.

Qualified Social Worker in residential services will complete the British Agency for Adoption and Fostering training in relation to carer assessment and link with Family Based Care staff to contribute to ongoing assessment and recruitment activities.

Recommendation 2

Provide better emergency accommodation.

Proposals for emergency accommodation are currently being discussed in the Best Use of Resources group. Learning from the success of the implementation of the Outreach/Respite Care Service at Edinburgh Families Project (EFP) will inform plans to create additional capacity for crisis accommodation within this service.

The Integrated Community Support Service (ICSS) flats have been used more flexibly and their deployment at points of crisis is often one of the first options considered.

Family Based Care continue to recruit carers for all age group with a specific focus on responding to emergencies.

Recommendation 3

Enable some capacity within the existing Young People's Centres to be used for shared care placements. These placements would aim to prevent or delay young people being accommodated full time and would be similar to the work carried out by EFP.

This initiative enables the YPCs to provide respite/outreach work as appropriate to prevent full-time accommodation. Currently, Greendykes YPC is working with three families, providing services to 7 children and Drylaw YPC is working with one family and three children. It is envisaged that the remaining YPCs will begin work in this manner by March 2012.

Recommendation 4

Develop a further Close Support Unit if the demand is there and there is capacity to lose a further 2 or 3 YPC beds.

Implementation of this recommendation is dependent on creating capacity within the sector and will be linked to recommendations from the Best Use of Resources group. The increasing number of looked after and accommodated children has sustained current occupancy levels in Young People's Centres.

Recommendation 5

Residential provision for young people aged over fifteen and a half and for young parents and babies, provided by Dean and Cauvin Trust, should be retained.

This recommendation has been implemented. Senior staff from the Dean and Cauvin Trust continue to participate in the Over 12s resource panel. This panel manages referrals for Family Based Care and Residential Care placements and encompasses placements provided by Foster Carers, Young Peoples Centres, Edinburgh Families Project and Dean and Cauvin Trust placements.

Recommendation 6

Identification of barriers which prevent young people achieving independence should be explored through the Through Care /After Care service review

This was addressed as part of the TcAc review.

Recommendation 7

Develop strategies for preventing, reducing and managing troubled behaviour in residential units.

Joint training in *Attachment Promoting Skills* across looked after children's services, including Throughcare and Aftercare and Edinburgh Connect, has improved communication and created a shared understanding of the importance of attachment theory informed practice. A working group will continue to look at strategies and research that support young people in residential placements. The work of the group will be informed by the 'Best Use of Resources' group recommendations in relation to preventative services.

Recommendation 8

A case to be made to the Care Commission requesting an extension of the secure licence.

A case was presented to the Care Commission but was rejected on the grounds of a lack of comparable space compared to other facilities.

Recommendation 9

Improve liaison between secure services and stakeholders.

This has been achieved. As part of the service's 'Count Me In' strategy, regular feedback is sought from all stakeholders and has been highly commended by the Care Inspectorate.

Recommendation 10

Change of use of Edinburgh Family Support Service in relation to residential care for under 12s

This has been achieved. Four residential places for this age group are provided by Barnardos RAFT Project and five specialist foster care have been commissioned from SWIIS.

Recommendation 11

The conversion of an existing unit (EFSC) into a unit able to provide full time and high support respite placements for children with disabilities.

This work is underway and a Unit Manager has been appointed for this service. There have been a number of challenges in adapting the property which has delayed the opening of the service. It is anticipated that the service will be open by March of this year.

Recommendation 12

Continue to undertake specific campaigns to increase the numbers of full time foster carers/respite carers for children with disabilities.

This is being taken forward as part of the Foster Care Recruitment strategy.

Recommendation 13

Take forward developments in strategies to promote sharing of health information..

This has been achieved. There is now regular liaison between the Residential services, Edinburgh Connect and LAC Nursing Services. A pilot programme looking at coordination and sharing health information involving these agencies is underway. Learning from this will be considered at future liaison meetings and a proposal to extend this approach put forward.

Recommendation 14

Achieve permanent funding for Edinburgh Connect.

Funding has been agreed until March 2013. Negotiation with NHS Lothian are ongoing.

Recommendation 15

Develop and implement plan to ensure the improved attainment, attendance and post school destinations and maintain engagement of young women in education.

These developments are complemented by the Corporate Parenting Strategy which has assisted in adding to the range of post school destinations available to young people looked after.

The Education Constituent Group is taking this work forward. This work is now underpinned by the Education [Additional Support for Learning] Scotland Act 2009, which introduces new provisions in respect of pupils who are looked after, namely that Education authorities must presume that all looked after children and young people have additional support needs unless the authority determines that they do not require additional support to enable them to benefit from school education.

Recommendation 16

The following developments should be taken forward as soon as possible:

- a) The sale of Craigmuck cottage*
- b) The Council should recognise the importance of good quality residential buildings for children and young people*

- a) The cottage at Craigmuck is on sale but there have been no bidders to date.
- b) Consideration is being given as to how the residential estate can best be upgraded and work has begun on a Capital Investment Plan.

Recommendation 17

Establish a working group to develop alternative or co-location proposals for unused accommodation within residential services

Consultation on this with Unit Managers has taken place and no viable proposals have yet been made. This will be revisited as part of the Better Use of Resources group.

Recommendation 18

The qualification strategy is regularly monitored to ensure staff meet SSSC registration requirements by 2012

This has been achieved. A robust and detailed plan is in place for all staff still to meet SSSC qualification requirements

Recommendation 19

Evaluation of the course in Attachment promoting Skills to determine whether further investment in this training would be beneficial for skills development

An evaluation of this is underway. This training has been positively received by staff and is seen to have a key role in progressing the residential sectors goal of using attachment promoting models of working with young people and their families.

Recommendation 20

Collection of data concerning the use of residential care should be improved.

This was implemented in October 2011. Placements usage forms for each young person in placement is now available to senior managers and assists in enabling the

duty manager to respond to crisis situations more effectively as well as providing accurate information on use of resources over extended periods.

Recommendation 21

Review fee arrangements for teenage foster placements in order to try to overcome placement shortage

This is being taken forward as part of the Fostering Plan.

Recommendation 22

Reduce the number of young people who are separated from their siblings when taken into care

The success in implementing recommendation 3 will impact upon this recommendation. Early indicators suggest that the siblings of three families who may have been accommodated separately, continue to live together as a consequence of these interventions.

Recommendation 23

Devise a means of recording the range of language and signing skills within current staff and with newly recruited staff.

The collation of this information is underway and a full database should be available by the end of March 2012.

Recommendation 24

Disability, race and gender – monitor the workforce balance and take positive action where appropriate.

This is monitored by the Principal Officer Equalities by as part of the Equalities Impact Assessment.

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

What has been the subject of the equality impact assessment?		What is the purpose of residential services?	
REVIEW OF RESIDENTIAL SERVICES		To provide a range of respite, outreach and full time placements to meet the needs of children and young people in need of accommodation	
Who uses the service?		How is it funded?	Has it previously been impact assessed
Current and future children and young people in need of accommodation; their families; other professionals involved in the care plan of the child/ young person		Each service has its own team of managers and care staff with associated budget and premises	No but it has been assessed as highly relevant now.
EQIA Project Team			
Participants	Title	Organisation	
Fran Rooney Russell Sutherland Diana Dodd	Unit Manager, Edinburgh Families Project Unit Manager, Southhouse Close Support Unit Principal Officer Equalities	Children and Families	

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

Background information used to assist the impact assessment process																																	
Research (including websites)	Officer knowledge and experience	Equalities monitoring data	Service user feedback (inc. complaints)	Partner agency feedback																													
<p>Draft Residential Child Care Review 2010</p> <p>Findings of Residential Child Care Review 2006</p> <p>Waiting lists (Seaview) (71, up from 25 in 2005)</p> <p>Professor from NI doing comparison at Gilmerton Rd</p> <p>Benchmarking with 3 other local authorities</p>	<p>Extensive knowledge of service by Unit Managers (over 35 years combined)</p> <p>Extensive departmental equalities knowledge and experience</p> <p>Knowledge of Services at Caern, NCH, Seaview and Donaldsons</p> <p>Meetings with Through Care and Aftercare Services, Manager of Seaview, Manager of Family Based Care</p>	<p>Re; All Looked-After Children at 30.4.09</p> <table border="0"> <tr> <td>Total</td> <td>1339</td> <td>%</td> </tr> <tr> <td>White</td> <td></td> <td>81</td> </tr> <tr> <td>BME</td> <td></td> <td>3.5</td> </tr> <tr> <td>Not known/disclosed</td> <td></td> <td>15.5</td> </tr> <tr> <td>Male</td> <td></td> <td>54.7</td> </tr> <tr> <td>Female</td> <td></td> <td>44.1</td> </tr> <tr> <td>Gender not recorded</td> <td></td> <td>1.2</td> </tr> </table> <p>Social Work Workforce by ethnicity at 9.09</p> <table border="0"> <tr> <td>BME</td> <td>3%</td> </tr> <tr> <td>White Other</td> <td>6%</td> </tr> <tr> <td>Not specified</td> <td>8%</td> </tr> <tr> <td>White</td> <td>82%</td> </tr> </table>	Total	1339	%	White		81	BME		3.5	Not known/disclosed		15.5	Male		54.7	Female		44.1	Gender not recorded		1.2	BME	3%	White Other	6%	Not specified	8%	White	82%	<p>Information from Client Services and Complaints received over previous 2 years indicates a total of 36 complaints about the service made in the last 2 years of which 9 have been upheld. They mostly relate to behaviours of other residents and practice issues.</p>	<p>Who Cares? have stated that they see evidence of good practice in their visits and have offered to look at the possibility of a consultation exercise with young people on equality issues.</p>
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Full Equalities Impact Assessment

Equality Domain	Potential or actual negative impacts	Potential or actual positive impacts
Age	Accessing foster placements for teenagers can be hard. This may be due to stereotypical perceptions held by some carers, staff reflecting aspects of views held in wider society relating to teenagers.	<p>Young people are staying in placements longer.</p> <p>Family Based Care have carried out specifically focussed campaigns.</p>

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

	Siblings are often separated upon being accommodated. .	Access to services are consistent with Department structures (i.e. by primary and secondary school age)
Disability	Inaccessible buildings	
	No full time residential service. Lack of emergency provision.	Respite is well organised and arranged for children in groups that meet their social needs.
	Out of authority care is extremely expensive and impacts negatively on family attachments.	Some children have been catered for in residential schools.
	Much longer waiting lists than those without a disability	There are a wider range of factors for children without disabilities who need respite, including child protection. The main factor for children with disabilities is to keep the children in the family by relieving the pressures and stresses of care and to support siblings. The use of the term 'waiting list' is being reconsidered (maybe 'respite allocation list' If nursing needs are an issue, respite needs are always met
	Children with hidden disabilities and learning disabilities may be undiagnosed in residential centres	
	Children with mild, moderate or undiagnosed disability and in transition tend not to have pathways programmes and/or don't have access to other Through Care and After Care services and may fall through net.	There is a transition team for children with disabilities. There is also a transition team for children with complex health needs
Faith / Belief	None known	Staff adapt readily to individual's cultural and religious needs, including e.g. specific foods, prayer facilities Faith/Belief can be a positive factor in young people's resilience

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

Gender	There are no residential education placements for girls in this authority. There are for boys. This may partially explain the higher percentage of girls in Edinburgh's secure accommodation.	Consideration is given to gender and associated issues when considering allocation of placements
Race	Bilingual residential care staff would be a more appropriate and easier to access service at short notice than the Interpreting and Translation Service if a language skills audit of existing staff were available.	All children and young people benefit positively from increased intercultural awareness
	<p>There is recognition of under representation of BME staff. This has impacts in relation to provision of positive role models for young people and in developing cultural and racism awareness among other colleagues.</p> <p>Some young people in residential care hold and exhibit racist views</p>	
Sexual Orientation		<p>Staff recognise and respect the diversity of sexual orientation of young people and take steps to protect confidentiality and support through coming out processes.</p> <p>Young People have access to LGBT Youth</p>
Social Class	We need to acknowledge that the aspirations of the Council and of the Department for looked after children may not be shared by the families we work alongside. For example, It is sometimes difficult to promote employment opportunities to young people whose families have not known employment for generations	Early intervention and an ethos of inclusion in schools may be beginning to improve educational outcomes.

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

	Children from the lowest socio-economic groups are more likely than those from other social classes to go into residential care	There is a strong focus on raising confidence and aspirations of young people in care, including a better learning ethos and environment for staff and joint training with teaching and other professional staff
Children's Rights Best interests of child are a primary consideration in making decisions		The main focus of the review is to improve outcomes for children and young people
Children's Rights The survival and development of the child is ensured to maximum extent		Fundamental regard is given to attachment and methods of working are to ensure best possible outcomes in the development of young people
Children's Rights The views of the child are given due weight in all matters affecting the child	There is no current relevant data available on the views of children to inform this equalities impact assessment at this stage.	
Children's Rights Religion, beliefs and language are considered when allocating a new home		Staff in all units show the same level of sensitivity to individual's cultural and religious needs, including e.g. specific foods, prayer facilities
Children's Rights Right to special help to make sure you can join in things if you have a disability.		There are a wide range of measures in place to ensure this.

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

Children's Rights Right to know their rights		Staff and Children's' Rights Officers provide information, support and continuously reinforce knowledge and access to services, including individual advocacy, which ensure their rights are upheld.
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Recommendations	Is the recommendation already being addressed?	Whom, how and when will the recommendation be delivered?	Any justifiable reason why the recommendation cannot be implemented? Please describe
Shortage of teenage placements: Review fee arrangements for teenage foster placements	No	Service Manager, Looked After and Accommodated Children (LAAC) by April 2013	Cost is prohibitive. As a first step, we have initiated more spending on the recruitment of foster carers.
Reduce the number of young people who are separated from their siblings when taken into care.	For under 12s mostly	Management Team for LAAC will undertake a census of siblings by March 2012 to determine needs.	
Disability: Include the above findings of negative impacts in Heads of Service and Committee Reports for consideration for additional resources.	A residential centre for children with disabilities will be in place	Service Manager, LAAC by December, 2010	
Gender: 1 Consider a residential school in Edinburgh that meets the needs of both boys and girls 2 Provide more targeted behaviour support within schools to maintain engagement and learning.	1. has been carried out. 2 is in hand	Service Manager, LAAC	1. The low number of girls requiring residential school placements makes this a prohibitively expensive proposal.

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

<p>Race: Devise a means of recording the range of language and signing skills within current staff and with newly recruited staff</p>	<p>No</p>	<p>Team Managers, Residential Services by March, 2011</p>	
<p>Social class: Create a stronger focus on working supportively with the significant parent in families where long-term unemployment is endemic. Consider a fresh multi-agency approach</p>	<p>A range of strategies are already in place</p>	<p>Principal Officer Equalities will raise with Children and Young Peoples' Service Plan Manager as a multi-agency issue.</p>	
<p>Disability, race and gender: Monitor the workforce balance and take positive action where appropriate and possible</p>	<p>Ethnicity is currently monitored</p>	<p>Principal Officer Equalities and Human Resources Senior Adviser</p>	
<p>Who was consulted</p>	<p>The above findings were circulated to the following organisations:- Edinburgh Equalities Network, Edinburgh and Lothian Racial Equality Council, Special Needs Information Point, LGBT Youth Scotland, Who Cares Scotland, Edinburgh Interfaith Association. The questions asked were:- 1 Is there anything in the positive impacts you would suggest changing? 2 Is there anything in the negative impacts you would suggest changing? 3 Do have any comments on the recommendations? 4 Would you like to receive more information about this?</p>		
<p>Consultation responses Ken Shaw, Service Manager, Employability & Skills, City of Edinburgh Council, Economic Development made a number of points relating to employability services provided by City Development.</p>	<p>Consultation conclusions: Points passed to relevant Manager who has noted this contribution.</p>		

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

John Richardson (individual) provided many comments, did not fully agree with some of the impacts, found that two of the recommendations were good and had no comments on the others.	Comments were welcomed and passed to relevant Manager
S Armstrong of Who Cares? Scotland wanted to stress the positive impact of consulting children and young people and would add a recommendation of including their views in any future analysis.	This was accepted and a service user group established for future consultations.
Fiona Duncan, Diversity Implementation Officer of the Scottish Courts Service felt that it would be useful to provide a fuller explanation than lack of finance as to why there is no action towards a residential school for both boys and girls.	The recommendation has now been changed to include a fuller explanation.
Ensuring community feedback: Revised Impact Assessment sent to above 21 October, 2010	Responsibility: Principal Officer Equalities

Monitoring equalities impact assessment recommendations

Who will ensure the implementation of the EQIA recommendations are monitored through the relevant EDHR Departmental Group?	What other monitoring arrangements will be put in place to ensure recommendations are implemented?
Service Manager, LAAC	Inclusion of specific targets in Residential Services Action Plan

City of Edinburgh Council: Children and Families Department
Equality Impact Assessment of the Review of Residential Services 2010

3C – Publicising the Equalities Impact Assessment Results

Publicity medium	Council's website / EEN website	Council's intranet	Equalities group newsletter	Staff newsletter	By e mail, post or presentation to specific equalities partnerships +/- organisations	By e mail, post or presentation to non specific equalities partnerships +/- organisations	Other
Tick relevant box and give details	x	X	x		x		
List person / group responsible	DD	DD	Anne Elliot		DD		

3D – Signing off

Signature and date of lead officer responsible for current or proposed policy / function		Signature and date of lead officer / equalities specialist facilitating equalities impact assessment	
			
Print name KIRSTIE MACLEAN	Date 19 October 2010	Print name DIANA DODD	19 October 2010

City of Edinburgh Council: Children and Families Department
 Equality Impact Assessment of the Review of Residential Services 2010

3E – Recording of Equalities Impact Assessment

Who will be responsible for submitting equalities impact assessment to the corporate equalities support staff to sign off and to publish on the Council's website?	Date sent and person sent to in the Equalities Unit?	Who will be responsible for storing details of the equalities impact assessment in the department and where will it be stored?
DIANA DODD	21 October 2010 to JULIE HOUSTON	DIANA DODD in secure file in business centre and electronically