# Bridgend County Borough Council Cyngor Bwrdeistref Sirol Pen-y-bont ar Ogwr



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**APPENDIX 1** 

# DRAFT REVISED COMPREHENSIVE PLACEMENT STRATEGY

**APRIL 2009 - MARCH 2012** 

**Safeguarding and Family Support** 

# **Comprehensive Placement Strategy 2009-2012**

#### Introduction

The Comprehensive Placement Strategy for 2009-2012 summarises the means by which Safeguarding and Family Support Services will seek to provide the range and quality of placements needed to meet the anticipated needs of children and young people who will be looked after over the next three years and beyond. The Strategy outlines the principal intended activities to develop and strengthen placement services so that appropriate provision is available at the right time, in the right place and at the right price, so that there is increased choice to achieve best matches and so that each child's needs are appropriately met.

The implementation of the Strategy will require a plan that incorporates the wide and diverse elements of the Strategy.

The Strategy should be read in conjunction with the Permanency Policy, which outlines Bridgend County Borough Council's framework to support the exploration of options to enable children to develop secure attachments to committed carers, for the duration of their childhood and into adulthood. The Strategy encompasses key elements of the current Supporting Vulnerable Children Program. The developing Family Support Strategy should support and be consistent with this Strategy.

Extensive trend data on the Looked After Children (LAC) population in Bridgend, where possible placed in the national context, is located in the appendices. Analysis of the historical data provides the best indicator of the likely nature and extent of need in the short to medium term, but the Strategy is also informed by service aims, objectives and targets of the current Corporate, Children's Directorate and Safeguarding and Family Support Business Plans It should inform future revisions of those plans.

The Strategy aims to identify the key issues that the local authority needs to address and propose the means by which those should be addressed.

### **Key issues**

#### **Looked after Children Numbers**

The LAC population has increased steadily over the last 6 years, March 31<sup>st</sup> 2002 to March 31<sup>st</sup> 2008, from 175 to 277, reaching a peak of 299 in June 2007, an increase of 71% at the peak. This compares with a Welsh increase in the same period of 20%.

Both the Care and Social Services Inspectorate Wales (CSSIW) in their 2008 Inspection Report, and the Creative Exchanges' report 'Bridgend Children Deserve the Best: A Report on improving services for looked after children and children in need in Bridgend', lend authoritative voices to an analysis accepted by the authority that the LAC numbers have been significantly higher than they should be. One consequence of the high LAC population has been a significant budgetary pressure on the authority through increased expenditure on looked after services, especially on out of authority placements. This pressure has denied Safequarding and Family Support Services the opportunity to make as much investment in preventative services as has been required. Underdeveloped Family Support services have in turn impacted negatively on the effectiveness of efforts to reduce the looked after children numbers, despite significant effort in the last 18 months applied to reduce these numbers. The methodology has targeted children for discharge into selected permanence options and sought to expedite their progress by prioritisation and additional resourcing. In addition, a Threshold of Care Panel has scrutinised proposed admissions and emergency admissions that have taken place. The new Public Law Outline, introduced in April 2008, has provided additional scrutiny of children being considered for Care Proceedings.

#### **Use of Independent Foster Agency Placements**

There has been a long-term trend of increasing use of Independent Foster Agency (IFA) placements, with the exception of a temporary reduction in 2005-2006. On 31/3/03, 3 IFA placements were in use, but by 31/3/08 the number was 70. In 2007-2008 there was a significant increase (2.3times) in the use of Bridgend-based IFA placements, in effect accounting for the net growth in IFA usage for 2007-2008. We are aware that the size of the IFA sector in Bridgend has grown to over 70 placements. We have to assume that the IFA success in 'fishing in our pool' will continue, unless our marketing strategy is effective, our efficiency in processing expression of interest through to approval is enhanced and sustained and the supports we have available, both financial and other, match the attractions of the IFAs. There is no evidence that the enhanced costs of IFAs generally are purchasing services of greater skill and effectiveness than those which could be provided locally if capacity could be increased. Not all agencies are for profit but Bridgend County Borough Council (BCBC) will continue to develop its own directly-provided foster services with a view to not furnishing IFAs with that component of their charges, reinvesting money saved into enhanced supports and benefits for BCBC foster carers.

# Multi-agency planning and commissioning of accommodation services

The residential provision managed by BCBC (15 places in 3 Children's Homes) is disproportionately high compared with the average for Welsh local authorities. Its future role and function is currently under review. Strategically, it needs to develop the capability to meet the needs of children with emotional and behavioural difficulties who may otherwise be placed in high cost out of authority residential provision, with the associated risks of distant placements and uncertain outcomes. Additionally, adolescent fostering provision needs to be enhanced so that children don't occupy places in Children's Homes who could otherwise live in a family environment. One Children's Home, Pant Morfa, provides 2 emergency places in addition to 3 longer term places. Emergency places tend to have a disruptive impact on the longer term residents. Most of those children would be better provided for in specialist adolescent fostering services.

The task of meeting the needs of the children with more complex emotional and behavioural difficulties would be better served with more integrated and better co-ordinated multi-agency inputs.

The need for and suitability of out of authority residential placements, which are low in number and high cost, are considered by an Out of Authority Panel, comprised of representation from Safeguarding and Family Support Services, Educational Psychological Services and the Local Health Board. Joint-funding agreements are reached for specialist placements but some placements remain funded by a single agency. With the recent reorganisation of Directorates, there are currently 2 funding sources for such placements within the Children's Directorate. Many are high cost, at considerable distance and do not necessarily provide value for money.

#### Plan

# A. Reducing the LAC Population

The target for the overall LAC population is 200 by 31/3/2012.

This will be achieved by:

- (A1) the development of a Family Support Strategy within the Children and Young People's Partnership, to provide effective supports to children and families to minimise deterioration to the point of a child approaching the threshold of becoming looked after
- (A2) the continuation of the Threshold of Care Panel to challenge proposed admissions under Section 20, ensuring that becoming looked after is the best option for the child, and to scrutinise unplanned admissions to ensure planning is sound and early rehabilitation is pursued rigorously, if not contraindicated
- (A3) the consolidation of Legal Gateway Meetings into practice, to ensure that the institution of care proceedings by the authority is appropriate

A1-A3, together with A8, should bring downward pressure on LAC admissions.

- the implementation of a Permanency Policy to support children into long-term secure family environments, with the aim of achieving the minimum level of local authority intervention consistent with their best interest. This includes the implementation of the Special Guardianship policy, which will ensure compliance with regulatory requirements, provide supports (including financial) that are attractive to foster carers, and achieve consistency of approach with support arrangements for Residence and Adoption Orders. The Permanence Policy should also ensure that adoption and other permanency options are considered early in proceedings and, if adoption emerges as the plan for the child, that the Adoption Service is in close liaison with the case manager, able to advise and to undertake preparatory work to minimise delay
- (A5) the early exploration, where placements are being made with relatives and there is the potential for these to become long-term at an early stage, of alternatives to long-term foster care, such as Special Guardianship Orders (SGOs) and Residence Orders (ROs).
- (A6) the continued review of long-term relative placements and selected other placements to consider the appropriateness of SGOs and ROs
- (A7) the development of a policy to review children, subject to the Placements with Parents Regulations), after 12 months of being placed with their parents, to consider revocation of the Care Order, and then at each subsequent review
- (A8) a comparative review of the use of Supervision Orders in local authorities, with a view to a significant increase in their use

A4-A8 should impact positively to reduce placement duration, with earlier routes out of looked after status into permanent arrangements than has historically been the case.

# B. Providing placements to meet needs

#### The targets are:

a) to reduce the number of children in IFA placements to 50 by 31/3/2012

This will be achieved by:

- (B9) purchasing Bridgend-based IFA placements as <u>short-term</u> options where local provision is unavailable.
- (B10) considering the development of preferred provider lists, or specific contracts, with Independent Foster Agencies who can deliver local placements.
- (B11) keeping IFA placements under review, and
  - securing permanence outcomes, where appropriate, through Special Guardianship
  - identifying potential disruptions in longer-term placements and planning Bridgend- based contingencies.
- b) to reduce the number of children in out of authority residential placements to 4 by 31/3/2012

This will be achieved by:

- (B12) reviewing the in-house residential service and determining its future role and function, size and resourcing, providing a remit to care for some children who would otherwise be placed out of authority. A re-shaped service should be based on a multi-disciplinary model.
- (B13) within the review in (12) considering whether to contract with local external residential suppliers to meet needs too complex/challenging for in-house provision or to use as a means to return children to Bridgend already outcounty whose needs are still too complex for in-house provision.
- (B14) examining whether new service configurations could be developed for some children with very highly complex needs, drawing on the authority's residential and other expertise within Safeguarding and Family Support Services and Special Educational Needs services and in partnership with the Local Health Board.
- c) to increase the availability of BCBC foster placements by 15 by 31/3/2012

This will be achieved by:

- (B15) improved and targeted recruitment of local authority carers, targeting obvious deficit areas, e.g. family groups, mother and baby placements, providing placement choices within Bridgend.
- d) to increase placement stability

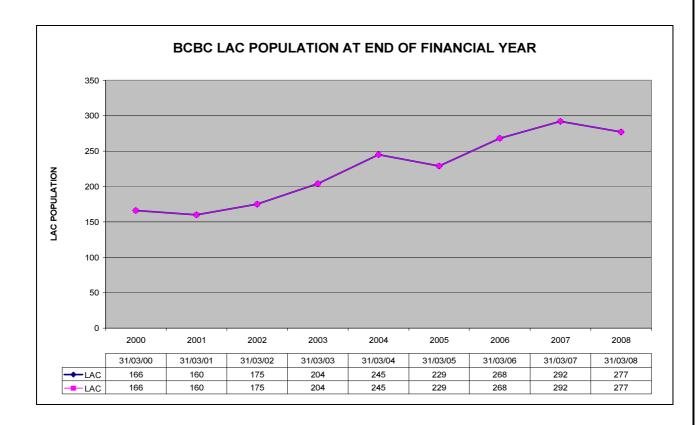
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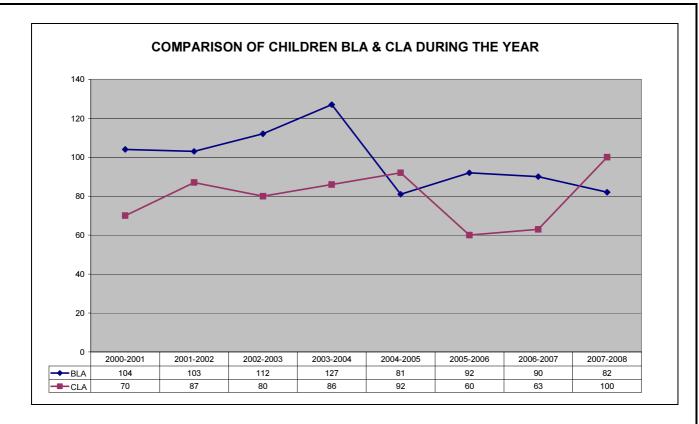
- (B16) emphasising a performance indicator of children being placed within 20 miles of their homes.
- (B17) emphasising a performance indicator of children continuing in their previous school when they become looked after
- (B18) exploring exhaustively the potential for family or friends placements
- (B19) maximising the usage of Bridgend-based foster carers, through improved recruitment and support of local authority carers, but additionally by using Bridgend-based IFA placements as an interim measure, whilst there is still a shortfall

e) to reduce in-house residential placements (the number to be determined by the Residential Review)

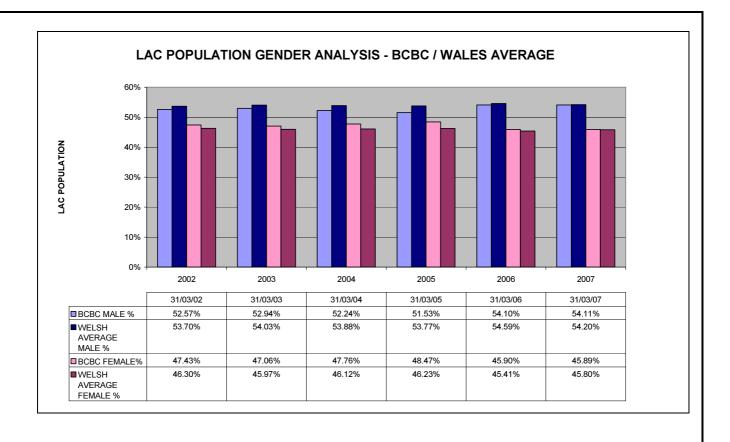
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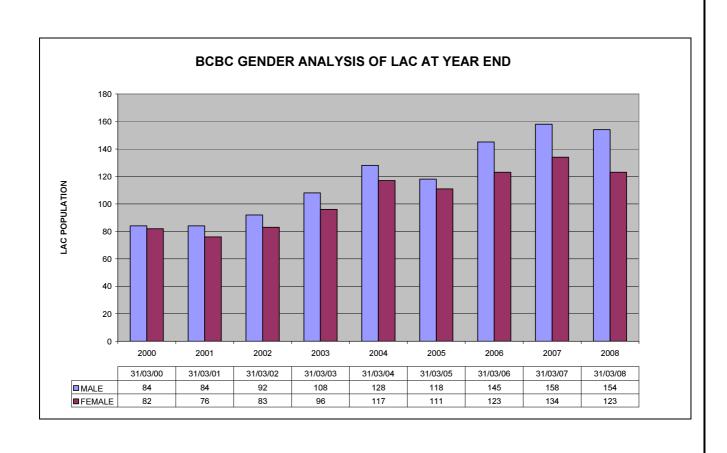
(B20) increasing adolescent foster provision, by expanding the availability of placements within the Resolutions service, especially within Bridgend, expanding mainstream in-house adolescent foster provision and by tendering with IFAs to provide a Bridgend-based service to include emergency placement provision for all adolescents. These placements would need enhanced, well-coordinated, multi-disciplinary supports.

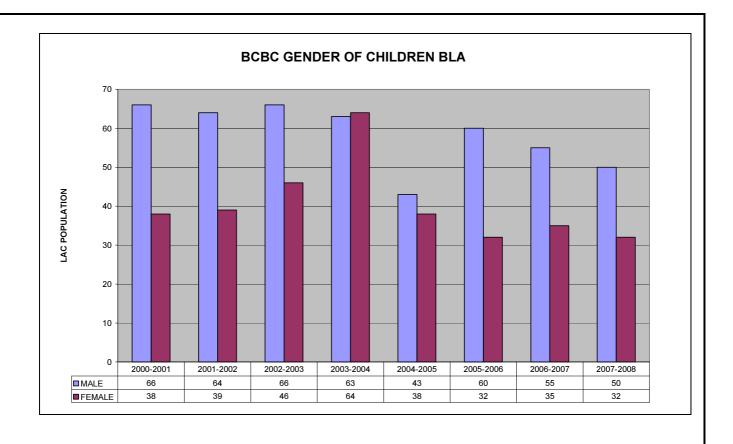


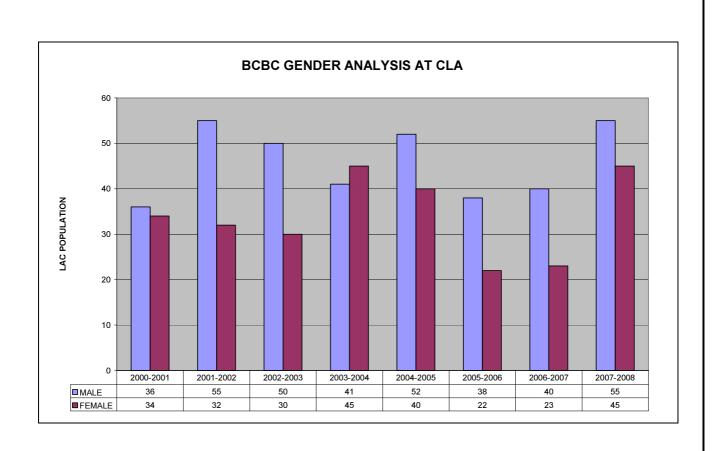


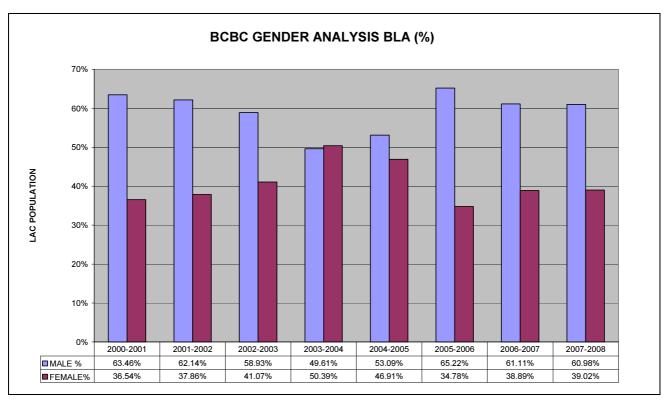
There has been a steady, and almost uninterrupted, increase in total LAC numbers since 2000, other than 2004-2005. The decline in 2004-05 arguably resulted from a project to reduce LAC numbers at that time. Since 2007, LAC numbers have been reducing again, attributed to a further targeted project to reduce numbers. Since June 2007, the number has reduced from a peak of 299. The present figure (on 25/2/09) is 267. The target set for 31/3/2012 is a further reduction to 215, assuming a reduced but achievable annual average reduction of 15, against an average of 20 for the last 2 years. Reductions of total LAC numbers are made up of 2 components, become looked after and ceased looked after, both of which should contribute to overall reductions. Trend figures show volatility in both components. It is evident that changes in trend figures can be achieved by addressing BLA and CLA processes in a systematic way, but experience is that a long –timescale is needed to reverse long-term trend increases.

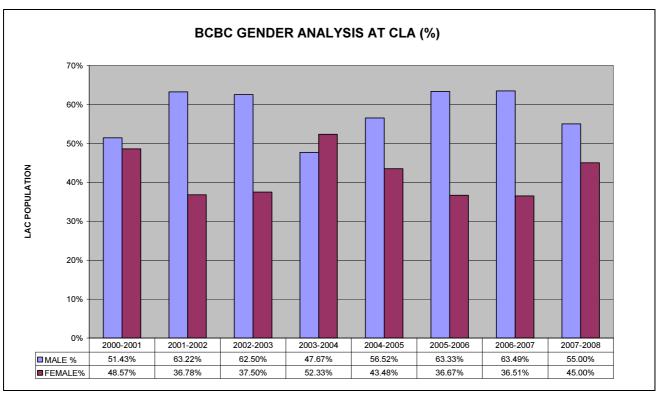




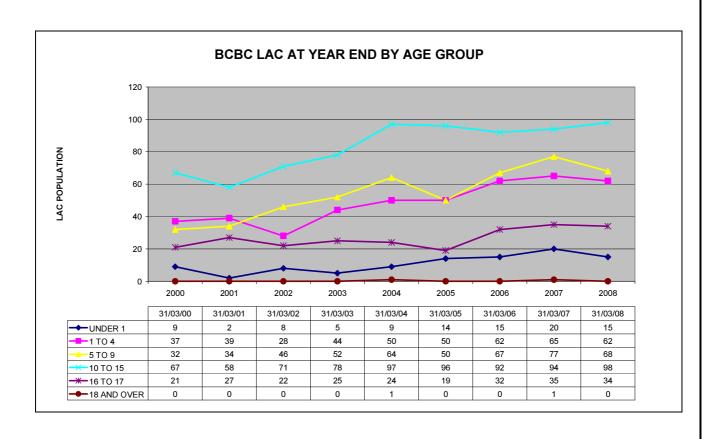


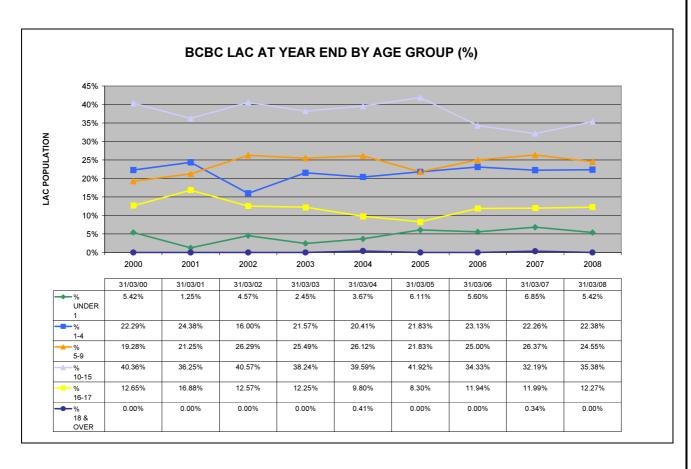


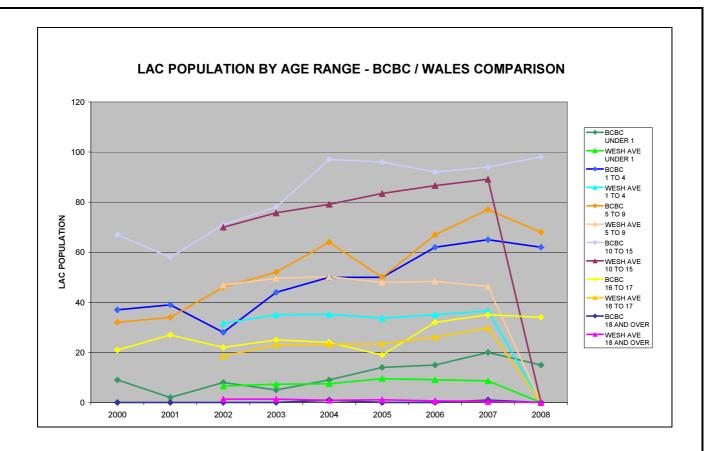




Over the years for which all Wales data are available, the proportion of boys in the LAC population has exceeded that of girls, ranging from 53.7% to 54.6%. Prior to 2006 and 2007, Bridgend excess of boys over girls was significantly lower than the Welsh average but in those latter 2 years, the figures reflected more closely the average Welsh position. Looking year on year at Bridgend BLA and CLA, for 6 out of 8 years boys account for significantly higher %s than girls. Only in one year did girls' admissions and discharges exceed boys, and then only narrowly. These gender differences warrant closer study, to see what light they shed on precursors to care and to consider to what extent, if any, gender differences might differentiate placement needs.

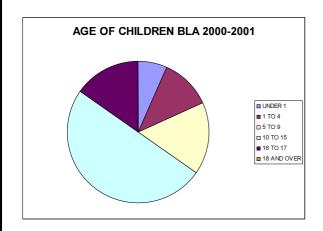


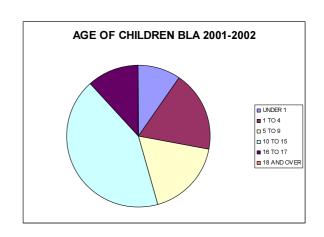


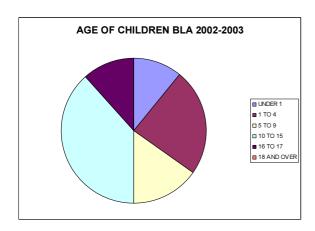


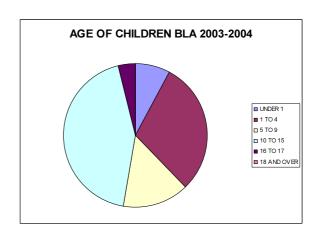
Changes in the age composition of the looked after population at year end (the snapshot view) do point up significant % falls of 10-15 year olds since 2005. , with the most significant % growth in the under 1 year olds.

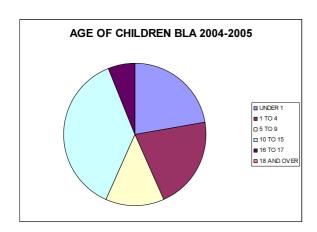
The BLA figures show a significant increase in admissions of children under 1 year of age between 2003/04 and 2004/05 and this has subsequently been maintained, with a peak in 2006-07, when about a third of admissions were under ones. Discharges of under ones have been significantly less than admissions, reflecting the time taken for permanence planning for a high proportion of these children. Admissions of 10-14 year olds have been consistently higher than 5-9 year olds. This may reflect Bridgend taking protective action early in the lives of children at risk and responding to family breakdown where adolescent challenges have become intolerable for families. These early interventions have been accompanied by a significant reduction in Section 20 arrangements between 2004 and 2005 and about a 20% increase in Care Orders, trends that were continued subsequently. In the latter 2 years there has been, with new legislation, a significant year on year increase in Adoption Placement Orders. This is very positive as one would hope to see permanent arrangements made for children where interventions, increasingly compulsorily, are leading to removal from their families at a very early point in their lives.

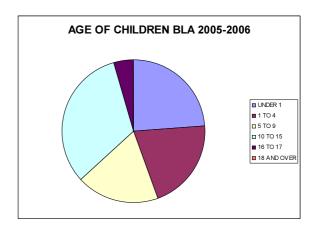


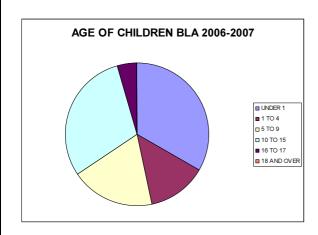


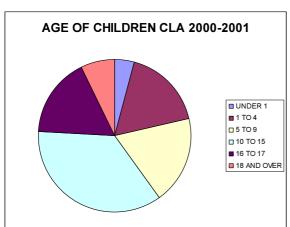


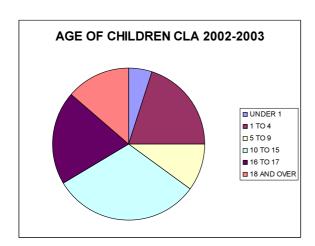


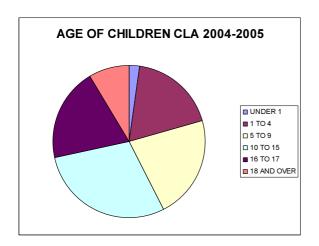


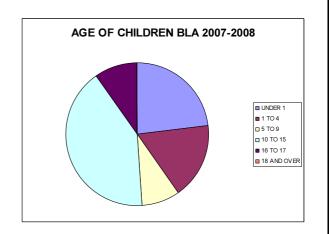


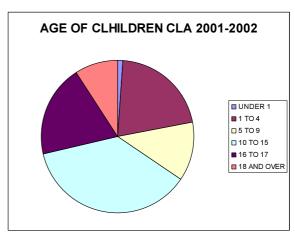


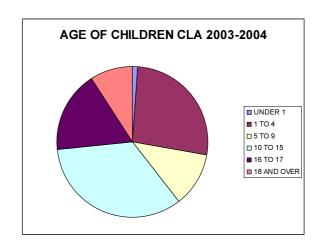


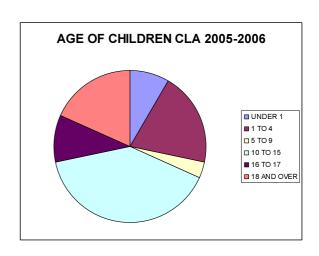


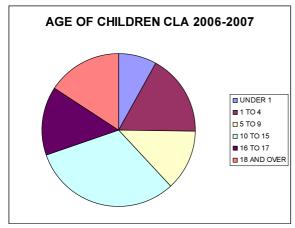


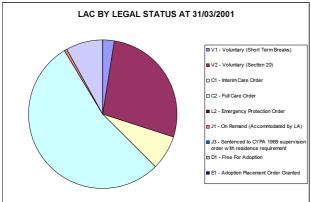


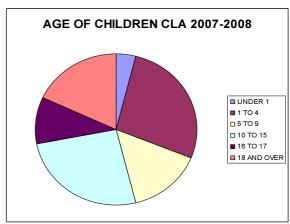


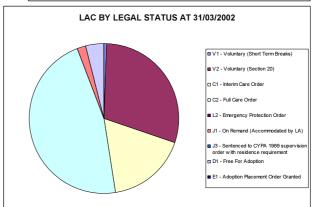


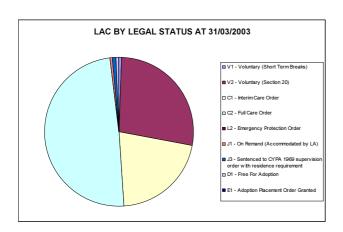


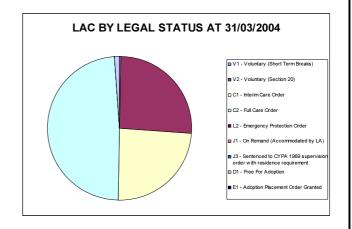


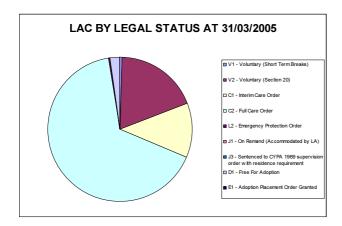


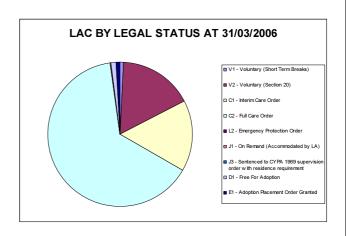


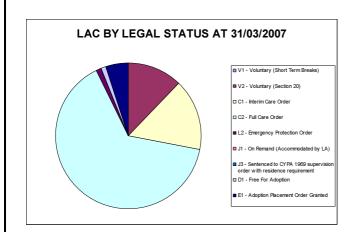


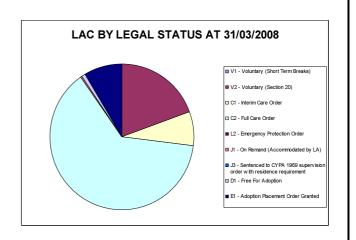


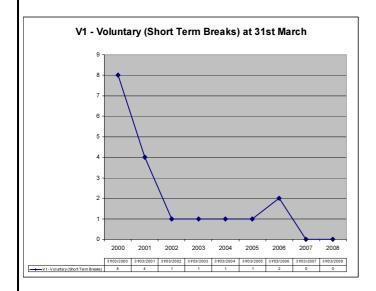


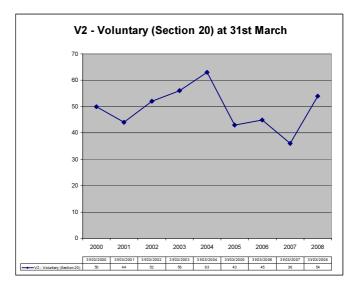


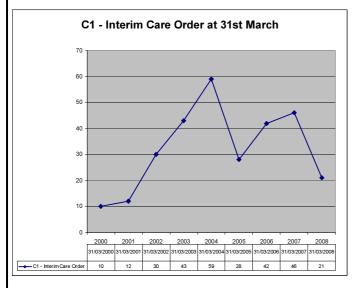


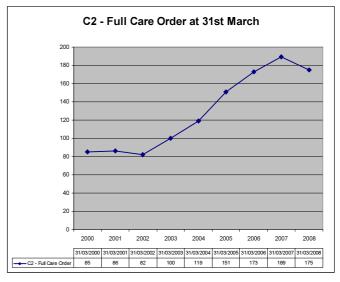


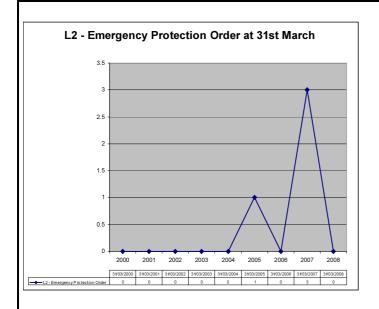


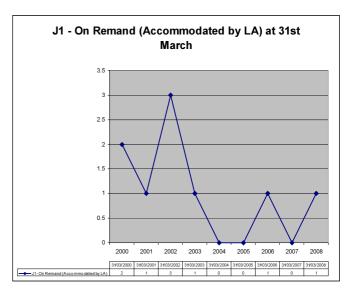


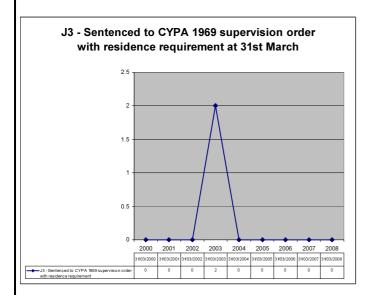


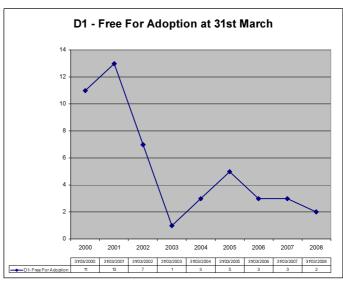


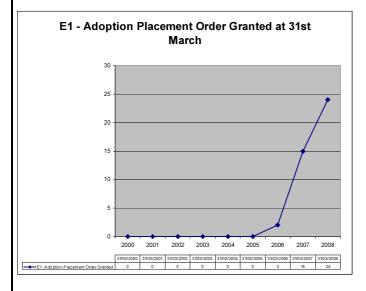


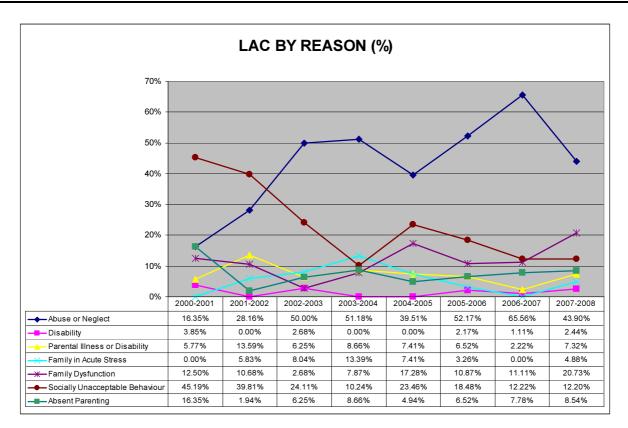


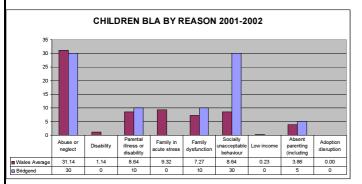


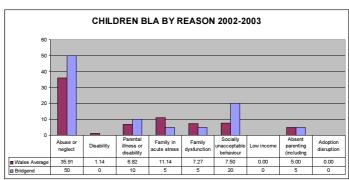


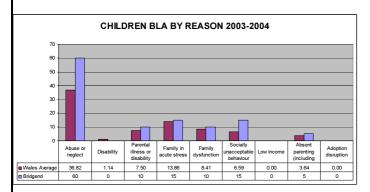


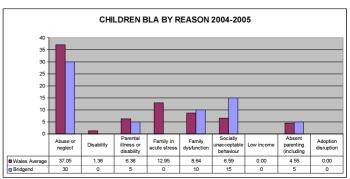


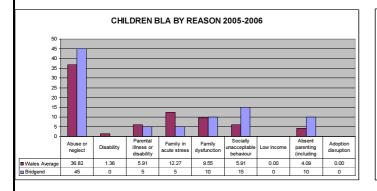


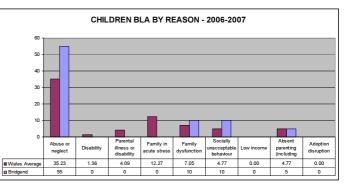


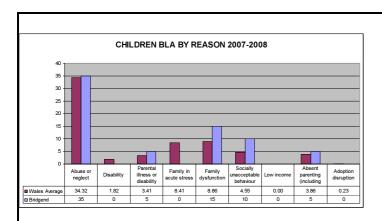


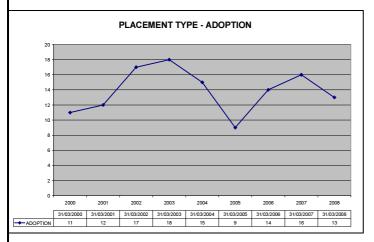


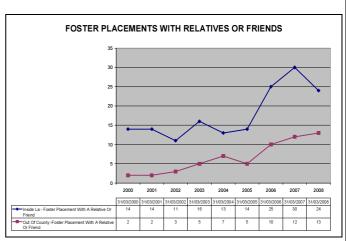


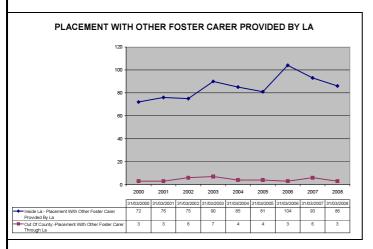


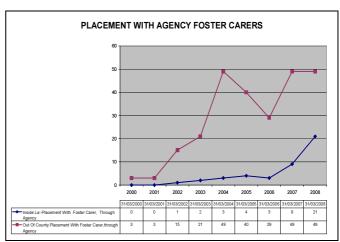


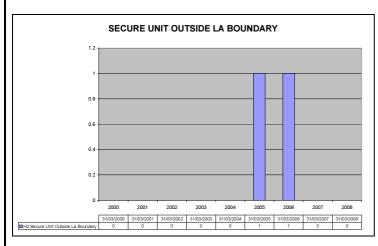


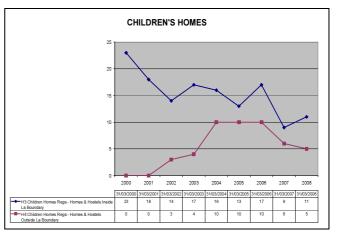


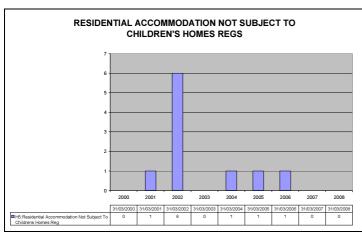


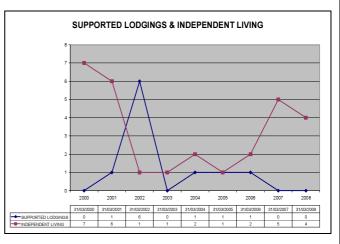


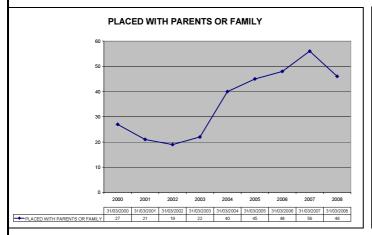


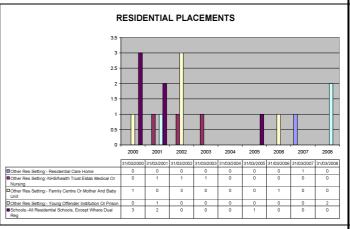


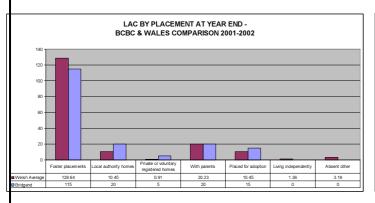


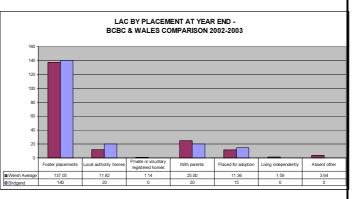


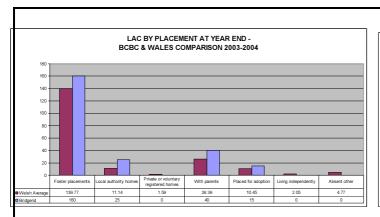


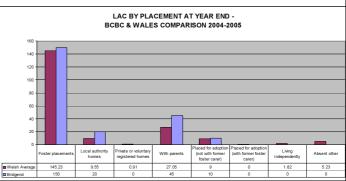


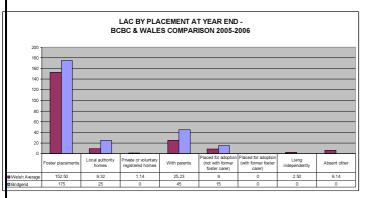


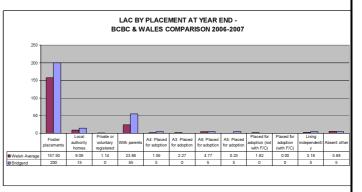


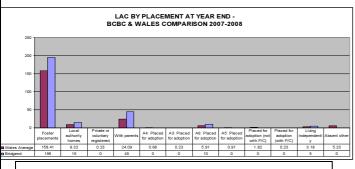


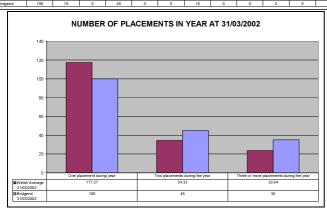


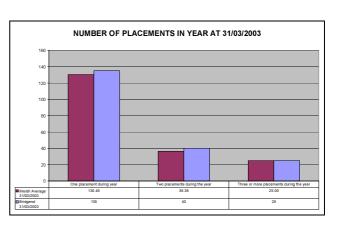


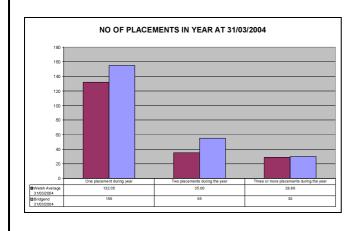


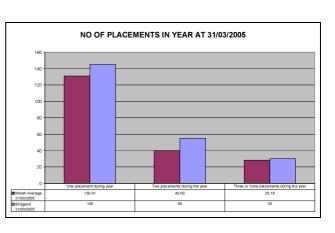


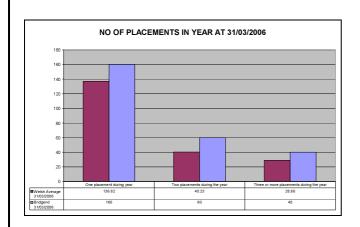


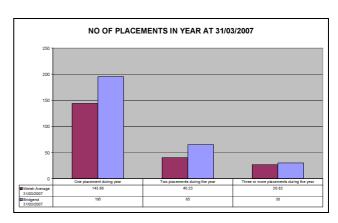


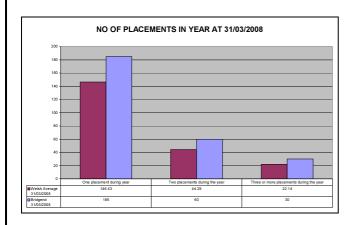


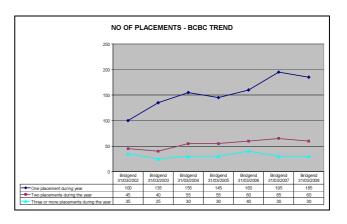


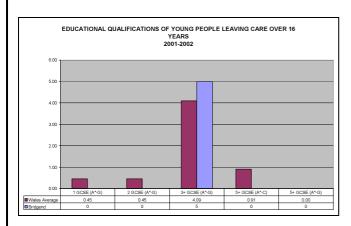


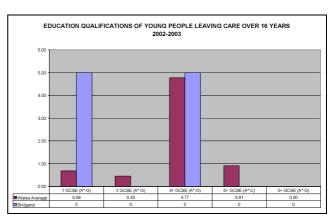


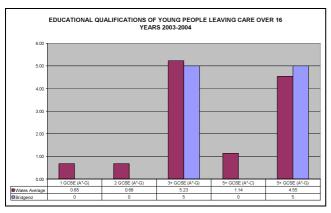


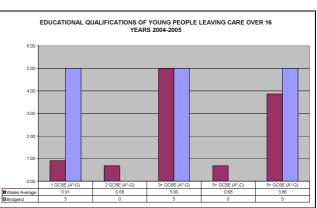


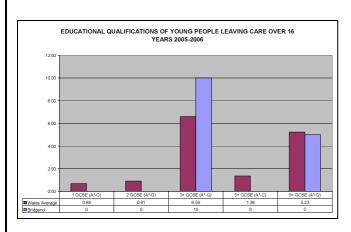


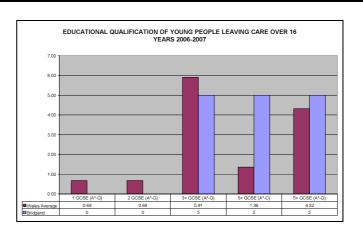


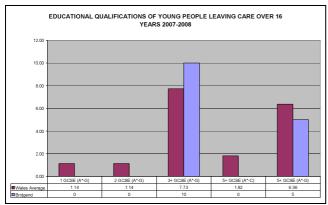


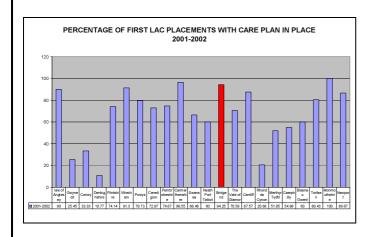


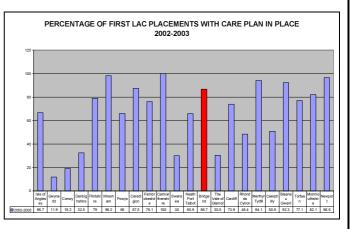


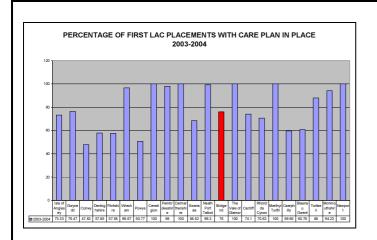


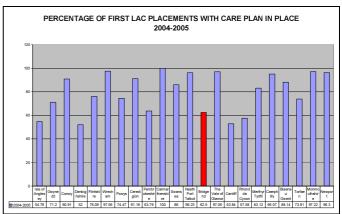


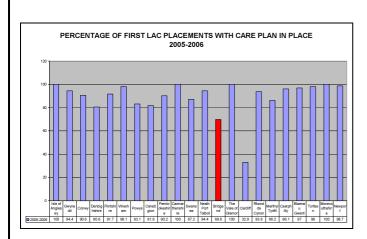


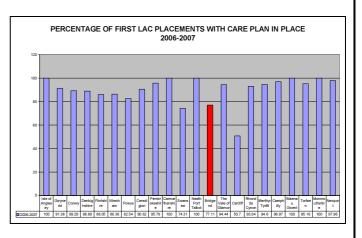


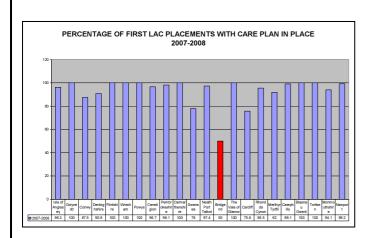


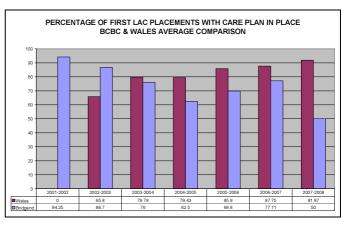


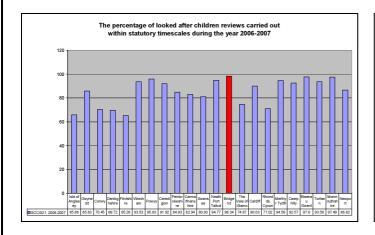


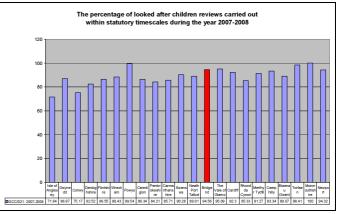


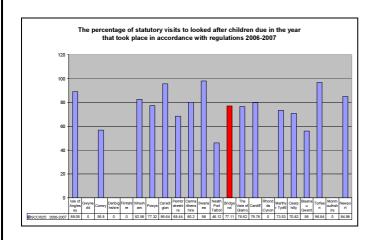


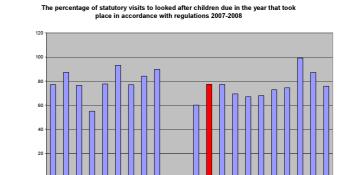


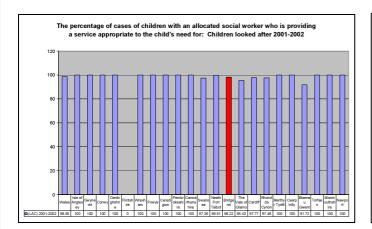


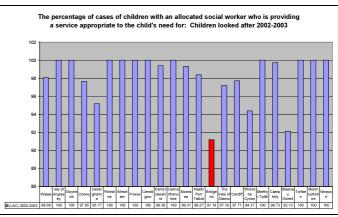


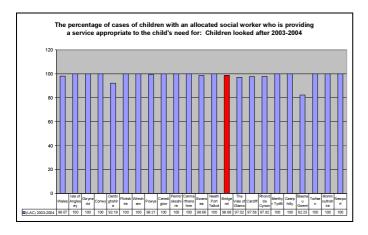


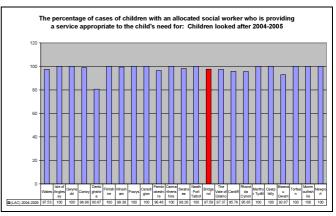


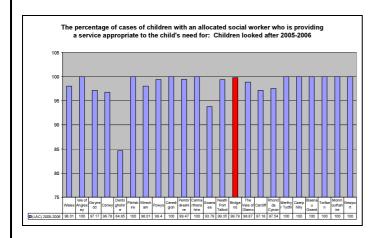


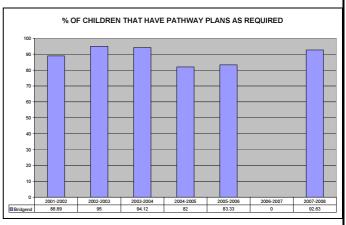


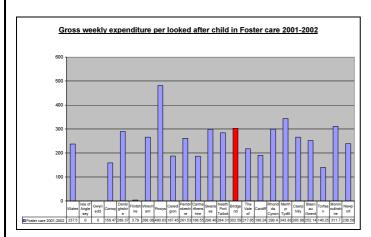


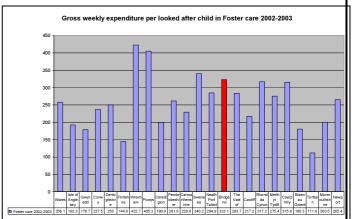


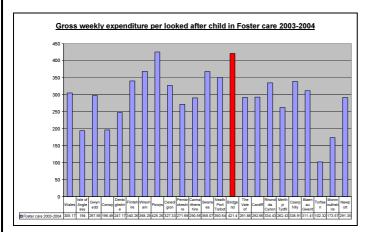


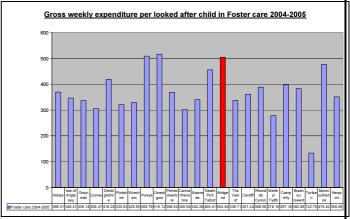


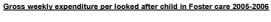


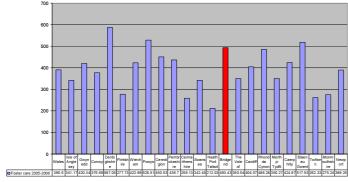












Increases in relative carer placements are very significant, numerically, from 2005, coinciding with increases in accommodation of under 5s and greater use of Care Proceedings. Children in greater numbers having the opportunity to grow up with extended family members is a very positive outcome for local authority intervention. Use of Independent Foster Agency placements has grown continuously since 2001, with some diminution in 2005 and 2006. Since 2006 within the use of these placements there has been a significant increase of those used living within the County Borough. This is extremely positive for the children placed locally.

In 2007 and 2008, according to year end figures, the use of Children's Homes placements decreased significantly. This augurs well in terms of the authority's expenditure on the most expensive resources for looked after children and supports the intention of supporting adolescents more effectively in family households within communities.

In Welsh terms, Bridgend continues to recruit and retain foster carers with a good degree of success albeit extreme volatility in the growth of Looked after numbers has outstripped the local authority's ability to keep pace, hence the considerable dependence on Independent Foster Agencies at significantly higher cost.

