



Thursday, 24 May 2018

**POLICY DEVELOPMENT AND DECISION GROUP (JOINT COMMISSIONING TEAM)**

A meeting of **Policy Development and Decision Group (Joint Commissioning Team)** will be held on

**Monday, 4 June 2018**

commencing at **2.00 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus, Torquay, TQ1 3DR

**Members of the Committee**

Councillor Mills (Chairman)

Councillor Amil

Mayor Oliver

Councillor Ellery

Councillor Parrott

Councillor Excell

Councillor Stockman

Councillor Haddock

Councillor Stocks

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**A prosperous and healthy Torbay**

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# POLICY DEVELOPMENT AND DECISION GROUP (JOINT COMMISSIONING TEAM) AGENDA

1. **Apologies**  
To receive apologies for absence.
2. **Disclosure of Interests**
  - (a) To receive declarations of non pecuniary interests in respect of items on this agenda  
**For reference:** Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
  - (b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda  
**For reference:** Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.  
  
(**Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
3. **Minutes** (Pages 4 - 17)  
To confirm as a correct record the Minutes of the meeting of the Policy Development and Decision Group (Joint Commissioning Team) held on 16 April 2018.
4. **Urgent Items**  
To consider any other items the Chairman decides are urgent.
5. **Mental Health Update** (Pages 18 - 22)  
To consider the submitted report on an update of mental health services in Torbay.
6. **Torbay Carers Strategy 2018-21** (Pages 23 - 50)  
To consider the submitted report setting out the refreshed Torbay Carers Strategy for 2018-2021.
7. **Children and Young People's Plan** (Pages 51 - 80)  
To consider the submitted report on the revised Children and Young People's Plan.

8. **Children's Services Improvement Plan: 2018/19 - Update on Progress** (Pages 81 - 106)  
To consider the submitted report on the above.
9. **Sufficiency Statement and Action Plan** (Pages 107 - 136)  
To consider the submitted report on the above.



## Policy Development and Decision Group (Joint Commissioning Team)

16 April 2018

-: Present :-

Councillor Mills (Chairman)

Elected Mayor Oliver and Councillors Ellery, Excell, Haddock, Parrott and Stockman

(Also in attendance: Councillors Bent, Brooks, Bye, Darling (S), Lewis (C), Thomas (D) and Tolchard)

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### 32. Apologies

An apology for absence was received from Councillor Amil and Members noted that Councillor King was no longer a member of the Policy Development and Decision Group (Joint Commissioning Team).

### 33. Minutes

The Minutes of the Policy Development and Decision Group (Joint Commissioning Team) held on 14 December 2017 were confirmed as a correct record and signed by the Chairman.

### 34. Improving the health, care and wellbeing of the people of South Devon and Torbay through a Local Care Partnership

Members considered the submitted discussion document in respect of the development of a Local Care Partnership for South Devon and Torbay within the context of an emerging Devon Integrated Care System (ICS). This is a strengthening of partnership working with health and care organisations working more closely together than ever before for the benefit of our population.

While there was broad support for furthering the principle of integration of health and social care, there were concerns around the need to safeguard our local primary care system and ensure that it continues to be fully fit for purpose, and the ongoing need to protect our acute services in the face of ongoing reviews and cuts to funding. It was also important that the Council and South Devon and Torbay continue to have a voice in the NHS to ensure the best possible outcomes for the area.

Resolved:

that the discussion document be noted and the Policy Development and Decision Group (Joint Commissioning Team) continue to receive ongoing

assurances and updates as how the Local Care Partnership develops for South Devon and Torbay.

**35. New Model of Care: Changing the way the Council as Commissioners and the Integrated Care Organisation (ICO) as Providers deliver Adults Social Care: Adult Social Care Eligibility**

The Policy Development and Decision Group (Joint Commissioning Team) made the following recommendations to the elected Mayor:

- (i) that the elected Mayor be recommended to approve the revised Adult Social Care Eligibility Policy set out at Appendix 1 to the submitted report;
- (ii) that the Director of Adult Services, in consultation with the Executive Lead for Adults and Children, be given delegated authority to approve supporting guidance as part of the implementation of the Policy; and
- (iii) that the Health and Wellbeing Board be requested to monitor the implementation of the revised Adult Social Care Eligibility Policy during the first six months.

The elected Mayor considered the recommendations of the Policy Development and Decision Group (Joint Commissioning Team) set out above at the meeting and the record of decision, together with further information is attached to these Minutes.

**36. Market Position Statement**

Members considered and noted the submitted report which provided an update on the Market Position Statement (MPS) aimed at adult social care and support providers. One of the aims of the MPS is to raise awareness with providers of the up-coming changes likely in the local health and care system, given the New Model of Care that is being developed and implemented. It is proposed to refresh elements of the web-based MPS for 2016-2019 in the Spring and the Autumn of 2018 to update some of the statistical data and other associated text.

**37. Improving the Quality of Care Homes in Torbay**

The Policy Development and Decision Group (Joint Commissioning Team) made the following recommendation to the elected Mayor:

That the elected Mayor agree to a public launch of the Torbay Residents Charter on 20 June 2018.

The elected Mayor considered the recommendation of the Policy Development and Decision Group (Joint Commissioning Team) set out above at the meeting and the record of decision, together with further information is attached to these Minutes.

**38. Learning Disability Action Plan**

The Policy Development and Decision Group (Joint Commissioning Team) made the following recommendation to the elected Mayor:

That the elected Mayor be recommended to approve the Torbay Learning Disability Action Plan set out in section 4 of the submitted report.

The elected Mayor considered the recommendation of the Policy Development and Decision Group (Joint Commissioning Team) set out above at the meeting and the record of decision, together with further information is attached to these Minutes.

**39. Torbay Virtual School Annual Report**

The Policy Development and Decision Group (Joint Commissioning Team) made the following recommendation to the elected Mayor:

The elected Mayor be requested to note with thanks the report of Torbay's Virtual School for 2016/17 and agree to receive further updates on the educational progress and attainment of children looked after.

The elected Mayor considered the recommendation of the Policy Development and Decision Group (Joint Commissioning Team) set out above at the meeting and the record of decision, together with further information is attached to these Minutes.

**40. Exclusion of Press and Public**

Prior to consideration of the item in Minute 42 the press and public were formally excluded from the meeting on the grounds that the item involved the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended).

**41. Brunel Academy Relocations Options Appraisal**

The Policy Development and Decision Group (Joint Commissioning Team) made the following recommendations to the elected Mayor:

- (i) that the development and improvement of the existing Brunel Academy site proceeds, incorporating the Brookfield site and that £1.5m of the remaining Torbay School Relocation budget be allocated to the project; and
- (ii) that the Director of Children Services be given a mandate to work in partnership with Catch 22 to continue to look for a solution for Burton Academy.

The elected Mayor considered the recommendations of the Policy Development and Decision Group (Joint Commissioning Team) set out above at the meeting

and the record of decision, together with further information is attached to these Minutes.

Chairman

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## Record of Decision

### **New Model of Care: Changing the way the Council as Commissioners and the Integrated Care Organisation (ICO) as Providers deliver Adults Social Care: Adult Social Care Eligibility**

#### **Decision Taker**

Elected Mayor on 16 April 2018

#### **Decision**

- (i) that the revised Adult Social Care Eligibility Policy set out at Appendix 1 to the submitted report be approved;
- (ii) that the Director of Adult Services, in consultation with the Executive Lead for Adults and Children, be given delegated authority to approve supporting guidance as part of the implementation of the Policy; and
- (iii) that the Health and Wellbeing Board be requested to monitor the implementation of the revised Adult Social Care Eligibility Policy during the first six months.

#### **Reason for the Decision**

To agree the revised Adult Social Care Eligibility Policy in accordance with the Care Act 2014.

#### **Implementation**

This decision will come into force and may be implemented on 27 April 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

#### **Information**

The Care Act 2014 changed some of the duties and perspectives in enabling people to access Adult Social Care. This combined with the Council's commitment to a new model of care means that an update of the Council's Adult Social Care Eligibility Policy was needed.

The Policy proposes a way of delivering adult social care (ASC) for Torbay through changing the eligibility criteria based on principles contained within the Care Act 2014. The approach that the Council as commissioners, and therefore the ICO as providers, intend to adopt is offering people information and advice in the first instance, and by using an asset based approach which will meet the person's needs by taking into account the range of support on offer from family, friends, voluntary organisations and charities.

The revised Policy was presented to the Policy Development and Decision Group (Joint Commissioning Team) on 14 December 2017 and has been subject to formal consultation.

The Elected Mayor considered the recommendations of the Policy Development and Decision Group (Joint Commissioning Team) made on 16 April 2018 and his decision is set out above.

**Alternative Options considered and rejected at the time of the decision**



Alternative options were set out in the report but not discussed at the meeting.

**Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

19 April 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 19 April 2018

## Record of Decision

### Improving the Quality of Care Homes in Torbay

#### Decision Taker

Elected Mayor on 16 April 2018

#### Decision

That the public launch of the Torbay Residents Charter on 20 June 2018 be approved.

#### Reason for the Decision

To launch the new Torbay Residents Charter.

#### Implementation

This decision will come into force and may be implemented on 27 April 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

#### Information

In 2017, Torbay Council and Torbay Culture commissioned Encounters who are a group of professional artists to explore what good care looks like in Torbay residential care homes and to develop a Charter of Rights with residents.

The Charter is made up of ten principles, or rights listed below and are drawn from all of the responses gathered during the creative consultation:

- Purpose and Meaning
- Community and Belonging
- Nature and Environment
- Health and Wellbeing
- Freedom
- Care
- Identity
- Learning
- Respect
- Relationships.

A kite mark will be developed and will be awarded to homes who can demonstrate they meet the criteria. If the results of the review are positive further homes will be invited to take part and a full evaluation of the Charter development, implementation and learning will take place in April 2019.

The Elected Mayor considered the recommendation of the Policy Development and Decision Group (Joint Commissioning Team) made on 16 April 2018 and his decision is set out above.

#### Alternative Options considered and rejected at the time of the decision

None

**Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

19 April 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 19 April 2018

## Record of Decision

### Learning Disability Action Plan

#### Decision Taker

Elected Mayor on 16 April 2018

#### Decision

That the Torbay Learning Disability Action Plan set out in section 4 of the submitted report be approved.

#### Reason for the Decision

To enable the Torbay Learning Disability Action Plan to be approved and implemented.

#### Implementation

This decision will come into force and may be implemented on 27 April 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

#### Information

During October and November 2017 the Local Government Association were asked to undertake a peer review of learning disability services in Torbay. The peer review team were asked to focus on two key areas:

- Do current health and care commissioning arrangements ensure a provider market that delivers the range and quality of local services needed to promote independence and quality of life for people with learning disabilities, as well as provide value for money?
- Do the new locality teams comprise sufficient staff with the appropriate skills and knowledge to meet the full range of needs of people with learning disabilities?

Appendix 1 of the submitted report provided the feedback relayed to Torbay Council and its partners on areas for further consideration.

Following feedback from the Local Government Association Peer Review Team, Section 4 of document set out the Torbay Learning Disability Action Plan. The Action Plan focuses on six themes to drive forwards improvements in services and improve outcomes for adults with a learning disability living in Torbay:

- Information and Needs Assessment
- Training and Workforce Strategy
- Employment
- User Engagement and Partnership Board
- Commissioning and Market for the Future
- Working in Partnership

The Elected Mayor considered the recommendation of the Policy Development and Decision

Group (Joint Commissioning Team) made on 16 April 2018 and his decision is set out above.

**Alternative Options considered and rejected at the time of the decision**

None

**Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

19 April 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 19 April 2018

## Record of Decision Torbay Virtual School Annual Report

### Decision Taker

Elected Mayor on 16 April 2018

### Decision

- (i) that the report of Torbay's Virtual School for 2016/17 be noted with thanks; and
- (ii) that the Policy Development and Decision Group (Joint Commissioning Team) receive further updates on the educational progress and attainment of children looked after.

### Reason for the Decision

To note the progress made by the Torbay Virtual School for 2016/2017 and ensure that elected members are kept updated on the educational progress and attainment of children looked after.

### Implementation

This decision will come into force and may be implemented on 27 April 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

### Information

The Annual Report attached at Appendix 1 to the submitted report was the seventh report since the Virtual School was established in the academic year 2010/2011. The Annual Report describes the educational performance of children looked after and the wider work of the Virtual School. It also includes a self-assessment which rated the school as 'good':- based on the outcome for children looked after. All of the data about the Virtual School performance was for the academic year 2016/17.

Torbay Virtual School was now well-established within the local arrangements to maximise the educational opportunities and outcomes for children looked after. Performance for the academic year shows improvements in most areas with the exception of Key Stage 4, which is more mixed. The need for stability and continuity in both education and placement settings was important at all stages but particularly so at Key Stage 4 and this was a key area of focus for improvement activity. The Virtual School was also playing a leading role in using research to inform practice and upskilling practitioners in attachment theory and mindfulness.

The Elected Mayor considered the recommendations of the Policy Development and Decision Group (Joint Commissioning Team) made on 16 April 2018 and his decision is set out above.

### Alternative Options considered and rejected at the time of the decision

None

### Is this a Key Decision?

No

### Does the call-in procedure apply?

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

19 April 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 19 April 2018

## Record of Decision

### Brunel Academy Relocation Options Appraisal

#### Decision Taker

Elected Mayor on 16 April 2018

#### Decision

- (i) that the development and improvement of the existing Brunel Academy site proceeds, incorporating the Brookfield site and that £1.5m of the remaining Torbay School Relocation budget be allocated to the project; and
- (ii) that the Director of Children Services be given a mandate to work in partnership with Catch 22 to continue to look for a solution for Burton Academy.

#### Reason for the Decision

To enable the existing Brunel Academy site to be improved.

#### Implementation

This decision will come into force and may be implemented on 27 April 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

#### Information

Brunel Academy (formerly known as Torbay School) is a 60 place Special School for pupils with Social, Emotional and Mental Health Difficulties (SEMH). In February, 2015 Council determined that Brunel Academy needed to be relocated for the benefit of the school and its pupils. The decision acknowledged the limitations of the existing site in meeting the needs of some of the most vulnerable pupils in Torbay.

It had previously been proposed to relocate Brunel Academy to the Parkfield site, however, the decision of Council not to approve the relevant planning application means this could not take place. As a consequence, Officers have been reviewing alternative options for relocation or alternatively improving the existing site.

Following that decision, the Director of Children's Services and Head of Education, Learning and Skills, met with Catch 22 and the Trust Chief Executive in order to review the current position. Whilst welcoming the Council's intention to explore options for Torquay Road, their strong view was that any emerging plan should encompass the sites at Polsham and Hillside which also form part of the SEMH Multi Academy Trust. Their assessment was that the problems on these sites are as significant, if not more so, than Torquay Road and that investment in the latter, in isolation, would not provide a sustainable solution that meets the longer term needs of SEMH pupils in Torbay.

As a result, in December 2017, Council agreed that the options appraisal for Brunel Academy should be extended to encompass the Polsham Key Stage 3 and Hillside Key Stage 4 alternative provision sites. These sites make up Burton Academy which together with Brunel Academy forms the Catch 22 Multi Academy Trust (MAT). The submitted exempt report set out the findings of that options appraisal.



The Elected Mayor considered the recommendations of the Policy Development and Decision Group (Joint Commissioning Team) made on 16 April 2018 and his decision is set out above.

**Alternative Options considered and rejected at the time of the decision**

A full options appraisal was set out in Appendix 1 to the submitted report but not discussed at the meeting.

**Is this a Key Decision?**

Yes – Reference Number: I034234

**Does the call-in procedure apply?**

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

19 April 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 19 April 2018



**Meeting:** Policy Development and Decision Group (JCT)    **Date:** 4 June 2018

**Wards Affected:** All

**Report Title:** Mental Health Plan

**Is the decision a key decision?** No

**When does the decision need to be implemented?** As soon as possible

**Executive Lead Contact Details:** Julien Parrott, Executive Lead for Adults and Children, 01803 389624, [julien.parrott@torbay.gov.uk](mailto:julien.parrott@torbay.gov.uk)

**Supporting Officer Contact Details:** Caroline Taylor, DASS (01803) 207336, [caroline.taylor@torbay.gov.uk](mailto:caroline.taylor@torbay.gov.uk); Jo Turl, NHS South Devon and Torbay CCG), [jo.turl@nhs.net](mailto:jo.turl@nhs.net)

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## 1. Proposal and Introduction

1. Following the Policy Development and Decision Group (Joint Commissioning Team) debate on local care partnerships members requested an update on mental health and how issues in Torbay for communities experiencing poor mental health will be improved.
2. This paper outlines some of the issues facing Torbay and sets out the plans for strategic mental health improvement as part of the overarching Devon wide plan expressed in the STP.

## 2. Reason for Proposal

- 2.1 To provide an opportunity for check and challenge in the policy area of mental health and to provide an overview of joint plans to improve outcomes for people's mental health.

## 3. Recommendation(s) / Proposed Decision

- 3.1 That members provide feedback on proposals.
- 3.2 That members note the report.

## Appendices

Appendix 1 – Mental Health Briefing Note

## Report Title: Mental Health Update

### 1. Introduction

1.1 As part of the implementation of the Five Year Forward View for Mental Health, within Devon a Mental Health mandate has been created to identify the priority areas for improvement over the next few years. There are seven priorities which it requires us to address, which are:

- Children & Young Peoples Mental Health
- Perinatal Mental Health
- Adult Common Mental Health
- Adult Mental Health - crisis, community and acute
- Dementia and Older Peoples Mental Health
- Infrastructure, Finance and Workforce Secure Care, New Care Models and Health & Justice
- Suicide Prevention

In addition to these seven priority areas, the Mental Health Mandate has also identified five formal work areas, which have been identified as a priority for 2017/18 and 2018/19. These are:

- Workstream Area 1: Development and implementation of an STP wide Mental Health Strategy for 2017/18 – 2021/22
- Workstream Area 2: Improving outcomes for children and young people
- Workstream Area 3: Dementia
- Workstream Area 4: Primary and Secondary
- Workstream Area 5: Urgent and Crisis Care

It is noted that most of the outcomes within the Workstream also link to the priorities included within the MH5YFV, the exception to this is the Strategy workstream, which is required to ensure a consistent and linked approach across Devon.

### 2. Current Position and Future State

2.1 Workstream Area 1: Development and implementation of an STP wide Mental Health Strategy for 2017/18 – 2021/22

2.2 Current Position:

- The work to update and combine the strategic intent for Mental Health across the STP has progressed, with a multi-agency approach taken, involving both Health and Social Care partners. It is anticipated that engagement and socialisation on the initial draft strategy will be taking place in early Q1 2018/19.

2.3 In the future we will have:

- A cohesive and joint strategic approach to all age Mental Health, identifying and acknowledging the wider determinants that affect health and wellbeing, with a strong focus on preventing mental ill health, supporting individual resilience as well as outlining the intentions for access to services in the right place at the right time.

## 2.4 Workstream Area 2: Improving outcomes for children and young people

### 2.5 Current Position:

- We have listened to the views of six thousand children across Torbay and Southern Devon, via an online survey which was completed within primary and secondary schools which has indicated the challenges that they face with regards to their emotional health and wellbeing,
- We have undertaken a refresh of the Local Transformation Plan which has indicated the following areas of need:
  - We are aware that there are gaps in services which can assist in improving resilience for children and young people and their families.
  - Early intervention is one area where improvements can be made in terms of interventions within the community,
  - We do not yet have consistent delivery of 24/7 crisis services across Torbay,
  - We do not always have consistent pathways which allow C&YP to move into adult services leading to a negative effect on their wellbeing and recovery,
  - Waiting times for CAMHS services should be improved, to ensure that individuals can access services at the time of need, and
  - We have identified the THRIVE model as the way in which we want to support C&YP, however this has not yet been implemented fully. The model consists of supporting individuals in:
    - Being connected to those around you
    - Being active
    - Being able to learn new skills and interests
    - Being able to give to others by helping or supporting them
    - Being curious and mindful of the moment you're in

### 2.6 In the future we will have:

- Implemented the priorities within the Local Plan refresh, referred to above,
- Embedded the THRIVE model within Torbay the development of good emotional health and wellbeing by taking a preventative
- Reduced waiting times for CAMHS services in Torbay,
- Through collaborative commissioning plans, there will be additional CAMHS and Speech and Language Therapy support for those children and young people who are referred to the Youth Offending Teams,
- There will be increased perinatal mental health services, providing a service for parents who need support from specialist mental health practitioners, and
- Continuing to deliver the Torbay Education Safeguarding Service which provides advice to schools and is jointly funded between schools and Torbay Children's services.

## 2.7 Workstream Area 3: Dementia

### 2.8 Current Position:

- We have yet to achieve the national diagnosis rate target of 67% against the prevalence rate, which means that there is a disparity in terms of the adherence to the national standard as well as poorer outcomes for individuals living with Dementia but who have not yet been diagnosed, particularly those in Residential and Nursing Homes,
- There are higher than national rates of discharge into Residential and Nursing Homes following admission to secondary health providers, where the individuals had previously resided in their own home,

- There are high levels of non-elective admissions for individuals with Dementia from Residential and Care Homes as a result of the inability to manage deteriorating behaviours as well as those who entering the end of their lives, and
- There is not yet a consistent approach to supporting individuals to change behaviours which would support a reduction of the risk of developing Dementia. This is in relation to support within Public Health, Primary Care and Secondary Care services.

#### 2.9 In the future we will have:

- Implemented programmes of work to assist in the prevention of Dementia with Public Health, to improve the general health of individuals which can reduce the risk of individuals developing Dementia by 30%,
- Expanded the support that can be provided to individuals and their carers/families once a diagnosis of Dementia has been made. This will be via a combination of formally commissioned services as well as support from the Voluntary Sector,
- Support and training in Dementia care for Residential, Nursing Home & Domiciliary Care staff to ensure that there is sufficient confidence and expertise to manage the complex and challenging behaviours that can be associated with moderate to severe Dementia. This will also include specific training around End of Life, to assist with the wishes of the individual in relation to their preferred place,
- There will be a range of accommodation, including Extra Care and Supported Living options for individuals and where appropriate their families, to enable them to live well and independently with Dementia, and
- A wide range of respite and replacement care will be available to support individuals which reduce the risk of carer breakdown as well as improving the quality of care for individuals living with Dementia.

#### 2.10 Workstream Area 4: Primary and Secondary Care Interface

##### 2.11 Current Position:

- We are aware that in Torbay there are higher levels of referrals into Secondary Mental Health Services as well as to the Depression and Anxiety Service than the rest of Devon. We are aware that there are complexities within the Local Authority footprint in terms of housing, education, poverty, alcohol and drug dependency which contribute to this, and
- Individuals facing difficulties within their lives which manifest in mental ill health often do not have the tools or support network in place which create demand on primary care services, acute services and social care.

##### 2.12 In the future we will have:

- We will have a menu of services, both statutory and voluntary sector, which will support individuals with low level mental health difficulties, such as depression and anxiety, which will reduce the risk of escalation of acuity and crisis,
- Making Every Contact Count will be implemented across Torbay, providing opportunity for mental wellbeing to be discussed across a wider platform than healthcare settings,
- There will be a consistent approach to managing the physical health of individuals with Serious Mental Illness to improve outcomes in relation to long term conditions and life expectancy,
- There will be clear pathways into services, including self-referral, which will be easy to use and seamless across organisational boundaries, and
- There will be support within Primary Care settings, such as Health Navigators and specialist practitioners who can support and signpost individuals, reducing the risk of escalation into secondary mental health services.

## 2.13 Workstream Area 5: Urgent and Crisis Care

### 2.14 Current Position:

- We know that improvements need to be made around the delivery of safe and effective acute care pathways with mental health inpatient services and community pathways that have sufficient capacity for the people of wider Devon. Broadly there are three areas around admission avoidance, flow and capacity, delayed discharges which need to be addressed,
- There is a lack comprehensive range of services in place to avoid crises escalating where possible, and provide timely, accessible and compassionate support to those in a crisis supported by effective community pathways for people with complex needs, and
- We are aware that Psychiatric Liaison services need to be in place within Torbay.

### 2.15 In the future we will have:

- We will have implemented the 'Housing First' project to support individuals who are homeless, which will impact positively on their ability to manage their mental wellbeing,
- We will have achieved a 10% reduction in suicides within Torbay, by working in partnership with physical and mental health services, primary care, public health and social care. This will include building resilient communities through the use of training, such as ASIST and Connect 5,
- We will have delivered safe and effective acute care pathways with mental health inpatient services and community pathways that have sufficient capacity for the people of wider Devon,
- We will have delivered a comprehensive range of services that avoid crises escalating where possible, and provide timely, accessible and compassionate support to those in a crisis supported by effective community pathways for people with complex needs and
- There will be comprehensive Psychiatric Liaison services in place.



**Meeting:** Policy Development and Decision Group (JCT)    **Date:** 4 June 2018

**Wards Affected:** All

**Report Title:** Torbay Carers Strategy 2018-21

**Is the decision a key decision?** No

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Julien Parrott, Executive Lead for Adults and Children, 01803 389624, [julien.parrott@torbay.gov.uk](mailto:julien.parrott@torbay.gov.uk)

**Supporting Officer Contact Details:** Judy Grant, Strategic Partnership Manager (01803) 208794, [judy.grant@torbay.gov.uk](mailto:judy.grant@torbay.gov.uk)

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## 1. Proposal and Introduction

- 1.1 Torbay has roughly 17,000 unpaid Carers, supporting people who are ageing, have a disability, long-term condition, mental health or substance misuse issues. Carers can be any age, but we have an increasing number who are themselves ageing, and double the national number of people providing more than 100 hours of care a week. <sup>1</sup>
- 1.2 The attached refreshed Torbay Carers' Strategy 2018-21 includes a re-designed model of Carer Support to align with the our model of care, and the adults 'three conversation' model of support, increasing Carers links with their community and enabling Torbay to support the increasing numbers and needs of Carers.
- 1.3 Extensive consultation has taken place with Carers who are in receipt of support, with over 800 Carers responding. This has enabled the priorities and action plan for the inter-agency strategy to be drafted. Public consultation is now complete, with the draft Strategy and Action Plan attached for approval.

## 2. Reason for Proposal

- 2.1 Carers are critical partners in our model of care, supporting people in their own home and for us providing support to young carers. For older carers the health and wellbeing of Carers can deteriorate, neglecting themselves in order to support the person for whom they care. <sup>2</sup>

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<sup>1</sup> National Survey of Carers of Adults 2016-17

<sup>2</sup> National Survey of Carers of Adults 2016-17

2.2 In order to provide sustainable support, whilst within resources we have Carer Support has been re-designed to increase the capacity of existing services whilst ensuring that more Carers are linked to the support that they need.

### 3. Recommendation(s) / Proposed Decision

3.1 That the Torbay Carers Strategy 2018-21 and Action Plan attached at Appendix 2 to the submitted report be approved.

3.2 That the Carers Support Re-design attached at Appendix 1 to the submitted report be noted.

### Appendices

Appendix 1: Carers Support Redesign Proposals

Appendix 2: Draft Torbay Carers Strategy and Action Plan

### Background Documents

Carers Strategy Healthwatch Carers Consultation Report

Carers Strategy Public Consultation Report

Torbay Report : National Carers Survey 2016-17

### Report Clearance

Report clearance:	This report has been reviewed and approved by:	Date:
Chief Executive	Steve Parrock	
Monitoring Officer	Anne-Marie Bond	
Chief Finance Officer	Martin Phillips	
Relevant Director/Assistant Director	Caroline Taylor	



## Section 1: Background Information

1.	<p><b>What is the proposal / issue?</b></p> <p>To approve Torbay Carers' Strategy 2018-21, which includes a re-design of Carer Support.</p>
2.	<p><b>What is the current situation?</b></p> <p>The current Carers' Strategy is complete, with all but a few actions met within timescales. Headline achievements are included in the 2018-21 Strategy, detailed RAG-rated action plans can be seen at <a href="https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/">https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/</a></p> <p>Carer Support needed re-design to be in line with our model of care and Adult Social Care's 'three conversation' model of support. In addition, financial savings required to be made, alongside growing demand and increasing need of existing Carers. Carers' health and wellbeing is deteriorating nationally, and although we remain above the national and regional average for most indicators, there has been a significant and worrying decline.</p> <p>In order to ensure that Carer Support is sustainable with increased demand and increased need, it is essential to improve the efficiency of the present model. The proposed re-design ensures proportionate assessment, easy access to Universal Carers Services, and the use of peer support, Carer-led projects, and improved support to and by former Carers, who have the knowledge and experience of caring, but without the time constraints.</p>
3.	<p><b>What options have been considered?</b></p> <p>The option would have not to have refreshed the required strategy.</p>
4.	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>Ambitions: Prosperous and Healthy Torbay:</p> <p>At the heart of the Carers' Strategy, is the principle of ensuring Carers' health and wellbeing is affected as little as possible by their caring role. It includes support for them to maximise their benefits, whilst increasing the opportunities for Carers who wish to juggle work and caring, or wish to return to work after caring.</p> <p>Principles:</p> <ul style="list-style-type: none"><li>• Use reducing resources to best effect</li></ul>

	<ul style="list-style-type: none"> <li>• Reduce demand through prevention and innovation</li> <li>• Integrated and joined up approach</li> </ul> <p>As shown above, resources have been reduced but still enabling Carer Support. Carer Support works well between Adult and Children's Services, with excellent transition arrangements for young Carers becoming adults, and the GP-based Carer Support Workers providing consistent support to Carers when their child transitions from Children's to Adult Services. Wherever possible, efficiencies have been made by working across the Sustainability and Transformation Plan footprint.</p> <p>The inter-agency strategy embeds the principles of integrated and joined-up working wherever possible, and the work on the Memorandum of Understanding between partners will further enhance this. The 2018-21 strategy formalises and develops the existing links with the voluntary sector such as Brixham Does Care, Wellbeing Coordinators and Community Builders in order to improve grass-roots level community support for Carers, especially those who are socially-isolated. Working together across all arenas, we can ensure that Carers are identified as soon as possible, and linked into low-level support to prevent Carer breakdown, which is a crisis for both them and the person for whom they care.</p>
5.	<p><b>How does this proposal contribute towards the Council's responsibilities as corporate parents?</b></p> <p>The existing strategy and proposed strategy both address the needs of young Carers, many of whom are now identified at a young age, by targeting schools and staff across Children's Services.</p>
6.	<p><b>How does this proposal tackle deprivation?</b></p> <p>Caring has a financial impact on Carers and their families, and this is often compounded by deprivation, where there may be higher incidences of certain health complaints and substance misuse issues. This is being targeted in a number of ways, such as benefit maximisation, and also undertaking targeted community-based work such as with the Crafty Fox Café in Foxhole. Work with existing and former Carers to develop peer support and Carer-led projects, enables this to be targeted at the areas most in need.</p>
7.	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>All Carers of people in Torbay will be affected by this proposal. Carers in receipt of services have been fully consulted as per Healthwatch report, and the proposals have been to full public consultation as per report. Stakeholders have been consulted and amendments made to draft Action Plan.</p>
8.	<p><b>How will you propose to consult?</b></p>

	Extensive consultation complete, with Carers and stakeholders, and general public.
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## Section 2: Implications and Impact Assessment

9.	<p><b>What are the financial and legal implications?</b></p> <p>The proposed re-design makes savings of approximately £60,000 to the ICOs resources, and the effects have been mitigated to ensure that Carer Support is not significantly reduced or pressures diverted elsewhere There are targeted actions within this Strategy to ensure that services meet Statutory obligations for Parent Carers Needs Assessments under the Children and Families Act (2014)</p>
10.	<p><b>What are the risks?</b></p> <p>If the proposals are not accepted, and savings have to be made in different ways, this is likely to have a significant impact on Carer Support and an associated adverse effect on Carers. As over 800 Carers responded to the Carer-specific consultation, not accepting their priorities for the strategy would risk alienating them, and risk their future engagement.</p> <p>Additional risks are that the proposed efficiency changes are still insufficient to meet the growing demand and growing need of Carers. External funding will continue to be sought wherever possible. Carers Support in Torbay is managed via small numbers of part-time staff. Therefore long-term sickness or vacancies have a significant impact on the achievement of any action plans. The model of having more Carer-led projects and Carer-led working parties should mitigate some of the risk.</p>
11.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>Within the period of this Strategy, some micro-commissioning will occur and, as usual, this will be undertaken with Procurement team's advice. This has in the past led to the support of local voluntary sector organisations such as Carers' Aid Torbay.</p>
12.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>Extensive data has been used from the National Carers Survey of Adults, Carers UK 'State of Caring' annual survey, JSNA for Carers under 25, and extensive consultation with local Carers.</p>
13.	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>Over 800 Carers responded to the Carer Engagement and the findings are in Healthwatch's report.</p>

	<p><b>Carers' key priorities for Support are:</b></p> <ol style="list-style-type: none"> <li><b>1. Identification of Carers at the First Opportunity</b> (for the whole health and care community to be 'carer aware', so that wherever the Carer first uses a service, they are identified as a Carer. Particularly GP and hospital identification raised as an issue)</li> <li><b>2. Information, Advice and Universal Support to all Carers</b> (for all Carers to be able to easily find information about support, and for the support to improve their health and wellbeing )</li> <li><b>3. Proportionate Assessments and targeted support to all eligible Carers</b> (for assessment processes to be straightforward, with higher levels of support available to Carers with greater need)</li> <li><b>4. Involvement of Carers / former Carers in all aspects of support, including commissioning, delivery and evaluation</b> ( for Carers and former Carers to be involved in developing and providing Carer support, and in assessing whether it meets Carers' needs)</li> <li><b>5. Support to the person being cared for</b> (improving 'replacement care' was an extremely high priority, and improving the use of technology for the Carer and the person for whom they care.</li> </ol> <p>There are some key targets which cross all these priorities:</p> <ul style="list-style-type: none"> <li>• Whole family working including transitions (moving) between services</li> <li>• Carers juggling work and caring or wishing to do so</li> </ul> <p>The public consultation was only responded to by 23 people, all of whom were Carers or former Carers. They strongly endorsed the five priorities above, and agreed all of the proposals within the Carers re-design, apart from the proposal to save £44,000 whilst maintaining services (7 people agreed, 7 people neither agreed nor disagreed, 9 people disagreed). However, savings have to be made, and the impacts have been mitigated as far as possible. Their comments on this proposal (on Page 7 of the Public Consultation report) have been addressed where possible.</p>
<p><b>14.</b></p>	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>The entire Carers Strategy was drawn up on the basis of national priorities, but more significantly in response to local Carers' feedback.</p> <p>The impact of the Carer Support re-design has been mitigated as far as possible as outlined in Section 3 above, and the comments from the public consultation taken into consideration where possible. This has resulted in an amendment to the blanket proposal to reduce Emotional Support Vouchers from ten to six, which now has the proviso that in extenuating circumstances, when identified by the counsellor, up to an additional four can be issued. The comments from the public consultation about enhancing the support to the cared for person which then benefits the Carer, will be embedded within each of the developments in section 2.15 and Section 5 of the Strategy Action Plan.</p>

## Equality Impacts

15	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Parent Carers of children should benefit from targeted strategic attention, which should have a positive impact on the child.		Young Carers' needs still are met through Carers under 25 Strategy, no reduction or re-design at present, other than Young Carers potential move to Youth Trust which has already been approved in principle.
People with caring Responsibilities	Development of further support and opportunities, especially for those juggling work and caring or intending to do so. Targetted areas – carers of people with dementia, parent Carers	Reduction in funding for Carer Support hours, mitigated by developing 'floating' carer support with additional responsibilities to develop volunteer and peer led support. Reduction in specialist Lifestyles Carer Support, mitigated by Carers now being within their mainstream offer, plus development of volunteer support in longer term. Reduction in Emotional Support Vouchers may have a negative impact, but should still address basic need, and if therapists feel that continued counselling is essential, then this would be considered on a case by case basis.	
People with a disability	Improved support for their Carers will have a positive impact on them. Focus on development of replacement Care opportunities, technological support and use of		

	Direct Payments should have positive impact.		
Women or men	Male Carers do not access as many services as female carers. Carers' feedback will enable the development of appropriate support eg 'cooking for men'		Female Carers needs are generally well-met within Carers' Services
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			These groups are not targeted, however it is hoped that, as one of the largest employers of people from minority ethnic backgrounds in the Bay, by improving TSDFTs carer-friendly policies and Carer awareness, this may lead to improved awareness within ethnic communities.
Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No differential impact
People who are in a marriage or civil partnership			No differential impact
Women who are pregnant / on maternity leave			No differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Ongoing work with Carers under 25 has resulted in improved attainment at school. Continued support for voluntary sector partners such as Carers Aid Torbay, has enabled improved		

		access to finance and benefits, whilst the emphasis on improving employment support for Carers, should also benefit this.		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)		Reduction in dedicated Carers Lifestyles workers may negatively impact on Public Health outcomes for Carers, but is mitigated by the mainstreaming of Carer Support and proposed development of volunteer support.	
<b>16</b>	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	TSDFT's Model of Care and Adult Social Care eligibility which relies on the strengths-based model of linking people into family and community support, will increase the number of unpaid Carers, increase their caring roles and adversely affect their health and wellbeing, so improved Carer support is essential.		
<b>17</b>	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	ICO's model of 'Care Closer to Home' predicates increased impact on informal Carers, which is often difficult to mitigate due to domiciliary care availability or other replacement care. Hence need for developing and improving replacement care availability and range at pace to avoid Carer breakdown.		



### Carers Support Re-design Proposals

The model of Carer Support being embedded within services, such as Carers Support Workers (CSWs) based in GP practices and mental health services, will not change as the evidence is that it works very well. They consistently overachieve their assessment targets. However, it is planned to make a number of efficiencies / improve capacity by:

1. streamlining the assessment process to include a 'lighter touch' Carer's Assessment.
2. removing £44,000 from £55,000 Carer Support hours which has been frozen since 2016.
3. using the remaining £11,000 as 'floating' Carer Support hours to set up and manage volunteers across the GP practices, thus increasing the capacity of existing Carer Support Workers.
4. reducing targeted Carers Lifestyles support by £13,000 as it has been built into mainstream Lifestyles support. Plan to support these with volunteers who are Carers or former Carers.
5. reducing Emotional Support Voucher issue from ten to six, saving £2,000.
6. Particular attention is planned for Carers of working age, to enable them to maintain or return to employment.
  - Targetting and supporting Trust's own staff who are Carers.
  - Supporting Carers to recognise that their caring skills are transferrable into the Care Market
    - by Careers Coaching for Carers
    - promotion and support of Care Certificate qualification for Carers
    - promotion of on-line training for Carers
    - developing flexible / bank employment opportunities
7. Further attention will be given to encouraging Carers and former Carers to develop
  - Carer-led projects (such as the project in Emergency Department to identify Carers).
  - Peer support and buddying.
  - Patch-based support where Carers link with their local community to raise awareness of the needs of Carers, and link with Voluntary sector, community builders, time-banking, wellbeing coordinators.

8. Additional work must be undertaken to meet the needs of the Carer by supporting the person they care for, giving particular attention to
- Replacement care ('respite') – development of market across all client groups and types of care eg residential / overnight / day opportunities.
  - Particular links with voluntary sector to develop the above.
  - Improving use of Direct Payments for both parties, particularly to address issues such as hospital discharge, and support which gives the Carer a break.
  - The expected rise in people with dementia and their Carers.
  - Support to Carers of people with a learning disability or substance misuse or mental health.
  - Support for Parent Carers including Parent Carer Needs Assessments.

## **Torbay Carers' Strategy 2018-21**

**An inter-agency commitment to meet the  
needs of Torbay's Carers,  
including Young Carers.**

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## Foreword

### **Diana – A Carer**

30 years ago I became a Carer, although I didn't know that I was, as at that time we had never heard of the term. The only help in those days, if you were lucky, was your Doctor. My..... how times have changed! Support for Carers has improved dramatically - we can now access practical help and advice from many quarters. We have the Carers' Register, Carer Support Workers in surgeries, even one in Torbay Hospital, and the plight of Carers is at the forefront of public notice.

In 2014, we started the Carers' Strategy Steering Group, involving other agencies to work closer with us to progress the Identification, and support of the approximately 17000 Carers known to live in Torbay.

Look round the table now, and you will often see a range of Carers including Parent Carers, a Councillor, someone from Children's Services, Adult Services and the NHS, Home Care, representatives from Mental Health, Substance Misuse, or Learning Disabilities, a Carer Support Worker, someone from Young Adult Carers and Young Carers. All these people and others will at some point help and advise us in our support for Carers.

The Action Plan for 2018 – 2021 includes early Identification of Carers, including Young Carers and Young Adult Carers, and actions to ensure that all Carers get the support required.

I am still a Carer, now also a Carer Evaluator working with Torbay and South Devon NHS Foundation Trust, and I feel privileged to be part of this team of people who work so hard to provide the help and support for all the Carers of Torbay.

### **Julien - Executive Lead for Adults and Children, Torbay Council**

Torbay is an award winning authority, recognised at national level for its progress in joining up its care systems across adult social care and health services. That process is known as the New Model of Care.

We recognise that the community plays a major and increasing part in supporting the NHS and Council services in enabling people to get the support they need to remain where they really want to be, at home. We recognise that Carers - adults, children and young people - are often the people who really make the New Model of Care work.

This strategy and its accompanying action plan is about what we can all do to support the Carers who give so much. It has been estimated that Carers contribute annually the same value to the support of people as the entire budget for the NHS. That is a truly huge social investment.

To ensure that it is the best it can be, the strategy has been put together in consultation with Carers, and with the full cooperation of the wide range of agencies that come into contact with them. My grateful thanks to the steering group and all who have helped with this work, but most importantly to the Carers themselves.

All very best wishes,

Julien Parrott

## **Content**

- **Introduction**
- **National Context**
- **Local Picture**
- **Review of Measure Up 2015-17**
- **Formulation of Priorities**
- **Priorities**
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## **1. Introduction**

**Who is a Carer?** It might be you!

A Carer is anyone, including a child, who provides care for another person, apart from those who do it as paid work, voluntary work or ordinary parenting.

It includes caring for a partner, relative, friend or neighbour, who due to physical, sensory or learning disability, mental health or drug/alcohol misuse issues, frailty, illness, long-term health condition and/or vulnerability cannot manage alone in the community.

Sometimes people are 'mutual carers' where they both provide support to each other, and everything works well until one of them deteriorates or their situation changes. This is especially common in older couples.

Two out of three of us will be a Carer at some time in our life, but many people do not realise that they are considered to be Carers, or that there is a wealth of support available to them. Torbay Carers' Strategy helps us to address this issue.

### **Why have a Carers' Strategy?**

Torbay has had an inter-agency strategy (plan) for Carers since 2000 and it is updated every three years. Torbay's Carers are consulted to find out what their priorities are, and these are worked into the Carers' Strategy, along with consideration of the national priorities for Carers. All of the agencies who come into contact with Carers then commit to the Strategy with its action plan, working together to achieve these priorities.

We find that having an inter-agency Strategy and Action Plan helps us work together in a joined-up way, to achieve what Carers really need. We have a quarterly Strategy Steering Group meeting of the various agencies and Carer Representatives to ensure that we keep on track. The updates are published on-line at

<https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/> .

## **2. National Context**

Since our first Strategy in 2000, there has been a huge increase in the awareness about Carers, especially Young Carers. In 2015, the Care Act and Children and Families Act became law. The Acts have some common principles :

- Health and wellbeing of Carers
- Involvement of Carers, in the choices they make and in the services they are offered
- Planning ahead, providing preventative services, planning for 'transitions' e.g. move to adult services
- Integration i.e. services working together to meet Carers' needs

The Government's Carers' Strategy: Second National Action Plan 2014-16 identified four national priorities:

- 1: Identification and recognition
- 2: Realising and releasing potential

- 3: A life alongside caring
- 4: Supporting carers to stay healthy

Although this has not yet been updated, the future national Carer priorities are likely to be similar, and to include employment and technological support to Carers. If there are any significant differences from our Strategy, the Steering Group will agree how best to address this.

Although there is increased awareness about Carers, the changes within health and social care have meant increased pressure on Carers. Every two years there is a National Survey of Carers of Adults (NSCA) who have had a Carers' assessment. The 2016-17 survey showed deterioration nationally in Carers' quality of life, with many Carers neglecting their own health and wellbeing. Carers UK undertakes an annual survey of all types of Carers, and its data also backs this up. In 2017, 6 out of 10 Carers (61%) have had a deterioration in their physical health due to their caring role, 7 out of 10 (70%) have had mental health issues, 8 out of 10 (78%) are more stressed, 7 out of 10 more anxious (72%), and 7 out of 10 (69%) Carers have sleep difficulties due to their caring role. These figures worsen for Carers who care for more than 50 hours per week, of which Torbay has more than the national average.

### **3. Local Picture**

From 2011 census data, approximately 1 in 8 people in Torbay identified themselves as Carers. Yet we know that many people do not identify themselves as Carers, or do not identify their children as having a caring role for them, so actual numbers are likely to be much higher.

Torbay has a long history of supporting Carers through partnership working, often attracting national recognition such as in the Care Act Statutory Guidance 2018. Torbay's Strategy for Carers under 25 in 2012 was cited as the first in the country providing integrated support to this age group, and was recognised as a model of good practice.

However, the national deterioration in Carers' health and wellbeing is mirrored here, as shown in the comparison between NCSA 16-17 and NCSA 14-15. Torbay Carers' quality of life measure dropped from 8.3 to 7.8 out of 10. There was a drop of 10% in carers who felt they looked after themselves in terms of getting enough sleep or eating well (55% compared with 65%). 3 in 10 (29%) Carers are not looking after themselves well enough and there has been an increase of 5% of Carers neglecting themselves (16% compared to 11%).

In Torbay, the age of Carers and the number of hours for which they provide care are significantly higher than nationally, which has an inherent impact on their health and wellbeing. Over half of Torbay Carers in NCSA 16-17 (51.4%) care for more than 100 hours per week compared to 1 in 4 (25.7%) nationally, and compared to 39% in Torbay in the previous survey. 6 in 10 of Torbay's Carers in NCSA 16-17 (63%) are aged over 65, and the proportion is expected to increase.

It is, therefore, essential for this Strategy to support Carers' Health and Wellbeing.

#### **4. Review of Measure Up 2015-17**

Most targets within the last 3-year strategy have been fully achieved. The main summary is below, with the detail published in Measure Up Action Plan Section of <https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/> with a hard copy available on request by phoning (01803) 666620.

##### Identification of Carers

- The awareness-raising activities in GP practices has resulted in them exceeding their targets for increasing numbers of Carers registered at their practices. However it is clear from our recent consultation that there is still more work to do.
- Torbay and S Devon NHS Foundation Trust ('the Trust') introduced free hospital parking for Carers when supporting the person they care for. This has really encouraged people to self-identify as Carers and is the most-valued service.
- Awareness campaigns have been undertaken with pharmacies, Fire Service, Living Well@Home, Ambulance Service, Wellbeing Coordinators and others.
- A Devon-wide Carer Recognition Tool was launched to encourage professionals to identify Carers and link them to support.
- Insufficient Young Carers have been identified by adult community health and social care services, so this is an ongoing priority.

##### Information, advice and support

- We have maintained all Carers' Information and Support Services, although these will change slightly from 2018 onwards.
- Signposts Information service has expanded to cover the Hospital Advice Point.
- Carers' Support Workers have been maintained in each GP practice, with hours now based on practice list size.
- Torbay Carers' Register more than achieved the target of 10% increase in applications each year, with almost 2000 new applications during three years. There are now over 4000 Carers on the Register. (NB it is not a net increase of 2000, due to people leaving the Register when their caring role ends.)
- Signposts newsletter is sent electronically to 1500 Carers, thus reducing costs.

##### Carers' Assessment and Support

- The role of GP Carer Support Workers undertaking Carers' Assessments is fully embedded, with them exceeding their target of 500 Health and Wellbeing Checks (HWBCs) each year, and a stunning 622 HWBCs in 2017-18.
- Carers' Aid Torbay (formerly Crossroads Care, and Carers' Trust Phoenix) continue to provide independent enabling, brokerage and advocacy.
- The target for Carers' Assessments which in 2014-15 was 35% was increased significantly which resulted in variable performance, but culminated in 42.2% being achieved against a target of 43% for 2017-18. NB The changes to assessments processes have resulted in a lower target being set for 2018-19.
- All assessments and processes meet the legislative requirements brought in in 2015. Adult Social Care is reviewing processes in line with the 'three conversation model' and a lighter touch Carers' Assessment is being developed.



### Developing a whole family approach

- The inter-agency strategy for Carers Under 25 has been refreshed and remains the focus of work with this age group.
- Transition arrangements for young Carers appear to work very well.
- Transition arrangements for children with additional needs are now in place between Children's and Adult's Services, with staffing support.
- Parent Carer Needs Assessments remain an area of concern
- The Lifestyles Team has done significant work with Carers, consistently exceeding their target (184 Carers against target of 100 in 2017-18)

### Involvement of Carers in Service Delivery, Evaluation and Commissioning

- Carers are involved in improving services across Adult and Children's health and social care. The Parent Participation Forum was re-branded to be Parent Carer Forum with a new website and over 400 members.
- Torbay Carers' Electronic Forum became a Facebook page, with increasing membership, but still needs more active Carer involvement.
- More Carer evaluators have been recruited and they have undertaken some excellent evaluations and additional projects.

### Targeting Carers and Employment

- Support to Carers wishing to return to employment was mapped and gaps identified
- Careers coaching for Carers was set up by Trust, and an Employment event was run jointly with Devon County Council.
- Carers' Services extended Carer Support to include one evening per week.
- Staff who are Carers have been targeted in Trust and Council via payslips.

## **5. Formulation of Priorities for 2018-21**

The development of potential priorities for 2018-21 was based on Carer Consultation while taking account of national and local priorities, and evidence of what works well.

Healthwatch Torbay carried out a huge Carers' engagement exercise in late 2017, with over 800 Carers responding. The questions had been devised on the basis of Carers' anecdotal feedback about what were the key issues for them. The full report can be seen at <https://www.torbayandsouthdevon.nhs.uk/uploads/carers-consultation-2018-2021-strategy.pdf>. A hard copy is available on request from Signposts for Carers on (01803) 666620.

The draft priorities underwent a public consultation, and a detailed action plan was then devised. A multi-agency Strategy Steering Group led by a Carer will monitor progress against the strategy. We are still awaiting National guidance, so the attached action plan may need to be amended in light of this.

## 6. Key Priorities for 2018-21

1. Identification of Carers at the first opportunity;
2. Information, advice and support services available to all Carers;
3. Carers' assessments proportionate to needs, including a whole family approach
4. Involvement of Carers in service delivery, evaluation and commissioning;
5. Enhancement of support to person being cared for.

Within these priorities are two underlying themes of supporting Carers with employment-related issues, and improving the use of technology for both Carers and the people for whom they care.

It has been necessary to redesign Carer Support in light of increased demand and diminishing resources. Public consultation has approved the development of peer support and carer-led projects, particularly improving the links with former Carers to use their wealth of skills to develop and deliver Carer Support. Specialist Carer Lifestyles support is no longer funded, as Carers are well-supported within the mainstream Lifestyles offer. We plan to enhance this with volunteers who have used the service themselves in the past, and continue to fund Lifestyles Carers' events.

The Emotional Support Scheme for Carers of Adults was proposed to be reduced from ten to six sessions but, in response to the public consultation, six vouchers will be issued, with the option at the end to extend by up to a further four in extenuating circumstances. A lighter touch Carers' Assessment will be developed to free up Carer Support Worker (CSW) capacity, and ensure that Carers do not have to undergo a more detailed assessment than necessary. The level of CSW support which has been in place since 2016, has been enhanced by a three-day 'floating' support worker to cover areas of pressure and set up and manage volunteer support within Carers' Services.

With the NHS's Sustainability and Transformation Plans (known as 'Devon-wide Working'), more of our work will include liaising across Devon, to ensure broad consistency of approach where possible, especially as many of our providers, such as Devon Partnership Trust and the Ambulance Service, cover more than one area. This should also allow us to benefit from economies of scale in large developments, such as replacement care\*.

The entire agenda with Carers is about prevention and early intervention. Early identification ensures that Carers know what support is available well before a crisis arises. Timely information and advice, with access to appropriate benefits, enables Carers to make informed decisions about their caring role. Assessment, coupled with early support, aims to prevent, reduce or delay the negative impact on Carers' health and wellbeing, thus supporting both them and the person for whom they care.

*\* 'Replacement Care' is the term which includes services historically known as 'respite' care, where someone else provides the care which is normally provided by the Carer. It covers all categories of care such as residential care, day care, day opportunities, night care, and sitting services, where services are actually used by the person with needs, but which result in support to the Carer, by giving them a break.*

# Torbay Carers' Strategy Action Plan 2018 – '21

## 1. Identification of Carers at the First Opportunity

	Priority	Target/Service Standard	Timescale	Responsible
1.1	To work across Devon, using NHSE's Memorandum of Understanding (MoU) for Carers as the basis of inter-agency agreements to identify and support Carers	Finalise Devon-wide MoU for Carers Get sign-up from agencies listed in NHSE MoU - six key partners signed up (as opposite)  Agree Timescale and priorities for remainder	Oct 2018  March 2019  Jan 2019	Devon's Carers Leads Carers Services Council/ Trust/ DPT/ CCG SWASFT/ Fire Service Strategy Steering Group
1.2	With Carers, to run a programme of awareness training and embed use of Carer Recognition Tool to improve early identification of Carers	Maintain a rolling program of awareness training to - all GP practices in Torbay (see 1.4, 1.5) - pharmacies in Torbay - Ambulance Service - Fire Service - Police	3-year period	Carers Services in liaison with - Practice Managers - Pharmacists - SWASFT - Fire Service - Police Service
1.3	As above	Identify other priorities areas for Carer Awareness Training - Devon Partnership Trust (DPT) - Set Targets 2019-20, 20-21	March 2019 Jan 2019	Carers Services / DPT Strategy Steering Group
1.4	Improve GP Practices' identification of Carers (minimum target increase across all practices average of 2%)	Agree GP practice targets for identification of Carers and reporting arrangements Achieve targets	Annually  Annually	Strat. Steering Group / Practice Managers
1.5	As above	Individual GP practices to develop strategies to target Carers at Flu Clinics	All in 3 years	Practice managers /CSWs
1.6	Improve Hospital identification of Carers via adoption of Triangle of Care	Develop Hospital Working Group and Action Plan to implement this and report quarterly	Oct 2018	Carers Services with Hospital Staff

1.7	Develop communication strategy to enable efficient use of staff time in public awareness campaigns	Draft Strategy to enable quarterly press / publicity, use of media, GP and hospital screens etc.	July 2018	Carers Services
1.8	Measure effectiveness of training	Use variety of methods eg staff survey, course evaluation, issue of info cards, source of Register and Signposts referrals	Ongoing as per training in 1.2 and 1.3	Carers Services

## 2. Information, Advice and Support Services available to all Carers

	Priority	Target/Service Standard	Timescale	Responsible
2.1	Enable Carers to find information easily, by maintaining a range of information, in a variety of formats, and available at a range of places.	Use engagement report to address information needs. Repeat during next major consultation. Target - National Carers Survey results to remain in top quartile nationally	Ongoing  2021 Next survey	Carers Services (Adults and Children)
2.2	Review Web-based information for Carers to ensure it meets Carers needs, especially those in employment (links with 2.14)	Trial Carers UK Digital Offer Engage with Carers for their feedback Improve Parent Carer information on Trust website Develop Carers + Employment web-page	April 2018 Aug 2018 Oct 2018 Nov 2018	Carers Services  Employment Group
2.3	As above	Further the use of Health and Care Video Library to meet the needs of Carers, especially those in work Develop use of videos to support Carer Awareness	Ongoing  Oct 2018	Carers Services / Health and Care Videos
2.4	Maintain Signposts for Carers' Information Service. Investigate extending hours to support Carers in employment	Investigate with Devon Carers feasibility of using them to extend hours If unable, consider other means.	May 2018  Aug 2018	Carers Services
2.5	Maintain drop-in services at Carers Centres in Brixham, Paignton and Torquay.	Work with Brixham Does Care to move Brixham Carer Support to new Centre. Ensure Paignton Carers Centre fits with Paignton Wellbeing Centre plans.	April 2019  Oct 2019	Carers Service / Brixham Does Care  Carers Services

2.6	Maintain drop-in service for staff and Carers at Advice Point Torbay Hospital	Undertake evaluation to develop service – staff awareness / survey / Carer feedback / times of usage	Jan 2019	Carers Services
2.7	Maintain specialist Carer Support Services	Maintain Carer Support in Hospital, Mental Health, Older People's Mental Health, Substance Misuse services, Young Carers (YC), Young Adult Carers (YAC) Support transfer of YC service to Youth Trust	Ongoing  April 2019	Carers Services (Adult and Children's)/ DPT Children's Services
2.8	Provide for minimum of 1 day per week of Carers' Support Worker (CSW) time in all GP practices	All GP practices to have access to a Carers' Support Worker for at least one day per week. Proportionate to list size.	Annual review	Carers Service / practice managers
2.9	Develop the use of volunteers and peer supporters at GP practices to support the CSW role, to link with Patient Participation Groups, and support Practice Action Plans.	Employ 'floating' Carer Support Worker to manage volunteers. Start pilot at 1 GP practice initially	April 2018  Nov 2018	Carers Services / practice managers
2.10	Maintain voluntary sector support of Carers providing -independent advocacy and enabling service, -support to Older Family Carers of people with learning disability	Renewed contracts with Carers Aid Torbay Mencap	Jan 2018 April 2018	Carers Service / Carers Aid Torbay / Mencap
2.11	Maintain the Universal Carer support services available through Torbay Carers Register	With change of provider, ensure quality of service is maintained. Update standard letters and undertake data audit. Develop web-based Carers register to enable on-line application	On-going  May 2018  Oct 2018	Carers service /commissioners Carers Service  Carers Service / Torbay Council
2.12	Increase the number of Carers joining Carers' Register	Increase of 10% in applications per annum	Quarterly review	Carers Services / Carers Register
2.13	Carers' support around hospital discharge to be linked in to Triangle of Care work 1.6 above	Pilot use of Carer Supporters in RADS (Rapid Assessment and Discharge Service) Ensure Carer Support embedded in 'Onward Care' pathway	July 2018  Oct 2018	Hospital Working Group Adult Social Care

		Seek funding to support Carers as peer supporters in hospital	April 2019	Hospital Working Group
2.14	Improve support to Carers in Employment or wishing to seek employment by improving opportunities, targeted support and ensuring that TSDFT is a good example of a Carer-friendly employer	Set up Employment Working Group Develop Employment Strategy for Carers and action plan and report quarterly Sign up to Carers UK Employers for Carers Review Trust's HR policies. Undertake staff survey	May 2018 Dec 2018 Quarterly April 2018 March 2019 Oct 2018	Carers Services Employment Group  Carers Services Employment Group Carers Services
2.15	Target groups of Carers where there are gaps in service or particular needs to address, whether due to changes in service or increase in demand.	Investigate and, where possible, enhance support to <ul style="list-style-type: none"> <li>- Parent Carers</li> <li>- People affected by substance misuse</li> <li>- Carers of people with dementia</li> <li>- Carers of people with mental health issues</li> <li>- Carers 25-40</li> <li>- Carers of adults with learning disability</li> <li>- Carers of vulnerable people at risk of radicalisation</li> </ul>	Develop plans by Oct 2018	Carers services / Children's Services / substance misuse services / Older people's Mental health Services / vol sector
2.16	Due to loss of specialist Carers Lifestyles workers, develop use of volunteers to support the Carers Lifestyles offer.	Maintain Lifestyles team links with Carers, with targeted events. Monitor annually Develop Carers volunteer-led support	Ongoing Annual April 2019	Carers Service / Lifestyles
2.17	Ensure that Carers are aware of technological support that may assist their caring role whether supporting them or the person they care for (see also 5.7 below)	Trial Carers UK Digital Offer (DO) including free use of 'Jointly' App for Carers Set up Carers Technology Group to look at options and evaluate usefulness of DO Be involved in development of new Technology-Enabled Care Service (links with 4.4 below)	April 2018  June 2018  Ongoing	Carers Services  Carers Services  Carers Services
2.18	Building on existing community support (eg community builders, wellbeing coordinators and voluntary sector) Develop micro-community models of Carer support across Torbay, based on local need.	Link with community builders to encourage use of time-banking by Carers and former Carers to build links to support each other in local area Prioritise and develop one project in each area of Torbay, based on Carers' need	Oct 2018 April 2019	Carers Services / Community Development Trust Carers Services / Voluntary sector

### 3. Carers Assessments Proportionate to Need, using a Whole Family Approach

	Priority	Target/Service Standard	Timescale	Responsible
3.1	Ensure that our response to Carers is appropriate to the level of need and that we provide early access to Carers' assessments and support, in line with a preventative approach.	Develop 'lighter touch' assessment for quick and easy access to Universal Carers services, where full Health and Wellbeing Check not required Improve review processes – annual review	June 2018  June 2018	Carers Services  Carers Services
3.2	Maintain offer of a Carers' Health and Wellbeing check (HWBC) to all Carers	Achieve target HWBC per annum to be provided by Carers' Support Workers in primary care – 500 in 2018-19 Set target for 2019-20, 20-21	April 2019	Carer Support Workers Strategy Steering Group
3.3	Ensure Adult Services has a clear pathway for Carer Support, with appropriate recording on PARIS database Ensure that this fits with Adult Services general assessment model ('three conversation')	Review pathway and processes annually with rolling program of awareness training. Address recording anomalies from monthly report Achieve target for Carers assessments – 36% in 2018-19	Annually  At least quarterly  April 2019	Carers Services / Trust Operations / PARIS Trust zone and specialist teams Trust Operational managers
3.4	Ensure Childrens Services' pathway for Parent Carer Support is clear to parents Ensure Parent Carer Needs Assessments are being undertaken	Review pathway and processes annually  Report number of assessments – frequency to be determined	Annually  At least annually	Carers Services / Children's Services  Children's Services
3.5	Ensure whole family approach is embedded, addressing the needs of Carers of disabled children, Young Carers, and parenting support.	Awareness raising in induction and ongoing with - Trust Zone + specialist teams - Children's Services - Devon Partnership Trust Measure referrals to Children's Services by adult social care / DPT. Annual Targets to be set.	Ongoing  April 2018 Annually	Carers Services Adult Services / Children's Services / DPT Adult Services DPT Strategy Steering Group

3.6	Ensure Carers under 25 are identified, and receive proportionate assessments that enable appropriate support	Carers under 25 Strategy to formally feed in to Strategy Steering Group. Continue family events for young Carers	Annually Ongoing	Young Carers Service / Young Adult Carers Services /Children's Services
3.7	Ensure parent Carers are supported whilst their children are in transition between Children's and Adult Services	Ensure Transition Worker in liaison with Carer Support Workers – check processes Review annually	June 2018 Annually	Childrens Services / Adult Services / Carer Support Workers
3.8	Ensure Young Carers are supported in the transition to adulthood and to Adult Services	Maintain robust transition processes and transition events Continue skills-based training for Carers under 25 eg finances / cooking on a budget	Ongoing Ongoing	Young Carers Service / Young Adult Carers Service

#### 4. Involvement of Carers in service delivery, evaluation and commissioning

	Priority	Target/Service Standard	Timescale	Responsible
4.1	Ensure local and national surveys of Carers are used to develop services that affect them	Use Healthwatch Engagement Report to develop Torbay's Carers' Strategy	April 2018	Carers Services
4.2	Ensure genuine Carer representation in Carers Services meetings / developments, with associated support and training as required	Carer representation at Carers' Strategy and Developmental meetings - chairing Carer Involvement in Signposts newsletter, Facebook etc Maintain Young Adult Carer (YAC) Operational Group Maintain involvement of young Carers and their families in YC services	Ongoing	Carers Services Carers Services YAC service Young Carers Service
4.3	Ensure both national and local Carers 'voice' in developing Trust's Carer Friendly Employer status (links with 2.14)	Carer reps in Employment Group Carers UK Employers for Carers materials to be used Trust Staff Survey (links with 1.6)	May 2018 Dec 2018 Oct 2018	Carers Services Carers Services Carers Services



4.4	Ensure Carers involved in commissioning, review and development of relevant services	Replacement Technology-Enabled Care Service Mental Health Services – Engagement Lead	From May 2018 Ongoing	Carers Services DPT / Carers Services
4.5	Develop peer support opportunities for Carers and former Carers, based on Carers priorities.	Employment of Carer Support Worker to manage volunteers (2.9 above) Set up Peer Support working party to work up priorities, and draft action plan	April 2018 June 2018	Carers Services Carers Services
4.6	Actively target Carers who are moving on from their caring role, to support them in transition, and into peer support or employment	Ensure process for people leaving Carers register Peer support working party to link to support to choose residential homes / bereavement / peer support	Sept 2018 October 2018	Carers Services Peer Support Working Party
4.7	Develop more Carer-led projects, including Carers running (rather than co-running) awareness training.	Continue Carer-led project in hospital Increase number of Carers trained in presentation skills from 6 to 12	Ongoing October 2018	Carers Services/ Trust Carers Services
4.8	Promote employment opportunities for Carers and former Carers as Carer Evaluators (CEs)	Maintain a pool of 15 Carer Evaluators, including Carers under 25. Develop pool of Parent CEs	Ongoing April 2019	Carers Services Carers Services
4.9	Minimum of two services a year to be evaluated and the results published.	Evaluate Intermediate Care, Transitions Determine Evaluations 19-20, 20-21	April 2019 Annual	Strategy Steering Group

## 5. Enhancement of support to the person being cared for.

	Priority	Target/Service Standard	Timescale	Responsible
5.1	Investigate adult replacement Care in Torbay/ Devon, and opportunities to develop market.	Investigate residential replacement care options, (including micro-provider model, Care BnB) and plan to develop these Review Short Break Voucher scheme for existing users	April 2019 Nov 2018	Council Commissioner Carers Service

5.2	As above	Negotiate with voluntary sector partner about pilot of 'sitting' or support services (links with 2.15 above)	Sept 2018	Carers Service
5.3	Adult Social Care to ensure Carers' needs met when assessing clients	Develop Zone-led action plan with targets, including packages of support to Carer/ to benefit Carer	Sept 2018	Carers Services and Adult Social Care
5.4	Encourage use of Direct Payment for both Carer and person for whom they care	Investigate whether enhanced use of DPs can avoid admission to or support discharge from hospital (Links with 2.13 and 5.2 above)	April 2019	Carers Services / Adult Social Care
5.5	Review existing replacement care for children, and opportunities to develop	Recommission Short Break Service. Investigate informal replacement care opportunities, Scope whether formal review is necessary / feasible	Oct 2018 March 2019 March 2019	Council Commissioner Parent Carer Working Party
5.6	Improve technological support for Carers and those for whom they care	Support the procurement of new Technology-enabled Care provider, and continue their engagement with Carers and Service Users	Ongoing	Carers Services and Technology Group
5.7	Improve Carers awareness and use of technological support.	Regular feature in Signposts magazine Develop Trust web-page re technology On-line Register Application complete. Promote usage Scope linking Application into Carers info provision	Ongoing Dec 2018 Sept 2018 Nov 2018	Carers Services Carers services Carers Services Carers Services
5.7	As Above	Improve Carers ability to access technology by linking with Healthwatch project. Promote in Signposts. Investigate buddying projects where IT literate Carers support others.	Ongoing October 2018	Carers Services / Healthwatch Carers Services / Technology Group
5.8	Review / map Crisis Support available to Carers and the people for whom they care.	Map existing crisis support, and identify gaps / barriers Scope meeting those gaps, linking with existing providers (eg Samaritans)	October 2019 March 2020	Carers Services Carers Services
5.9	Planning ahead – coordinated approach to planning ahead with and for the person being cared for. (links with 1.2, 1.3 and 2.3)	Promote within awareness training. WRAP (Wellness, Recovery Action Planning) and advance directives for Mental Health. Ensure Suite of information re Power of attorney, Advance Directives, Funeral planning Promote within and using relevant literature / videos	Ongoing Ongoing	Carers Services Carers Services / DPT



**Meeting: Policy, Development and Decision Group (JCT)**

**Date: 4 June 2018**

**Wards Affected: All**

**Report Title: Children and Young People's Plan**

**Is the decision a key decision? Yes**

**When does the decision need to be implemented? Immediately**

**Executive Lead Contact Details: Cllr Julien Parrott, Executive Lead for Children's and Adults Services, [julien.parrott@torbay.gov.uk](mailto:julien.parrott@torbay.gov.uk)**

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## **1. Proposal and Introduction**

1.1 A revised Children and Young People's Plan has been prepared for consideration by the Council. The revised plan seeks to integrate the Children's Plan within the Council's Policy Framework thereby ensuring a continuous, coherent approach for the commissioning, planning and delivery of services for children and young people.

## **2. Reason for Proposal**

2.1 The period since the approval of the Children and Young People's Plan 2014 – 19 has been one of considerable change for Torbay Children's Services and the environment in which it is operating. These changes have necessitated a refresh of the Children and Young People's Plan now to ensure its continued relevance.

2.2 By way of background Torbay Children's Services were judged to be inadequate in January 2016, following an inspection by Ofsted undertaken in November 2015. The Council had previously been issued with an improvement notice in January 2011, following similar findings in respect of safeguarding services for children and young people.

2.3 In May 2016, Torbay Council was subject to a Statutory Direction confirming the appointment of Hampshire County Council's Chief Executive, John Coughlan, as the Commissioner for Children's Services in Torbay. Hampshire Children's Services were also contracted as 'expert advisor' to support the required improvement activity. A revised Statutory Direction was issued to Torbay Council in March 2018 to enter into a contractual arrangement with Plymouth City Council by 1<sup>st</sup> April 2018. The partnership has commenced with a transition process now

underway to a joint Director of Children's Services (DCS), subject to the timeline for re-inspection by Ofsted which will be led by the current DCS.

- 2.4 A Children's Improvement Board (CIB), chaired by the Commissioner and comprising of Department for Education, Council, partner agency and Elected Member representatives was established to oversee improvement activity. Meeting on a six weekly basis, the CIB receives regular updates on improvement activity, within Children's Services and across partners, performance data and the emerging evidence of impact on outcomes for children.
- 2.5 A detailed planning and oversight tool was developed, with input from Hampshire County Council as our improvement partner, to drive progress against the recommendations made by Ofsted in their January 2016 report. The improvement plan has been subject to ongoing development to reflect the learning from our work with Hampshire and feedback from the monitoring visits by Ofsted.
- 2.5 The Children and Young People's Plan forms part of a wider range of plans and strategies for improving outcomes for children and young people including:
- Children's Services Improvement Plan 2018/19
  - Torbay Youth Justice Plan 2018/19
  - Torbay Strategy for Educational Excellence
  - Special Educational Needs and Disability Strategy 2016/20
  - School Effectiveness Strategy 2016/2020
- 2.6 The revised Children and Young People's Plan is attached at Appendix 1. It draws on the range of strategies and plans set out above to ensure that there is collective, strategic oversight of service provision for children and young people encompassing their personal, social, health and educational outcomes. The Children's Improvement Board chaired by the DfE Commissioner will provide for oversight of progress, with a Children's Services Strategic Group, chaired by the Executive Member for Children's Services, taking over this role from September 2018 as part of the ongoing governance arrangements for future service development.
- 2.7 The revised plan draws upon one of the strategic actions within the Council's Corporate Plan to **'Protect all children and give them the best start in life'** through the objective and priorities set out below:

**Key Objective:** To ensure all of our children and young people are safe, happy and healthy in order that they can reach their full potential.

**Priority 1:** Children get the best start in life.

**Priority 2:** The impact on children and families from domestic abuse, alcohol/ substance misuse and all forms of child exploitation is reduced.

**Priority 3:** Education outcomes for all children and young people are improved.

**Priority 4:** Young people are healthy, make positive choices and influence their own future.

- 2.8 Section 5 of the revised Children and Young People's Plan sets out a detailed action plan which will be subject to regular review via the CIB, Children's Services and Corporate Leadership teams to ensure it is contributing to better outcomes for children and young people.
- 2.9 Ofsted have confirmed that following the monitoring visit in February 2018 their next visit to Torbay will be for full inspection under the Single Inspection Framework (SIF). This is anticipated imminently. The draft Children's and Young People's Plan will be shared with them and they will be advised that it is due to be presented to Council for approval. Any learning from the inspection will be incorporated into the Plan, in consultation with the Executive Member.

### **3. Recommendation(s) / Proposed Decision**

- 3.1 That the Elected Mayor recommend to Council;
- 3.1 That the Children and Young People's Plan 2018/2023 be approved as part of the Council's Policy Framework, with delegated authority to the Director of Children's Services in consultation with the Executive Lead for Children's Services to make any final amendments in light of the outcome of the Ofsted Inspection.

### **Appendices**

Appendix 1: Proposed Children and Young People's Plan 2018/2023

### **Background Documents**

None

## Section 1: Background Information

<b>1.</b>	<b>What is the proposal / issue?</b>  The Children and Young People's Plan has been revised to ensure that it accurately reflects the Council's improvement journey and the learning from its work with local partners, Hampshire County Council and Ofsted monitoring visits.
<b>2.</b>	<b>What is the current situation?</b>  The previous plan 2014/19 was developed prior to the most recent Ofsted inspection and the current arrangements in place with a DfE appointed Commissioner and improvement partner. The revised plan takes account of those changes and the significant programme of work underway across education and early years' services to improve outcomes for children and young people. It also anticipates the transition from a Children's Improvement Board chaired by the DfE Commissioner to a local multi-agency Children's Services Strategic Group over the coming year.
<b>3.</b>	<b>What options have been considered?</b>  The work that has been undertaken as part of the Council's improvement journey has been considered as has the range of partnership work that is taking place across Torbay. This is reflected within the proposed Children and Young People Plan.
<b>4.</b>	<b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b>  A key recommendation from Ofsted was to secure effective leadership of Children's Services within the context of the Council's wider vision for the community of Torbay. The proposed plan takes account of the key ambitions and principles of the Corporate Plan particularly the target of "protecting all children and giving them the best start in life". The plan also demonstrates a continuous thread across the Council's policy framework to maximise impact and outcomes for children and young people.

<p><b>5.</b></p>	<p><b>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</b></p> <p>The proposed Plan provides the framework through which the Council will be an effective and aspirational Corporate Parent. The revised plan will be supported by a detailed programme of action set out in the Corporate Parenting Strategy.</p>
<p><b>6.</b></p>	<p><b>How does this proposal tackle deprivation?</b></p> <p>Ensuring the plan is integrated within the Council’s Policy Framework, including the Economic Strategy and the Joint Health and Wellbeing Strategy, establishes robust coherent links between the direct work to improve Children’s Services and the wider strategy for the community of Torbay. Tackling deprivation and the causes of deprivation are essential to improving outcomes for our children and young people.</p>
<p><b>7.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Children and young people  Service providers  Schools and educational providers  Partner organisations</p>
<p><b>8.</b></p>	<p><b>How will you propose to consult?</b></p> <p>The draft Plan was subject to consultation at the start of the year through a range of meetings, including discussions with children and young people. Due to the poor weather in March, not all planned sessions with young people were held and it is proposed to incorporate a discussion on the plan within a number of extensive engagement exercises with young people that have recently commenced.</p>

## Section 2: Implications and Impact Assessment

<b>9.</b>	<b>What are the financial and legal implications?</b>  There are no financial and legal implications of adopting the proposed Children and Young People's Plan.
<b>10.</b>	<b>What are the risks?</b>  Without an effective overarching plan, the Council and its partners will lack an exhaustive appreciation at a strategic level of the wider programme of improvement activity delivered through a range of local plans and strategies for children and young people. The plan is a key strategic document within the wider network of governance arrangements for the improvement of services and outcomes for children and young people. In the absence of an effective plan, there is a risk of duplication, inefficiency and disengagement by key partners and stakeholders.
<b>11.</b>	<b>Public Services Value (Social Value) Act 2012</b>  Not applicable





2018-2023

## Children and Young People's Plan

Protecting all children and giving them the best start in life

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# 1 Introduction

Torbay Council has an ambition of creating a prosperous and healthy Torbay. In meeting this ambition, the Council and its partners have a clear vision for children and young people which is articulated throughout its plans and strategies to ensure we take a consistent approach.

The Council’s Corporate Plan sets out as one of its Targeted Actions that it will **“Protect all children and give them the best start in life”**. This Children and Young People’s Plan has been drawn together with the involvement and support of a range of partners, stakeholders and young people, with the aim of improving our outcomes for children and families.

It is intended as an overarching plan for all services which directly affect children and young people in all of the communities which make up Torbay. It draws upon the evidence base provided by our Joint Strategic Needs Assessment and Sufficiency Statement. It is underpinned by the plans of partner agencies, reflecting how we are working together to improve the lives of our children and young people.

The Children and Young People’s Plan aligns to the rest of the Council’s Policy Framework including the Joint Health and Wellbeing Strategy, Domestic Abuse and Sexual Violence Strategy, Housing Strategy and the Economic Strategy.

Throughout the Plan consideration is given to the safeguarding of children and young people, their health and social care needs, their education and their futures as active, informed members of the community.

This Plan draws upon a wide range of existing plans and strategies for children and young people. It provides a strategic overview of key actions in those plans to ensure there is a coherence to the work of Children’s Services and its partners across Torbay. This includes:

- Children’s Services Improvement Plan 2018/2019
- Torbay Youth Justice Plan 2018/2019
- Torbay Strategy for Educational Excellence
- Torbay Accessibility Strategy 2017/2021
- Special Educational Needs and Disability Strategy 2016/2020
- School Effectiveness Strategy 2016/2020



## 2 Context

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### The Current Position

Torbay is located on the South Devon coastline and comprises of the three district communities of Torquay, Brixham and Paignton. As part of what has become known as the 'English Riviera', Torbay attracts thousands of visitors each year drawn to its harbours and beaches. Tourism and fisheries remain important elements within the local economy although this is diversifying to include electronics, photonics, and health and care provision. Road links have improved significantly in recent years with the opening of the South Devon Highway acting as a further stimulus to the economy.

Over recent years, Torbay Council has faced significant reductions in its budgets due to successive reductions in the funding it receives from Central Government, totalling around 40%. This has required difficult decisions in relation to the services it provides. However, within this context, Children's Services has been prioritised and benefitted from considerable support from central balances to deal with successive overspends. A Medium Term Financial Strategy was refreshed in February 2017 with the aim of bringing expenditure in line with comparators whilst continuing to ensure improvement activity is adequately resourced.

Torbay's population is 133,373 (2015 MYE) and estimated to rise to 148,500 by 2039, albeit this is a slower rate than that seen nationally. Older people make up a bigger proportion of the population than that seen in England as a whole and Torbay's population of over 70s is expected to increase by around 28.1% by 2025. In 2015, for every person of retirement age there were just fewer than 2 of working age, compared to 3 persons in the England average.

There are 24,789 children living in Torbay (Census Data 2011). In 2015, the birth rate was 10.3 per 10000 which is below the South West and national averages. The proportion of children aged between 5 and 14 is also expected to rise by 11% over the next 10 years, which is slightly higher than that seen across England.

Torbay comprises of areas with significant material wealth alongside areas of deprivation. The Index of Multiple Deprivation (IMD) 2015 ranks Torbay as the 46th most deprived authority in England (out of 326) compared to 37th in 2013 and 41st in 2010. In terms of overall Multiple Deprivation, there are 14 Lower Super Output Areas (LSOAs) in Torbay which fall into the most deprived 10% nationally and 28 LSOAs in the most deprived 20%.

Levels of unemployment in Torbay are at 5.4% which is above the South West average of 4.1%, and national average of 4.8%. The percentage of young people aged 18-24 claiming Job Seekers Allowance is 3.7% and above the south west and the national averages. The Council commissions Careers South West which targets support to the most vulnerable young people, as well as funding other initiatives to get young people into employment. Around 23.6% of children in Torbay are classed as living in poverty.

Educational attainment in Torbay has continued to improve across all phases. Children receive a high quality start through access to a range of good and outstanding early years provision resulting in 70.6% of children achieving a good level of development against 69.3% nationally. Key Stage 2 results for 2016 were below national and regional comparators. The percentage of young people educated in Torbay's schools achieving 5 or more GCSEs at grades A\* to C including English and Mathematics is 58.6% which is up on the previous two years and higher than national and regional. Following recent inspections 100% of mainstream secondary provision is judged to be good or outstanding.

Torbay has 4.4% of pupils with Statements or Education, Health and Care Plans compared to 2.9% nationally. Children in receipt of additional support achieve well at Key Stage 2 with Torbay ranked as the 27th best performing Local Authority in this respect.

The health and wellbeing of children in Torbay is mixed compared with the England average. Infant and child mortality rates are similar to the England average. Children in Torbay have average levels of obesity: 9.5% of children aged 4-5 years and 18.0% of children aged 10-11 years are classified as obese. Admissions for children for mental health conditions and self-harm were higher than England average in 2015/16.

Torbay Council was subject to a Statutory Direction in May 2016, with the Chief Executive of Hampshire County Council appointed as the Department for Education (DfE) Commissioner and Hampshire Children's Services as Improvement Partner. The DfE Commissioner chairs a multi-agency Children's Improvement Board (CIB) which meets on a six weekly basis and provides for oversight of improvement activity.

A robust improvement plan and enhanced performance management framework are now in place to ensure improvement and performance are determined by reference to national, regional and statistical comparators. This is evidencing sustained improvement against some of the key concerns raised at the last Ofsted inspection – particularly seeing children in a timely fashion, completion of assessments and plans, leadership and management oversight. Comprehensive performance reports are provided on a regular basis to the CIB, Executive Member, Chief Executive and Children's Services senior leadership and managers.

Our Family Intervention Service ensures that our family support resources are able to respond to the needs of families identified at Level 3 on the Torbay Safeguarding Children's Board's threshold of need. Our aim is to provide direct practical support to families to empower them to affect long term, sustainable improvement. The Local Authority's Supporting Troubled Families Programme is located alongside the Family Intervention Service and provides further support for families across all levels of need. The Family Intervention Service and Supporting Troubled Families programme work with multi-agency partners. The changes within Children's Services form part of the wider refresh of local early help arrangements across the Torbay Safeguarding Children Board partnership.

Our Children's Centres are delivered on a commissioned basis via Action for Children on a thematic delivery model. They provide a good mix of targeted and universal services and are well integrated within our early help strategy.

Our multi-agency safeguarding hub (MASH) is well established with police, social care, health and schools support services into a co-location arrangement. Decision making is timely and robust. The MASH has recently reconfigured to incorporate Early Help referrals through a 'single front door' model.

Mental health and well-being is acknowledged as a key local priority. Children's Services commission Child and Adolescent Mental Health Services practitioners who focus on providing additional support to children and families open to social care services. We work well with health colleagues and have developed a sub-regional commissioning strategy to ensure greater co-ordination, a tight focus on key priorities and deliver value for money, across a bigger footprint than the Local Authority.

We have worked with the Clinical Commissioning Group to improve the timescale for diagnosis for children with Autistic Spectrum Condition, resulting in stronger universal and specialist provisions being developed. Specialist Speech and Language Therapy Services are provided in a variety of settings. Access to these services in a timely manner remains a priority development. Children with disabilities have well co-ordinated support packages through effective referrals routes to physiotherapy and occupational therapy.

Torbay contributes towards a number of regional projects including the development of a multi area Youth Offending Management Board, a Regional Adoption Agency and Sector Led Improvement.

The voice of the child is key to our service improvement programme and we have successfully utilised a wide range of engagement techniques including digital technology, survey work, direct training of practitioners by

young people in care, focus groups and the Annual Democracy Debate to ensure this is successful. To further strengthen our approach, we have commissioned Checkpoint to deliver a range of advocacy, missing from home/care interviews and support services. We have in the last two years rolled out across social care and partners the 'Signs of Safety' model allowing for a strengths-based and safety-focused approach to Child protection in Torbay.

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ Educational outcomes at all Key Stages are generally in line or above national averages and good progress is being made to close the gap for vulnerable learners</li> <li>▪ A multi-agency safeguarding hub was established in March 2015 and is providing an effective multi-agency front-door for referrals, including targeted help</li> <li>▪ An extensive programme of Signs of Safety (SoS) has been delivered to social care practitioners and has extended to partner agencies to provide a consistent multi-agency approach towards risk</li> <li>▪ Good progress has been made in meeting the SEND reform agenda with all Statements now transferred to EHCP. There is a good level of timeliness with new EHCPs and high levels of confidence and satisfaction reported by parents.</li> <li>▪ Our Early Help Strategy has been revised with thresholds which are well understood and applied by or with partners as appropriate</li> <li>▪ Solid foundations have been established to support sustainable improvement in social care provision informed by a comprehensive performance dashboard and QA framework which enable managers at all levels to identify issues and intervene</li> <li>▪ Our Youth Offending Service is performing well with low rates of custody, reduced reoffending and first time entrants</li> <li>▪ Timeliness of access to local CAMHS Services is significantly improved.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Social care practice needs to be more consistent in delivering good quality plans and assessments and evidencing impact the situation of the child</li> <li>▪ Our populations of children looked after and subject to child protection plans remain high and further work is needed to bring these in line with comparators</li> <li>▪ The gap in educational attainment between our vulnerable learners and their peers is closing however more work is needed</li> <li>▪ Torbay has higher rates of under 18 conceptions than in England</li> <li>▪ Excess weight in reception age children is high, with one in four being overweight or obese</li> <li>▪ Hospital admissions for 5-24 year olds for injuries, self harm and alcohol misuse are significantly higher than the England average</li> <li>▪ Torbay experiences higher proportions of children living in poverty compared with England</li> <li>▪ One in five mothers in Torbay smoke during pregnancy</li> <li>▪ More children provide levels on unpaid care and support in Torbay than the England average</li> <li>▪ Health outcomes have not improved in a number of areas for many years</li> </ul>	<ul style="list-style-type: none"> <li>▪ Children’s Services working with the Department for Education Commissioner in entering into a partnership with Plymouth City Council to provide for sustainably improved outcomes for children and young people</li> <li>▪ A Local Education Board (LEB) bringing together the local authority and educational providers across all phases will be established as the local mechanism to drive school improvement</li> <li>▪ A new commissioning project has commenced bringing together children’s centres, school nurses, health visitors and family support within an integrated service model for 0-19 year olds</li> <li>▪ Work is underway with Play Torbay and youth trustees to develop a comprehensive youth offer for children and young people fully integrated with our education, SEN and social care improvement activity</li> <li>▪ Torbay Council, working with a number of south west local authorities, will be entering into a regional adoption agency as the basis for future service provision</li> <li>▪ Work has commenced with our post 16 providers to develop an Education/Employment Pathway to ensure we maximise opportunity for our children and young people.</li> <li>▪ Work has commenced with our schools to review our SEN provision and support its continued development to meet the needs of Torbay children and young people</li> <li>▪ Further multi agency training around early and targeted help processes will help strengthen understanding.</li> </ul>

## Views from children and young people

The local authority and its partners have recognised the need to ensure that the views and wishes of Torbay's children and young people are at the heart of our commissioning, delivery and service development work.

We have recently embarked on a number of major consultation exercises with children and young people to better understand the lived experience of children and young people in our community. Working with Play Torbay and the Community Development Trust, the 'Imagine Torbay' project has engaged around 500 young people and focused on their aspirations for play and youth provision.

The final report will be written up during May and June 2018, however, some initial key messages are set out below. Our children and young people want to:

- Have fun
- Be safe
- Be with friends.
- Be looked after by people who care for them
- Have a good education
- Eat healthy and nutritious
- Be encouraged and supported to do activities and exercise that interests them

Children's Services and local partners working through the Local Safeguarding Children's Board have also commissioned Healthwatch Torbay to undertake a major exercise that aims to engage between 1500 and 2000 young people over the next twelve months. This important piece of work will be based less on the quality of service provision and more on the experiences of children and young people regardless of gender, locality, age or other determinants to obtain an exhaustive appreciation of the lived experiences of our children and young people.

This will be a signature piece of work informing our commissioning and service development work over the coming years. A separate but related aim is to work with Healthwatch Torbay to build the infrastructure to ensure that this engagement is sustained and meaningful over the longer term.



## 3 Objectives

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### Objective

The objective of this Plan is:

**To ensure all of our children and young people are safe, happy and healthy in order that they can reach their full potential.**

### Principles

We will measure all of our work against the impact that it will have on children and young people and, reflecting on the principles with the Council's Corporate Plan, the principles within this Children and Young People's Plan are:

- We will use our resources where they will maximise the impact on the child or young person
- We will use prevention and innovation to reduce the impact on children and families from key risks such as domestic abuse, alcohol/substance misuse and child exploitation
- We will take an integrated and joined up approach towards commissioning and delivery for children and families
- We will be an effective and trustworthy corporate parent to all the children or young people who are in our care.

Torbay Council will also be an effective and trustworthy corporate parent to all the children or young person who are in our care. We will know our children, their needs, talents and aspirations and promote their interests. We will hold high aspirations for their futures, expect the best for and from them and support them in becoming independent, confident adults.

### Priorities

To deliver the objective of this Plan there are four inter-connected priorities which will ensure that we protect all children and young people and give them the best start in life.

#### Priority 1: Children get the best start in life

We will develop an integrated service offer that brings together our school nursing and health visiting services, Children's Centres and other child and family support services. This will seek to provide a holistic offer to families as their needs emerge and at the earliest opportunity.

We will ensure that tackling child poverty is key to our Economic Strategy and Health and Wellbeing Strategy. There will be a particular focus on addressing the underlying causes of deprivation in those communities most impacted. An emerging area of work is food poverty and we are piloting some innovative approaches towards addressing this within our most disadvantaged communities. Our Economic Strategy aims to ensure that Torbay will build on its strengths to deliver economic growth, tackle inequality and create change in the area that benefits everyone who lives here.

Affordable and safe housing is recognised as a key priority to assist with the well-being and health of families. We will work with families to help prevent homelessness at the earliest opportunity, building on the legislative requirements of the Homelessness Reduction Act. We will develop a service across Housing and Children's Services to provide an integrated approach.

The appropriateness of suitable housing is just as important to young people including care leavers or those that may already find themselves homeless. Work will continue to support these individuals, through a specialist service also focusing on mediation.

### **Priority 2: The impact on children and families from domestic abuse, alcohol/substance misuse and all forms of child exploitation is reduced**

We will continue to develop a multi-disciplinary model for family support which complements children's social care work with co-located or embedded expertise around substance misuse, domestic abuse and sexual violence, adult mental health and child and adolescent mental health.

Our revised Domestic Abuse and Sexual Violence Strategy focuses on developing preventative approaches, maximising referrals and improving take-up of perpetrator and victim programmes. This sits alongside a re-commissioning approach that places the impact on children at the heart of future service provision.

We will continue to work in partnership with the Police, schools, health services and the voluntary sector to address all forms of complex safeguarding issues including criminal and sexual exploitation, radicalisation, and trafficking.

### **Priority 3: Education outcomes for all children and young people are improved**

We will work with local educational providers, schools, Ofsted and the Regional Schools Commissioner for South West England through our Local Education Board to drive improvements in attainment and progress for children and young people in Torbay and maximise inward investment in local educational provision.

We will work with schools and educational providers through our Higher Needs Recovery Group and Schools Forum to ensure that services for vulnerable learners and those with Additional Educational Needs are of high quality and are contributing towards closing the attainment gap with their peers.

We recognise that there are increasing opportunities in Torbay, and across the South West, to access higher learning and associated employment opportunities. We are committed to developing a robust education and employment pathway to maximise those opportunities for our young people. Within this, care leavers and children in our care will be a particular priority.

### **Priority 4: Young people are healthy, make positive choices and influence their own future.**

We will continue to develop our engagement across partners with children and young people to ensure that they are fully informed around their entitlements and are able to access health, education, employment and training opportunities.

We are working with local partners to improve our offer to ensure that children and young people experience good emotional health and wellbeing

We will work with the Torbay Youth Trust and Play Torbay to develop our youth offer to ensure there are opportunities available to young people at the times and places they need.

We will ensure that all children and young people are provided with opportunities that inspire them. This, in turn, will create the long term change which is needed to make Torbay a prosperous and healthy place in which to live and work.

## 4 Governance Arrangements

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The governance and oversight of this Children's and Young People Plan rests with Torbay Council. However, we recognise that to achieve the best outcomes for our children and young people, we must work with our partners across the public, private and voluntary sectors.

A Children's Improvement Board, chaired by the Department for Education Commissioner, and bringing together senior representation from local partner agencies has been in place over the past two years to oversee improvement activity. The Children and Young People's Strategic Steering Group comprises representatives from education, social care, health and youth justice sectors and has recently been established to develop effective arrangements for the commissioning and delivery of responsive, integrated services for children and young people after the CIB steps down. It will aim to deliver services which maximise the outcomes for all children and young people and their families. It will look to narrow the gap in the outcomes between children who are vulnerable and/or from disadvantaged background and their peers and will focus on addressing the causes and effects of child poverty and on promoting effective prevention and early intervention.

The Children and Young People's Strategic Steering Group will be accountable to the Council's Executive via its Health and Wellbeing Board. It will oversee the implementation of this Plan and will ensure that the needs of children and young people are reflected in the Joint Health and Wellbeing Strategy.

The Steering Group will also provide for end-to-end overview of a wide range of multi-agency groups, plans and strategies for children and young people including the Youth Justice Plan, Educational Improvement Plan, Special Educational Needs Plan and Children's Services Improvement Plan.

The terms of reference of the Steering Group are included as an Appendix to this Strategy.

## 5 Action Plan

### Priority 1: Children get the best start in life

Action	Responsibility	By when?	Impact Measure
Deliver the 0-19 Commissioning Strategy and integrated holistic service for families	Assistant Director – Children’s Safeguarding/Head of Education, Learning and Skills	September 2019	<ul style="list-style-type: none"> <li>Families will have access to a holistic services with service provision focussed on the family unit</li> <li>Reductions in the numbers of families entering the high intensity part of the system</li> </ul>
Successfully transition adoption services into a Regional Adoption Agency	Assistant Director – Children’s Safeguarding	October 2018	<ul style="list-style-type: none"> <li>A greater number of children will achieve permanence through adoption in a more timely manner alongside more consistent support for adoptive families</li> </ul>
Work with Torbay Youth Trust and Play Torbay to develop an Edge of Care intervention	Assistant Director – Children’s Safeguarding	June/July 2018	<ul style="list-style-type: none"> <li>Children and young people on the edge of care will have access to a youth work/play based model of support</li> <li>Reduced family or placement breakdown</li> </ul>
Work in partnership with under-fives providers to maintain and improve the number of children accessing good or better early years provision	Early Years and Childcare Service, Early Years Providers	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>Sufficient high quality capacity in place to meet local demand</li> <li>Children starting school with good levels of development</li> </ul>
Work with Children’s Centres, Early Years Providers and parents to ensure maximum take up of the targeted two year old scheme and 3&4 year old entitlements	Early Years and Childcare Service	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>Take up rates above the national or statistical comparators</li> <li>%Children starting school with good levels of development</li> </ul>
Develop an integrated way of working across Housing and Children Services to ensure effective early intervention with Families.	Director of Adult Services and Housing/Director of Children’s Services	May 2019	<ul style="list-style-type: none"> <li>A smooth transition between Children’s and Housing Services when families are at risk or are homeless.</li> <li>An increase in the number of families that are prevented from becoming homeless.</li> </ul>

<p>Ensure adequate supply of support and accommodation for young people aged 16-24 including care leavers, young parents and homeless young people through the recommissioning of services.</p>	<p>Director of Adult Services and Housing</p>	<p>May 2019</p>	<ul style="list-style-type: none"> <li>• A smooth transition for care leavers into permanent accommodation</li> <li>• Ability to manage and prevent homelessness, hence undertaking meaningful prevention activity.</li> </ul>
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**Priority 2: The impact on children and families from domestic abuse, alcohol and substance misuse and all forms of child exploitation is reduced**

Action	Responsibility	By when?	Impact Measures
Continue to develop our multi-agency model for Children in Need/Child Protection work through embedded/linked practitioner resources for domestic abuse, substance misuse, CAMHS, youth services and adult substance misuse	Assistant Director – Children’s Safeguarding	CAMHS/DA/Substance Misuse – September 2018 Adult mental health/floating support – January 2019	<ul style="list-style-type: none"> <li>• Services for children and families will provide a whole family response with social care practitioners supported by expertise to tackle parent and carer issues</li> <li>• Reduction in the numbers of children requiring to become accommodated</li> <li>• Increased in the number of cases stepped down to Early Help or Targeted Support</li> </ul>
Continue to integrate the Signs of Safety model as a key driver for improved social care practice and outcomes for children	Principal Social Worker	April 2020	<ul style="list-style-type: none"> <li>• Children and families experience consistency in the response they receive and understand what needs to change</li> <li>• Improved practice evidencing positive change for the child</li> </ul>
Work with Plymouth City Council, through our partnership agreement, to develop our workforces, learning from best practice within both authorities, to improve outcomes for children and young people	Director of Children’s Services	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>• Children and families experience consistency in the response they receive and understand what needs to change</li> <li>• Improved practice evidencing positive change for the child</li> <li>• Increased workforce stability, reduced dependency on agency staff</li> </ul>
Continue to develop our permanence planning including the quality and stability of placements offered our children looked after	Assistant Director – Children’s Safeguarding/Head of Specialist Services	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>• Good use of adoption, SGO, reunification as routes to permanence</li> <li>• Outcomes for children looked after – education, employment, health etc – at or above statistical or national comparators</li> <li>• Placement stability at or above statistical or national comparators</li> </ul>

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Action	Responsibility	By when?	Impact Measures
Recommission our Domestic Abuse services (TDAS) placing impact for the child at the heart of future service provision	Children's Services Lead Commissioner	April 2019	<ul style="list-style-type: none"> <li>• Reduced impact on child and young people in families where domestic abuse has been an issue</li> <li>• Improved practice evidencing positive change for the child</li> </ul>
Develop and implement a Child in Need Protocol with local partners working through the Torbay Safeguarding Children's Board	Director of Children's Services and TSCB partners	June 2018	<ul style="list-style-type: none"> <li>• Cases managed at the right level in the system underpinned by a clear understanding of agency roles and responsibilities</li> <li>• Children and families experience consistency in the response they receive and understand what needs to change</li> </ul>



### Priority 3: Education outcomes for all children and young people are improved

Action	Responsibility	By when?	Impact Measures
Continue to develop accurate pupil projections and deliver the Schools Capital Programme to ensure that sufficient mainstream and specialist places are available to meet population demand moving forward	Head of Education, Learning and Skills/TDA	Phased approach	<ul style="list-style-type: none"> <li>Pupil projections are accurate enabling the local authority to meet its duty to have sufficient, accessible school places with a margin of between 5-10%</li> </ul>
Continue to deliver the Special Educational Needs Strategy to drive forward the development of inclusive practice and improved outcomes for vulnerable groups.	Special Educational Needs & Disability Health and Social Care	Ongoing 2020	<ul style="list-style-type: none"> <li>A comprehensive range of options is available locally to meet the needs of Torbay pupils with a Special Educational Need</li> <li>Outcomes for SEN pupils are at or above statistical or national indicators</li> <li>Higher Needs Block funding pressure has been addressed</li> </ul>
To develop system leadership and collaborative capacity across the education system in Torbay, engaging with regional partners, local leaders and accountable bodies to share local priorities and gaps.	Head of Education, Learning and Skills	Reviewed on regular basis via the Local Education Board	<ul style="list-style-type: none"> <li>Local Education Board effectively commissions support for system-wide issues and school-to-school based support.</li> <li>Outcomes for pupils, particularly vulnerable learners, continue to improve</li> </ul>
Deliver the Schools Accessibility Strategy to ensure that accessibility to the curriculum, the physical environment and information for disabled pupils is central to the delivery of services.	Head of Education, Learning and Skills	Reviewed on regular basis via the Complex Needs Panel/Higher Needs Recovery Group	<ul style="list-style-type: none"> <li>Each school in Torbay has an individual accessibility plan in order that children and young people with learning difficulties and disabilities can participate in the same opportunities as any other child or young person in Torbay.</li> </ul>
Continue to work with both the Torbay Teaching School Alliance, All Saints Teaching School, Local Leaders of Education, Regional Schools Commissioner and Ofsted to develop improvement capacity sector led.	Regional Schools Commissioner/ Ofsted/ Teaching Schools/ Local Authority	Ongoing 2020	<ul style="list-style-type: none"> <li>Outcomes for pupils, particularly vulnerable learners, continue to improve</li> <li>Maximise inward investment via school improvement funding (SIF) into Torbay schools</li> <li>Our educational workforce is well supported through a continuing programme of school improvement activity</li> </ul>
Support South Devon College's growth into higher education opportunities offering more educational opportunities for our young people and our workforce	Local Authority	Phased approach	<ul style="list-style-type: none"> <li>Increase the proportion of Torbay pupils obtaining a Level 4/5 qualification</li> </ul>

Action	Responsibility	By when?	Impact Measures
To implement the Virtual School Governing Body “Raising Attainment Plan” to continue to enhance the outcomes of Children Looked After and to ensure accountability for the money received through pupil premium plus	Virtual School & Virtual School Governing Body	Annually	<ul style="list-style-type: none"> <li>• Outcomes for Children Looked After and particularly any vulnerable learners continue to improve and the gap with their peers reduces</li> <li>• Increased awareness amongst educational providers of issues such as attachment which can impact on learning</li> </ul>

#### Priority 4: Young people are healthy, make positive choices and influence their own future

Action	Responsibility	By when?	Impact Measures
Continue to develop the offer to Torbay care leavers from the Local Authority and its partners	Assistant Director – Children’s Safeguarding	Reviewed on a regular basis via Corporate Parenting Group and Senior Leadership Team	<ul style="list-style-type: none"> <li>Care leavers have improved outcomes in relation to education, employment, training and personal and social development</li> <li>Proportion of care leavers in employment, achieving higher level qualifications, staying put etc</li> </ul>
Continue to develop our support arrangements for those young people moving to Adult Services to help them realise their potential.	Director of Children’s Services/Director of Adult and Housing Services	September 2018	<ul style="list-style-type: none"> <li>A smooth transition between Children’s Services and Adults Services</li> <li>Young people moving into Adults Services have their needs well met</li> </ul>
Continue to deliver the requirements of the Annual Youth Justice Plan for Torbay, working within the Joint Youth Offending Team Board with Plymouth and Devon	Director of Children’s Services/Head of Service – Early Help and Youth Offending	Reviewed on a quarterly basis via the Joint Youth Offending Service Board	<ul style="list-style-type: none"> <li>Improved governance and viability for the Youth Offending Team with overall practice improved and efficiencies made through sharing resources.</li> </ul>
Expand engagement between business and schools through developing the MADE pilot project	TDA Head of Education	Annually	<ul style="list-style-type: none"> <li>Increased take up of science and technology educational, training and employment opportunities</li> </ul>
Commission Ready for Work training schemes targeted towards our care leavers, as well as those in our deprived wards	TDA Head of Education	Annually	<ul style="list-style-type: none"> <li>Increase the proportion of our care leavers accessing education, employment and training</li> </ul>
Work with schools and other partners to expand the provision of information advice and guidance to young adults through the Torbay Works Programme	TDA Head of Education	March 2018	<ul style="list-style-type: none"> <li>Increase the proportion of children and young people accessing information, advice and guidance</li> </ul>
Develop the Education/Employment Pathway to maximise opportunity for our children and young people post 16 and onwards	Local Education Board	2019	<ul style="list-style-type: none"> <li>Educational providers are clear on the full range of post 16 options including higher learning, apprenticeships and employment opportunities.</li> <li>Maximise take up by Torbay young people of higher learning, apprenticeships and employment opportunities</li> </ul>

Action	Responsibility	By when?	Impact Measures
Deliver the Healthy Weight Strategy, including increased physical activity for children, healthy eating and delivery of healthy schools and early years.	Health and Wellbeing Board	2020	<ul style="list-style-type: none"> <li>Increased physical activity by children and young people</li> <li>Childhood obesity levels better than statistical or national comparators</li> </ul>
Deliver the Physical Activity Strategy to increase activity and reduce sedentary behaviour in children	Director of Public Health	2020	<ul style="list-style-type: none"> <li>Increased physical activity by children and young people</li> <li>Childhood obesity levels better than statistical or national comparators</li> </ul>

# Appendix 1: Corporate Parenting Standards

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Torbay Council will be an effective and trustworthy corporate parent to all the children or young person who are in our care. We have adopted a set of standards which will be met across the Council. These will assist in enabling us to meet the objectives and priorities of our Children Looked After and Corporate Parenting Strategy.

The Council's Senior Leadership Team will identify, progress and monitor any actions required across the Council to ensure that these standards continue to be met.

1. There is a golden thread through the Council's Strategic Vision, Corporate Plan and Children and Young People's Plan that clearly articulates our aspirations for children looked after and care leavers.
2. Key decisions, policies, procedures and performance in relation to Children's Services are subject to robust scrutiny and oversight through the Council's decision making and scrutiny processes.
3. Elected members and senior officers participate within a programme of corporate parenting training to equip them to understand how corporate parenting can be accommodated within their respective portfolios.
4. Priority interviews are offered to children looked after and care leavers for apprenticeships and work experience opportunities within Torbay Council, prior to these being advertised externally.
5. Dedicated support, advice and guidance is provided to care leavers to assist or sustain them in employment.
6. Employment opportunities are made available to care leavers, alongside apprenticeships, within Torbay Council and its commissioned services.
7. Locally commissioned services for adults including mental health, substance misuse and domestic abuse have child safeguarding as an integral element within service provision, with support measures in place for adults who have caring responsibilities.
8. Family focused interventions such as 'Pause' or 'Breaking the Cycle' are available in Torbay to support families to provide effective parenting when capacity is compromised by health related issues.
9. As vulnerable groups that do not readily access services, care leavers and young offenders have direct support from community/primary health care services.
10. Torbay Council housing policy explicitly acknowledges care leavers as a vulnerable group, with appropriate support provided.
11. Care leavers are provided with individualised support to ensure they are in suitable and safe accommodation.
12. Care leavers have an exemption from Council Tax until the age of 25.
13. Care leavers and children looked after receive support to access cultural, sporting and leisure activities free of charge or at a reduced rate.

14. The achievements and progress of our children looked after and care leavers is recognised and celebrated on a regular basis, in accordance with their wishes and preferences.
15. The work of the Community Safety Partnership acknowledges that children looked after and care leavers are vulnerable groups who can become over represented within the criminal justice system and work together to avoid this.
16. Local arrangements for identifying and case managing adults who may pose a risk to children are fully integrated through a robust multi-agency tasking model.

# Appendix 2: Children's Services Strategic Steering Group

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## Terms of Reference

### Purpose

The Children and Young People's Strategic Steering Group is responsible for:

- The development of effective local arrangements for the commissioning and delivery of responsive, integrated services; and,
- Fulfilling the duty under the Children Act (Section 10) to promote co-operation between Torbay Council and local partners.

### Aims

- To deliver better, integrated service that maximise outcomes for **all** children and young people, and their families.
- Narrow the outcome gap between children who are vulnerable and/or from disadvantaged backgrounds and their peers; on addressing the causes and effects of child poverty; and on promoting effective prevention and early intervention.

### Functions

- To develop and promote a shared strategic vision that improves outcomes for local children, young people and their families in Torbay, as set out in the Children and Young People's Plan.
- To oversee the development, implementation and review of the Children and Young People's Plan, and the development of an Annual Action Plan to implement key priorities.
- To ensure the development of a commissioning framework and investment plan to support implementation of agreed priorities identified in the Children and Young People's Plan.
- To oversee that the joint commissioning arrangements recently put in place, supported by a robust assessment of need, shared resources and pooled budgets where appropriate.
- To develop 'joined up models of delivery focussed when appropriate on the family unit'.
- To drive the development of an effective workforce development strategy which supports the delivery of priorities set out in the Children and Young People's Plan.
- To ensure that the development of services is informed by the views, participation and active engagement of local children, young people, their families and carers, and reflects the diverse needs of Torbay's communities.
- To inform the Health and Wellbeing Board on issues relating to Children and Young People and to ensure the needs of children and young people are reflected in the Health and Wellbeing Strategy.
- To monitor the effectiveness of local arrangements to meet the SEND reforms.

### Membership

The Steering Group will be chaired by the Executive Lead for Children's Services. The Vice-Chair will be the Director of Children's Services who will also be the Lead Officer for the Group.

In addition, the Steering Group will comprise of senior representatives from the following organisations/services:

South Devon and Torbay Clinical Commissioning Group  
Office of the Police and Crime Commissioner  
Devon and Cornwall Police  
Career South West  
Public Health  
Children's Social Care Services

Education, Learning and Skills Services  
Further Education  
Secondary Headteachers  
Primary Headteachers  
Special School Headteachers  
Faith/Voluntary Sector  
Torbay Safeguarding Children's Board

### **Accountability**

The Group will report to the Health and Wellbeing Board through which it is also accountable to Torbay's Council's Executive. It will, in turn, receive reports from a number of subsidiary groups such as the Joint Youth Offending Management Board, Corporate Parenting Forum, Child Health and Education Forum, Local Education Board.

### **Frequency of Meetings**

The Group will meet at least 4 times per year.

### **Review**

The Terms of Reference will be reviewed on an annual basis.





**Meeting: Policy and Development Decision Group (JCT) Date: 4<sup>th</sup> June 2018**

**Wards Affected: All**

**Report Title: Children's Services Improvement Plan: 2018/19 – Update on Progress**

**Is the decision a key decision? No**

**When does the decision need to be implemented?**

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## **1. Proposal and Introduction**

- 1.1 Torbay Children's Services were judged to be inadequate in January 2016, following an inspection by Ofsted undertaken in November 2015. The Council had previously been issued with an improvement notice in January 2011, following similar findings in respect of safeguarding services for children and young people.
- 1.2 In May 2016, Torbay Council was subject to a Statutory Direction confirming the appointment of Hampshire County Council's Chief Executive, John Coughlan, as the Commissioner for Children's Services in Torbay. Hampshire Children's Services were also contracted as 'expert advisor' to support the required improvement activity. A revised Statutory Direction was issued to Torbay Council in March 2018 to enter into a contractual arrangement with Plymouth City Council by 1<sup>st</sup> April 2018. The partnership has commenced with a transition process now underway to a joint Director of Children's Services (DCS), subject to re-inspection by Ofsted which is anticipated shortly and will be led by the current DCS.
- 1.3 A Children's Improvement Board (CIB), chaired by the Commissioner and comprising of Department for Education, Council, partner agency and Elected Member representatives has been established to oversee improvement activity. Meeting on a six weekly basis, the CIB receives regular updates on improvement activity, within Children's Services and across partners, performance data and the emerging evidence of impact on outcomes for children.

1.4 Alongside the work of the Children's Improvement Board (CIB), Torbay Children's Services has been subject to periodic monitoring visits by a team of Inspectors from Ofsted. Since services were judged inadequate in January 2016 there have been five monitoring visits, the most recent of which took place 21<sup>st</sup>/22<sup>nd</sup> February 2018 and looked at children subject to the Public Law Outline (PLO). A copy of the final monitoring letter is attached at Appendix 1.

## **2. Reason for Proposal**

2.1 A detailed planning and oversight tool was developed with input from Hampshire as our improvement partner, in order to monitor progress against the recommendations made by Ofsted in their January 2016 report. The improvement plan has been subject to regular review by the CIB, Children's Services and Corporate Leadership Teams and Elected Members.

2.2 In light of the most recent Ofsted letter the Improvement Plan for 2018/19 has been substantially revised to move on from a focus on basic compliance (which must be sustained) to focus on impact for the child. A copy of the revised Improvement Plan 2018/19 is attached at Appendix 2. The plan summarises progress against the 16 Ofsted recommendations from their January 2016 report and key actions/priorities for the next 12 months. Progress against the plan will be monitored by the CIB, Corporate and Children's Services Leadership alongside regular reporting to Elected Members.

2.3 Alongside the work to refine the Improvement Plan 2018/19 a number of immediate actions have been taken to address the concerns set out in Ofsted's final monitoring letter:

- A legal gateway meeting has been established with a legal officer working within the social work teams to ensure PLO cases are progressed in a timely manner.
- The PLO Tracker has been substantially enhanced to ensure senior management have effective oversight and a tight grip on cases.
- An extensive programme of case file audits has commenced using highly experienced external auditors to identify any gaps or issues of delay and to support managers and practitioners in understanding what constitutes good practice. This includes around 120 cases subject to audit by Hampshire County Council as Torbay's improvement partner.
- All managers have had very clear written guidance on what is expected from them in terms of management oversight, supervision, decision making and planning. This has included taking robust action to tackle unacceptable performance in the interests of children and young people.
- Further development work has been undertaken to our case management system (PARIS) in order to standardise forms and reduce input/output discretion to address the variability in the timeliness and quality of case recording highlighted by Ofsted.
- The Council's Domestic Abuse Co-ordinator is co-located for a couple of days each week within the social care teams and an on-line service directory

created to ensure children and adults affected by domestic abuse receive a service.

- A Therapeutic Service for children and young people has been established to ensure social workers can access specialist consultation for children and young people with mental health and emotional wellbeing concerns.

- 2.4 Much of the past two years has involved putting in place the necessary infrastructure and arrangements to improve services and outcomes for children. Whilst Ofsted have noted these positive changes they have also highlighted the lack of impact to date on outcomes for children and an entrenched culture that does not challenge poor performance. The actions set out above, alongside the programme of work within the 2018/19 Improvement Plan, are designed to progress our journey from a compliance based approach to one in which quality is a key feature and focus. A further aspect is the need to increase the pace of change in light of Ofsted's comments acknowledging that services will shortly be subject to re-inspection.
- 2.5 Progress against the Improvement Plan will be considered alongside relevant performance data by the CIB and Children's Services and Corporate Leadership Teams. The revised Statutory Direction issued in March 2018 has confirmed that the CIB and DfE Commissioner will remain in place until September 2018 after which the CIB will transition to a multi-agency Children's Services Strategic Group as part of a longer term governance framework for future service improvement.

### **3. Recommendation(s) / Proposed Decision**

- 3.1 That the Policy Development and Decision Group (Joint Commissioning Team) note the revised Children's Services Improvement Plan (2018/19) and support the immediate actions being taken, identified in the submitted report, to respond to Ofsted's most recent monitoring visit.

### **Appendices**

Appendix 1: Ofsted Monitoring Letter – 21/22 February 2018

Appendix 2: Improvement Plan 2018/19

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16 March 2018

Mr Andrew Dempsey  
Director of Children's Services  
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Dear Mr Dempsey

### **Monitoring visit of Torbay local authority children's services**

This letter summarises the findings of the monitoring visit to Torbay children's services on 21 and 22 February 2018. The visit was the fifth monitoring visit since the local authority was judged inadequate in January 2016. The inspectors were Emmy Tomsett HMI and Tara Geere HMI.

The local authority's progress in improving services for its children and young people remains too slow. The quality of service that children looked after receive has declined since the local authority was inspected in October 2015.

Children who are looked after in Torbay experience delays in arrangements to secure permanent settled homes for them. Risk to children is not consistently identified or addressed by social workers and their managers. Although senior managers were aware of all of the deficits seen by inspectors on this visit, actions taken to address deficits have been ineffective in achieving the required improvements to practice.

### **Areas covered by the visit**

During the course of this visit, inspectors reviewed the progress of children looked after in the following areas:

- the quality and timeliness of decisions for children to become looked after
- the effectiveness of pre-proceedings work with children and their families under the Public Law Outline
- The effectiveness of arrangements to ensure permanency is achieved at the earliest opportunity for children.
- the quality and effectiveness of care plans and reviewing processes for children looked after.
- the quality and effectiveness of the oversight of children looked after by independent reviewing officers and social work team managers
- the frequency and quality of visits by social workers to see children looked after
- the quality and effectiveness of the edge of care service in reducing the number of children who need to be looked after away from their family

The visit considered a range of evidence, including electronic case records, supervision files and notes, observation of social workers and team managers and scrutiny of performance information. In addition, we spoke to a range of staff including managers, social workers, independent reviewing officers and administrative staff.

## **Overview**

The quality of services for children looked after in Torbay has declined since the last inspection. Despite a longstanding commitment in the senior leadership team to address this deterioration and improve services, positive changes that improve outcomes for children are not in place. There is an entrenched culture of a lack of challenge to poor practice in Torbay. Progress in implementing the necessary infrastructure and framework to support improved social work practice for children on the edge of care and children looked after has been far too slow. Recent changes include; reduced caseloads for staff, improved training for social workers and managers, and increasing use of quality assurance of casework and performance management information to inform practice improvement. Workforce stability and social work capacity have recently significantly improved due to additional funding for children's services secured by the current Director of Children's Services. However, some children remain in situations of known risk of significant harm for too long without effective action being taken to protect them and monitor their welfare.

While senior leaders have begun to move from a compliance based improvement model to one where quality is a key feature and focus, many frontline workers are struggling to make the transition. Staff supervision and quality assurance of casework through auditing and by independent reviewing officers while regular, are not yet addressing these deficits.

Social workers' professional accountability is improving from a low base but widespread poor practice remains. Social workers and team managers demonstrate insufficient professional curiosity and some social workers lack aspiration to develop their practice. Poor quality frontline management oversight, poor decision making to protect children and ineffective quality assurance of casework by independent reviewing officers are widespread.

### **Findings and evaluation of progress**

Decision-making by social workers is not always timely or responsive to the identified risk to the child. Social workers miss opportunities to intervene to protect children. Delays in issuing care proceedings when intervention has been ineffective were a common theme in many cases seen by inspectors. While social workers identify risk to children appropriately, they do not act in a timely way to safeguard children. In some cases, children have been left exposed to known risk of significant harm.

While the workforce has stabilised in recent months, frequent changes of social workers have resulted in children having to repeat their stories and, in some cases, experience repeated ineffective interventions. This 'start again' approach has sometimes resulted in extensive delay, particularly for children on 'the edge of care'.

Over-optimistic social work practice and unrealistic expectations of parents' capacity to change, particularly in relation to cases where domestic abuse or mental health is a feature, continue to be a significant weakness. There is an overreliance by social workers on adherence to written agreements to protect children. Case records demonstrate that social workers rely heavily on unreliable parental self-reporting to inform assessments of risk.

Edge of care services, provided by the Intensive Family Support Services (IFSS) are widely used, but interventions have resulted in outcomes for children that are too variable. Some children have enjoyed improved parenting as a result of well targeted and sustained individual work with their parents. In other cases, the work by IFSS has been lengthy and, despite multiple services being provided to parents, no positive change to the quality of parenting children receive has been achieved. Social workers are sometimes too slow in considering the timescale for the child and in initiating care proceedings to protect the needs of the child.

Arrangements to support children on the 'edge of care' are not effective or purposeful. Letters before proceedings under the Public Law Outline (PLO) are not issued in a timely manner and do not, at times, clearly detail for parents what has to change. Family group conferencing is not well embedded or routinely considered by

social workers and managers and the use of parallel planning for children is poor. As a result, children experience delay in both protecting them from harm and securing permanency for their futures. While the local authority has recently revised the tracker tool it uses to monitor work under the PLO it is too early to see improved timescales for children in pre-proceedings work. The local authority acknowledges that some children have experienced significant delay.

The timeliness of visits to see children looked after has declined and is now at 73 percent having been at 79 percent in December 2016. The visiting frequency set is not always sufficient to adequately monitor the safety and welfare of the child. Social work visits to children lack focus and purpose.

The quality of social work case recording continues to be poor. Chronologies are not routinely updated and are not used as an effective working tool to inform risk assessments or decision making processes. These weaknesses are not identified or addressed by supervision and management oversight. The vast majority of children's case records do not reflect the child's day to day experiences or wishes. Inspectors found that social workers know their children well but are focused on compliance rather than the difference that interventions are making for children.

Assessments of children already looked after are not sufficiently comprehensive or analytical and do not inform planning arrangements for children. While most assessments identify risk well, they do not result in a robust plan to protect the child; an analysis of the effect of the risk is often absent in case recording. Individual children's needs in relation to equality and diversity are poorly considered and recorded at assessment and planning stages by social workers. The voice of the child in assessments is improving in most cases and children's views are starting to inform planning arrangements. Records of the views of parents, particularly fathers, are often brief or missing. Social workers do not routinely consider or identify disguised compliance by parents.

The quality of plans for children looked after is poor. Plans are not consistently outcome focused, and recording of information detailing what needs to be done, by whom and by when, is not clear or specific. Contingency planning is often absent.

Although scrutiny and oversight of case work by independent reviewing officers (IROs) are regular, they are of poor quality. IROs are not routinely identifying delay experienced by children. They do not routinely challenge social workers and team managers regarding key decision-making or delay. Senior leaders have identified that the IRO service requires strengthening and have recently appointed a new manager as well as reducing caseloads and increasing IRO capacity. Training has been provided very recently to support the improvement of IRO's quality assurance of practice. While some very recent appropriate challenge to practice by IROs is evident on some case files, social workers and team managers are resistant to this scrutiny and do not routinely respond to this challenge. The dispute resolution process has recently been revised and strengthened to support escalation of concerns that are



not resolved but is not yet sufficiently used and children's care records do not sufficiently reflect divergence of views between professionals.

The timeliness of reviews for children looked after is currently at 90 percent and has been for some time. As a result, senior managers have issued clear expectations of practice to social workers and IROs to avoid unnecessary delays in reviewing processes.

Placement stability is improving; five percent of children looked after had three or more placement moves in last 12 months. However, inspectors saw several examples of children's case records where staff had omitted to record placement moves on the electronic system. As a result, the local authority cannot be confident that the performance information captured is an accurate reflection of children's experiences in Torbay.

The local authority appointed a dedicated Special Guardianship Coordinator in November 2017 to ensure that children subject to these arrangements are well monitored and supported. Oversight from this worker has yet to demonstrate sustained improvements at this early stage.

Attention to the basic health care needs of looked after children is poor. While the completion of health assessments for children looked after is adequate, other health needs are insufficiently addressed. The percentage of children looked after who have seen a dentist in last 12 months is now at 62 percent and has declined further from an already low base. The completion of Strengths and Difficulties Questionnaire for children looked after is very low. As a result, the local authority cannot be assured that all children looked after who require additional support to meet their emotional needs are identified and provided with the services that they require.

While supervision of social workers is now timely, management oversight does not result in effective action plans for social workers to follow and the actions that are set are not accompanied by clear timescales. Team managers are not identifying delay experienced by children. Some children remain exposed to risk for prolonged periods of time before effective action is taken to protect them. Recording of supervision sessions by team managers is mostly of poor quality and predominantly takes the form of a case summary. Team managers do not track completion of actions from one supervision session to the next and this adds to the delay experienced by children. While social workers consistently report good management support this is indicative of the current gap between the expectations of senior managers and front-line practitioners.

Although social work caseloads have reduced and training opportunities have been strengthened and revised, the quality of social work practice continues to be poor for the majority of children in cases seen on this visit.

While the quality of case audit activity is beginning to improve from a very low base, the overall learning from audits is not effectively collated or disseminated to social



workers and frontline managers. Audits focus on compliance rather than quality of practice and do not routinely consider outcomes for children. Audits completed by team managers do not always identify delay, poor recording or decision making.

The use of performance information to identify key strengths and weaknesses continues to be embedded as a working tool for managers and social workers to measure their performance. Data collection has been refined further since the last monitoring visit; managers now have access to a comprehensive suite of performance information. While this is used by senior leaders, it has not led to sufficient practice improvement and front line managers' use of performance management information is inconsistent.

The senior leadership team has now stabilised and consistency of leadership has been achieved. However, the overall pace of change has been far too slow. While the framework is now in place to deliver and support sustained improvements for children in Torbay, some of this work has very recently been implemented. A key contributory factor to the lack of progress in recent months is senior and middle managers' failure to effectively address the poor performance of frontline staff, or to ensure that the clear expectations and timescales set by senior managers are adhered to.

A culture of resistance to challenge within the workforce remains. This ultimately acts as a barrier to achieving permanent improvement for children across children's services in Torbay. Actions introduced by senior managers to challenge this poor performance have not been effective. I am copying this letter to the Department for Education. This letter will be published on the Ofsted website.

Yours sincerely

Emmy Tomsett  
**Her Majesty's Inspector**

# Torbay Council Children's Service Improvement Plan - 2018



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*forward thinking. people orientated. adaptable - always with integrity.*

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**Part 1: Introduction**

**Part 2: Improvement Plan: Progress against Ofsted recommendations**

**Part 3: Improvement Plan 2018/19**

**Part 4: Ensuring this plan makes a difference**

## We are committed to protecting all children and giving them the best start in life.

In January 2016, Ofsted judged Torbay Children's Services as inadequate. This was the second such judgement in recent years with the improvements noted in 2013 not being sustained.

In May 2016, John Coughlan, Chief Executive of Hampshire County Council was appointed by the DfE as the Commissioner for Children's Services and Hampshire Children's Services appointed as our improvement partner. In addition to overseeing our improvement work, the Commissioner was also tasked with exploring alternative models for the delivery of Children's Services in order to deliver sustained improvements in the quality of practice and outcomes for children. In July 2016 a new DCS was appointed to work with the Commissioner and Torbay Council on these issues.

We have made steady progress over the past two years although we know that our services require further improvement to be good. We

want the best possible outcomes for children and recognise that we have more work to do over the next year to achieve this.

With Hampshire's support a robust improvement plan has been put in place focussed on responding to Ofsted's recommendations and securing compliance with the requirements of Working Together 2015. This was further informed by the ISOS/LGA research on securing meaningful improvement in Children's Services.

Progress against the improvement plan has been overseen by a multi-agency Children's Improvement Board chaired by the DfE Commissioner and bringing together senior leads from across the local partnership.

Our work with Hampshire and our Ofsted Monitoring Visits have highlighted the urgent need to translate the work to establish the essential infrastructure for safe and effective practice into meaningful change and impact for the child. This refreshed improvement plan summarises the progress made to date and the key strategic actions for the next 12 months. The latter focussed heavily on how we progress from a focus on compliance towards the quality of practice and impact for the child.

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Our improvement plan for 2018/19 has brigaded improvement activity under three key areas of focus. These are set out below and in each case have identified how these link with the recommendations made by Ofsted in 2016.

- **The Quality of Partnership and Governance**  
Ofsted Recommendations: 1, 2, 3, 5, 8, 10 and 11
- **The Quality and Effectiveness of Frontline Practice**  
Ofsted Recommendations: 2, 3, 4, 5, 6, 7, 9, 12, 14, 15, and 16
- **Capacity, Capability and Culture**  
Ofsted Recommendations: 1, 2, 7, 9, 11, 12, 13 and 16

The actions within our improvement plan will align with a wider set of strategic actions within the refreshed children and young people's plan. Both will be subject to oversight via the Children's Improvement Board and over the longer term by the Children's Strategic Steering Group.

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## Torbay Children's Services Improvement Plan

Ofsted Recommendation	What have we focussed on?	What have we achieved?	What has been the impact?
<p>1. The Chief Executive should ensure that leadership in Torbay is strong, consistent and sharply focused on improving and sustaining outcomes for children throughout children's social care services (paragraphs 111-131)</p>	<p>Our focus has been to place children's services at the heart of the Council's vision for the community of Torbay. This has involved working with senior politicians, corporate leadership and partners to ensure that Children's Services is an integral part of the Council's governance, planning, resource management and delivery arrangements.</p>	<p>The Chief Executive, Executive Lead Member are now routinely provided with comprehensive performance reports covering key safeguarding and social care activities and outcomes achieved for children. A robust improvement plan is in place and subject to regular oversight by the Children's Improvement Board (CIB), Corporate Leadership and Elected Members. Key plans and strategies are now subject to elected member oversight and incorporated within Council's Forward Plan. A cross party Members Scrutiny Group is also in place to further support improvement activity.</p>	<p>Elected Members and senior officers now have a much greater appreciation of the performance of Children's Services and the challenges it faces in meeting the needs of children and young people in Torbay. This awareness has underpinned a zero based budget exercise which has resulted in an additional £3m into the 2018/19 budget and new family premises. The Council's Corporate Parenting offer has also been substantially enhanced with Council Tax exemption granted to Care Leavers and first priority for Council apprenticeships being ring fenced for Care Leavers. Elected Members have also taken key difficulties decisions around the Medical Tuition service, SEMH provision and new primary provision in recent months.</p>
<p>2. Improve the quality of performance management and monitoring through an improved and robust suite of data, effective and challenging management</p>	<p>Our focus has been on ensuring that the Council is able to objectively determine the effectiveness of its Children's Services through a robust reporting cycle that compares its</p>	<p>A comprehensive suite of performance indicators is now in place, alongside the capability to analyse data at team and practitioner level.</p>	<p>Performance is improved in most areas with the result that children are being seen more quickly and more frequently. This has taken place within a work stream which</p>

oversight and rigorous action planning (paragraphs 112-119, 123-124, 129-130)	own performance against meaningful statistical regional and national comparators.	Managers are beginning to grow in confidence and understanding the impact for children A monthly performance management meeting chaired by the Assistant Director and attend by Heads of Service and Team Managers is now well established. An ongoing programme of work has been delivered to ensure that the methodology used to generate data is robust.	has necessarily had to address historical weaknesses in data capture and reporting.
3. With partners, ensure that multi-agency thresholds are understood and consistently applied across the partnership (paragraphs 19, 20, 26, 30)	Our focus has been to facilitate a conversation around thresholds with our partners to ensure these represent a collective view rather than a gateway to statutory social care.	The TSCB threshold document has been refreshed and was approved by TSCB partners in June 2017. This has been launched as an interactive digital tool in April 2018. A revised MASH referral form was introduced in November 2016; this was followed by a 'single front door' referral pathway in March 2017.	The learning from ongoing Ofsted Monitoring Visits is that thresholds are well understood and consistently applied in most cases. As an example the improvement work we have undertaken has enabled us to deal with a growth that had occurred in CP numbers which reflected a lack of confidence in our CiN procedures in a managed and safe way.
4. Ensure that timely decisions are made on contacts and referrals and that initial visits to children are prompt (paragraphs 21,22)	Our focus has been to ensure that our MASH benefits from the input of a wide range of partners, either co-located or linked underpinned by robust decision making procedures that support effective and timely decision making in the interests of children.	MASH is consistently making timely decisions on all contacts, with partners fully engaged in the daily consideration of contacts. Initial visiting has improved since the inspection.	Our decision making in MASH is consistently timely at around x% and our re-referral rate is at or around national comparator.
5. Work effectively with partners to ensure that children receive timely	Working with our TSCB partners our focus has been to engage in a	A revised Early Help strategy was developed on a multi-agency basis	Early Help cases are being increasingly led by partner

<p>and effective help and that assessments and plans are in place for each child (paragraph 18)</p>	<p>collective discussion on Early Help with a particular emphasis on distinguishing this from targeted support arrangements. A further aim has been to develop our Early Help capacity and maximise its impact to prevent the drift of families into higher cost parts of the system.</p>	<p>with supporting systems and processes and launched in June 17. An Early Help consultation line (resource) has been established in the MASH. Single Point of Access for all contacts now in place. TSCB EH Sub Group in place which is well attended by EH Leads from across the system. A whole service quality assurance check has recently been completed to ensure that all children have up-to-date plans. The quality and use of plans and assessments is being monitored through QA processes – it has improved but remains variable.</p>	<p>agencies and the Early Help consultation resource within MASH is helping partners to develop confidence in their Early Help work.</p>
<p>6. Ensure that assessments are timely, proportionate and effectively identify the risks, needs and protective factors, leading to appropriate and measurable plans (paragraphs 22, 27)</p>	<p>Our focus has been on improving the quality of our single assessments through embedding the Signs of Safety model within our assessment work. A further work element has been to ensure that our performance reporting and quality assurance arrangements provide managers with the means to address drift and delay and improve quality.</p>	<p>Assessment timeliness is improved. The focus through performance management is now looking at improving proportionality by looking at the numbers of assessments completed within 20 days. The quality of assessments is not always good enough and this is a particular area of focus for our Quality Assurance, Supervision and Management oversight.</p>	<p>Assessment timeliness is improved at x% although it is recognised that further work is needed on both timeliness and quality.</p>
<p>7. Ensure that 16- and 17- year olds who are homeless are given the opportunity to have a comprehensive assessment and help and support according to their needs (paragraph 32)</p>	<p>Our aim has been to ensure that robust procedures are in place to meet the needs of any 16/17 year olds presenting as homeless and that through those processes, the additional benefits of becoming</p>	<p>All 16/17 year olds presenting as homeless are now routinely offered a single assessment. These arrangements have been subject to audit to ensure we are thoroughly</p>	<p>A recent audit has been undertaken and this has evidenced that some cases are focussing too heavily on homelessness rather than the wider needs of the child and whether they would benefit</p>

	accommodated are fully explored where appropriate.	exploring the additional benefit of becoming accommodated. Improving the timelines of our assessments is a particular area of focus.	from becoming accommodated. This review has enhanced the quality of our Southwark work and led to a small number of children becoming accommodated who would otherwise not have done so.
8. Ensure that the threshold for a referral to the designated officer is well understood across the partnership (paragraph 131)	Our aim is to ensure that the thresholds and referral pathway for LADO are well understood across partners and regularly refreshed to ensure emerging concerns are dealt with speedily and appropriately.	Our LADO procedures have been refreshed and published via the TSCB website. Regular briefings are held to ensure partner agencies are clear on the process, for example with Designated Safeguarding leads (DSL) in schools.	Our LADO cases in 2016/17 were x and the ongoing dialogue with partners has highlighted a greater awareness and utilisation of our LADO procedures.
9. Ensure that all children who go missing from home or care are offered a timely and comprehensive return interview and that information from these interviews is collated to inform effective targeting of preventative and protective services (paragraphs 37,60)	Our focus has been to ensure that RHIs form a key part of our approach to missing episodes and that the learning is used to inform our care planning in the interests of children.	All young people are offered RHIs, and 2017/18 data shows that 94% are offered a RHI within 72 hours; 22% refused an RHI. All missing referrals are sent to the MASH and are screened and monitored alongside the RHIs which are sent through and collated once completed. Missing Monday meetings continue to take place weekly and are attended by Police, Social Care, Health Education and Checkpoint. Each missing episode and RHI is reviewed and individuals/groups of concern and locations/trends are escalated to the MACSE forum. All information is held on the Missing Tracker.	The learning from our RHIs is forming an increasingly important element within our work to review and intervene as necessary with children placing themselves at significant risk or localities of particular concern.



		A Missing / CSE Co-ordinator is located within the MASH.	
10. Monitor the progress of children looked after more closely at Key Stage 4 and pay greater attention to ensuring that they achieve five GCSE grade A* to C, including English and mathematics (paragraph 63)	Our focus has been to ensure that our virtual school is delivering good educational outcomes for our children looked after with a particular focus on using research to inform the learning offer.	A comprehensive performance management framework is in place via the Virtual School which encompasses progress and attainment data.	Our Key stage 4 performance for 5 GCSE Grad A* to C is 13.6% which is broadly in line with national. However, it is important to note that all our Mathematics were Grade 5 (strong pass) which is significantly above national at 9%.  The Virtual School has also led a significant programme of attachment training for education and social care practitioners.
11. With partners, ensure that timely and effective services are in place, particularly in relation to domestic abuse, adult mental health, Child and Adolescent Mental Health Services (CAMHS) and the emergency duty service (paragraphs 28, 31, 43, 62)	Our focus has been on developing a whole family approach within which Children's Social Care can draw on the expertise of a range of practitioners from adult services for substance misuse, adult mental health, domestic abuse.	A CAMHS Development Strategy is in place to drive service improvement with performance reported on a regular basis to TSCB and CIB. Children's Services have developed a Therapeutic Service for CLA, CIN and CP with 4 practitioners (3 FTE) to provide support to children falling below CAMHS threshold. DA Coordinator is embedded part of each week with Children's Social Work Team to be followed by Substance Misuse Worker. 'On the Edge' – youth intervention pilot commencing April 2018. Revised DV working protocol with EDS – experienced team with good leadership.	Our therapeutic service is now in place and 99 appointments have been offered since commencement in December with around 20 children benefitting from direct work and a further 20 being referred to CAMHS as threshold has been met. The Domestic Abuse Co-ordinator is also embedded within the Safeguarding Teams two days a week to ensure children and adults can access support services.

<p>12. Review the permanency policy and ensure that permanence planning is pursued for all children in a timely manner and that consideration is routinely given to Fostering to Adopt arrangements and concurrent planning, where appropriate (paragraphs 78, 83)</p>	<p>Our focus has been on developing a more robust approach towards permanence within which the full range of opportunities are available to children and permanence planning commences at the earliest opportunity.</p>	<p>Permanence Policy has been revised and approved by Council in April 2017 supported by a programme of practitioner briefings. This has led to the identification of a number of children suitable for the unification or an SGO and a dedicated Connected Persons Social Worker is under recruitment to accelerate this work. We have substantially revised our panel arrangements to ensure decision making is timely and child centred.</p>	<p>Consideration is now given to Foster to Adopt on a routine basis. 6 Foster to Adopt placements have taken place since last inspection and a further 3 will be delivered shortly. 20 adoptions were delivered in 2017/18 and the proportion of our exits from care due to adoption are at 18% which compares favourably with national and statistical comparators.</p>
<p>13. Strengthen the quality assurance role of independent reviewing officers and child protection conference chairs and ensure that reviews and conferences result in effective information sharing and purposeful, timely plans for children (paragraphs 26-27, 53-55)</p>	<p>Our focus has been on developing our IRO and Conference Chair capacity to provide effective challenge to Social Care practitioners and managers as a key driver for improvements in quality and outcomes for children.</p>	<p>Established Lead IRO role and increased IRO capacity. IRO's are now linked to Team Meetings and the Lead IRO holds regular meetings with Heads of Service to review issues. A revised DRP in place and being used to progress professional differences Lead IRO observing Child Protection Conferences</p> <p>It is acknowledged that it is not yet showing significant impact but more recent evidence emerging.</p>	
<p>14. Develop ways for care leavers to receive clear and effective advice and guidance on their next steps, which include more formal</p>	<p>Our focus has been to work with our Care Leavers to ensure they are clear around their entitlements and are accessing these in support of their</p>	<p>Arrangements to ensure that care leavers are aware of their entitlement have been significantly strengthened. A new handbook and</p>	

communication to them of their entitlements (paragraph 95)	transition to independent living and to maximise their potential.	website are in place and care leavers report that they are aware of their entitlements and how to access information. PA's capacity has been increased to ensure they are accessible and responsive care leavers' needs. Intensive work has been underway to ensure care leavers are visited and their accommodation is suitable as part of an ongoing focused programme of engagement.	
15. Ensure that the quality of pathway plans is consistently good and that care leavers are actively encouraged to contribute to the development and content of these plans (paragraphs 103-104)	Our aim has been to actively involve our Care Leavers in the development of our pathway plan template and utilising new digital technologies to secure their active engagement in their completion and review.	The format of our pathways plans has been substantially revised with good input from our care leavers, whose wishes and feelings are incorporated. Plans are up to date and quality is improving although further work is needed to ensure they are all of consistently good quality and reflect significant events in the life of a Care Leaver.	

<p>16. Ensure that learning from audit activity and training is systematically evaluated and contributes to a learning culture within the organisation (paragraph 116)</p>	<p>Our aim is to embed case file auditing as business as usual using the learning it delivers as a key element within our improvement journey with a particular focus on evidencing the impact on the child.</p>	<p>We have a well established QA framework with a case file auditing programme providing an insight into the quality of practice. Monthly feedback is provided to Heads of Service and Team Managers, supplemented by a quarterly Newsletter for all staff. Key auditing themes are also discussed within the monthly performance meeting. It is acknowledged that the quality of moderation audits is good, Team Manager audits need to improve.</p>	
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<b>Strategic Action Plan 2018/19</b>		
<b>The Quality of Partnership and Governance Ofsted Recommendations: 1, 2, 3, 5, 8, 10 and 11</b>		
<b>Aim/Strategic Action</b>	<b>How will this improve outcomes for children and young people</b>	<b>Lead Officer/Agency</b>
The Torbay Early Help offer is clear and well communicated internally and to TSCB Partners.	Children and Families receive the right support at the right time for the right reasons	Head of Service Early Help/TSCB Partner Agencies
A service map/directory of services is in place to outline both early help and targeted support offers.	Families will feel confident they are offered or signposted to the right service provision	Head of Service Early Help/TSCB Partner Agencies
To develop and implement a robust communication strategy around thresholds, pathways and level of offer.	Support will be targeted at the right children, young people and families to meet their needs.	Assistant Director Children's Safeguarding/TSCB Business Manager
To collect feedback and evidence from service users and professionals in a systematic manner in order to inform service development.	Families will feel they have been listened to and their feedback has helped to inform change.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance
Deliver the 0-19 Commissioning Strategy.	Families will have access to an holistic service with service provision focused on the family unit.	Assistant Director Children's Safeguarding/ Head of Education, Learning and Skills
To secure a replacement Social Care Case Management system.	A work flow based case management system will better match the journey of the child and help support more effective and timely engagement with children and families.	Assistant Director Children's Safeguarding/ Head of IT
To establish a multi-agency operational delivery group to support the Corporate Parenting Forum, including promoting the engagement of care leavers within our corporate parenting arrangements.	Children and Young People will be directly engaged with our corporate parents to ensure their voice is prominent within the development of our arrangements.	Assistant Director Children's Safeguarding/ Head of Specialist Services
Successfully transition adoption services into a Regional Adoption Agency.	A greater number of children will achieve permanence through adoption in a more timely manner alongside better support for adoptive families.	Assistant Director Children's Safeguarding/ Head of Specialist Services

To continue to develop the offer to Torbay care leavers from the Local Authority and its partners.	Care Leavers will have better outcomes in relation to education, employment, training, personal and social development.	Assistant Director Children's Safeguarding/ Head of Specialist Services
Continue to develop our response to adverse childhood experiences(ACE) within Torbay's children and young people	Outcomes for children affected by ACE causal factors - CSE/Missing/Gangs/County Lines/DA/Peer violence - Sex Assault/Harm, EHE/PT timetable will improve.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance
Continue to develop our multi-agency model for CIN/CP work through embedded/linked practitioner resources for DA/Substance misuse/CAMHS/Youth Services/Adult Substance Misuse	Services for children and families will provide a whole family response with Social Care practitioners supported by expertise to tackle parent and carer issues.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Supporting Families

<b>The Quality and Effectiveness of Frontline Practice Ofsted Recommendations: 2, 3, 4, 5, 6, 7, 9, 12, 14, 15, and 16</b>		
<b>Aim/Strategic Action</b>	<b>How will this improve outcomes for children and young people</b>	<b>Lead Officer/Agency</b>
Ensure up to date and effective pathways and practice standards are in place for all core activities and are consistently followed.	Children and families receive an effective and consistent service appropriate to their needs.	Head of Service Safeguarding and Quality Assurance
Ensure visits are timely and purposeful with particular reference to impact for the child.	Children are seen regularly with their situation and experiences well understood, clearly documented, and any concerns addressed in a timely manner.	Operational Heads of Service
Assessments are timely and of good quality.	Children and families benefit from timely and thoughtful assessment that encompasses and exhaustive appreciation of their situation as a basis for planning and service delivery.	Operational Heads of Service
Plans are purposeful, proportionate and informed by the views and wishes of children, evidencing a positive impact on their outcomes.	Children are kept safe and our plans impact positively on their situation in reducing risk and vulnerability as well as improving their outcomes.	Operational Heads of Service
Continue to integrate the Signs of Safety model as a key driver for improved social care practice.	Children and families experience consistency in the response they receive and understand what needs to change.	Principal Social Worker/ Operational Heads of Service
To collect feedback and evidence from service users and professionals, including complaints, in a systematic manner in order to inform practice improvements.	Families will feel they have been listened to and their feedback has helped to inform change.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance/Principal Social Worker
To work with Torbay Youth Trustees and Play Torbay to develop an Edge of Care intervention.	Children and Young People on the edge of care will have access to a youth work/play based model of support.	Assistant Director Children's Safeguarding/Head of Commissioning/Youth Trust/Play Torbay
Continue to develop our learning from Audits as a key driver for practice improvement, with a particular focus on impact for the child and family.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance/Principal Social Worker
Continue to develop our Safeguarding and Reviewing Service to ensure that it provides effective challenge in the interest of children and young people.	Children experience an Independent Reviewing Service which promotes what is best for them.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance

Continue to develop the capacity of our Practitioners and Team Managers to utilise Performance, QA and research into practice as key drivers to improve the quality and impact of their work for children and families.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/Principal Social Worker/Operational Heads of Service
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<b>Capacity, Capability and Culture Ofsted Recommendations: 1, 2, 7, 9, 11, 12, 13 and 16</b>		
<b>Aim/Strategic Action</b>	<b>How will this improve outcomes for children and young people</b>	<b>Lead Officer/Agency</b>
Work to ensure management oversight is consistently delivered and focused on impact for the child.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/ Operational Heads of Service
Continue to ensure supervision takes place regularly and is of a high quality.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/ Operational Heads of Service
Continue to develop our Workforce Development Strategy to ensure Torbay has a stable and competent workforce.	Children and families will benefit from consistent and good quality social care provision, underpinned by a continuity of engagement.	Assistant Director Children's Safeguarding/ Operational Heads of Service
Ensure that Torbay has a robust programme to support and develop newly qualified staff, subject to effective management oversight.	Children and families benefit from practitioners who are well supported and secure in their practice.	Assistant Director Children's Safeguarding/ Operational Heads of Service
To continue to develop our Head of Service/Team Manager cohort in order to drive and sustain our improvement journey.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/ Operational Heads of Service
Continue to develop our staff engagement programme including an annual Social Worker Survey to ensure senior management are informed of staff perceptions/views.	Children and families benefit from practitioners who are well supported and secure in their practice.	Assistant Director Children's Safeguarding/ Operational Heads of Service
To ensure that Torbay LADO arrangements are visible and understood by practitioners across all agencies, with an effective response to allegations against people who work with children.	Children and families receive an effective and consistent service appropriate to their needs.	Assistant Director Children's Safeguarding/ Head of Service Safeguarding and Quality Assurance

## **We are committed to ensuring that this Plan makes a significant contribution towards our strategic aim of protecting all children and giving them the best start in life.**

This plan sets out a high level set of aims and actions for the next 12 months building on the compliance focused work that has taken place since the last inspection. It is supported by more service level action plans which provide greater detail on the wide range of operational tasks that will be necessary to secure its delivery.

Oversight and scrutiny of progress will continue to be provided by the Children's Improvement Board, Corporate and Children's Services Leadership Teams, and Cross Party Members Monitoring Group. As a plan that aims to support the transition from a compliant based approach to one focussed on

quality, the resulting impact on the child will be key in judging its success. With this in mind our monitoring and review arrangements will draw upon a range of evidence.

Feedback from children, families, partners and stakeholders will be a key source of information. A key element within the plan itself is to embed a more systematic approach towards these information flows to ensure they make a meaningful contribution to practice improvement and that children and families feel their views and wishes have been heard. Our case file auditing and commissioned engagement services, such as advocacy and return interviews, will focus heavily on the voice of the child and the implications for practice.

Our performance and quality assurance arrangements will also play a significant role in our arrangements to monitor progress with this plan and our improvement journey. We will continue to develop our use of PARIS in lieu of a new case management system to ensure that it provides robust data and management information to test progress particularly in relation to the volume and timeliness of our activity. Whilst not evidencing quality directly many of those measures will act as proxy indicators for judging the quality of our work.

Our aim is to ensure that the suite of performance indicators and data sets we utilise mirrors the journey of the child and are reported through PARIS whenever practicable. We will measure our performance against meaningful statistical and national comparators with regular performance reporting to Team Manager through to the Mayors Executive and Children's Improvement Board.

Our performance and management information reporting will be underpinned by a rolling programme of case file audits with the aim of providing a insight into the effectiveness of practice and its impact for the child. We recognise that further work is needed to improve the quality of our case file audits and ensure the focus shifts from capturing the volume of activity towards a focus on impact. Our improvement partner Hampshire CC Children's Services will continue to play a prominent role as the partnership with Plymouth is embedded.



**Meeting:** Policy Development and Decision Group

**Date:** tbc

**Wards Affected:** All

**Report Title:** Children Looked After Placements: Sufficiency Statement and Action Plan

**Is the decision a key decision?** No

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Councillor Julien Parrott, Executive Lead for Children's and Adults Services, [julien.parrott@torbay.gov.uk](mailto:julien.parrott@torbay.gov.uk)

**Supporting Officer Contact Details:** Andy Dempsey, Director of Children's Services, 01803 208949, [andy.dempsey@torbay.gov.uk](mailto:andy.dempsey@torbay.gov.uk)

## 1. Proposal and Introduction

- 1.1 Section 22G of the Children Act 1989 requires local authorities to take steps to secure, so far as is reasonably possible, sufficient accommodation for Children Looked After in its area. This is known as the Sufficiency Duty.
- 1.2 This Statement sets out the current position in relation to the range of services provided for children looked after and the actions which are proposed to be taken to secure sufficient accommodation moving forward.

## 2. Reason for Proposal

- 2.1 Historically, Torbay Council has had a higher population of children looked after than national and statistical comparators. This reflects a low-risk/high-cost strategy put in place in response to the inadequate inspection outcome in 2011 and weaknesses in our permanence planning.
- 2.2 During 2017, the Council revised its permanence strategy and this is beginning to evidence positive outcomes for children and young people in terms of adoption, special guardianship and foster to adopt.
- 2.3 Alongside this a revised Sufficiency Statement and Action Plan sets out a range of actions to ensure there is sufficient high quality accessible provision for Torbay children and young people to ensure that when a child requires to be accommodated we can identify a placement that is suitable to their needs. It should be noted that this is against a very challenging operational environment with a lack of placement capacity as a national issue rather than one unique to Torbay or the South West region.

2.4 The revised Sufficiency Statement and Action Plan have been developed in order that the Council meets its Sufficiency Duty and will be subject to regular review to ensure it is delivering its aims and objectives.

### **3. Recommendation(s) / Proposed Decision**

3.1 That the Children Looked After Placements: Sufficiency Statement and Action 2018-2020 be approved.

### **Appendices**

Appendix 1: Proposed Children Looked After Placements: Sufficiency Statement and Action Plan

### **Background Documents**

None

### **Report Clearance**

<b>Report clearance:</b>	<b>This report has been reviewed and approved by:</b>	<b>Date:</b>
Chief Executive	Steve Parrock	
Monitoring Officer	Anne-Marie Bond	
Chief Finance Officer	Martin Phillips	
Relevant Director/Assistant Director	Andy Dempsey	

<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>A revised Sufficiency Statement and Action Plan has been prepared in relation to Children Looked After placements.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>Section 22G of the Children Act 1989 requires local authorities to take steps to secure, so far as is reasonably possible, sufficient accommodation for Children Looked After in its area. This is known as the Sufficiency Duty.</p> <p>This Statement sets out the current position in relation to the range of services provided for children looked after and the actions which are proposed to be taken to secure sufficient accommodation moving forward.</p>
<b>3.</b>	<p><b>What options have been considered?</b></p> <p>It is a statutory requirement to take steps to secure sufficient accommodation for children looked after. Setting out the actions that the Council wishes to take to meet this duty ensures that progress can be effectively monitored.</p>
<b>4.</b>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>The Sufficiency Statement is part of a suite of documents which support the delivery of the Council's Children and Young People's Plan and the improvement journey for Children's Services. The emerging Children and Young People's Plan has the objective of ensuring all of our children and young people are safe, happy and healthy in order that they can reach this full potential.</p> <p>The delivery of the Children and Young People's Plan and its supporting strategies will ensure that the Council meets its targeted action of protecting all children and giving them the best start in life.</p> <p>In addition, the Action Plan takes account of the principles within the Corporate Plan with a focus on reducing demand through prevention and early intervention as well as using resources to best effect.</p>
<b>5.</b>	<p><b>How does this proposal contribute towards the Council's responsibilities as corporate parents?</b></p> <p>The proposed Sufficiency Statement and Action Plan is an integral element of improving outcomes for our children looked after. It seeks to focus on our permanence planning whilst acting, at all times, in the best interests of the</p>

	child.
<b>6.</b>	<p><b>How does this proposal tackle deprivation?</b></p> <p>The Sufficiency Statement and Action Plan does not in itself tackle deprivation. However, the Statement supports the Children and Young People’s Plan which sets out how the Council will tackle child poverty. The Children and Young People’s Plan is consistent with both the Economic Strategy and the emerging Joint Health and Wellbeing Strategy, both of which identify tackling deprivation as a key aim.</p>
<b>7.</b>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Children and young people in the Council’s care and children for whom an Education, Health and Care Plan has been issued and those needs cannot be met without an out of area residential placement.</p> <p>Consultation has not been undertaken in preparing this Statement and Action Plan. However, the views of children and young people will continue to be taken into account when placements are made, through our CLA review processes – supported by an independent advocacy service.</p>
<b>8.</b>	<p><b>How will you propose to consult?</b></p> <p>Not applicable.</p>

<b>Section 2: Implications and Impact Assessment</b>	
<b>9.</b>	<p><b>What are the financial and legal implications?</b></p> <p>It is a requirement of the Children Act 1989 to take steps to secure, as far as is reasonably possible, sufficient accommodation for children looked after in the area.</p> <p>The action plan seeks to ensure an appropriate range of accommodation in order to develop a more robust approach towards permanence planning. Over time, this will contribute to bringing the numbers of children looked after in Torbay into line with statistical comparators. This will have a positive financial impact on the authority whilst improving outcomes for children and young people.</p>
<b>10.</b>	<p><b>What are the risks?</b></p> <p>The risks of not agreeing the Statement and Action Plan is that work on securing sufficient accommodation is not progressed in a co-ordinated manner and that progress cannot be effectively tracked.</p>

	<p>A lack of capacity can result in poor matching and adverse impacts for children and young people. Our Sufficiency Statement places an emphasis on growing capacity for foster care which also avoids the inappropriate use of high-cost residential placements with all that implies in terms of costs and outcomes for children.</p>
11.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>We would take this into account at the point of any procurement process associated with the Action Plan.</p>
12.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>The Sufficiency Statement contains evidence and data about our current population of children looked after. It seeks to identify trends and hence the accommodation required to meet the needs of children looked after in the coming years.</p>
13.	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>Not applicable.</p>
14.	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>Not applicable.</p>

## Equality Impacts

15	Identify the potential positive and negative impacts on specific groups			
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact	
Older or younger people	By implementing the Action Plan, the Council will be able to best meet the needs of the children it looks after.			
People with caring Responsibilities			No differential impact	
People with a disability			No differential impact	
Women or men			No differential impact	
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			No differential impact	
Religion or belief (including lack of belief)			No differential impact	
People who are lesbian, gay or bisexual			No differential impact	
People who are transgendered			No differential impact	
People who are in a marriage or civil partnership			No differential impact	



	Women who are pregnant / on maternity leave			No differential impact
	Socio-economic impacts (Including impact on child poverty issues and deprivation)			No differential impact
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			No differential impact
<b>16</b>	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	Not applicable.		
<b>17</b>	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	Not applicable.		



2018-2020

## Children Looked After Placements: Sufficiency Statement and Action Plan

Ensuring children get the best start in life

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# 1. Introduction

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This Sufficiency Statement sets out the approach of Torbay Council and its partners to meeting needs of Children Looked After and children for whom an Education, Health and Care Plan (EHCP) has been issued and whose needs cannot be met without an out of authority residential placement.

This document does not repeat the expectations or requirements from national statutory guidance or the Council's Children and Young People Plan but aims to contribute to the objective of the latter:

**To ensure all of our children and young people are safe, happy and healthy in order that they can reach their full potential.**

To deliver the objective of the Children and Young People's Plan, there are four inter-connected priorities:

- Children get the best start in life.
- The impact on children and families from key risks including domestic abuse, alcohol/substance misuse and all forms of child exploitation is reduced.
- Education outcomes for all children and young people are improved and the gap between vulnerable learners and their peers is closed.
- Young people are healthy, make positive choices and influence their own future.

Wherever possible the actions identified in this Statement draw upon recognised good practice from the national commissioning support programme as well as other local authority areas. This includes input from Hampshire County Council Children's Services who were appointed by the Department for Education as our improvement partner under a statutory direction issued in May 2016. This Statement has been developed with due regard to relevant legislation, guidance and other local policies and strategies including:

- Children Act 1989
- Children Act 2004
- Children's Homes (England) Regulations 2015 and Quality Standards
- Sufficiency Statutory Guidance 2010
- Torbay Joint Strategic Needs Assessment 2018/20
- Emerging Torbay Children and Young People Plan 2018/23

The Action Plan to support the Statement is attached at Appendix 1.

## 2. Duty of Sufficiency and Key Aims

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Securing sufficient accommodation to meet the needs of Children and Young People Looked After is an integral element in improving outcomes for this vulnerable group. It is best achieved through a shared vision for commissioning delivery and monitoring of services for Children Looked After across all partner agencies.

Section 22G of the Children Act 1989 requires local authorities to take steps that secure, so far as is reasonably practicable, sufficient accommodation for Children Looked After in their area (the “Sufficiency Duty”). Securing sufficient accommodation requires a whole system approach across the local authority and its partners working through the Children’s Strategic Steering Group.

This Statement sets out the ambitions of Torbay Council and its partners in respect of sufficiency which are based upon best practice and statutory guidance. The Council aims to secure sufficiency which can evidence:

- All children are placed in the local authority area, except where this is not consistent with their needs and welfare. Services are situated across the local authority area to reflect the geographical distribution of need.
- All children with adoption recommendations are placed with an adoptive family within 12 months of that recommendation.
- There is a diverse range of universal, targeted and specialist services working together to meet children’s needs, including children and young people who are already looked after, as well as those at risk of care or custody.
- Local partners, including housing, work together to secure a range of provision to meet the needs of those who become looked after at the age of 16 and 17, and support the continuity of accommodation beyond the age of 18.
- Services are available in adequate quantity to respond to children and young people, including predicted demand for a range of needs and emergencies.
- In addition to meeting relevant National Minimum Standards, services are of high enough quality to secure the specific outcomes identified in the care planning process for children and young people.
- Placement providers (including private, voluntary and public sector providers) are linked into the wider network of services and work with these services to offer appropriate support to deliver identified outcomes for children looked after.
- Universal services know when a child or young person is looked after and have good links with the range of targeted and specialist services which support them, including placement providers.
- There are mechanisms in place to ensure that professionals involved in placement decisions have sufficient knowledge and information about the supply and quality of placements and availability of all specialist, targeted and universal support services within the local authority area.
- The local authority and its partners collaborate with neighbouring authorities and partnerships to plan the market for services for children looked after and commission in regional or sub-regional arrangements.

### 3. The Torbay Context

Torbay has generally had higher levels of social care activity than other localities with around 1,200 children in need of social care support at any one time. As at 31 March 2018 this included 324 Children Looked After, 146 children subject to a Child Protection Plan and 606 Children in Need.

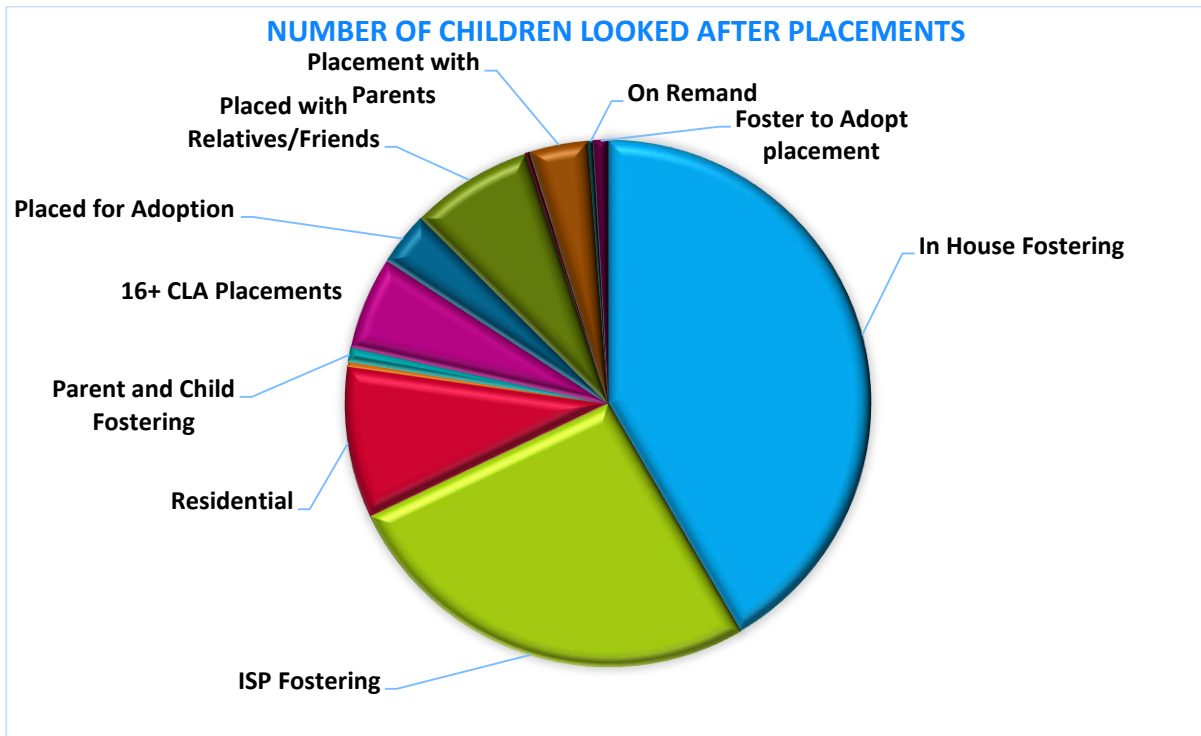
Torbay is located on the South Devon coastline and comprises of the three distinct communities of Torquay, Brixham and Paignton. It has a population of just over 133,000 and comprises areas of significant material wealth alongside areas of deprivation. The primary causal factors for social care engagement are domestic abuse, substance misuse and parents with poor mental health or learning needs.

Torbay’s population of Children Looked After grew significantly in 2010/11 in response to Ofsted’s judgement that services were inadequate with a precautionary “low risk/high cost” approach taken towards children at the edge of care compounded by weaknesses in permanence planning. A key element within the improvement journey now underway has been to develop a more robust approach towards permanence which will over time contribute to bringing the numbers of Children Looked After in line with statistical comparators whilst improving outcomes for children and young people.

As at May 2018 the distribution of placements for children looked after was:

Placement Types	Number of Children Looked After Placements	%
In House Fostering	139	42%
Independent Sector Provider Fostering	88	26%
Residential	31	9%
Parent and Child Residential	1	0%
Parent and Child Fostering	3	1%
16+ LAC Placements	19	6%
Placed for Adoption	11	3%
Placed with Relatives/Friends	25	8%
Hospital	1	0%
Placement with Parents	12	4%
On Remand	1	0%
Foster to Adopt placement	2	1%
<b>Total</b>	<b>333</b>	<b>100%</b>

Figures as at May 2018



Up to November 2017, the numbers of children looked after were potentially on track to stay at or around 280. However, this has changed during December 2017 and January 2018 with the numbers starting to become looked after having overtaken those leaving. This recent and significant change has resulted in a substantial rise in the total number of children looked after as at March 2018. This trend has been repeated nationally. So far this year, over half of the authorities with which Torbay Council shares in-year data are reporting a rise in the numbers of Children Looked After.

Torbay’s relatively high number of children looked after is largely the product of previous decision making especially during the period 2012-14. Like many authorities, Torbay’s headline figure is belied by relatively high numbers of children ceasing and starting to be looked after. For example, Torbay has the 10th highest care application rate of all authorities in the country. The top 20 in this list includes six other authorities that make up Torbay’s comparator group, which indicates that Torbay is not essentially an outlier for the relative numbers of children becoming looked after.

As at April 2018, 26% of children looked after were placed more than 20 miles from their home address which is above regional and national comparators. This will be an area of focus within our action plan and reflects a lack of local capacity, particularly for children with more complex needs.

Other indicators that suggest Torbay’s use of care is not essentially that of an outlier or particularly unusual are:

- Compared to similar authorities, Torbay has a similar profile for the legal status of children becoming looked after i.e. the use of voluntary arrangements verses court orders. This is a positive indicator as it shows Torbay is line with other authorities over the use of care.
- Children under 5 make up a bigger proportion of those becoming looked after compared to other similar authorities. In 2017/2018, 55% of those starting to become looked after in Torbay were under 5 compared to 44% amongst comparable authorities. Although different from other authorities Torbay’s

profile is indicative of prompt action to ensure that children are safeguarded at the earliest point which may then avoid the need for later and lengthier engagement the child's life.

- The number of children adopted is above that seen in 2016/2017. Whilst the average amount of time taken to place children has increased this reflects the additional time required to place children with greater needs.
- More children are returning home after a period of being looked after. In previous years the proportion of Torbay children returning home had fallen below that seen in similar authorities. This is no longer the case.
- More children looked after are now being placed under Special Guardianship Orders (SGO) than before. Torbay completed more SGOs in 2017/2018 than in 2016/17. In previous years Torbay was below benchmarks for the proportion of children ceasing to be looked after under these arrangements. This will no longer be the case.
- The number of children on protection plans is starting to come down as is the number of children subject to a referral. The number of children on protection plans is now just above the comparator group averages and probably reflects where it would expect to be, given the profile of the community it serves.

This Sufficiency Statement links with the wider service improvement programme now under way within Children's Services and in particular the refreshed Permanence and Early Help Strategies. The former seeks to address a culture which has previously favoured placement stability and long term fostering over other permanence options, compounded by a lack of challenge to this approach by the Independent Reviewing Officers. The impact of this cultural change is beginning to become evident in the greater use of connected persons orders, foster to adopt and reunification. Alongside this, the refreshed Early Help Strategy is engendering a more effective approach towards managing risk before cases escalate to the higher intensity part of the system.



## 4. Performance and Outcomes for Children Looked After

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Outcomes and performance for our children looked after are a key element within the performance management and quality assurance arrangements that have been established over the past two years as part of our improvement journey. Our aim is to ensure that all key performance metrics are incorporated and reported within PARIS but this remains a work in progress.

As indicated earlier in this Statement, Torbay continues to have a large CLA population in comparison with other similar local authorities. A key element within our improvement journey has been to focus on our permanence planning with the aim of bringing our population levels safely in line with comparators whilst acting, at all times, in the best interests of the child. This is beginning to evidence impact through increases in adoption, foster to adopt, and special guardianship.

Our outcomes and performance for children looked after are set out in greater detail within our monthly performance reporting which is considered by all tiers of management as the driver, alongside casefile auditing, for service improvement. Key headlines are:

- Educational outcomes at all key stages are at or above comparators although it is acknowledged that outcomes at Key Stage 4 require improvement.
- During 2017/2018 Torbay delivered 20 adoptions and has completed six foster to adopt placements since the last inspection, with a further five being progressed currently.
- Children Looked After reviews are being completed on time in around 95% of cases.
- The completion rate of Health Assessments and Strengths and Difficulties Questionnaires are at 89% and 60.5%, respectively. Immunisation rates are at 77%<sup>1</sup> and dental check-ups are at 78%.
- Long term placement stability is currently at 61% which is just below national comparators.
- 10% of our Children Looked After are in residential placements which is below national and statistical comparators
- 18% of Children Looked After are placed more than 50 miles away from their home address.

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<sup>1</sup> Source: 903 Return

## 5. Future Opportunities and Challenges

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After a period of relative stability in which the population of Children Looked After was around 280, the final four months of 2017/2018 saw a significant growth in the numbers of children becoming looked after. This growth has been subject to detailed review and also formed a key line of enquiry for the most recent Ofsted monitoring visit which took place in February 2018. Both have evidenced that thresholds are being correctly applied although it was identified that some cases had been delayed due to drift and delay following the decision to issue proceedings. This has been addressed by deploying legal resource upstream into the department and establishing a legal gateway meeting. A revised Public Law Outline (PLO) tracker has also been established to ensure there is no recurrence of drift and delay.

Our analysis of the factors impacting on future demand and sufficiency of placements following the above exercise is summarised below:

- The significant spike in Child Protection Plans (CPP) during 2017/2018 was a key factor driving the growth of Children Looked After (CLA) cases in the second half of 2017. Around two thirds of the growth was via this route. CPP numbers have now reduced and have been stable for some months at a significantly lower level which is more in line with statistical comparators. Whilst it is inevitable that a proportion of Child Protection cases will progress to CLA case, this will be a less significant factor over the coming year.
- Torbay continues to have a high level of cases in PLO (around 30 in April 2018) and it is likely that a high proportion of these will result in the children becoming looked after.
- Whilst progress has been made in relation to domestic abuse, further work is needed to ensure that adult services for substance misuse, mental health, and PAUSE are in place as these are the most significant factors compromising parental capacity.
- Our work on permanence planning is increasing the range of options available to young people to ensure that exits from care are timely and child-centred.
- Recent changes to housing guidance require that, from 1 May 2018, any 16 or 17 year old in accommodation for 24 hours will result in an automatic Section 20 whilst their longer term needs are assessed. It is likely that a proportion of these children will become accommodated.
- There continues to be a need for placement options for older children displaying difficult behaviours and complex needs. Work is progressing with providers and with the Youth Trust/Play Torbay around support interventions to avoid familial breakdown.
- Initial discussions have commenced with Devon around additional residential capacity in the South West to reduce the proportion of children placed out of Borough.

Taken together, our planning assumptions are that the population of children looked after is not likely to reduce during 2018/2019 and that the most likely outcome is a marginal increase of 3-5% in comparison to the start point of 1 April 2018.

## 6. Early Help and Targeted Support for Children and Families

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One of Ofsted's key findings in its January 2016 report was that multi-agency thresholds were not understood and consistently applied across partners who in turn were unclear as to their roles in intervening with families at the earliest opportunity. Working with its partners in the Local Safeguarding Children Board, Torbay Council has revised the Early Help Strategy and Thresholds which were approved in June 2017. A revised Multi Agency Safeguarding Hub (MASH) referral form has been introduced followed by a single front door referral pathway.

The overall aim has been to ensure that there is clarity around thresholds and the support available to families. The Early Help Strategy provides for community-based support for families when they need it in order to prevent the escalation of concerns thereby preventing families from feeling that they are not able to cope. Many of these families have children with additional needs, and we will strengthen the offer available to them. We will continue to work with partner agencies and families to embed the understanding of the Early Help and Targeted Help offer through the use of training and information leaflets.

We will build on existing Supporting (Troubled) Families investment in educational outreach, locating staff within target schools and funding assertive outreach for children with Social, Emotional and Mental Health needs.

A 0-19 family support framework is being developed, bringing Children's Centres, health visitors and school nurses and early help services together alongside a re-designed young peoples' pathway to ensure that the right services are available to match need at the right time.

The Council is working alongside the Clinical Commissioning Group to specify and commission a broad set of health-orientated services that will support children with Special Educational Needs, ensuring that additional needs are met and that Education, Health and Care Plans (EHCPs) are undertaken in partnership.

In addition we will continue to work with Play Torbay and the Torbay Youth Trust to engage children and young people through youth, recreational, cultural and arts activities.

These actions will create a unified service to provide a joined-up, whole-family service to those who are most in need, but who do not meet the threshold for statutory social care. The aim is to slow down the volume of children coming into care and provide a step-up/ step down service to prevent a revolving door into statutory services.

The main benefit to families with children aged 0-19 years will be the ability to access interventions through one point of contact which would consider the needs of the family as a whole and seek to co-ordinate all needs through a Targeted Help Co-ordinator.

## 7. Managing Risk for Children on the Edge of Care

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In order to improve outcomes for children, to respond to increasing demand and especially to address the revolving door for social work interventions, Torbay Council is creating clear pathways to ensure the right resources are provided according to the level of risk and vulnerability presented by a family. This will enable robust plans with targeted support to provide evidence based interventions at a measured intensity when the family need it most.

New pathways for on-going sustainable support using existing community services will increase family resilience, enabling them to resolve their own problems. This will incorporate a Signs of Safety approach to ensure families are able to take responsibility for their own problem solving.

The Council has re-aligned its Intensive Family Support Service (IFSS) alongside the Safeguarding and Supporting Families Service to better resource the care plans for children and families at the pre-proceedings stage. This will provide intensive, evidenced-based interventions for families at the edge of care, working to robustly improve their ability to care and safeguard both in the short and longer term. This team will also be able to respond to emerging crises to stabilise situations pending assessment and care planning, but is embedded within the core social work teams.

Many of the children within statutory services have experienced trauma and emotional distress. We recognise that the Child and Adolescent Mental Health Service locally will assess these children as falling below their threshold of support, and we are therefore investing in a small team to work within Children's Services, able to provide consultation and intervention to support across the Child's Journey, co-locating and working with social workers and other children's practitioners to strengthen resilience and provide stability for children at home and in placements.

Our developments involve a stronger focus on the family and environmental risk and on protective factors for the child. Our Supporting (Troubled) Families service is undertaking live tracking against the Children in Need/Child Protection gateway and will allocate eligible families within its programme, providing oversight and an investment in additional IFSS capacity, in educational outreach and in support into work to support family change.

With a pressure on parent and child assessment work, we are reviewing the current offer and capacity of our family assessment centre (the ARC). It is our intention to strengthen this service, to align it more closely with the MASH and Single Assessment Service and to develop a more assertive, responsive assessment team able to provide the right level of professional assessment pre-birth and when the baby is born, primarily within the community where both support and risks are more visible.

## 8. Foster Placements

Torbay has traditionally developed its foster care capacity through a mixed economy of in-house carers and independent fostering agencies procured under the Peninsula Framework and spot purchased when necessary.

There are differences in the pricing structures between in-house and independent fostering agencies leading to higher costs for independent agencies, especially for children with less complex needs and sibling groups. The lack of available placements both locally and nationally has created difficulties in achieving good permanence planning for children, and requires a multi-layered strategy to resolve.

As part of our improvement work we have been engaging with our in-house foster carers more directly. This has led to a more open dialogue and a better appreciation on both sides of how fostering can contribute to better outcomes for children and young people.

We had seen an increase in the in-house fostering resource which was then maintained, but has more recently been reducing. A re-focused marketing campaign was undertaken with a branding refresh, and work with the foster care group was undertaken to regain their confidence; this work has led to a more positive market response as Torbay Council has been recognised as valuing and supporting its carers. The fostering vacancy rate has now reduced to around 8%.

The Assistant Director – Children’s Safeguarding and Head of Service – Specialist Services are now meeting with our foster carers on a regular basis to ensure an open and ongoing dialogue on the role of in-house fostering within effective permanence and sufficiency planning.

The table below evidences the positive impact of this work particularly with the increasing proportion of children in an in-house fostering placement.

Placement Types	No. CLA placements as at 31/12/17	%	No. CLA placements as at 30/04/2018	%
In House Fostering	138	47%	129	40%
ISP Fostering	69	24%	93	29%
Residential	30	10%	30	9%
P & C Residential	0	0%	1	0%
P & C Fostering	3	1%	2	1%
16+ LAC Placements	13	4%	18	6%
Placed for Adoption	8	3%	11	3%
Placed with Relatives/Friends	19	7%	23	7%
Placed with Parents	9	3%	12	4%
Foster to Adopt placement	3	1%	12	4%
On Remand			1	0%
Hospital			1	0%
<b>Total Children Looked After</b>	<b>292</b>	<b>100%</b>	<b>324</b>	<b>100%</b>

Moving forward, the Council will retain a focus on the importance of securing the right placement, offering the best chance of stability for children in care whilst ensuring good outcomes and best value for money.

For in-house fostering, Torbay will continue to maximise the use of in-house services and will run a number of recruitment drives in 2018-2019 with a particular focus on recruiting for:

- teenagers requiring respite or requiring re-unification;
- teenagers requiring stable support moving through to` staying put;
- step-down from residential
- support through childhood 0-18
- emergency and assessment
- family focused shared care

Throughout the year there will be regular information events held to ensure anyone considering fostering at any time can access more information, whether they have already made an enquiry directly to the Council or not.

Research nationally and locally indicates that the most significant factor which encourages and maintains foster carers is the level of effective support offered to them by the fostering agency. We plan to review current resources over the next 12 months to develop a wellbeing team which will include a co-located Children and Adolescent Mental Health practitioner, therapists and support staff offering therapeutic training and support to all carers. Therefore, overarching the generic information events, there will be focused marketing campaigns highlighting the wrap-around support available to carers.

Through collaboration with the other authorities across the peninsula, Torbay is currently re-commissioning for child and family provision to develop a framework of provider organisations who are aware of the likely volume and levels of need required.

## 9. Adoption

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Over recent years the Government has had a focus and agenda for practice improvement and avoidance of drift and delay in adoption. Year-on-year, Torbay Council's Adoption Service has been increasing its collaborative work with our regional neighbours and the Voluntary Adoption Agencies based locally including Families for Children.

As a small unitary authority, it has been advantageous for us to link with and share resources with other Local Authority adoption agencies. This creates efficiency and ensures services to adopters and their families are accessible. There has been significant work undertaken to align practice and develop good practice expectations across the regional group. Torbay Council has continued to be an active member of Adopt South West alongside Plymouth City Council, Devon County Council and Somerset County Council.

It has been agreed to create an Adopt South West Regional Adoption Agency as a local authority led model. This will see the pooling of resources, knowledge and expertise of four services. This means we can take the best way of working in each area of practice and standardise this across the Agency. This will provide improvements as well as consistency to the adopter experience. Devon County Council will act as a single authority host for the region from October 2018. The Regional Adoption Agency will have a governance and steering group to oversee the project.

Torbay Council continues to receive a steady number of enquiries from adopters. Increased marketing provides adopter choice with enquiries made through Adopt South West not always resulting in assessment in Torbay. Torbay Council has maintained its own dedicated website alongside its link to Adopt South West. The joint working approach does, however, mean it has been more efficient to fund larger campaigns.

Since March 2015 there has been a decline in numbers of adopters progressing through the process to approval in Torbay. Whilst enquiries about becoming an adopter have remained consistent in the last two years the conversion number to approval of adopters has not increased. Geographically, the fact that Torbay is a small unitary authority does adversely affect the number of adopters coming through. The collaboration with Adopt South West affords Torbay marketing through this arena although we continue to undertake specific marketing and recruitment work as well. Despite these efforts we have not seen an increase in our conversion rate. A review of the Recruitment Strategy for the coming year will consider alternative strategies. Further, it is anticipated that the Regional Adoption Agency will be of benefit to Torbay in respect of the efficiency of recruitment and approval of adopters.

The early profiling meetings within Adopt South West enables the opportunity for matches with geographically local adopters which improves outcomes for families/children as support is available across the region with established relationships between adoption agencies.

The national trend over the last two years has seen a reduction in Placement Orders being made in court for an adoption plan. In Torbay we have continued to see steady numbers of referrals to the Agency Decision Maker for new children's plans for adoption – 13 in 2015/2016 and 17 in 2016/2017. However, those plans for adoption have not always been agreed by the Court and therefore a Placement Order has not been granted

Torbay's Adoption Service has seen a continued improvement timeliness of the placement of children for adoption and the approval of adopters year-on-year since April 2015. This improvement has been brought about by the early and focused family finding activity within the Service.

## 10. Commissioned Residential Accommodation

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In January 2017 there were 33 children in residential placements with external providers from the private and not-for-profit sectors. Some of the placements include specialist education provision for those who have been excluded from mainstream schools, who have specific learning requirements, or who have a statement of Special Education Needs.

An independent assessment by People Too found that the use of residential provision was sometimes led by lack of alternative provision rather than the level of presenting need of the child. We have increased the capacity of our Contracts and Placements Team to ensure they are able to drive placement practice proactively, and commission more effectively. We will also put in place clear monitoring processes through a Tracker meeting with cross over to the Permanency Planning process. These processes will ensure case planning does not drift, and that where children placed in residential accommodation are able to step down to family based care or an alternative community based provision, that this is planned for and resourced.

We monitor performance and activity to provide an accurate and regular demand forecast for residential care. The Contracts and Placements Team use performance information to prioritise our commissioning workstreams and to develop provider relationships within the existing frameworks. Through a thorough review of individual placement contracts, we will also capture the additional services and resources that our children in care are receiving, and ensure that we commission these according to best value rather than availability.

In recognition that in-house fostering and residential provision will not be sufficient to meet all placement requirements for children in Torbay, a framework contract is currently being established in collaboration with peninsula authorities in the South West to provide flexible additional capacity. Providers on the framework have more business surety and an ongoing relationship with the four Local Authorities which encourages them to support the profile of demand for each Authority and as a group. The framework reflects the commissioning standards in national contracts. It ensures high quality provision including the requirement for all establishments on the framework to have, and to maintain, an Ofsted rating of 'Good' or 'Outstanding' and to undertake enhanced DBS checks for anyone involved in service delivery.

Where notification is received of a change in Ofsted rating of an establishment to 'Poor' or 'Requires Improvement' a thorough risk assessment will be carried out for those children already in a placement to ascertain the viability of the placement continuing. In addition, a visit, led by the Social Work Team Manager, will be undertaken. Appropriate move-on will be managed should the establishment be found to not meet the requirements of individuals, or the risks associated with the placement cannot be managed. It is a priority for the Council to maintain the stability of placements where possible, but without compromising the high standards that are required of establishments delivering the services.

The Contracts and Placements Team will ensure that all placements will be made through a single point. The Team will formalise the placement process, embedded within our case management system to enable child based information that is simply audited. A central team will provide brokerage and also contribute to the commissioning and procurement functions around placement and stability services in order to drive quality and best value more efficiently, and to allow social workers to focus on care planning rather than transactional detail. The views of children will be reflected through meeting with the Children in Care Council twice per year and assimilating the views of children through reviews and complaints via their Independent Reviewing Officers.



## 11. Post 16 and Leaving Care

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The requirements of the Staying Put agenda have a specific effect on foster and supported accommodation placements, and it is essential that providers and local authorities work together to ensure that, wherever appropriate, children and young people 'Stay Put' in placements beyond their eighteenth birthday. It is recognised that there will be challenges for providers and the local authority in achieving this, as it will inevitably impact upon the availability of foster and supported accommodation placements.

Changes through the Homeless Reduction Act, coming into force April 2018, bring challenges through the Housing route initially as those threatened with homelessness receive a duty of support earlier and for longer, and will be offered a minimum of a six month assured tenancy. We will work with our Housing Options Team to develop a joint strategic approach to meeting youth homelessness which will otherwise impact significantly on sufficiency for 16-25 year olds.

Welfare policy changes through the introduction of Universal Credit and the removal of entitlement to housing costs for 18-21 year olds may lead to more 16-17 year olds requesting assessment under the Southwark ruling.

The Council will also consider the changes introduced by Section 3 of the Children & Social Work Act 2017 which introduces a new duty on local authorities to provide Personal Advisor support to all care leavers up to age 25, irrespective of whether they are engaged in education or training. Currently accommodation needs for those aged 16 and over are met through joint commissioning of services to prevent Youth Homelessness, and through additional offers to Eligible, Relevant and Former Relevant Care Leavers.

There are three commissioned providers for supported accommodation which young people can access via the Housing Options Team or Children's Services, namely Supported Accommodation, The Foyer and Westward Housing Young Parents.

In addition to provision of accommodation, young people are offered Floating support via the commissioned housing providers, Youth Homelessness Prevention work, and a Single Assessment in line with the Southwark Judgement as a result of an integrated prevention and accommodation offer.

These services ensure that we are focusing on re-unification with family where possible, and that we have a good quality understanding of the needs of this group.

For Relevant, Eligible and Former Relevant Care Leavers there are additional offers to ensure that they have a successful transition to independence. These are in the form of:

- **Tenancy deposit scheme:** For young people aged 18+ who need access to funds to secure privately rented accommodation. This offer is subject to young people demonstrating an ability to live independently through the completion of a tenancy support programme.
- **Staying Put:** In response to the Children and Families Act 2014, Children's Services enable young people to remain living with their former foster carers under a supported lodgings arrangement. This arrangement is called 'Staying Put'. Young people can Stay Put with their foster carers up to the age of 21, or until the end of full time education. Half of the under 18 fostering rate is applied. Housing benefit payments are additionally available, and young people are expected to pay a small "top up"

fee. In March 2017 there were 11 young people in Staying Put arrangements from Torbay. Young People are also able to “Stay Put” in their supported lodgings where appropriate.

- **Accommodation support for young people in further education:** Former Relevant Young People in full time further accommodation are offered support to maintain accommodation until the completion of a full time course or the academic year of their 25th birthday. This is in the form of a £100 weekly allowance.

Alongside the offer of accommodation, joint work between housing, commissioning and children’s services through the Youth Homelessness Prevention Panel aims to ensure that prevention is a focus of work with young people, so that crisis accommodation (in the form of Bed and Breakfast) is not used. For Children Looked After, tracking of placements and the Permanence Panel are used to ensure that young people have a clear plan for permanence post 18. These processes ensure that the Local Authority is able to control costs in relation to young people who have not moved on from residential placements, or where the costs associated with accommodation should be held by Adult Services or the NHS post 18 as a result of complex needs.

Within the post 16 offer there is a need to address the lack of availability of short term accommodation (including crisis beds) and accommodation for young people with chaotic and complex lives.

In relation to accommodation for Relevant, Eligible and Former Relevant Young People, the Council will map the future needs of young people within the Staying Put programme and those making applications to university. This will ensure that the Council has a clear forecast of future needs.

The contracting arrangements for the Staying Put scheme will be reviewed to ensure value for money.

## Appendix 1 – Action Plan 2018-2020

	Actions	Service Lead	Targets	Deadline
<b>Early Help and Targeted Support for Children and Families</b>				
1	Continue to develop our Early Help and Targeted Help offer with families and TSCB partner agencies including a directory of services and regular oversight of take-up and outcomes for families.	Head of Early Help and Youth Offending	<p>Programme of training in place for partners</p> <p>Service Directory for Early Help and Targeted Help Interventions in place</p> <p>Oversight of take-up and outcomes in place via TSCB and Children’s Strategic Group</p>	March 2019
2	Develop a sustainable model for the TESS service to ensure schools have access to specialist advice at the earliest stage in engaging a family.	Head of Early Help and Youth Offending/ Assistant Director - Education	Services in place and working to STF outcomes framework	September 2018

	<b>Actions</b>	<b>Service Lead</b>	<b>Targets</b>	<b>Deadline</b>
3	Establish a new Family Support Service for families with children aged 0-19 years (or up to 25 for young adults with learning difficulties and/or disabilities)	Head of Early Help and Youth Offending/ Assistant Director - Safeguarding	Re-commissioning of a young person's pathway  Re-commissioning of Children's Centres, Health Visiting and school nurses	April 2019
<b>Managing Risk for Children on the Edge of Care</b>				
4	Continue to develop our therapeutic service to ensure social work teams have access to Child and Adolescent Mental Health (CAMHS) practitioners co-located within Children's Services.	Commissioning Manager/ Assistant Director - Safeguarding	CAMHS staff co-located and working with children across the safeguarding services.	Service commenced January 2018  Progress to be monitored on a quarterly basis
5	Develop a sustainable model which builds on the Supporting (Troubled) Families resource to maximise our Early Help offer and effectiveness.	Head of Early Help and Youth Offending	Increased capacity within team and evidence of work within STF framework	April 2019
6	Re-design and affirm the work of the Assessment Resource Centre (ARC) to increase capacity for community based parent and child assessments.	Head of Service – Quality Assurance	Increased capacity within team and new specification aimed at community assessments	April 2019

	<b>Actions</b>	<b>Service Lead</b>	<b>Targets</b>	<b>Deadline</b>
7	Work with Play Torbay and Torbay Youth Trust to develop the On the Edge intervention to engage children and young people at risk of foster care placement breakdown or familial breakdown.	Assistant Director – Safeguarding/ Play Torbay and Torbay Youth Trust	Intervention in place for up to six young people on a pilot basis initially	July 2018
<b>Foster Placements</b>				
8	Continue to maximise the use of in-house services at levels 1 and 2 and establish a comprehensive support and training programme to recruit and retain in-house carers and to increase in-house placements for 12+ age group at these levels.	Head of Specialist Services	Regular programme of recruitment campaigns generating around 10 additional foster carers with a focus on capacity for children aged 12+	March 2019 (annual programme)
9	Establish resource to review Permanency Plans and explore greater use of Connected Persons Orders (CPOs) and Special Guardianship Orders (SGOs).	Head of Specialist Services	Review of permanency and progression as appropriate to CPOs and SGOs.	March 2019
10	Hold regular information events to ensure anyone considering fostering can access the appropriate information	Head of Specialist Services	Prospective foster carers can access more information whether they have made an enquiry direct to the Council or not	March 2019

	Actions	Service Lead	Targets	Deadline
<b>Adoption</b>				
11	Continue to put plans in place to establish the Regional Adoption Agency with Devon County Council, Somerset County Council and Plymouth City Council and three Voluntary Adoption Agencies, and to manage any reconfiguration of the service as a result of this.	Head of Specialist Services/ Assistant Director - Safeguarding	Regional Adoption Agency in place	October 2018
12	Review the Adoption Service Recruitment Strategy to identify alternative strategies for increasing the conversion rate of adopter enquiries to adopter approvals.	Head of Specialist Services	Revised Recruitment Strategy in place.	September 2018
13	Continue work to improve our timescales for children and adopters in the service in line with national targets by continuing to have early and focused family finding activity	Head of Specialist Services	Placements for adoption and approval of adopters made within national targets	March 2020
<b>Commissioned Residential Accommodation</b>				
14	Continue to develop our robust tracking system to ensure that the decisions around permanence are actioned in a timely manner and in the child's best interests.	Assistant Director – Safeguarding and appropriate Heads of Service	Tracker meeting operational and holding date planning	March 2020
15	Continue to work closely with accommodation providers to ensure the best possible placement matches, to reduce the risk of placement breakdown which is a particular risk with complex cases and to ensure the very best outcomes for children. To be supported by a regular programme of placement monitoring visits for quality assurance purposes.	Commissioning Manager	All placements end in a planned way. Placements achieved for all searches.	March 2019
16	Work with the South West Peninsula Framework to ensure the needs of children in Torbay are met on specific areas of need.	Commissioning Manager	Frameworks are in place to meet need.	March 2019

	<b>Actions</b>	<b>Service Lead</b>	<b>Targets</b>	<b>Deadline</b>
17	Ensure we obtain children's feedback on the quality of commissioned placements through the implementation of a children's feedback form which has benefited from the input of our children in care and care leavers.	Commissioning Manager	Use of feedback and of the view of children via IRO and CICC	September 2018
18	Work with Devon County Council to explore the potential for additional residential capacity within the county on a shared basis in terms of both places and ongoing risk.	Assistant Director – Safeguarding	Development of additional local residential capacity providing for good quality care for children looked after	September 2020
<b>Post 16 and Leaving Care</b>				
19	Work with Housing Options team to develop a 16-25 homelessness prevention strategy and commissioning plan to meet the needs of those with more complex needs and crisis.	Commissioning Manager	Plan in place to mitigate risk of homelessness.	June 2018
20	Ongoing work to track young people, ensuring that discussions about permanence include post 18 transitions, and that young people at risk are offered a robust preventative service.	Head of Early Help and Youth Offending	All care leavers have clear Pathway Plan in place or high quality which clearly evidences that their views and wishes have been heard.	September 2018
21	Consider the implications of the new duty under Section 3 of the Children and Social Work Act 2017 to provide Personal Advisor support to all care leavers up to the age of 25	Head of Early Help and Youth Offending	Appropriate resources in place to meet the statutory duty	June 2018 for initial operating solution
22	Continue to develop our arrangements to ensure that young people Staying Put and those in full time education are receiving effective support.	Head of Specialist Services	Numbers of care leavers Staying Put and accessing further education are increasing.	March 2019

	<b>Actions</b>	<b>Service Lead</b>	<b>Targets</b>	<b>Deadline</b>
23	Ensuring value for money where the Staying Put arrangement is with an Independent Foster Agency	Commissioning Manager	Review of all IPAs and attendance at placement planning meetings.	March 2019
24	Develop specialist short term accommodation for young people with chaotic and complex lives.	Commissioning Manager	Appropriate capacity in place to deal with crisis for children with complex multiple needs	January 2019