

REPORT TO: Safer Policy and Performance Board
DATE: 15th November 2011
REPORTING OFFICER: Strategic Director Children & Enterprise
SUBJECT: Children in Care of Other Local Authorities (CICOLA's)

1.0 PURPOSE OF THE REPORT

- 1.1 To present an update report regarding the current numbers of Children in Care of Other Local Authorities (CICOLA's) and the possible impact on services provided by Halton Borough Council and its partners within Halton.
- 1.2 To assess within the context of neighbouring local authorities the numbers of Residential Children's Homes operating within Halton, the types of these services and the potential financial impact on the borough.
- 1.3 To offer an update regarding ongoing works developments in this area.

2.0 RECOMMENDATION: That

- 1. The content of the report is discussed and comments invited;**
- 2. Further work is undertaken to get a more accurate picture on how many CICOLA's reside in Halton, ensuring that the procedures around notifications of CICOLA's are appropriately utilised and the information shared with partners agencies via an Information Sharing agreement to support service planning/provision and cost recovery ;**
- 3. Further work is undertaken with key agencies, such as the Police, Education and Health to understand the demand and impact of CICOLA's on Halton services and to investigate the options for agencies to recover costs through the mechanisms available although this would be dependent on sharing information between agencies regarding placements of children . This would also enable avenues for charging other Local Authorities for certain key services to be further established as required;**
- 4. Further work is undertaken in relation to the CICOLA data information that is captured by services which will enable improved understanding and scrutiny of the impact upon local services.**
- 5. The CICOLA list to be located in and updated by Halton Commissioning /Contracting Team and that the revised pathway for notifications is adopted**
- 6. Work begins with colleagues from other Halton departments and partners to shape local services for the future – in particular planning , health and housing;**

- 7. Work begins on a sub regional basis to address some of the market management issues in relation to Residential children's homes currently located in the borough; and**
- 8. We write to all Independent Fostering agencies to confirm that they must complete a CICOLA notification form in the same way as we request Residential providers to.**

3.0 SUPPORTING INFORMATION

- 3.1 At any time there are a total of around 60,000 children that are looked after in the UK – this represents 0.5% of all children. Over the course of any year a total of 85,000 children will spend some time being looked after. Nationally 40% of children remain looked after for less than 6 months with 15% being looked after for 5 yrs or longer.

Local authorities have statutory duties in determining the most appropriate placement for a looked after child.

For a variety of reasons, for example type of specialist provision required, availability of specific services to meet the young persons needs locally, the young person could be placed out side of the local authority that they lived in.

From 1st April 2011 the Statutory Guidance on Securing Sufficient Accommodation for Looked After Children guidance came into force. This guidance acknowledged the importance of taking earlier, preventive action to support children and families so that fewer children become looked after. It also recognised the importance of preventive and early intervention services in reducing the need for care proceedings and the benefits of clear robust links into universal and targeted services.

The statutory guidance seeks to improve outcomes for looked after children and young people by providing guidance on the implementation of section 22G of the Children Act 1989 ('the 1989 Act'). This section requires local authorities to take steps that secure, so far as reasonably practicable, sufficient accommodation within the authority's area which meets the needs of children that the local authority are looking after, and whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the local authority's area ('the sufficiency duty').

Local Authorities have been required to assess existing commissioning practice and identify how to ensure services commissioned away from the Local Authority can be delivered more locally, wherever practically possible providing this is consistent with the child's welfare.

CURRENT PICTURE FOR HALTON IN TERMS OF RESIDENTIAL AND INDEPENDENT FOSTERING AGENCY PLACEMENTS

Halton has the 2nd highest concentration of 1 or 2 bed Residential Children's Homes operated by the Private / Independent sector in the region (St. Helens has the highest with 15). The Residential costs per week range from £2600 - £4995 with the average placement cost for local provision equating to £4211 per week – this is substantially higher than the regional average cost which currently is in the region of £2750 - £2835 / week (variance due to sub regional figures (Merseyside / Cheshire / Lancashire Greater Manchester).

The majority of local provision is registered for 10-17/18yrs for young people who have EBD needs predominantly.

Within Halton currently there are a total of 5 Private/ Independent providers of Residential child care who in total manage 15 Residential children's homes offering a total of 39 beds. These are made up as follows:-

- 1 - six bed home
- 5 - four bed homes
- 1 - three bed home
- 2 - two bed homes
- 6 - one bed homes

In relation to neighbouring / close by local authorities (data from registered providers with Placements North West) the following table outlines a comparison in terms of Private / Independent Residential Children's Homes located within the boroughs operating in the private sector.

Local Authority	Number of providers of Residential	Number of homes	Number of beds	Number of Looked After Children (March 2011)	Number of LAC divided by number of beds within LA
Halton	5	15	39	128	3.28
Sefton	8	15	71	379	5.33
Knowsley	3	5	21	284	13.52
Wigan	4	6	15	407	27.13
Warrington	2	9	23	246	10.69
St.Helens	6	21	36	352	9.77
Liverpool	12	22	71	957	13.47

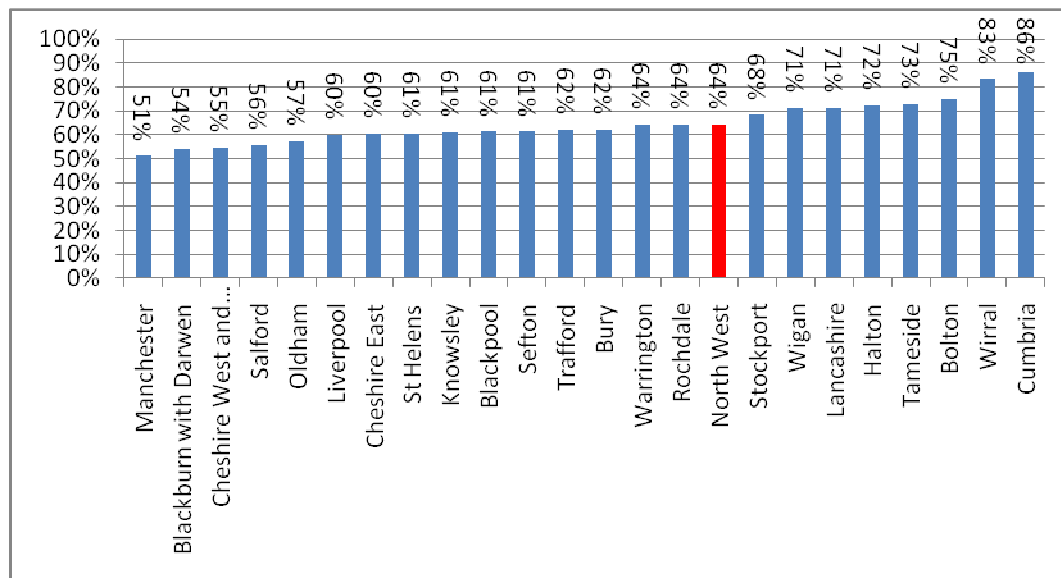
This evidences that Halton has the highest proportion of Residential beds within its borough based on the total number of LAC even pro rata in comparison with a large local authority the size of Liverpool. Within Halton there are a total of 33 households that are registered as offering Foster Care placements within the independent sector. These carers work for a total of 8 Independent Fostering agencies offering a total of 62 placements.

As of March 2011 Halton had a total of 128 young people looked after of which there were 12 young people placed within Residential homes operating in the private sector 3 of which were located within the Borough, 3 were located within 20 miles of the Borough and the remaining 6 were placed specifically to meet a specialist individual need (mental health needs, parenting assessment needs etc)

Also as of March 2011 Halton had a total of 12 young people placed within an Independent Agency Foster placements of which 7 were located in Halton and of the 5 located outside the Borough only one was placed at slightly more than 20 miles from the borough.

It would appear that Halton is being disproportionately affected due to the investment that it has made with regard to its Early Intervention agenda which has meant that the numbers of Looked After children have decreased and both the high concentration of Residential homes operating within its boundaries as well as the type of the establishments – this means that its more likely that the young people placed may have experienced multiple placement disruptions , be less able to live in group settings , may have had disrupted Education and are more likely to have been involved with more specialist support services (CAMHS / YOS)

For information purposes the following table outlines the percentage of placements within local authority boundaries (March 2011)



Numbers of LAC per 10,000 for LAC total and LAC in LA boundaries

The table below shows LAC per 10,000 for LAC who are the responsibility of the LA and the LAC per 10,000 in the authority boundaries. There is a significant difference in the region with; Halton and Stockport having a significant impact of LAC coming into the geographically boundaries whilst Salford and Manchester LAC per 10,000 is significantly lower in the boundaries compared to the LAC per 10,000.

LA	All LAC	In boundaries	Difference
Halton	53	84	-31
Stockport	52	72	-20
Cumbria	52	66	-14
Tameside	73	83	-10
Lancashire	52	60	-7
Wirral	94	100	-7
Trafford	52	58	-6
Bolton	77	82	-5
Sefton	67	72	-4
Rochdale	88	91	-3
Warrington	62	63	-1
Bury	69	69	0
Knowsley	86	86	0
Wigan	78	78	1
Oldham	64	62	2
North West total average (for comparison)	76	73	3
Cheshire East	57	51	7
Cheshire West and Chester	47	40	7
St Helens	93	82	10
Blackburn with Darwen	94	72	22
Blackpool	128	106	22
Liverpool	106	81	25
Salford	106	79	27
Manchester	149	97	52

Each Residential home and Fostering agency receives a rating from OFSTED. The ratings range from outstanding, good, satisfactory and inadequate. Currently within Halton there are 10 homes rated as good, 4 homes rated as satisfactory and 1 newly opened provision yet to be inspected. Of the 8 Independent Fostering agencies that have carers in the Borough 3 are rated as outstanding, 4 as good and 1 as satisfactory.

NOTIFICATIONS OF CICOLAS

When a young person is placed into a Halton providers' placement the placing Local Authority should complete a Notification Of Children In Care Of Other Local Authorities Placed in Halton (CICOLA) form which then alerts Halton to update their CICOLA list as well as loading the information onto Care First system. However in practice this alert is sometimes overlooked or not processed by the placing authority.

Within Halton the Residential providers are asked to also complete the notification forms as well so that it is more likely that Halton are alerted when young people are placed. There are also similar issues in relation to

placing local authorities alerting Halton when a young person either moves placements within Halton or moves out of the borough.

The CICOLA list should be able to provide an up to date picture of the young people who are placed into Halton providers at any one time. This information is utilised by YOS, Education, Health, Connexions and Police. However, like any database the information contained in it is only as good as the information received from other parties (placing Social Workers or placement providers).

There are some issues with the quality of the current data enclosed within the CICOLA list and how Halton 'tracks' the young people placed into a Halton providers' placement in care from other Local Authorities .

The issue appears to have been primarily due to the list being operated in a cumulative manner meaning that the young people who are recorded onto it remain until the placing authority inform Halton that the young person has moved out of the Borough .In practice this means that as of mid May 2011 there were a total of 265 young people recorded on the list although there are only a total of 39 Residential beds and 62 Independent Fostering placements – offering a total of 101 placements.

Although there may be young people who are living in a placement within Halton but with Foster carers approved by another local authority this number is likely to be relatively small in number and so does not account for the difference in the numbers.

Using the current list data it appears that the majority of young people come from local authorities within the North West region however it has not been possible to be completely accurate due to some gaps within the detail of the placing Local Authority. It must also be noted that the data is constantly changing. In addition, from the current data available (some placing authority details have not been captured) it's likely that there will be around 35 local authorities with current placements ranging from Westminster in the South up to Ayrshire in the North and from Cork in the West to Suffolk in the East of the UK.

Further work is to take place with regard to the accuracy of the CICOLA list during the summer period to establish a more reliable list. This will be attempted by contacting the placing local authorities and confirming current placements that are active within Halton or if required contacting the placement providers to obtain the required further information.

Once the CICOLA list data is of a more reliable nature then it would be recommended that the Strategic Director writes out to all the placing Local Authorities to remind them of their responsibility in relation to alerting Halton when a young person is placed within the Borough, any change of placement within the borough and confirmation when a young person moves out of the Borough.

The current procedure for Notification of Children in Care of other Local Authorities placed in Halton is due to be reviewed in March 2011. However from the discussions that have taken place it is recommended that the list and its upkeep becomes the responsibility of the Commissioning and Contracts Team. This team has close links with both local Residential providers and local Independent Fostering Agencies.

All notifications forms will be sent to Commissioning and Contracts Team. The information will then be loaded onto Care First when received in the same manner as it is currently. This means that the young person is given the status of a CICOLA enabling reports to be run when required by Halton's Lead Officers forming the CICOLA register. The same processes as described will apply for notification of termination of placements and moves between Authorities.

The Commissioning and Contracts Team will provide a monthly report detailing the children and young people who have moved in or out of the Local Authority area during the week to education, health, police, Youth Offending team and Connexions contacts.

This will specifically notify the named Children In Care Nurses so that the current statutory alerts are continued in relation to updating the Children In Care Doctors, local Health visiting services and School health services. The information would also have to be shared with a named PCT colleagues to enable clear invoicing processes in terms of the young peoples placing PCT and their funding obligations (see detailed health information below)

On a quarterly basis the numbers of children will be reported by Commissioning and Contracts Team to the Safeguarding Divisional Manager and the leads from each agency detailed above.

Every three months, the Commissioning and Contracts Team will write to the Strategic Director for Children's Services in all Local Authorities in the UK to request confirmation of children placed in Halton, in order to maintain CareFirst data. This request will also include a request for a nil return.

IMPACT OF CICOLA'S ON SERVICES

Although the figures of young people being placed into Halton are currently unreliable we do know (from work with other agencies) that Halton is "importing" young people in care with a broad variety of needs and sometimes these are known to be high. The fact that Halton "imports" a high number of young people potentially has a significant impact upon a wide range of local services, especially in relation to Educational support, CAMHS, Missing from Care, Youth Offending, Housing, Safeguarding, Speech & language and Police.

The remainder of this report attempts to begin to highlight this impact by concentrating on the services that are more likely to be potentially "highly

impacted". It also evidences the importance of the upkeep of the CICOLA list

Education - if a young person is placed within a Halton providers care placement by another local authority and has a statement of SEN any associated Educational costs are met by the placing authority. However, if a young person is placed and is not subject to any increased services within the Educational placement or is subject to School Action or School Action Plus then any subsequent associated costs are met by Halton. When a young person is placed into Halton who is not subject to a statement then the initial referral is directed to the school admissions team.

A request was made via SEN colleagues in relation to the number of young people that have been placed into Halton and who have then gone onto require increased Educational support ranging from School Action , School Action Plus, for a statement or alternate / specialist provision however this information is not currently captured in this way

Further work would be required to investigate the impact upon the Local Authority of this process when the CICOLA list is able to be shared with SEN colleagues. However this process as a whole is covered in the "Belongings" regulations but it may offer a more detailed understanding of the needs of the young people being placed into Halton.

Health (information provided directly by Jane Lunt Operational Director of Child and Family Health Commissioning)

The guidance which sets out a framework for establishing responsibility for commissioning an individual's care within the NHS is entitled Who Pays? Establishing the Responsible Commissioner (Department of Health 2007). This framework sets out the key principles for determining who pays and is generally via 2 parameters, registration with a GP practice , or in certain circumstances, their place of residence. For children placed by a local authority in accommodation in the area of another PCT, the responsible PCT is the PCT where the local authority is situated.

The Statutory Guidance on Promoting the Health & Wellbeing of Looked after Children (2009) states that Children in Care should have full access to the following services: primary care, pharmacy, optical, dental, Health Visiting and School Health and that these services fall outside of the Responsible Commissioner Guidance and are therefore not chargeable. However, some services are chargeable , namely:

- LAC medical Assessments
- Annual LAC Reviews
- Community Child & Adolescent Mental Health Services (CAMHs) tiers 2 and 3
- Long term conditions/complex health needs (e.g. epilepsy, cystic fibrosis)

- Services for disabled children (e.g. wheelchairs, therapy, continence products)
- Hospital admissions (excluding CAMHS)
- Tier 4 mental health admissions

A Northwest approach to recharging has been developed and implemented with effect from 1st October 2011. It sets a standard tariff of £1600 per annum per child, chargeable in 4 quarterly payments of £400 for all looked after children placed in other boroughs. The tariff process acknowledges that some children will not utilise services amounting to £1600 per annum, but other children will use much more. The tariff has been implemented across the Mersey Cluster and is in place until September 2014 when the NHS reforms have been implemented and will be reviewed at that point.

In order for PCT to be able to invoice the placing PCTs, information sharing between health and social care is paramount. However, local authorities are not always made aware of children placed within their borough, especially in independent sector placements. The proposed process that will be led by the Commissioning and Contracts team is a welcome development as it enables the PCT to effectively implement the Northwest agreement. There are some local agreements in the Northwest that some CAMHS providers operate which enable them to continue to work with children placed in a specific radius of their placing local authority and so may not need to access local CAMHS services.

The service is also developing a much more detailed performance management framework system, Halton Commissioners will be involved in the detail of what is captured. CICOLA information will be one of the requests for information to be captured

When the CICOLA list has been reviewed and is in a more reliable format CAMHS have agreed to undertake a search of the list to confirm specific numbers who are accessing services at both tier 2 and 3 . CAMHS are not required to capture any information in relation to Halton young people who are placed out of the Borough who may be accessing CAMHS services from another PCT so this makes any comparison more problematic in relation to checking the impact on local service versus the impact on other PCT's services , however this information should be able to be captured from Care First currently by tracking other agencies involvement. Comparing the two cohorts of young people (when available) should then give a more accurate view of the impact on the local CAMHS service however as a longer term solution by sharing the CICOLA information with the named Children In Care Nurse then it will be simpler to track who is open or has been referred to CAMHS following a medical assessment by the Nurse

With regard to tier 4 CAMHS service (secure mental health placements (Chester/ Fairhaven) there have recently been three young people who were placed in Halton by another local authority in a local Residential placement who were admitted to Tier 4 provision. The Tier 4 provision is only able to be accessed with the specific agreement from a PCT

Commissioner and in line with the Responsible Commissioner guidance which means that the placing local authorities PCT meets the costs of the tier 4 provision. This means there is no financial impact on Halton children's services, the service impact is only the crisis presentation usually through Accident and Emergency, with admission to a paediatric ward prior to transfer to T4 provision.

Missing from care – Information has been observed in relation to the numbers of missing from care reports to the Police from March 2010 – February 2011. This data has shown that there were 257 reports from the 14 Private children's homes operating in Halton during the period. These occasions relate to 39 individual young people with 5 young people accounting for a total of 145 missing reports.

One of the major limitations with the data currently is that any report from a children's home is logged as a missing episode with the Police when in effect it could be a late return of a young person. The revised Missing from Home / Care Pan Cheshire Protocol which is due to be launched on 12th September 2011 should address this issue as the categorization will be altered to mean that Police will only track a true period of "missing" This will be instigated following an appropriate risk assessment process being completed by the children's home staff.

Currently Halton commissions a Missing From Home service from Barnardos at a cost of £75k (2011/12). The purpose of the service is offer direct support to any young person in Halton that goes missing. Given the numbers of young people that are placed into Halton by other Local Authorities there will be specific costs associated with the delivery of the Barnardos support service

Police Constabulary research indicates that reports for Missing From Care / Home calls rank within the top 10 of resource requests. The financial figure used generally by Cheshire Police associated to each missing from Care / Home report is £1000 in terms of direct response resource (sourced from Sussex Police report from 2008), The true cost when including a multi agency approach (which is often the case) will of course be considerably higher.

The Police also build in crime costs (£18,519 per young person) that are directly linked to any young person that goes missing on more than 8 occasions - For Halton for period March 2010-February 2011 there were 5 young people reported missing on more than 8 occasions resulting in a Police cost related to crime of £92,595 plus the £1000 per occasion of missing

Youth Offending Services – unfortunately the YOS data system is not able to produce a report covering young people who are looked after. However from raw data received from the service there have been a total of 19 young people who have received direct support from the Youth Offending Service between April 2010 to June 2011.

When a young person is placed into Halton who is subject to an order the team “caretakes” the case and oversees the delivery of whichever order the young person has received. For this period there were a variety of orders covering Referral orders (3). Youth rehabilitation orders (12) and Detention training orders (4). The Youth Justice Board undertook some research in relation to the number of hours of support that a “typical medium risk” young person receives in relation to some of the specific orders - they are as follows

Type of order	Approximate number of hours of support	Numbers of CICOLA cases since April 2010	Potential cost of direct support based on hourly rate of £13-66/hour (mid scale) for 14 month period (YOS Officer mid rate)
Detention training order	60-72 hours	4	£3278-40 to £3934-08
Youth rehabilitation order	82-173 hours	12	£13441-44 to £28358-16
Referral order	70-106 hours	3	£2868-60 to £4343-88

N.B These costs are reduced by 15% if the total support is undertaken by a YOS Support worker instead of an Officer - *In reality* the support package generally is a combination of both workers at different times. The costs above have been maintained as some cases require managerial oversight by a Senior Practitioner at a higher hourly cost

Currently there are 2 Halton young people who are being “caretaken” by other YOS teams (1 Sefton and 1 Telford)

Impact on housing – further work would need to be undertaken in relation to the numbers of young people that present with a housing need who have previously been placed into Halton by another local authority. This work would have to be undertaken with Housing Options

Safeguarding - it is planned that work is completed with Haltons LADO (meeting arranged for early September) so that greater understanding of the number of allegations that are referred in to Halton relating to young people placed within local providers operating in the private sector. This information will then be able to be worked up into an approximate financial cost related to the number of referrals that lead to a strategy meeting

Speech And Language Service - data has been able to be obtained from the service – this indicates that there were 3 young people (0-7yrs) and 1 young person (9yrs plus) who accessed the service from July 2010 to date

As part of the current contractual arrangements with the council and the PCT this data is not collected and so has meant a manual trawl to track basic information

Police involvement - Using the current data available we have looked through Police data to look at the amount and type of police contact there has been relating to the Residential children's homes other than that directly linked to missing from care. There have been 36 separate pieces of intelligence for 16 individuals over the past 12 months mostly around anti-social behaviour and there have also been 12 arrests for 7 individuals placed within Halton. –Further information would need to be observed in relation to the specifics of the types of offences / severity.

In terms of other direct associated costs we have looked at the impact of ABC's (Acceptable Behaviour Contracts as well as ASBO' in relation to the young people placed into Halton. For the past 12 months there have not been any ABC's or ASBO's issued to young people who have been placed into Halton by other local authorities.

4.0 POLICY IMPLICATIONS

There are no policy implications

5.0 OTHER IMPLICATIONS

No other implications

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children and Young People in Halton

There needs to be further work undertaken to identify the impact of CICOLA's on Children's Services within Halton.

6.2 Employment, Learning and Skills in Halton

There needs to be further work undertaken to identify the impact of CICOLA's on future Employment and Learning Services within Halton.

6.3 A Healthy Halton

There needs to be further work undertaken to identify the impact of CICOLA's on Health Services within Halton.

6.4 A Safer Halton

There needs to be further work undertaken to identify the impact of CICOLA's on Criminal Justice Services within Halton.

6.5 Halton's Urban Renewal

There needs to be further work undertaken to identify the impact of CICOLA's on future housing demands within Halton.

7.0 RISK ANALYSIS

A risk analysis will need to be undertaken as apart of the ongoing work around CICOLA's

8.0 EQUALITY AND DIVERSITY ISSUES

The nature of this work is to support equality and diversity

9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

None under the meaning of the Act