

inspection report

FOSTERING SERVICE

Luton Borough Council Fostering Service

Housing and Social Services
Unity House
111 Stuart Street
Luton
Beds
LU1 5NP

Lead Inspector
Sally Snelson

Announced Inspection
16th January 2006 09:00

The Commission for Social Care Inspection aims to:

- Put the people who use social care first
- Improve services and stamp out bad practice
- Be an expert voice on social care
- Practise what we preach in our own organisation

Reader Information		
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This is a report of an inspection to assess whether services are meeting the needs of people who use them. The legal basis for conducting inspections is the Care Standards Act 2000 and the relevant National Minimum Standards for this establishment are those for *Fostering Services*. They can be found at www.dh.gov.uk or obtained from The Stationery Office (TSO) PO Box 29, St Crispins, Duke Street, Norwich, NR3 1GN. Tel: 0870 600 5522. Online ordering: www.tso.co.uk/bookshop

Every Child Matters, outlined the government's vision for children's services and formed the basis of the Children Act 2004. It provides a framework for inspection so that children's services should be judged on their contribution to the outcomes considered essential to wellbeing in childhood and later life. Those outcomes are:

- Being healthy
- Staying safe
- Enjoying and achieving
- Making a contribution; and
- Achieving economic wellbeing.

In response, the Commission for Social Care Inspection has re-ordered the national minimum standards for children's services under the five outcomes, for reporting purposes. A further section has been created under 'Management' to cover those issues that will potentially impact on all the outcomes above.

Copies of *Every Child Matters* and *The Children Act 2004* are available from The Stationery Office as above

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SERVICE INFORMATION

Name of service Luton Borough Council Fostering Service

Address Housing and Social Services

Unity House

111 Stuart Street

Luton Beds LU1 5NP

Telephone number 01582 546000

Fax number 01582 547215

Email address jennyc@luton.gov.uk

Provider Web address

Name of registered provider(s)/company

(if applicable)

Luton Borough Council

Name of registered manager (if applicable)

Ms Jenny Coles

Type of registration

Local Auth Fostering Service

No. of places registered

(if applicable)

0

Category(ies) of

registration, with number

of places

SERVICE INFORMATION

Conditions of registration:

Date of last inspection 12th January 2005

Brief Description of the Service:

Luton became a Unitary Authority in 1997 following Local Government reorganisation. The Fostering Service Team is part of the Children and Families Division of the Housing and Social Services Department and is based in Unity House in the centre of Luton.

The service recruits, trains and supports foster carers and at the time of inspection had 117 general carers, 30 shared carers, 28 kinship and 25 carers for specific children. In total the service placed 391 children in various placements including residential homes and with Independent Fostering Agencies.

Within this, the service was offering a range of types of foster care including emergency placements, short term or bridging placements, longer term placements, including permanent placements, shared care and short breaks for disabled children, preparing for independence placements, mother and baby placements.

SUMMARY

This is an overview of what the inspector found during the inspection.

The inspection of Luton Borough Council Fostering Service took place over 4 days from the 16th January 2006. There were two inspectors and the inspection of the panel took place before the inspection started. The inspection therefore was for eight and a half days.

Information and evidence in this report was gathered by

- Observing the foster panel
- Visiting foster carers' homes
- Talking individually with young people, carers and staff
- Group discussions with staff and young people
- Talking with the managers of the service
- Talking with other professionals involved with Looked After Children
- Reviewing carers, young people and staff files
- Evaluating returned questionnaires from carers, young people and placing social workers.

The inspectors were grateful for the time that the foster carers, staff and young people gave to this inspection and for the questionnaires that they completed. Of the 23 carers who responded to the questionnaires over half reported that they were very satisfied with the support they received. Other carers stated it was 'OK most of the time' with the exception of three shared carers who felt they were poorly supported.

What the service does well:

The whole team welcomed the inspectors and were open and honest with them. Issues of concern raised during the inspection were addressed immediately. There was a happy atmosphere within the team and evidence that the team supported each other both professionally and personally. The team were supportive of the management and were keen to develop.

It was clear that many of the carers were well supported by the service and were visited in the appropriate timescales. Those who responded to the questionnaire were in the main positive about the support they received and made comments such as "My link worker always responds to my calls" and "It's a joy to see the changes in the young people living with me and to see their smiles and hear their happy laughter".

Foster carers had obviously been made aware of the inspection and welcomed calls and visits from the inspectors. New carers were complementary about the recruitment process and the preparation training that they had attended.

Staff were aware that is was not always possible to place a child with a perfectly matched cultural, ethnic and religiously matched carers. However there were systems in place to support carers and young people when this happened.

The recruitment processes for carers and staff were robust and ensured that those working for, or with the service were suitably qualified and checked to do so.

The service was supported well by health and education both on a day-to-day basis and as part of the efficient panel.

What has improved since the last inspection?

It was noted that the procedures for obtaining Criminal Record Bureau checks had been tightened. However there had been an overlong delay in obtaining a check for a kinship carer.

Carers were being consulted on specific issues, but following consultation, all the acquired information was not being bought together to provide a useful resource. Therefore this must continue to be worked on so that comments from carers such as "lip service was given but actions were not carried through" becomes a statement of the past.

Placement referral forms were in place and were acting as a risk assessment tool when a placement was made. To be fully effective these forms should also be stored on the young person's file.

Carers reported that there had been an improvement in payments since this had been taken over by the fostering team.

What they could do better:

The service must prepare for future inspections is a timely and organised fashion so that when the inspection commences the inspectors have been furnished with all the required information and the carers who are to be tracked and visited have been given sufficient notice.

The service should continue to work to ensure that sufficient placement choice exists and that young people are placed within the normal fostering limits agreed for each carer.

Where the service starts a piece of work with carers or promises carers a response this must be carried through. A number of carers had had to contact the service to remind them of things. In one case tracked the carers themselves had asked for a disruption meeting following an allegation but, at the time of the inspection, this had still not happened.

Although the service provides a range of training opportunities for staff and carers, they must find ways to encourage more carers to attend. This may mean a review of the courses provided and the times that are offered. In order to run a safe efficient service the management team must give priority to updating the policies and procedures and ensuring that the carers handbook is relevant and up-to-date. This has been on hold for two years and should not be left any longer.

The service must find ways to ensure that all foster carers registrations are reviewed annually and not left for longer than this.

Please contact the provider for advice of actions taken in response to this inspection.

The report of this inspection is available from enquiries@csci.gsi.gov.uk or by contacting your local CSCI office.

DETAILS OF INSPECTOR FINDINGS

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Being Healthy

The intended outcomes these Standards are:

 The fostering service promotes the health and development of children.(NMS 12)

The Commission considers Standard 12 the key standard to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

12

Foster carers were aware of the need to support the health issues of the young people in their care. However the lack of support and training for shared carers about health issues could put young people at risk.

EVIDENCE:

Foster carers were offered training about child development, child health needs and first aid. This training was both part of the preparation training and also as additional training. There was also specific training available from community health staff and the Looked After Health Assessment Team. Some carers reported receiving specific help and support for themselves, and the young person in placement from the Child and Adolescent Mental health Team.

All of the young people who completed questionnaires indicated that their carers supported them to keep healthy by, for example, providing a healthy diet, encouraging hygiene and making dental and optical appointments as necessary. Carers commented that they were not always provided with sufficient information about the health needs of the young person at the time of placement. Files confirmed that LAC documents were not always fully completed and that the signature needed to confirm consent for medical treatment was sometimes missing.

Data collected for the Performance Assessment Framework showed that the percentage of children with immunisations up to date, current dental checks and annual health assessments was above the National average with 100% of the under five's having an up-to-date developmental checks.

Case tracking indicated that two shared care carers had not been provided with appropriate medical information at the time of placement. In these cases

carers reported to the inspectors that they felt at risk by not having a medical care plans in place. There were no clear policies available for them around moving and handling the young people in their care and the safe handling and administration of medication to these children.

Staying Safe

The intended outcomes these Standards are:

- Any persons carrying on or managing the service are suitable. (NMS 3)
- The fostering service provides suitable foster carers.(NMS 6)
- The service matches children to carers appropriately.(NMS 8)
- The fostering service protects each child or young person from abuse and neglect.(NMS 9)
- The people who work in or for the fostering service are suitable to work with children and young people. (NMS 15)
- Fostering panels are organised efficiently and effectively.(NMS 30)

The Commission considers Standards 3, 6, 8, 9, and 15 the key standards to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

3,6,8,9,15 and 30

Young people were kept safe as robust recruitment procedures ensured the service provided suitably checked staff and carers.

The young persons needs were considered when making a placement but there was limited documentation to support the decision making process.

Foster carers were offered training that ensured they were aware of the vulnerability of the young people in their care.

The foster panel monitored the placements of the young people in care.

EVIDENCE:

Samples of staff recruitment records were examined and were found to be satisfactory. All required checks and clearances had been obtained. It is recommended that a recent photograph of staff is kept on the personnel file even when a driving licence or passport photo is there.

Carers were checked and cleared by the Criminal Record Bureau before going to panel and systems were in place to check others in the household who had contact with the young people. One file contained a copy Criminal Record Bureau check that had been provided for a different post. This is not acceptable as Criminal Record Bureau checks are not portable.

Foster cares confirmed that they received unannounced visits and that supervisory visits included health and safety and vehicle checks. The panel reviewed these checks and the family fire evacuation procedure. Staff and carers files indicated that appropriate checks and reference were requested and updated as required. The inspectors were concerned about the length of time the service had spent trying to get checks for a kinship carer.

There was evidence that the child's needs and the implications for other children were considered when placing a child. For example a child who should have a room of his own or would benefit from a male role model had been suitably placed. However because of the number of young people requiring care and the number of placements available a 'perfect match' was not always achieved. The service had produced an initial placement referral form that acted as a risk assessment tool when making a placement but did not extend to commenting on the suitability of the placement. This documentation was seen on some foster carers file but was not in the child's file. Therefore a young person seeking to identify why a particular placement had been made would not be informed. Carers visited stated that they did not feel under pressure to accept a placement they felt unsuitable.

Carers reported being supported by their link workers to understand the different cultural, ethnic and religious needs of a young person. An extra weekly allowance was paid for skin and hair products for Afro-Caribbean young people.

Carers spoken to were aware of the unacceptability of any form of corporal punishment. Training in relation to abuse and safer caring was part of the initial training and was on offer as a regular refresher course. The service needs to consider ways to encourage all carers to attend this training. The foster carers handbook must be reviewed to ensure that carers can easily find the procedures they need to follow when a child makes an allegation. On one file there was no evidence that the service had documented the needs of the other young people in a placement when an allegation had been made about a carer, or that a disruption meeting had been held after the young person had been removed. This had left the carers feeling unsupported at a vulnerable time.

The service had employed a worker who was solely responsible for advertising for carers and making the first contact with prospective carers. This post was relatively new and was freeing social workers from the initial assessment and information giving work. The post was not supported by IT systems to indicate the number of enquires that had progressed to various stages of the registration process. It was also not possible to ascertain what areas of advertising had been the most productive.

Carers and staff were encouraged to attend training but as the training budget for carers was low and there was an embargo on any external training for staff some shortfalls were noted. There was a need to review the training for all those concerned with the service to ensure suitability and value for money. There was clear evidence that unqualified staff were supervised by a qualified social worker. A scheme had recently been introduced that linked new carers with those with more experience.

The fostering panel was observed prior to the inspection and past panel minutes were read. The panel membership included someone from health, education, the borough council and an ex-looked after young person. All panel meetings had been quorate and were minuted. During observation of the panel it was apparent that all the reviews were out of the 12-month timescale. One of the approvals bought to panel had not been reviewed for almost three years. The team manager commented that the team were working hard to get all reviews up-to-date. Delays had been caused by staff vacancies and by the lack of caseload relief when social workers were doing additional training.

Enjoying and Achieving

The intended outcomes these Standards are:

- The fostering service values diversity.(NMS 7)
- The fostering service promotes educational achievement.(NMS 13)
- When foster care is provided as a short-term break for a child, the arrangements recognise that the parents remain the main carers for the child.(NMS 31)

The Commission considers Standards 7, 13, and 31 the key standards to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

7,13,31

There were processes to offer the young people in care support to gain the maximum life chance benefits from education.

The needs of the young people receiving shared care were met because of the commitment of the carers and not the support and training offered.

EVIDENCE:

As already mentioned the service was not always able to match the young people with a perfect carer in terms of gender, religion, ethnic origin and culture. However the inspectors noted that in some cases, individual work was undertaken to support young people with their particular needs. The service should consider specific ways of targeting recruitment to the areas were there are identified gaps. 11 carers had undertaken 'valuing diversity' training since the last inspection. The inspectors were disappointed to discover how little information some carers had been given about the heritage of the child placed with them.

Quality protects money had funded educational staff to support Looked after Children in school who were in danger of being excluded or who needed extra help to attain key-stage targets. The Performance Assessment Framework data for the last year indicated that no looked after young people had been excluded from Luton schools and that educational attainments at Key-stage 1, 3 and 4 were above the national average.

Tracking of care, and speaking to carers provided the evidence that the shared care service needed reviewing. All the shared carers who responded to the pre-inspection questionnaire reported that throughout the assessment period shared care and the needs of young people with disabilities was not covered adequately. The inspector noted that medical care plans were missing from the children's records and that there was no procedures developed for the safe handling and administration of medication. This service needs a dedicated focus and development. The responsibility for ensuring that carers have full information should be clear and agreed between the placing social workers and family placement team workers.

A number of carers reported that they would appreciate the service providing them with regular respite care. Those that had needed this support in an emergency stated that it was provided for them.

Making a Positive Contribution

The intended outcomes these Standards are:

- The fostering service promotes contact arrangements for the child or young person. (NMS 10)
- The fostering service promotes consultation.(NMS 11)

The Commission considers Standards 10 and 11 the key standards to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

10 and 11

The majority of the carers supported contact arrangements appropriately and in the best interest of the young person in their care.

There was evidence that young people were asked about their views of the service. More up-to-date means of collecting this information, such as text messaging rather than written questionnaires might be more effective.

EVIDENCE:

Carers and fostering staff spoken to were all aware of the importance of birth family contact. The placing social worker reported that the level of support foster carers gave to contact was varied. Some foster carers travelled long distances to support children with their contact but others were unable to support local contact. Where carers were unable to support contact the services of an agency was purchased.

During the inspection the inspectors met members of the Children's panel who were very happy to speak of their care experiences. They were aware that their views and participation had been responsible for some of the changes to the service. The young people reported they were able to access a children's rights officer. The service manager was in the process of negotiating new arrangements for advocacy. One carer spoken to wanted to make a complaint on behalf of a child but was unsure of the process, and had not been provided with this information.

Children's views were included in the statutory review documentation; these included the views of the placed child and children of the foster carers.

26 young people responded to the pre-inspection questionnaire prior to the inspection and provided useful information.	

Achieving Economic Wellbeing

The intended outcomes these Standards are:

- The fostering service prepares young people for adulthood.(NMS 14)
- The fostering service pays carers an allowance and agreed expenses as specified.(NMS 29)

The Commission considers Standards 29 the key standard to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

29

Young people's needs were being adequately met with the allowances paid to carers.

EVIDENCE:

On the whole carers were satisfied with the way their allowances were paid. Those who had problems stated these occurred when placements changed or extra care was provided for a short-term. The administrator responsible for payments had clear processes that relied on social workers completing paper and on-line forms in a timely fashion.

The service had asked an independent organisation to review the allowances paid to shared carers. A number of the questionnaires returned from shared carers stated that the allowances were very low for the high level of skills needed to look after these children, many of whom had complex needs.

The service had developed a chart that clearly indicated the allocation of the allowance. However there was still some lack of clarity about additional payments for such things as long-distance holidays and bus fares to school. The date on which birthday payments are made should be reviewed with a view to paying them in advance to allow foster carers time to buy the present without being out of pocket.

Management

The intended outcomes these Standards are:

- There is a clear statement of the aims and objectives of the fostering service and the fostering service ensures that they meet those aims and objectives.(NMS 1)
- The fostering service is managed by those with the appropriate skills and experience. (NMS 2)
- The fostering service is monitored and controlled as specified. (NMS 4)
- The fostering service is managed effectively and efficiently.(NMS 5)
- Staff are organised and managed effectively.(NMS 16)
- The fostering service has an adequate number of sufficiently experienced and qualified staff. (NMS 17)
- The fostering service is a fair and competent employer.(NMS 18)
- There is a good quality training programme. (NMS 19)
- All staff are properly accountable and supported.(NMS 20)
- The fostering service has a clear strategy for working with and supporting carers. (NMS 21)
- Foster carers are provided with supervision and support.(NMS 22)
- Foster carers are appropriately trained.(NMS 23)
- Case records for children are comprehensive.(NMS 24)
- The administrative records are maintained as required.(NMS 25)
- The premises used as offices by the fostering service are suitable for the purpose.(NMS 26)
- The fostering service is financially viable. (NMS 27)
- The fostering service has robust financial processes. (NMS 28)
- Local Authority fostering services recognise the contribution made by family and friends as carers.(NMS 32)

The Commission considers Standards 17, 21, and 24 the key standards to be inspected at least once during a 12 month period.

JUDGEMENT - The intended outcomes for these Standards are

1,2,5,16,17,19,20,21,22,23,24,25,26 and 32,

The basic support the service provides to foster carers was good but the managers must ensure that the service develops and that written procedures and handbooks are reviewed immediately so that all concerned are aware of correct policies and procedures.

The service did not have a robust complaints procedure and there was evidence of complaints being lost in the system.

EVIDENCE:

The Statement of Purpose had not been reviewed and updated and did not reflect either service or personnel changes. There was no evidence that an elected member had agreed the last Statement of Purpose. The Children's Guide was one produced with the YMCA, however the inspectors tried to ring the first and only local contact number and discovered it was not in use, and no new number was provided.

Since the last inspection there have been a number of changes to the management structure of the service. At the time of the inspection the team was in the process of reorganising itself into two different teams. One team was to be responsible for pre-assessment, and the other post-assessment work. Staff reported feeling well supported by the team managers and the service manager as well as having some choice as to which team they went into. The staff were receiving adequate supervision, but in many cases annual appraisals had not been undertaken for 2 years. The regularity with which administrative staff were supervised needs to be improved.

Following a period of 'frozen posts', vacant posts were now starting to be filled. The service had a strategy in place to manage any unallocated cases. This took account of whether the child in the placement had an allocated social worker theoretically ensuring that there was no placement where the carers and child were not allocated a social worker.

Initial training and the reviewing of foster carers was based on competency. There was a range of training on offer both to supervising social workers and foster carers. The inspectors believed that the service should encourage joint training so that all parties received the same message. There was a need to review training, as some carers reported that the training provided was too basic for them. There was some evidence that foster carers were not attending courses even when they had been booked onto them. It would be beneficial if a record of training was produced in a format that clearly showed what training each foster carer had completed. As already reported shared carers stated that the training did not include sufficient relevant courses for them in relation to disability. Training must be provided in manual handling and the safe administration of medication.

Where family aide workers were making visits to carers there was clear evidence that they were being supported by a qualified social worker and were not the named social worker for the carer. Qualified staff that were new to the service had not had a formal induction to the service and felt they had been expected to take a full caseload immediately. This highlighted the need to

update and review the policies and procedures and to ensure that staff received regular training in relation to these. At the same time the foster carers handbook must be updated and must include information about issues such as how to deal with different types of emergencies including when allegations are made about foster carers. The handbook must be linked to the current policies and procedures. This requirement had been made as previous inspections and action would be taken if these pieces of work were not completed in a timely fashion.

The complaints system must be completely reviewed so that there are clear processes for the receipt of complaints from and about foster carers and staff. This must include timescales for the response and investigation. The service kept a record of the complaints made and the outcome in a central file and in the carer's records. However during the inspection the inspectors noted two incidences where complaints had been made but had not been investigated according the services policies.

The quality of the children's files viewed as part of the inspection varied, but on the whole it was difficult to clearly follow the support provided. There was evidence that a number of children were not visited by their social worker in the agreed timescale and many foster carers were less than complimentary about this area. In a file inspected where a child had made an allegation against a carer there was insufficient evidence to support other children remaining in the placement. There was no evidence of a disruption meeting following his removal although carers had requested this. Staff in both teams were unsure who should call this meeting or how it should be run. During the inspection the inspectors came across a carer and a young person who had requested to look at their files. Neither had had a satisfactory response to this despite information about the freedom of information act being displayed in the office.

The service was ideally situated in premises in the centre of Luton that were shared by service partners. However the area dedicated to the service was cramped and afforded no privacy. There was a shortage of suitable meeting areas in the building.

SCORING OF OUTCOMES

This page summarises the assessment of the extent to which the National Minimum Standards for Fostering Services have been met and uses the following scale.

4 Standard Exceeded (Commendable) 3 Standard Met (No Shortfalls)
2 Standard Almost Met (Minor Shortfalls) 1 Standard Not Met (Major Shortfalls)

"X" in the standard met box denotes standard not assessed on this occasion "N/A" in the standard met box denotes standard not applicable

BEING HEALTHY		
Standard No	Score	
12	2	
12		

STAYING SAFE		
Standard No	Score	
3	3	
6	3	
8	2	
9	2	
15	2	
30	3	

ENJOYING AND ACHIEVING		
Standard No	Score	
7	2	
13	3	
31	1	

MAKING A POSITIVE CONTRIBUTION		
Score		
3		
3		

ACHIEVING ECONOMIC		
WELLBEING		
Standard No	Score	
14	X	
29	3	

MANAGEMENT		
Standard No	Score	
1	2	
2	2	
4	X	
5	3	
16	3 3 3	
17	3	
18	X	
19	2	
20	2	
21	2 3 2	
22	3	
23	2	
24	2	
25	2 2 3	
26	3	
27	X	
28	X	
32	2	

STATUTORY REQUIREMENTS

This section sets out the actions, which must be taken so that the registered person/s meets the Care Standards Act 2000, Fostering Services Regulations 2002 and the National Minimum Standards. The Registered Provider(s) must comply with the given timescales.

No.	Standard	Regulation	Requirement	Timescale for action
1.	FS31FS12	15	Carers looking after young people with medical conditions must be provided with medical care plans.	01/04/06
2.	FS7FE8	33	When a placement is made the decision processes should be documented and placed on the carers and child's file.	01/04/06
3.	FS9	12	Where a young person in care makes an allegation against a carer other children in the placement must be considered and a disruption meeting held promptly.	01/04/06
4.	FS32FS9	27	Criminal Record Bureau checks must be obtained by the service as they are not portable. Criminal Record Bureau checks must be obtained in a timely fashion. This was a requirement at the last inspection.	01/03/06
5.	FS1	4	The Statement of Purpose and Children's Guide must be reviewed and updated.	01/06/06
6.	FS19	21	The service must update its policies and procedures.	01/10/06

7.	FS20	21	All staff, including administrative staff, must receive regular supervision and annual appraisals.	01/04/06
8.	FS22FS21	17	The service must update the carers' handbook. This was a requirement from the last inspection.	01/08/06
9.	FS25	12	The service must review it complaints procedure to ensure that all complaints are dealt with correctly.	01/06/06

RECOMMENDATIONS

These recommendations relate to National Minimum Standards and are seen as good practice for the Registered Provider/s to consider carrying out.

No.	Refer to Standard	Good Practice Recommendations
1.	FS11	The service must have a policy to enable young people and carers to access records if they request to.
2.	FS11	The service should consider the methods used to consult with young people.
3.	FS12	All young people in placement have a signed consent for medical treatment.
4.	FS15	Staff recruitment files should include a photograph.
5.	FS19	The service should explore ways to encourage all carers to attend training.
6.	FS19	All new staff should have a recognised induction programme.
7.	FS29	There should be a clear understanding of additional payments to carers.
8.	FS29	Consideration should be given to paying a young persons birthday allowance prior to their birthday.

Commission for Social Care Inspection

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