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SOCIAL SERVICES INSPECTORATE  
LONDON REGION  
DEPARTMENT OF HEALTH AND SOCIAL SECURITY

LONDON BOROUGH OF GREENWICH  
REVIEW OF RESIDENTIAL CHILD CARE SECTION

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## REVIEW OF THE MANAGEMENT OF THE RESIDENTIAL CHILD CARE SECTION, GREENWICH SOCIAL SERVICES DEPARTMENT

### Introduction

The review was commissioned by the Director of Social Services in Greenwich, Mr Martin Manby, with the full support of the Chair of the Social Services Committee, Councillor David Clark and the Vice Chair, Councillor Fay. A project brief for the review was prepared by the Inspectorate during December 1986 and the essential features of the brief were confirmed by Greenwich towards the end of January 1987. The key features of the commission were enshrined in a letter from Mr [REDACTED] to Greenwich Council trade union officials (copied at Annex C to this report) at that time.

### Aims and Objectives

The main aim of the review was to be a consideration of the most efficient and effective arrangements for the management and development of residential child care services in the Borough. The review would evaluate both the present and planned future role of the residential child care section. The review would also concentrate attention on the functions and role performance of key managers in the section.

The primary aim triggered a range of key secondary aims and objectives, and much of the work undertaken by the inspectors during the process of the review has been concerned with examining and clarifying their views about policy and performance levels in these discrete, but inevitably inter-related, areas of managerial practice. These areas are broadly:

- (i) An examination of departmental child care policy as it relates to the section and its day to day operations, and an examination of the resources which support that policy.
- (ii) An examination of the roles and functions of line, and other, managers within the section, and a review of the current allocation of responsibilities between them.
- (iii) An examination of the management of manpower within the section. This includes a review of personnel policies and practices, and the facilities for staff support and supervision.

Alongside this general Review of the section and its work, the Director of Social Services also commissioned the inspectorate to conduct a detailed inspection of Ashburnham residential establishment for residents with learning difficulties. This work was undertaken in February 1987 and is the subject of a separate report.

### Conducting the Review

The review was conducted by a team of three Social Services Inspectors from the London Region SSI office. The inspectors concerned, Mr [REDACTED] Dr [REDACTED] and [REDACTED] spent various periods of time in the Section, during the course of which they interviewed all members of staff relevant to the review, and studied appropriate documentation. The main part of this work was conducted during the early Summer months of 1987.

The review took the form of a series of structured interviews with key individuals or with groups of staff. Documents which explained departmental policy and procedures were also examined. A staffing data base compiled from individualised staff data sheets was also prepared in order to provide an informed profile of the present staff group, including their age, gender balance, length of service and level of qualification.

### Model of Effective Management

The inspectors adopted a pragmatic approach to their evaluation of the range management tasks within the section. This approach which is built on the results of evaluated experience which have been articulated in the publication "Middle Management in Residential Social Work", a joint publication by SCA (then RCA) and the DHSS Social Work Service. (reference 6). The inspectors used the conceptual framework developed within this publication as an agreed baseline for their evaluation.

The approach adopted starts from the 'commonsense' view that Management is mainly about getting work:

- Planned (in terms of setting objectives and priorities).
- Performed (that is, plans put into action).
- Monitored (seeing that the tasks are done) and
- Reviewed and evaluated (seeing how well the work gets done).

How these objectives are achieved by local management is the subject of this Review. A major concern with any such review is the development of policy and the management of organic change within that policy as it adapts to changes in its professional and administrative environment, and socio - economic context. Having clarified the situation relating to policy the Review can then turn its attention to questions of how management promotes such a policy and assists the workforce to achieve optimum levels of performance within the chosen policy and available resource parameters.

Answers to these questions need to be sought from all key actors involved in the enterprise, both managers and those managed. It is suggested that for there to be effective management of the human resources of an organisation, the following questions need to receive responses which are characterised by clarity, purposefulness, comprehension, and insight\*.

- (i) How much and what kinds of involvement and participation in policy development and decision-making are there?
- (ii) How are tasks and responsibilities allocated in a particular residential unit or section of the Social Services?
- (iii) How clear are peoples' roles, particularly when responsibilities may overlap? How clear are they about their role boundaries and limits of authority and discretion? How far are they able to sort out any role confusion?
- (iv) How flexible are people prepared to be in crossing their own role/professional discipline boundaries in order to develop a more effective caring system?
- (v) Are there adequate and well worked out support structures in operation? What needs to be changed, improved or initiated to improve the quality of support offered?
- (vi) Are people making good use of the support opportunities available so that they really feel supported and supportive? If not, why not?
- (vii) Are the supervision arrangements well worked out and adequate for the needs of the situation? What patterns or models of supervision are being used? What alternatives might be sought?
- (viii) What is the nature and quality of the "teamwork" in a particular unit or work group? Is it satisfactory? If not, what alternatives do you suggest?
- (ix) Are the training opportunities adequate and of the right kind; that is are they relevant to individuals' needs and to developing better standards of care?
- (x) Do people really 'work' at supporting each other by attempting to become more open and honest, providing opportunities for problems and stresses to be communicated and shared and improving their working relationships generally?

The inspectors sought answers to these questions, and many more of an associated kind. The Review has weighed the evidence of the replies. It makes judgements about both the present state of the section and possible developments for the future which would bring about improved effectiveness in the operation of the service.

\*from "Middle Management in Residential Social Work" Chapter 3.

### Reporting the Review

This report of the Review sets out the inspection team's view of the situation within the Greenwich residential child care section and, on the basis of the evidence assembled, makes judgements about its current effectiveness and, where appropriate, makes recommendations for future service improvement. The report has been cast in four main sections

1. A discussion about the formulation and development of policy for child care services in Greenwich.
2. A description of the present management arrangements, and available resources, of the residential child care section.
3. An evaluation of the present management arrangements and their effectiveness.
4. Proposals for improving the effectiveness of management within the section.

The table of recommendations falling from the body of the report have been drawn together in summary form and this has been placed, for ease of reference, at the front of the review report.

London Region Social Services Inspectorate  
February 1988

## SUMMARY OF MAIN RECOMMENDATIONS AND CONCLUSIONS

### 1. The Development of Policy

The Review team recommend that:

- : That the role of the residential child care sector should be formulated within the context of the creation of a child care policy for Greenwich. [1.12.1]
- : That a more formal and systematic "gatekeeping" process be introduced to monitor the placement of children and to ensure that such placements are in tune with departmental policy. [1.12.2]
- : That the process of devising a child care policy should be clear and open and conducted within an agreed time scale. Once agreed the policy should be implemented within a similar agreed strategy and time scale. [1.12.3]
- : That responsibility for devising and introducing a child care policy should be clearly allocated to a senior manager. [1.12.4]
- : That any review of policy should look carefully at the classification of homes to ensure that they accurately reflect the work undertaken. Clear operational policies for each unit would make this possible. [1.12.4]
- : A clear structure should be introduced to enable management and union to enter a process of consultation/negotiations over fundamental issues such as a child care policy and the future of the residential child care sector. [1.12.5]
- : That the future planning framework for child care services in Greenwich should be based on the concept of planning for permanence, and to translate this approach into a service and planning framework. [1.13]

### 2. The Distribution of Management Tasks

The Review team concluded that:

- : The amount of time spent by section managers on Hotel Keeping and associated activities is appropriately limited. The main responsibility for these areas rests with the Officers-in-charge. The review confirmed that Unit Heads appear to undertake this work appropriately. [2.8]
- : Support and Supervision is an important function of managers and all three posts carry this function at present in relation to the staff they manage. However the amount of supervision undertaken is very limited, although the SCO does operate a form of group supervision with units which are his responsibility. [2.9]



- : All managers are concerned to a degree with Staffing Matters, but the majority of recruitment is undertaken by the SCO(M&R). Appointments are undertaken without the PSM or SCO being present. The SCO(M&R) clearly carries a larger proportion of the staffing matters, but it is an important component of the work of all three managers. [2.10]
- : The primary responsibility for linkage and liaison with other sections, divisions, agencies etc lies with the PSM who also has overall task of maintaining links across the section, but this is seriously limited by the amount of time available to the PSM. [2.11]
- : All managers undertake a good deal of work directly associated with the care of children in residence. They are responsible for attending reviews of residents and ensuring that the quality of care they receive is acceptable. However, the amount of this work undertaken by the PSM is excessive as he has been acting down, working in one establishment due to problems around recruitment to the Officer-in-charge post. The SCO undertakes sleeping-in-duties which is also inappropriate. [2.12]
- : All the managers are responsible for promoting, monitoring and maintaining Good Practice. However the evidence from the review indicates the insufficient work is currently undertaken in this area. There are no guidelines to good practice, no aims and objectives for the units and no system for review or evaluation of the service. [2.13]

### 3. Management Arrangements in the Section

The Review team recommend that:

- : The two tier system of management accountability for units should be abolished with all units being managed at the same level. [3.1]
- : Active steps, be taken to reduce the amount of 'acting down' by section managers and that possibly a post of peripatetic Officer-in-Charge should be created or the bank system should be revised and expanded to provide cover at senior levels. [3.2]
- : That a clear process is established for acting up arrangements possibly by means of time-limited appointments. [3.2]
- : A new management structure should ensure that roles of the respective managers are clear and that this clarity should be borne out in job descriptions. [3.3]
- : Any new structure should give particular attention to the role and functions of SCOs and to the range of work which should be retained in the section. [3.4]
- : The fullest support is given to the Assistant Director in pursuit of his aim to institute a full and effective Management by Objectives approach to managing the residential child care sector. [3.5]

- : The PSM should chair a small working group to draw up Guidelines to Good Practice which would then be adopted in all establishments. A working group is suggested to ensure that staff participate in the production of guidelines. [3.6]
- : Work is undertaken in the Division to establish a system for evaluation and review. This could be an extension of the Management Objectives framework and therefore be carried out by line managers or a system of more independent reviewing could be developed as part of a changed management structure. [3.7]
- : Officers-in-Charge meetings should be re-established on a regular basis and discussions minuted. [3.8]
- : A Section policy should be agreed in relation to staff meetings and that this should be conveyed to all unit managers. [3.8]
- : The PSM and the finance officer should draw up guidelines on financial procedures which are compatible with good care practice. [3.9]
- : The advice of an independent accountant should be sought to examine the systems for audit and to provide advice on the establishment and control of amenities and personal accounts. There should be improved clarity in relation to separate funds. [3.9]
- : The present system of having a separate staffing section for the Children's Residential Services appears to have few advantages. This section should be incorporated in Social Services Personnel section. If there is a need for personnel resources then that should be considered in conjunction with the advantages of having all the personnel functions clearly located in one section under one manager [3.10].
- : The recruitment function should be carried out by the managers responsible for the units in conjunction with the Personnel Section [3.11].
- : In areas where there is a lack of clarity about responsibilities and procedures there should be discussion with personnel staff and the line managers to draw up relevant procedures which the Personnel Section should be responsible for monitoring. [3.11]
- : Guidelines on supervision and a plan for implementation are needed and that training should be provided for managers who will be expected to operate supervision systems. [3.12]

#### 4. Proposals for Improving Management Effectiveness

The Review Team recommend that:

- : Consideration be given to radically revising the management structure of the section. Alternatives are presented as possible options. [4.1]
- : The Borough should re-consider the current arrangements made for the officials of ACTSS to carry out recognised trade union activity as well as their duties as employees. [4.2]

: A process for consultation with ACTSS should be established and adhered to by all concerned. This should be recognised as separate from consultations which managers are expected to carry out with their staff. There should also be established a clear structure for negotiations which should also be adhered to. The proposal put forward by the Union of Union Officials attending all meetings of the Senior Management Team of the Department is not appropriate and is an indication of confusion between management and unions. [4.2]

## CHAPTER 1 - THE DEVELOPMENT OF A POLICY FOR RESIDENTIAL CHILD CARE IN GREENWICH

### Existing Statements of current policy

1.1 The Review team felt that it was extremely important to establish, at the outset, some clear idea of the policy parameters within which the Residential Child Care Section was deemed to operate. The Review team was also interested to examine the arrangements for bringing about forward movement and change in policy formulation and implementation. Over the last six years a number of policy developments have occurred within the Borough and there have been attempts to bring about significant change in the deployment of the Borough's child care resources in order to respond more appropriately to contemporary demands for specific child care services. As this Review will show some of this work has proved less productive than anticipated by the Director of Social Services and his senior management team.

1.2 The Review team decided, for practical reasons, to begin their examination of relevant policy documents in 1981. In that year a number of lengthy and detailed documents were published under the title "Review of Children's Services". However, some two years later, in September 1983 the Director wrote to all staff involved with children in care of "the need for (Greenwich SSD) to examine existing policies and practice and to develop a clear framework of policy that would clarify the aims and integrate the many operational elements of our services for children; Fieldwork, Residential care, Fostering and adoption, IT and court work and Day Nurseries". In consequence a child care policy group produced a draft document for discussion by child care practitioners throughout the borough.

1.3 In April 1984 the Social Services Committee adopted an amended policy document as departmental policy. This document explains in clear and simple terms the departmental position with regard to the provision of care for children. Its main themes are summarised thus:

i. The main strategy of the Department is to help families with children at risk at home and to avoid the need for public care. This policy is already being successfully pursued. It is clearly recognised that even the best of policies for children in care is no substitute for work with children in their families in the community. All possible ways of maintaining families in the community should be explored before looking at separation as the way to safeguarding children.

ii. Where children need short-term care the aim is to return them home at the first appropriate opportunity.

iii. The Department has the responsibility to make plans for children whose own home is unable to care for them. These plans should help compensate for their difficulties and give these children the best chance of developing into healthy adults.

iv. Children have a right to family care. For children separated from their own parents, adoption or in some cases long-term fostering, is generally seen as the most appropriate form of care.

v. Greenwich's Child Care Policy departs from many others in recognising the continued importance of residential care as an appropriate resource for children with special difficulties or needing a period of special help. Residential care is seen as an effective

resource appropriate as a base for child care services and to help children prepare for independent living.

vi. Children at risk or in care who are potentially further disadvantaged by being members of minority ethnic groups or by disability, require special help and consideration and have the right to the same range of services as other children.

1.4 The 1984 Policy statement also stressed the necessity of the Borough adopting a flexible and adaptable child care service. The service had to be able to respond to changing social forces and be open to self critical monitoring. The policy states its basic intentions thus:

"The needs of children and the ways these can be met in a fast moving society, our understanding of the needs of children and families under stress, and our interpretation of our local authority's response are continually having to be evaluated. Therefore the policy needs to be able to develop, change and modify in relation both to its own value and effectiveness and to external changes. A review of this policy statement after a year's operation is an essential and integral element of its implementation".

#### Continued emphasis on Residential care for children

1.5 One important aspect of this 1984 policy statement is the acknowledgement that it differs from others in "recognising the continued importance of residential care as an appropriate resources for children with special difficulties or needing a period of special help". Greenwich has also retained a strong commitment to residential care in respect to its agreement to manage three special regional facilities for difficult adolescents at Fairhaven, Melanie Klein House, and Frant Court on behalf of the London Boroughs Children's Regional Planning Committee. However, the policy also states that "The primary aim of all our intervention with children and families is to ensure that children are positively sustained within, or returned to their natural families and to prevent inappropriate separation of children from their families". Additionally there is an unambiguous statement that "For most children who are in care for a short or medium term a foster home is the most suitable care arrangement".

1.6 This theme was developed in a subsequent paper produced in July 1984 entitled "Towards a Residential child care strategy". This stated that "Radical changes .... in recent years within the field of child care will have dramatic and significant implications for present and future child care resources". The issues to be addressed in a future review were summarised as being:

i. The important task ahead is to discuss and agree the main objectives for residential care that will reflect future need. This is set alongside a continued falling demand for residential child care in the quantity that currently exists.

ii. As a greater emphasis is placed on maintaining clients within the community plus continued efforts in recruiting suitable short-term foster homes and increased permanent homes the impact on residential services will continue to be seen.

iii. Residential child care in the future will become a more highly specialised resource. Those troubled children of secondary school age will need small living areas - highly staff intensified.

iv. The impact of continued improved home finding will in the future have a major impact on the population particularly in the small group homes and to a lesser extent on the medium-term homes.

v. Children are tending to stay for shorter periods in residential care, the main emphasis being on the tasks identified in the report.

vi. There is not only a question of determining the level of provision but arriving at the right balance in the range of provision.

1.7 Two years later, however, it would appear that there had been less movement along this chosen strategic route than anticipated by the forward looking policy statements of 1984. At a meeting in November 1986 between the Director and the District Auditor to audit the accounts 1985-86 there was mention of the need to devise a strategy to address "the differing needs for residential and community care" which "could result in a switch of resources from residential care to community care as well as a change in the function of residential establishments for children". There was also mention of "good progress on increasing the proportion of children in care boarded out". The Director said that there was greater use of short term foster homes and that this progress should continue with the appointment of four new fostering/adoption specialists, though new targets for the recruitment of foster/adoptive parents would have to be set. In addition the use of CNEs should be regularly monitored to ensure that current low level use is maintained.

#### The Development of a Policy for the Residential Child Care Service

1.8 National demographic and policy trends in child care have lead to a marked reduction in the number of children being cared for by Local Authorities. This absolute reduction in the numbers of children cared for by individual authorities has coincided with a change in national policy which has reinforced the promotion of community care. This policy has been pursued for both professional and value for money reasons.

1.9 The view that there was, and still remains, a need to actively redeploy resources in order to accommodate a "community care" approach to service delivery is supported by relevant financial and scale data. Data supplied by LB Greenwich to the Department of Health and Social Security and to the Department of the Environment for the year 1984/85 indicate that the proportion of gross expenditure which was spent on residential care was at that time significantly higher than was the case in most inner or outer London boroughs.

Ratio of SSD Gross expenditure on non-residential care to residential care for children.

Inner London	1:1.18
Outer London	1:1.63
Greenwich	1:2.23

Data from the same source also indicates that expenditure on Preventive Work (Section 1, Child Care Act 1980) and under Section 27 and 28 of the Child Care Act 1980 was relatively low in Greenwich:

Gross expenditure on children in residential care per capita aged under 18

	Children Services	Res Care	Foster Care	Child Care Act 1980	Preventive work
Inner London	229	115.11	22.88	5.94	2.27
Outer London	65	35.21	7.50	1.07	0.57
Greenwich	138	84.21	10.79	0.55	0.22

Similarly the percentage of gross SSD expenditure in children's services devoted to foster care was only 7.8, as compared to 10.4 in inner London and 12.1 in outer London.

However in recent years the review team noted that the resources and allocation of funds for Section I and Area Team preventive projects has increased significantly. The Home Care Services (offering preventive care to families) has also been sustained and is seen as a positive resource. Greenwich has also invested substantial resources in developing pre-school services, including new Children's Day Centres and Sponsored Childminding Service which is similar in objectives to day fostering programmes.

#### Preventative work developments - budgets Current thinking

1.10 The auditors report at the end of 1986 indicated again to the Directorate what was only too well known to them - that radical change in the use by the Borough of its extensive residential care plant was required if improvements in other service sectors were to take place. Although the Social Services Department has broad child care strategies, there is no extant statement of policy for the residential child care sector. The study team feels that it is now necessary to establish a required baseline of provision and determine its capacity, both quantitatively and in the range of service to be provided. Any service improvement plan for the residential sector will need to address the question of its resources, its management, and an enunciation of good professional practice and required standards of care. It is especially important that the residential sector sees itself to be properly integrated into the overall strategy of the Department. In the early months of 1987 the following set of restructuring proposals were being developed by Officers in the Residential and Day Care Division. The proposals draw on contemporary thinking about the use of Family Centres as the keystone of an integrated family service and refocus the use of selected units for those children, and young people, with special needs. There would also be clearer integration with the Borough's fostering initiatives. The outline proposals are as follows:

3 or 4 residential establishments should be converted to Family Centres operating on a geographical basis.

3 residential establishments should be closed.

Two small establishments should become specialist units catering respectively for hard to place adolescents and residential IT.

Ashburnham and Eastcomb Avenue should be transferred to the Mental Handicap Section.

Erwood Road should continue its present role as a hostel for adolescent girls, but incorporating an element of short stay/respite care for more able young girls with a mental handicap.

One O and A Centre should be closed.

One establishment should provide a service preparing children for fostering and adoption, and working closely with the Family Finding Unit.

That over a period of five years the authority should move towards parity of pay and conditions of service for residential and field social work staff.

#### Policy formulation - commentary and recommendations

1.11 The Review team for the Social Services Inspectorate would generally want to lend their support to the most recent set of proposals for redeploying the roles and tasks of the residential establishments. They are in line with current thinking about the most effective use of child care facilities in general and residential child care in particular. But this Review has indicated that for a substantial period of years the department's residential child care section has had an existence and role which has been both separate and somewhat distanced from the department's overall understanding and response to child care needs in Greenwich. During the review the (Assistant) Director stated his view that

"Currently child care is fragmented, operationally and professionally ..." and that "although some changes have occurred in the way that residential establishments operate, these have come about as a result of local initiative rather than in response to any coherent strategy".

1.12 The Director of Social Services and the Assistant Director (Residential and Day Care) both acknowledged that important changes have occurred in the sphere of the borough. However, despite repeated statements of intent, insufficient progress had been made on this task since 1981.

A number of reasons for this lack of progress have become apparent to the Review team and include the following:

#### 1. Resistance to change in the residential child care sector

The statement in a departmental policy document of April 1984 that "Greenwich's Child Care Policy departs from many others in recognising the continued importance of residential care as an appropriate resource for children with special difficulties or needing a period of special help ..." may inadvertently have become an obstacle to change by being read in some quarters as an indication that no major changes would be required.

In fact changes in child care practice which have taken place in other authorities have often had the effect of enhancing the role of a modified residential sector by integrating it into a wider child care strategy and ensuring that its provisions are more firmly in tune with perceived need. This process of modification is overdue in Greenwich.



We recommend

That the role of the residential child care sector should be reformulated within the context of the creation of a child care policy for Greenwich.

## 2. Absence of effective "gatekeeping" procedures

The child care sector provides 185 residential beds and occupancy is generally high (over 80%). More children are therefore placed in residential care than the 150 who are boarded out, despite the policy statement that "For most children who are in care for a short or medium term a foster home is the most suitable care arrangement".

Similarly there is an explicit statement that the needs of children under 12 are most likely to be met within a family and yet at the time of the inspection there were 25 children under 12 placed in homes and a further 8 who had been admitted below that age since the policy came into operation.

This area of activity benefits from having access to Planning and research inputs. The review team appreciated that current resource constraints made this difficult for the Borough, but wanted to signal that an improved R and D capacity would be required as part of an improvement package.

These and other findings point to an inadequate system of gatekeeping to ensure that policies are adhered to and that the most appropriate placements are made.

We recommend

That a more formal and systematic "gatekeeping" process be introduced to monitor the placement of children and to ensure that such placements are in tune with departmental policy.

## 3. The Management of change

The inspectors encountered uncertainty on the part of middle managers about likely policy developments. They also detected ambivalence on the part of senior managers who expressed a need to produce clear policies but also reflected support for the idea of local initiatives.

Both attitudes reflect a need for open communication which would enable policies devised by senior management and approved by the Social Services Committee to be widely known and understood and would ensure that local changes in practice were rapidly conveyed to senior management who could consequently remain accountable for them. There is commitment on the part of Senior Managers to ensure that there is widespread consultation on policy formulation and also that there is scope for policy to be developed from the ground. This scope is necessary if services are to develop creatively and not stagnate. It is appropriate that services are responsive to local need and therefore there must be the space for creativity. This should be within the context of overall policy which is determined by Social Services Committee; having been the product of broad consultation. It is a clear expectation that Principal Officers throughout the Department

draw up policy documents for presentation to committee. If they are to be able to do this effectively they must have the means of regular discussions with staff they are responsible for.

In the absence of an effective system of communication rumour can abound and in such circumstances the failure of staff to understand and support new policies can undermine change. It is therefore very important that there is full discussion of policy proposals and that the reasons for proposed changes are understood by all members of staff.

We recommend

That the process of devising a child care policy should be clear and open and conducted within an agreed time scale. Once agreed the policy should be implemented within a similar agreed strategy and time scale.

#### 4. Management responsibility for progress

There is no senior manager with an overall responsibility for devising and progressing child care policy. The Assistant Director (Residential and Day Care) has responsibility for residential, day care and domiciliary services for all client groups. The PSM (residential Children) is an operational manager responsible for the efficient functioning of all the council's residential facilities for children. Neither has the scope within their present range of commitments to undertake the work necessary to plan and introduce an effective child care policy. The reasons for this lack of capacity are detailed in subsequent passages of this report.

We recommend

That responsibility for devising and introducing a child care policy should be clearly allocated to a senior manager.

That any review of policy should look carefully at the classification of homes to ensure that they accurately reflect the work undertaken. Clear operational policies for each unit would make this possible.

#### 5. The involvement of Trade Union(s)

The inspectors were unable to identify any clear views on policy expressed on behalf of ACTSS, but understand from union representatives that there is a desire on the part of the union to retain a strong, if modified, residential sector, to pursue the issue of parity of conditions of service for residential and field social workers, and support for the traditional role of officers in charge as autonomous managers initiating change locally.

In addition the inspectors were advised by the Branch Secretary to ACTSS that there is an understanding between Greenwich Council and ACTSS that no residential child care establishment should close unless there is a substantial drop in occupancy and that the resources gained by closure must be retained within the residential child care sector. If such an understanding exists it is in direct contradiction to the policy of emphasising family placements and prevention.

It appeared to the inspectors that the fact that residential staff did not take part in the industrial action of 1982/83 has been used by ACTSS as an effective bargaining point with which to resist pressure for a review of residential provision and that this in turn has blocked the formulation of an integrated child care policy. The Review team concluded that the Trade Union had played a significant role in inhibiting initiatives directed at changing the function of the residential child care section and thereby improving its effectiveness.

#### **We recommend**

A clear structure should be introduced to enable management and union to enter a process of consultation/negotiations over fundamental issues such as a child care policy and the future of the residential child care sector.

#### **Towards future service improvements**

##### **Planning for Permanence - a Philosophy of Care.**

1.13 The study team suggest that the future planning framework for child care services in Greenwich should be based on the concept of planning for permanence. This approach recognises that the longer a child remains in care the more difficult rehabilitation becomes. It is therefore important to accept that if children are going to have to grow up away from their natural parents, satisfactory alternative parenting must be provided. At the heart of this concept is the recognition that children will only grow and develop to their full potential if they feel that the adults caring for them will be there and will remain committed to them for as long as they are needed. The adequate fulfilling of the role of a parent is not one that can be handed on from one adult to a series of others. If this happens, with associated movements of home base, it is believed that the child will find it difficult to experience any sense of security, or of psychological or emotional permanence. This is also felt to be true if the adults caring for the child see their commitment as partial or temporary. Consequently the planning for permanence approach assumes that determined initial efforts will be focused on enabling natural parents to care for their children and to continue to be involved with their children after they come into care. The most satisfactory substitute parenting, especially for younger children, will be provided by adoption. However, for most children in the care or purview of Greenwich permanence planning will be looking towards constructive rehabilitation with natural parents or planned placement in a foster home. In a small minority of situations the preferred placement for permanence would be in a residential home.

1.14 It is necessary to translate the planning for permanence approach into a planning and service framework. The overall intention of the framework is systematically to reduce the number of children who "drift" into a long term care situation for want of clear decisions about the most appropriate placements. The system involves the integrated use of a programmed review process and the development of specific residential fostering and day facilities geared to meeting need in ways other than through the provision of long term parenting in a residential care setting.

1.15 At any point in time social services departments care for a given number of children within their range of residential settings, foster homes and by adoption. At the same time new family referrals and children are brought to the Department's notice and a number of these will require the authority to decide whether the children are to be taken or received into the authority's care. Experience shows that a good proportion of these children will have returned home within six months. The remaining group will continue in longer term care beyond a six months period. The work of Lambert and Rowe and the Dartington Research Unit (Ref 1 & 2) has demonstrated the great danger of children drifting into long term care for want of clear, purposeful planning. Similarly, Milham et al has shown how contact with natural parents has also usually fallen off drastically after six months in care. The aim of any planning framework should therefore be to slow down this process of drift and to ensure the fullest involvement of natural parents in making plans to cover their children's stay whilst in care.

1.16 The diagram at Annex A illustrates this process. It is usual for there to be considerable discussion and debate surrounding the decision to admit a child into the care system. In an ideal situation such discussion would precede admission to care and would culminate in the making of a care plan which would enable all parties to establish and understand the purpose of admission to care and identify the care goals which were to be achieved. In other circumstances the planning framework demands that there be a planning meeting within one month of the child being admitted into care. Such a planning meeting should include the natural parents and other significant people in the child's life and should result in a written undertaking, explaining why the child is in care, how long he is expected to stay and what each party - parents, social workers, foster parents, residential care staff - will be attempting to do in order to effect the child's early rehabilitation.

1.17 There is now evidence that a child's move into long term care may be decided by the action which is taken within the first six weeks in care and in this respect the first statutory review can prove too late. Therefore within three months of the contract planning statement there should be a full review of the plan. At this point all discussion concerning care plans and the review of cases must be conducted in the knowledge that a child who has not been rehabilitated within three months is likely to become a long term case and that a placement appropriate to the child's longer term needs will therefore have to be sought. A second review six months after placement in care then becomes an important secondary check on the planning process. As can be seen the overall intention is to increase the proportion of children returning home within six months of coming into care and thereby gradually reducing the pool of children in long term care.

1.18 It will be seen that in order to achieve the intention of the planning for permanence policy, high quality resources drawing on the fieldwork, residential care, and foster care services are required in order to target on the initial and first phase of the planning process. The key characteristic of such services should be an emphasis on creativity and flexibility. It is important that services brought to bear at that point in the decision making process have the ability to think broadly and imaginatively about the needs of the children and their families and not let themselves be entirely led by traditional resource considerations and boundaries between services. Th

some evidence in research into the placement decisions made by social workers (Packman et al) (Ref 3) which appear to show that placement choices were some times understandably limited by considerations of resource availability. If it were possible to create a more flexible resource situation at the earlier stages then this may prove more satisfactory, both for the decision makers, and for the children and families which are their concern.

1.19 One important service response to the need to provide flexible and imaginative services at these early stages is the development of child and family resource centres. These centres have been developed by a number of social services departments over the last few years (Ref 4), and although there is some variation in the range of services offered, there are some important common features which have been noted and which we suggest could be addressed by Greenwich in the design of their own residential child care service. The primary aim of such a centre is to provide emergency and short term residential care to children and families from the immediate locality of the centre. The maximum length of stay at the centre is usually three months and the emphasis of work is on clear, early decision making with a view to supporting the family unit and avoiding long term care. A fundamental assumption in the provision of such centres is that the traditional role of the residential sector must change and that the concept of 'rescuing children' will be replaced by one of supporting families. With this new assumption goes a major change in the traditional role of the residential child care worker. Workers will increasingly come to work directly with families and operate for some of the time outside the residential setting. This change has far reaching implications for management, for the skill requirement of the job, and for training and grade levels.

1.20 If such centres are to operate successfully they have to be located in, and geared to, the needs of local geographical areas. Decisions have to be made about managerial responsibility for staff and buildings. Some authorities have devolved this responsibility to local area office management on the basis that only in this way can the traditional distinction between residential and fieldwork management be satisfactorily removed to the benefit of the service. Other models of management are of course viable, but must address the requirement to achieve a high level of integration across the service sectors. Experience has shown that such centres can help to bring changes in local practice with regard to child care planning and service provision. This can take time and in the early days occupancy may be high. However the increased focus of resources on early preventive and rehabilitation work will lead to a gradual reduction in occupancy and enable staff to spend proportionately more of their energies on other activities. A more detailed articulation of the features which one might expect to find in whole, or in part, at a child or family resource centre has been placed at Annex B.

1.21 As well as the development of family and resources centres any future plan needs to be able to provide for a range of care facilities, either in the community or in various forms of residential and day care. Plans need to be drawn up to provide the following possible facilities.

#### 1. Services for Adolescents

The authority needs to provide some accommodation in its residential section and these homes should be geared to assisting older adolescents with their "preparation for independence". Work needs to be undertaken on establishing the balance between the need to provide accommodation, and the need to set this within a supportive environment which provides proper opportunities for the development and practice of social, domestic and adult life skills.

#### ii. Children and Adolescents with Special Needs

A number of children will also present special needs in respect to their care, education, management and control. All authorities seek placements in special residential establishments and in CHE's. It is anticipated that this situation will continue in the future and will maintain a substantial call on the social services budget. However, in practice the distinction between the level of need of adolescents cared for in the Boroughs own community homes and those in CHE's is less apparent in reality than theory. In the future Greenwich will continue to care for a significant group of very disturbed children in their own provision, as well as in specialist establishments. However, because this sector is, and will continue to be high cost, considerable management control of placement decisions and policy will necessarily continue to apply.

#### iii. Longer Term Children's Home Care

Although future planning would look towards a minimal commitment to placing children in care in long term residential children's homes, realistically it can be argued that there will always be a need to provide a residual amount of this accommodation. This will be required, either because alternative services are not available or developed, or because it is considered that in individual circumstance this is exceptionally the preferred form of care.

#### iv. Preparation for Fostering

Some provision, in a residential setting, may be considered helpful in preparing and supporting children and their families, and foster families, during the process of developing positive fostering practice.

## CHAPTER 2 MANAGEMENT OF WORK IN THE CHILDREN'S RESIDENTIAL SECTION

### The Residential Management Structure in Greenwich

2.1 The Division is headed by an Assistant Director responsible for overall day to day operations, and policy formulation. The postholder is directly accountable to the Director of Social Services.

The structure allows for 6 Principal Officers accountable to the Assistant Director. Five are responsible for the management of services to specific client groups, and the sixth is the Divisional Administrator. A diagram illustrating the structure will be found at Appendix (D).

A brief description of the range of residential child care services managed by the section will be found at Appendix (E).

2.2 This report is specifically concerned with a Review of the management of the residential children's section, and the three key posts in the section are:

1. Principal Services Manager (PSM)
2. Senior Care Officer (SCO)
3. Senior Care Officer (Management and Recruitment) (SCO(M&R))

There is, in addition, a third Senior Care Officer post which is vacant and has not been operational for some time.

The following paragraphs set out, in abridged form, the job specifications of the key service managers in the residential child care section. These job specifications were made available to the Review Team.

### 2.3 Principal Services Manager

This post has overall responsibility for the management and efficient functioning of all the Council's residential facilities for children. Five of the larger units are managed directly by the PSM whilst the others are managed by the SCO and SCO(M&R) as illustrated at Appendix D.

The main responsibilities of the post are:-

- i. Responsibility for promoting, maintaining, monitoring and evaluating the quality of service provided in the units.
- ii. Responsibility for the deployment of staff in the section, matters relating to staff performance and the recruitment of senior and middle management staff at unit level.
- iii. Responsibility for the placement of children in Greenwich and non-Greenwich establishments and chairing assessment meetings and some reviews.

- iv. Liaison and development functions, including drafting committee reports.
- v. Assisting in preparing the Annual Revenue Budget and is responsible for ensuring the best use of resources in the section.

#### 2.4 Senior Care Officer(s)

This post holder is responsible to the PSM for the management of an assigned group of the Council's residential units for children the majority of these being the 5 "family small group" homes. This includes all the promoting, maintaining, monitoring and evaluating of the services provided in those units.

He is responsible for the appointment of staff other than the senior staff.

#### 2.5 Senior Care Officer (Management and Recruitment)

This post includes responsibility in three areas.

- i. Management responsibility for two residential units for children and young people with mental handicaps.
- ii. Management responsibility for the Borough's two hotels and the Holidays section.
- iii. Recruitment and personnel responsibilities within the children's residential section. The functions in this area are primarily administrative, ensuring that the mechanics of recruitment operate efficiently.

The postholder is responsible to the PSM (Children's Residential Section) for duties under (i), the PSM (Elderly Services) for duties under (ii) and the Assistant Director (Residential and Day Care) for duties under (iii).

#### The Management of work in Residential Care

2.6 The nature of the Residential Management task is explored in the Ollerton Report (Ref. 6). This provides a valuable evaluative framework and has been used as the basis for examining the management of the Children's Residential Section in Greenwich.

A study of a wide range of middle-management job descriptions illustrated that the areas of work which need to be performed can be grouped under a number of headings.

- i. Hotel keeping/buildings and resources:- eg finances, building maintainances.
- ii. Support/supervision.
- iii. Staffing Matters:- eg recruitment, appointments, staff development.
- vi. Links between management and units:- eg meetings.



v. Residents:- eg admissions, reviews, quality of care.

vi. Good practice:- eg monitoring, practice guidance, evaluation.

#### **Distribution of Management tasks between managers**

##### **2.7 Exhibit 1 illustrates:**

- i. The present distribution of management tasks according to an analysis of job descriptions.
- ii. The present distribution of tasks as currently performed (as perceived by the review team).

The diagrams are intended to be no more than illustrative and show generalised comparisons between posts and functions. They do not have any quantitative basis and are not the result of detailed work load measurement.

##### **2.8 Hotel Keeping/Building and Resources**

###### **i. Finance and Budgeting**

This is an area in which there are a range of tasks to be performed. There is the devising of budgetary systems appropriate to the aims of the units, the preparation of estimates and the monitoring of use of the budget allocation. The task is to ensure that they relate to care practice within the home as well as to the use of resources.

###### **ii. Furniture and Fittings**

It is primarily the function of the Unit Heads to determine what is necessary in individual units.

###### **iii. Decorations and Minor Improvements**

Progress on decoration and improvement programmes may need to be monitored by section managers.

###### **iv. Food, Menus etc**

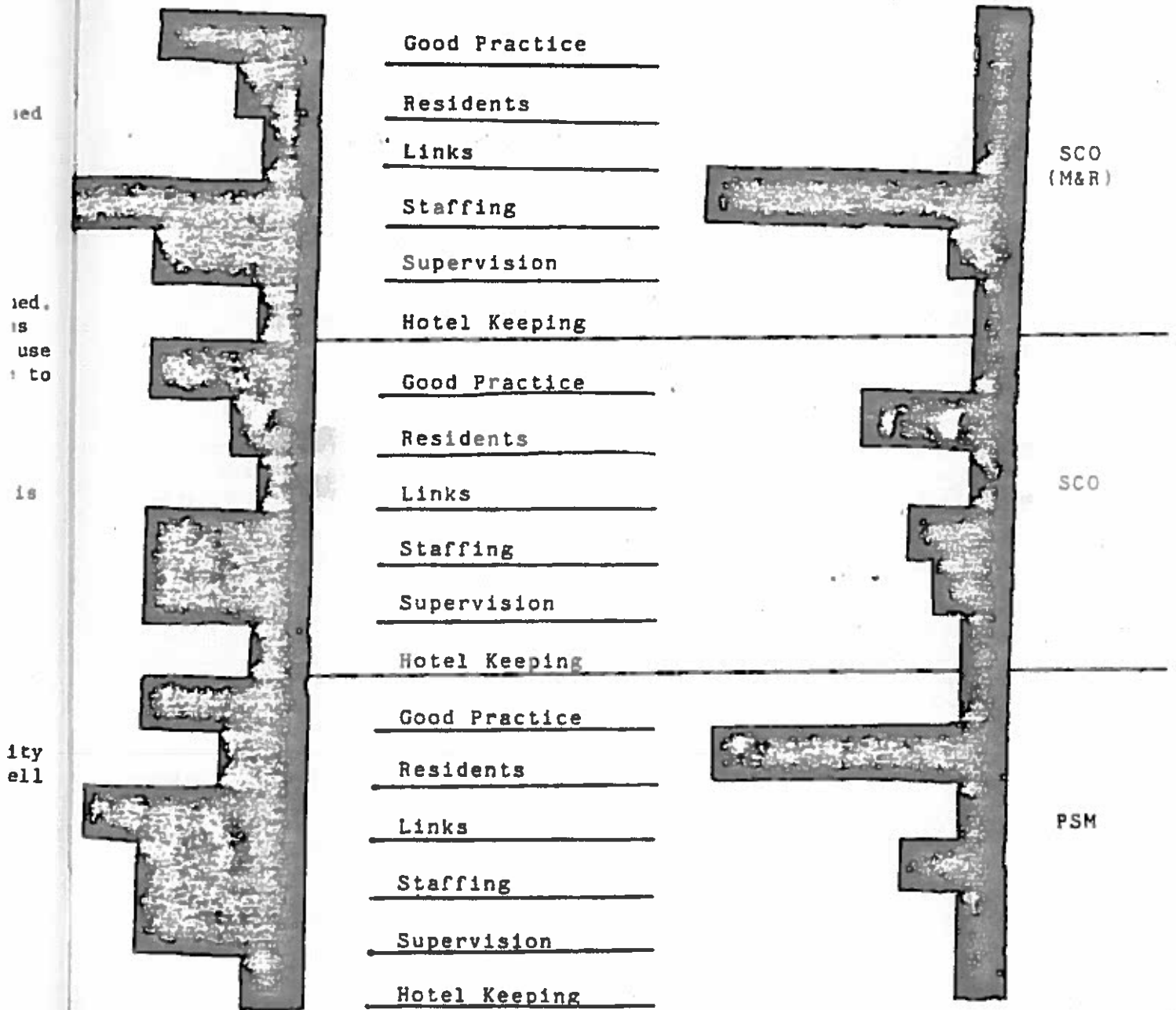
There are a number of activities in this area. Menu planning, nutrition and good hygiene may require training. The responsibility must be that of the Unit Head but monitoring by the manager may well be needed.

EXHIBIT 1

DISTRIBUTION OF MANAGEMENT TASKS

Distribution according  
to Job Description

Present Work  
Distribution



v. Clothing

The purchase of clothing is left to the discretion of the Unit Head but external monitoring of standards, of appropriate budget provision and spending, the means of purchasing and the care of clothing is necessary.

vi. Safety

The routine nature of the monitoring required frequently detracts attention from the importance of ensuring the health and safety of staff and clients. Managers therefore need to monitor in these areas.

The Review found that:

The amount of time spent by section managers on these activities is appropriately limited. The main responsibility for these areas rests with the Officers-in-charge. The review confirmed that Unit Heads appear to undertake this work appropriately.

2.9 Support and Supervision

The general approach of [REDACTED] the basis of the review team's understanding of the nature of supervision in residential care. They identify two key managerial functions related to good supervisory practice.

- i. Management or Administrative Functions - Activities related to the planning, distribution, monitoring, and evaluation of work tasks or operational unit.
- ii. Supportive or enabling Function - This is a recognition of the inherently stressful nature of social work and the need to reduce stresses that impair workers' ability to give effective help.

Payne and Scott suggest the following objectives for supervision:

- a. To ensure that the practice of the operational units is consistent with the primary functions of the agency.
- b. To ensure that workers are clear, individually and collectively, about their roles and responsibilities.
- c. To develop a suitable climate and satisfactory conditions for practice.
- d. To reduce the stresses that are likely to impair effective service delivery.
- e. To assist professional development in terms of:-
  - developing and improving basic skills
  - increasing and developing knowledge required for practice.

The Review found that:

This is an important function of managers and all three posts carry this function at present in relation to the staff they manage. However the amount of supervision undertaken is very limited, although the SCO does operate a form of group supervision with units which are his responsibility.

## 2.10 Staffing Matters

The following managerial activities are considered to fall within this functional work area

### i. Staff Appointments

Staff recruitment and appointment is an important management task with a developmental aspect. The drawing up of job descriptions and person specifications is a vital part of recruitment and staff selection.

### ii. Staff Developing and Training

This activity will range from identification of training needs of staff directly supervised, comprehensive and intensive training programmes for establishments, and participation in drawing up training strategies for the division.

### iii. Staff Meetings

Staff meetings are an important tool of management providing a forum for communication of information and developing a unit approach to good care practice. Many staff groups require assistance in using staff meetings productively. The difficulties may be due to lack of skills in conducting meetings, lack of communication skills, anxiety concerning change or outcomes, or group processes which hinder the tasks of the groups. The determination of the nature of the problem may require the intervention of a manager who may then provide the necessary input or may need to arrange for it to be obtained from elsewhere. There are training needs and needs for consultancy which may be identified.

### iv. Work Rotas and Overtime

This is related to the efficient use of manpower within units. This should generally be the responsibility of the Unit Head. Problems in this area sometimes revolve around logistics. Where they do, assistance needs to be given to the Unit Head. Problems also can be associated with attitudes towards clients, anxiety about having colleagues available for mutual support, lack of trust and a wide range of other factors. Skills in negotiation and in the management of change are required if management intervention in these areas is to be effective.

### v. Complaints and Disciplinary Activities

Complaints need to be thoroughly investigated by managers external to the unit. Similarly, disciplinary enquiries require involvement by managers.

## **vi. Staff Induction**

It is necessary that new staff should have an appropriate induction. This can involve training internal and external to the unit, provision of information relating to council policies and opportunities to obtain the knowledge necessary for effective functioning.

The Review team found that:

The majority of recruitment is undertaken by the SCO(M&R). Interview appointments are undertaken without the PSM or SCO being present. The SCO(M&R) clearly carries a larger proportion of the staffing matters but it is an important component of the work of all three managers.

## **2.11 Links between Management and Units**

### **i. Meetings**

Regular meetings are an important means of ensuring good communication throughout any section. The circulation of minutes improves communication further.

### **ii. Consultation**

Staff need to feel part of the organisation and to feel they have some control over changes which take place.

The Review team found that:

The primary responsibility for liaising with other sections, divisions, agencies etc lies with the PSM who also has the overall task of maintaining links across the section, but this is seriously limited by the amount of time available to the PSM.

## **2.12 Work associated with Resident care**

### **1. Client Review**

All clients should be reviewed regularly. Each individual in a residential or day care setting should have their own care plan devised by the Unit Head and staff in the home, then those care plans should be reviewed by someone external. This is a very good method of monitoring and evaluating the quality of care.

lon.

11. Crises and work with difficult children

The nature of residential care units frequently means that one child can substantially effect the functioning of the whole unit. The managers are therefore likely to be involved in problems concerning individual clients at times.

111. Admissions and Allocation of Places

SR) These functions need to be performed by members of the management team.

The Review team found that:

All the managers are responsible for attending reviews of residents and ensuring that the quality of care they receive is acceptable. However, the amount of this work undertaken by the PSM is excessive as he has been acting down, working in one establishment due to problems around recruitment to the Officer-in-charge post. The SCO undertakes sleeping-in duties which is also inappropriate. Managers do not operate an effective gatekeeping system and this prevents implementation of stated departmental policy.

2.13 Good Practice

i. Developing of Aims and Objectives

Each unit should have stated aims and objectives against which achievements can be measured.

11. Good Practice Guidelines

In order to ensure that minimum levels of quality are maintained, all staff need access to guidelines as to the ways in which they should operate on a day to day basis.

111. Monitoring

Quality control needs to be carried out by regular observation by managers to ensure that practice guidelines are adhered to.

1v. Evaluation and Review

Aims and objectives need to be reviewed regularly to determine whether they remain appropriate. An evaluation also needs to be made to determine whether they are being met.

od The Review team found that:

All the managers are responsible for promoting, monitoring and maintaining good practice. However the evidence from the review indicates that insufficient work is currently undertaken in this area. There are no guidelines to good practice, no aims and objectives for the units and no system for review or evaluation of the service.

## CHAPTER 3. CRITIQUE OF MANAGEMENT ARRANGEMENTS IN THE SECTION

### 3.1 Line management of Establishments

The team noted that the PSM manages 6 establishments. This would be a large workload even for an SCO with no additional responsibilities in the wider sphere and the team considered that the present system whereby the PSM manages one group of homes and the SCO another is both inefficient and ineffective. It has consequent damaging effects on morale and it increases feelings of a two tier system. There is a perception that those units managed by the PSM have a form of higher status. This perception is enhanced by a number of factors:

- i. The difference in title with some Officers-in-Charge being designated anachronistically as "Superintendent".

- ii. The units are classified differently. The small group homes are Group 1, the medium homes are Group 2, and the larger units as Group 3. Whilst this classification may have been appropriate in the past it needs to be re-examined now. The smaller homes do take emergency admissions and they do have a wide range of children. They are no longer simply long term homes for children. The classification of the homes in this way means that gradings in the section do not reflect levels of responsibility. Officers-in-Charge of small homes are paid on RCCO Grade 5 whilst Group Leaders in larger units are paid RCCO Grade 4 or 5 although the latter can have less responsibility.

- iii. The fact that some homes are managed by the PSM means that they have a shorter chain of decision making and the heads of the larger units are perceived by some colleagues as having a form of preferential treatment.

These divisions appear to have an unhelpful effect on the section. In the absence of a regular meeting of all Officers-in-Charge, rumour is rife. Anxieties are increased. The smaller homes are seen as the most vulnerable to closure and this is exacerbated by their perception of themselves as having low status and low value in the Department.

We recommend:

That the two tier system should be abolished with all units being managed at the same level. (see proposals at 3.10).

### 3.2 Providing managerial cover

The Review team came to the conclusion that the practice of 'Acting down' by senior officers to cover absent managers at subordinate levels is fundamentally detrimental to the efficient running of the section, other than in the most exceptional circumstances. The inspectors appreciated the difficulties which Greenwich has faced in the management of their units, but consider that this situation must be energetically redressed in any future arrangements. 'Acting down' appears to have become a primary managerial response to managerial shortfall. A number of examples go to support the view that middle managerial capacity is being seriously dissipated by the 'normalisation' of this practice. However, the review team did appreciate the sterling work put in by the PSM to resolve the particular management impasse at Green Lanes Children's Home. This critique should not be read to reflect adversely on his managerial capacity - indeed the reverse is the case.

i. The PSM has been almost totally incapacitated for the last year by virtue of the fact that he has been acting as the Officer-in-Charge at one home.

ii. The SCO and the PSM regularly provide cover in homes, particularly sleeping in duties.

iii. In view of the problems at Ashburnham, the SCO (M&R) states that he would run the home himself if the same situation were to arise again.

The view of the Review team is that it is inappropriate for this to happen on anything other than a very exceptional basis. Those unit managers who were asked about this matter stated that they would prefer their managers to be available to them for support and supervision rather than filling staff vacancies or covering for absences. Management time spent acting down inevitably means that some aspects of their work do not get covered. There is clearly a need for managers to spend informal time in the units but this should not be spent on essential cover for absent staff, rather as time to monitor day to day running of the homes. What may appear to be the simplest solution to problems in the short term can cause substantially larger problems in the longer term.

It was apparent to the Review team that "Acting Up" had been difficult to manage. There were no clear criteria nor agreed process and this had caused difficulties. In addition, agreements with unions that individuals would be confirmed in post after 6 months acting up, meant that this option was approached with caution. The team were advised that a process for decisions about acting up has now been agreed. Acting up has the advantage of providing staff with valuable experience and thus assists career development.

#### We recommend:

1. That possibly a post of peripatetic Officer-in-Charge should be created or the bank system should be revised and expanded to provide cover at senior levels.



2. That a clear process is established for acting up arrangements possibly by means of time-limited appointments.

### 3.3 Need for Clarity in line Relationships

All staff interviewed by the inspectors appeared to understand clearly who was their line manager. This clarity did not, however, extend to an understanding of the respective areas of responsibility, nor to a universal understanding of how other posts related to one another. Confusion was illustrated in relation to Probationary Reports on new staff. Some unit heads saw the Personnel Section as being responsible for issues relating to the Probationary period whilst others saw the RMO as responsible because he had recruited them. In fact the PSM saw all Probationary Reports and was said to follow up any queries on them.

By the same token responsibilities in relation to staff appointments are not clear. This includes acting-up arrangements and promotions. The position is most clear in relation to basic grade staff but above that level there is confusion as to who is the "Appointing Officer" or who makes decisions about acting-up.

The confusion arises partly due to the overlapping of staffing responsibilities. Some overlap is essential to good team work but too much creates confusion. In this section role boundaries are not clear; and this lack influences in an important way the quality of working relationships.

We recommend:

That a new structure should ensure that roles of the respective managers are clear and that this clarity should be borne out in job descriptions. (See proposals at 4.1).

### 3.4 The post of SCO (M and R)

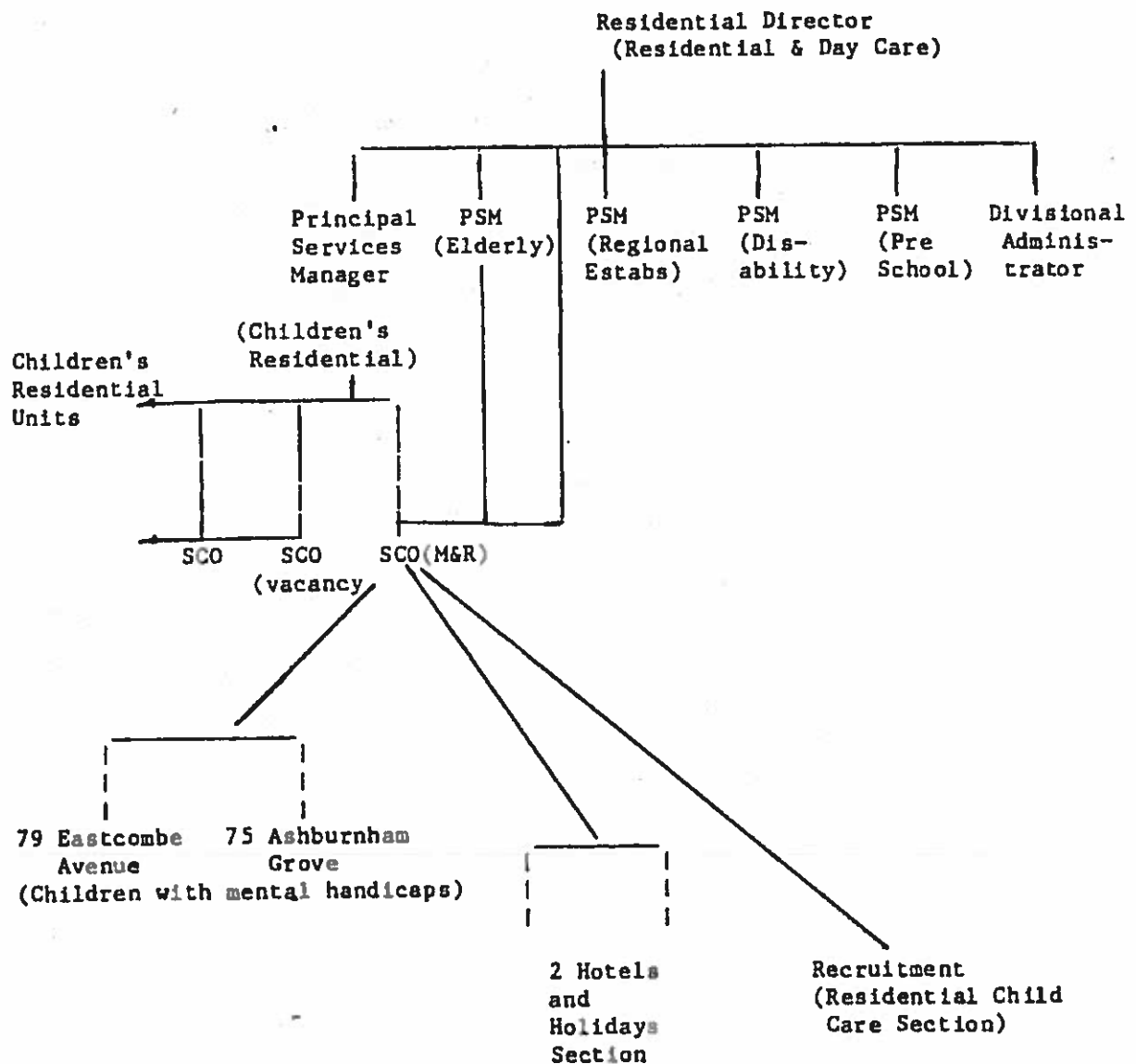
The Review team considered that this SCO post is an amalgam of a number of functions which do not appear to fit easily together. For ease of reference the relevant detail of the Residential Division's management structure is reproduced at Exhibit 2. It was reported that the elements in this post had evolved historically and there was a consequent lack of rationale from the point of view of achieving an appropriate balance of management activity for the postholder. There are also issues of line authority and accountability. The SCO(M&R) appears to report to two PSMs, to whom he is dually accountable, and to the Assistant Director and the Director at different times and on different issues. The SCO (M&R) was unable to explain to the Inspectors how much of his time was spent performing the various functions and there was no evidence of any prioritising of work by himself/or his line managers. This makes responsibility for decision making and task achievement very unclear and, at times, very confused and unsatisfactory. The review team heard evidence about these difficulties which indicated that active steps had been taken to establish clarification on a number of occasions. These efforts had met with some mixed success and strong degree of dissatisfaction with the situation still persists.

## EXHIBIT 2

### GREENWICH SOCIAL SERVICES

#### RESIDENTIAL AND DAY CARE DIVISION WITH PARTICULAR REFERENCE TO THE CHILDRENS RESIDENTIAL SECTION

#### MANAGEMENT STRUCTURE



The essential elements of good job design are:-

1. The tasks should be so organised to be a whole task.
2. Those engaged in it should be able to control their own activities.
3. Tasks should be so organised so that people can form satisfactory relationships.

The post of SCO (M&R), as it has developed, has inherent problems in all the three elements.

(i) There is no overall task. The three major areas of recruitment, line management of units for children with mental handicaps and line management of the hotels are almost discreet areas. This is illustrated by the fact that the post is responsible to three different line managers.

(ii) The overlap between this post and the PSM and SCO in relation to staffing matters means that none of the three managers are able to control their own activities.

(iii) The interdependence mentioned, means that conflicts of interest arise which does not encourage good working relationships.

We recommend:

The Department may wish to consider whether there are improved and alternative ways of organisationally handling the range of tasks and functions devolving onto this post.

The Review team suggests the following possible re-allocations:

1. the units for children with mental handicaps be managed in the mental handicap section. The Review team had some concerns that these units and the care they provided was suffering as a result of lack of specialist knowledge at management level.
2. The staffing functions be returned to the Personnel Section with line managers having clear responsibility for staffing matters in the units they are responsible for.
3. The holidays should be managed in the Elderly Section. The present postholder has indicated that the tasks required in this area are largely administrative.

### 3.5 Objective Setting

The Assistant Director has very proper and structured approach to Management by Objectives. Towards the end of each financial year the PSMs are expected to draw up aims and objectives for their section for the next year and for the next five years in consultation with staff in their sections. These are then discussed and agreed with the Assistant Director and are reviewed on a regular basis. As part of the cycle of six weekly meetings a three monthly review is carried out. However, this process is far from developed in the Children's Residential Section and there is no clear evidence that this is taking place informally on a widespread basis.

This appeared to be due to a different management style adopted by the PSM and also due to "Acting down".

The resulting vacuum in the Section has contributed to the lack of progress in policy application highlighted in Chapter I of this report.

We recommend:

That fullest support is given to the Assistant Director in pursuit of his aim to institute a full and effective Management by Objectives approach to managing the residential child care sector.

### 3.6 Standard Setting

It was by no means clear to the Inspectors how standards are set and how practice is influenced by the PSM and the SCO apart from at case Reviews. However, the SCO does have regular meetings with the Heads of small group homes when practice issues are discussed.

The section lacked any guidelines to good practice, which are an accepted and effective way of setting standards. The Inspectors saw an example of the problems this could cause. One home still used order books to buy clothes for the children and young people in the home. Other heads of home were quite clear that this practice had been forbidden by the PSM but as the Head had been advised by a finance officer that it was acceptable the practice continued. Clear guidelines could ensure that this did not happen, particularly, if they were drawn up with administrative staff who would then be aware of the dictates of good practice.

There were a number of issues of concern in relation to children and young people with mental handicaps which were brought to the notice of the Review team.

We recommend

The PSM should chair a small working group to draw up Guidelines to Good Practice which would then be adopted in all establishments. A working group is suggested to ensure that staff participate in the production of guidelines.

### 3.7 Monitoring and Review (Quality Control)

Apart from the attention it is given in the monitoring of objectives set within the Management Objectives framework by the Assistant Director there is no system for reviewing and evaluating the effectiveness of the intervention process. However, as has been noted earlier this approach has not as yet rooted in the residential child care section. This lack might be compensated for to some extent if ongoing monitoring by means of recorded visits and regular supervision were in operation but in their absence any review or evaluation appears to be ad hoc. A review system could ensure that homes were developing within the parameters of Department Policy and in line with defined good practice. It could also monitor new practices to ensure that when new methods are tried they are evaluated before they are put into operation elsewhere. Review systems can also encourage creativity insofar as new approaches can be picked up and approved, thus encouraging innovation as part of the system.

We recommend:

That work is undertaken in the Division to establish a system for evaluation and review. This could be an extension of the Management Objectives framework and therefore be carried out by line managers or a system of more independent reviewing could be developed as part of a changed management structure. (See proposals at 4.1).

### 3.8 Consultation and Communications

The Review team examined a range of arrangements for ensuring that adequate and appropriate communication took place within the Section. These took both individual and group forms. The Review showed that the Assistant Director meets with his Principal Officers individually on a six-weekly basis. These meetings are recorded and they are an important aspect of the Management by Objectives approach adopted. This model is least well developed in the Children's Residential Section. For a combination of reasons the section runs in a "crisis oriented" fashion. The PSM and SCO do meet regularly but neither described this as a process of structured supervision. The SCO meets with no other members of management for regular discussion or monitoring of his work.

Communication is vital in any hierarchical bureaucracy and meetings are an important forum for direct communication between staff who do not normally communicate in the course of their work. As well as ensuring that staff in isolated settings are aware of what is happening in other parts of the organisation they are a source of support for those staffs. In the Division, PSMs and SCOs meet with the Assistant Director on a five weekly cycle, PSMs throughout the Department meet on a regular basis and in the other sections we are advised that Officers-in-Charge meet regularly. In this section the officers in charge of the small group homes meet with their SCO. Meetings of all Officers-in Charge in the Section ceased due to difficulties there had been.

The Review team were advised in a number of interviews that the dual role of the SCO (M&R) as a manager and as a Union official was confusing to many members of the department at both managerial and operational level. This was seen as the main reason for the cessation of officers-in charge meetings. The team were advised that often discussion was prevented by the SCO(M&R) acting in his Union capacity and vetoing discussion.

The cessation of meetings of all Officers-in Charge in the section caused an important break in the communication chain. In the absence of open communication, rumour is particularly effective! There is apparently no policy in relation to staff meetings in the homes. Whilst there is no value in meeting for the sake of meeting, staff meetings perform important communication, support and team building functions and are necessary for staff who are required to work in groups with groups of residents of any age.

Written communication within the section is remarkably good. All the meetings mentioned are minuted and the minutes circulated to establishments. All the Officers-in Charge interviewed received the minutes of the Senior Management meetings.

We recommend:

That Officers-in Charge meetings should be re-established on a regular basis and discussions minuted.

That policy should be agreed in relation to staff meetings and that this should be conveyed to all unit managers.

### 3.9 Financial matters

The basic system with devolved budgetting and "Good housekeeping" incentives enabling homes to use any savings accrued in their own Establishment is excellent. The system was found to be popular with officers in charge and there were no complaints about the operation of the scheme generally and it appears to be well understood.

There are some areas of concern where the system could be improved to provide a better service.

- i. The maximum spending limit of £25 is too low. It limits the opportunities for shopping with a "cash economy" which is an essential component of providing normal life experiences for children in residential care.
- ii. Respondents were unsure what audit procedures existed. Only one manager could remember an unplanned check of the imprest account.
- iii. There was no clear view of what constituted appropriate use of any savings accrued in the homes and no written guidance.
- iv. The incentive to save could encourage excessive use of bulk purchasing which would be contrary to good care practice and could encourage excessive use of order books. One example was found where order books were used for purchasing clothing for children. There are no written guidelines on good care practice and how this relates to financial procedures.
- v. It appears that the amenities account at Ashburnham is not clearly separated from the LA account. This is not good care practice and can lead to confusion and possible inappropriate use of donations. It was not clear what controls existed in relation to this account.
- vi. Young people at Ashburnham are unable to hold their own accounts with banks or building societies. This is not good care practice. Young people should be encouraged wherever possible to open accounts for their savings which they should have in their control, albeit that many will require assistance in handling their finances.

We recommend:

1. The PSM and the finance officer should draw up guidelines on financial procedures which are compatible with good care practice.

2. The advice of an independent account should be sought to examine the systems for audit and to provide advice on the establishment and control of amenities accounts and personal accounts. There is a lack of clarity in relation to separate funds. The Review team did not examine the financial systems in any detail as it is beyond their expertise. Specialist advice should be sought in the matters mentioned.

### 3.10 Personnel Management

The inspectors were supplied with a number of documents pursuant to the personnel policies and practices of the SSD and the Council in general. An examination of these, together with other documents, and interviews with a variety of staff at all levels led the Inspectors to conclude that there were gaps in the personnel policies which required filling; that practice not infrequently appeared to contravene the Council's personnel policies and that policies showed few signs of being developed in a progressive manner, for instance by utilising agreements which had successfully resolved earlier disputes.

Staff recruitment, induction, supervision and development are all important aspects of management and of determining quality of care. The separation of these functions from the managers who are responsible for units is expecting them to carry out their functions without the ability to control one very important aspect of it. For instance, the inspectors were advised that selection did not involve the full participation of the appropriate managers along the lines set out in the borough policy document.

Although as noted in paragraph 3.3 all staff interviewed appeared to understand clearly who was their line manager, confusion still arose around personnel issues, exemplified in that particular situation by lack of clarity concerning probationary period appraisal reports. Other areas of staffing procedures did not appear to be clear. There appeared to be a lack of clarity in relation to "Acting-up", how and by whom that is decided. The Inspectors were also not convinced that appropriate procedures existed on such matters as regrading or promotion. The present situation contains a large number of anomalies, unclear areas and difficulties which make the management of the section less efficient than it should be. The absence of clear procedures and monitoring systems leave areas for abuse as well as inefficiency.

### 3.11 Staff Selection and Recruitment

The selection of staff is an essential part of the management task and should be responsive to the needs of the clients in the particular setting. As homes develop along very different lines, different types of qualities, experience and skills are required according to the aims and objectives of the particular home. It is essential that the line manager for a home should have responsibility for staff selection as part of their management task. The system of having one manager responsible makes it difficult to select appropriate staff particularly as interviews are sometimes carried out without the line manager or officer being present. Whilst, in the past, the homes were seen to be carrying out roughly similar tasks this was conceivably less of a problem, but with changes it will be inappropriate to continue with this model.

The process of block recruitment did not allow for personal specifications to be drawn up accordingly to the needs of the individual unit, despite the fact that they all function very differently. The Inspectors were advised by some staff that block recruitment no longer occurred although personal specifications do not appear to be drawn up in the manner referred to in the Borough procedures.

#### Recruitment Delays

There were reported to be serious delays in recruitment and some staff reported that commonly the average time to fill a basic grade post was 3-4 months. It was not possible to confirm this impression with management as insufficient data was available to verify the statement. As a consequence the Review did not establish a firm view about the consistency of difficulties in the recruitment area. However, a number of individual difficulties were reported. The reasons for delays vary, but the policy of providing local employment opportunities and recruiting frequently from the job centres should alleviate recruitment delays. It was reported that there are also delays in recruitment due to the duality of role of the SCO(M&R) who will not proceed with recruitment if he has determined that the union does not wish the post to be advertised. The Review Team considered that this represented a most unsatisfactory situation and whilst Senior Managers and members may choose not to proceed with recruitment to a post if there is Union opposition to it, they must be in a position to proceed if that is their decision.

#### We recommend:

- : that the present system of having a separate staffing section for the Children's Residential Services appears to have few advantages and major disadvantages. This section should be incorporated in Social Services Personnel section. If there is a need for personnel resources rather than management resources then that should be considered in conjunction with the advantages of having all the personnel functions clearly located in one section under one manager.
- : that the recruitment function should be carried out by the managers responsible for the units in conjunction with the Personnel Section.
- : that in areas where there is a lack of clarity about responsibilities and procedures there should be discussion with personnel staff and the line managers to draw up relevant procedures which the Personnel Section should be responsible for monitoring.

#### 3.12 Staff Support and Supervision

There is no stated policy within the Section that supervision should take place on a regular basis, apart from supervision of staff during their probationary period. There is an acknowledgement of the need for managers and supervisors to be trained in supervision techniques in paragraphs 5.5 and 5.6 of the Annual Training Report 1985/86, presented to the Personnel and Industrial Relations Committee. However, it appears that such training has not been provided on a regular basis.



The probationary period is obviously regarded as very important and appears to be widely treated as such. Staff on probation are given regular supervision, reports are written after three months and five months. The heads of the small group homes do have a form of group supervision with the SCO and this is perceived by all to be valuable. One Officer in Charge of a childrens home reported having regular meetings with the SCO(M&R).

Outside the probationary periods there is no formal performance appraisal systems for staff.

Good practice in the effective management of residential resources demands management structures which relate to the nature of the residential task, the needs of staff at all levels for support and consultation and the needs of departments to monitor and evaluate the kind of experiences offered to their most dependent and therefore most vulnerable clients. Supervision therefore acts to reinforce the importance of establishing, monitoring and maintaining the service delivered. It is thus with some regret that the Review team noted that a common view was that managers did not require supervision and that the range of inter-manager activity described at paragraph 3.8 was not appreciated as having potential to develop into a more disciplined supervisory structure.

**We recommend**

That Guidelines on supervision and a plan for implementation are needed and that training should be provided for managers who will be expected to operate supervision systems.

#### Chapter 4. PROPOSALS FOR IMPROVING MANAGEMENT EFFECTIVENESS

4.1 The distribution of responsibilities for direct line management of individual units between the PSM and SCO(s) invites urgent reappraisal. The Review team considered that the PSM is seriously overloaded, to a potentially incapacitating degree, and that a more efficient distribution pattern should be determined.

The foregoing items have identified areas where work is not being undertaken or where there are overlaps which are inefficient.

In summary, the results of the present work allocation is as follows:-

i. An unusually large amount of the time of managers is spent on work with residents. In addition to the time mentioned under 3.2 which is inappropriate, there is also time spent appropriately on Reviews of individual children.

ii. Insufficient time is spent on policy formulation. The formulation of policy in the Section is primarily seen as the responsibility of the PSM. The time spent acting down and the time involved in managing six units directly means that the workload of the PSM is excessive and policy formulation is one area where work is left undone.

iii. Insufficient time is spent on quality control (3.7). The absence of a review system, the management style of the PSM and the excessive workload of the PSM mean that quality monitoring is ad hoc at best.

iv. Time spent on staffing matters is unevenly distributed and is inefficient. Staffing matters including recruitment and development are an essential part of the management task. If the line manager has been involved, in addition to the SCO (M and R), there is excess overall management time consumed in this area due to unnecessary duplication. Administrative tasks attached to recruitment are already dealt with by the administrative staff and if specialist personnel advice is needed the manager should seek the guidance of a personnel officer.

We recommend

That consideration be given to radically revising the management structure of the section. Alternatives are presented as possible options and these are represented diagrammatically. All three relate to a much reduced residential sector as described in Chapter I.

1.

Assistant Director

SCO	SCO	PSM - Quality control, and policy formulation and development.
Family Services	Adolescent Services	

- Advantages:
- a. A quality control function separate from line managers and therefore having a degree of independence.
  - b. Policy formulation could be given higher priority. Line managers could be involved as "expert witnesses".
  - c. In a changing and developing service development requires a great deal of time.

- Disadvantages:
- a. There could be confusion over boundaries.
  - b. The "Inspection" aspect could lack authority without line management responsibility.
  - c. Development work is a rewarding part of the management task and SCO(s) could feel excluded.
  - d. Increases span of control for Assistant Director.

1.a. The same structure could be adopted with the PSM role as a temporary post for 2/3 years when the change in the sections will be greatest and there is a need for substantial management input and development work. A review system could be established which could then be incorporated in the management process.

2.

Assistant Director

PSM	
SCO	SCO
Adolescent Services	Family Services

- Advantages:
- a. The quality control, policy formulation and development aspects would be part of the line management structure and therefore less confusing.

- b. Maintains the same span of control for the Assistant Director.
- c. Compares with the model in other sections of division.
- d. A "tried and tested" model in operation in many LASSD's.

Disadvantages: a. A longer communication chain than 1.

These three proposals all take into account the deletion of the SCO(M&R) as discussed under 3.4.

The Review team were advised that there is currently a vacant SCO post. In view of this, all the options proposed could be self-financing.

#### 4.2 Relationships with Trade Unions

Although the Review team did not have a specific brief to look at the role of the Unions in the section, it was not possible for them to dismiss the repeated complaints and the difficulties which the dual role of the SCO(M&R), as a senior official of ACTSS, created within the section. During the course of the Review, and the Inspection of Ashburnham Childrens Home, a total of 27 Officers at all operational levels were interviewed by the Review Team. In at least half of these interviews, and proportionately more at management levels, the Inspectors received evidence of these difficulties. The Inspectors were left in no doubt that considerable management time was being consumed in sorting out problems which the dual role created. It clearly had an undermining effect on morale and the service must inevitably suffer as a direct result.

Those areas which it was considered were hindering the provision of a service were:-

1. Difficulties arising from the dual role of the SCO(M&R)
  - a. It was said to be extremely difficult to discuss any changes or developments in meetings due to the lack of clarity in the role of the SCO(M&R). This lack of clarity was referred to frequently in relation to a wide variety of issues.
  - b. It was stated that the SCO(M&R) would change roles from being a manager to being the Branch Secretary of a Union with regularity and unpredictably. This apparently meant that discussions were vetoed by the SCO(M&R) "with his union hat on" when he was attending those meetings in his capacity as a manager in the section.
  - c. The lack of clarity was perceived as a problem by active union members as well as by other staff who appeared to take a less active role in the Union.

The situation of a manager holding a position in a Trade Union is not uncommon. The duality of roles can be handled by managers being very clear about their roles and by ensuring that the issues are kept separate. There was substantial reference at all levels in the Department to the lack of clarity and the operational difficulties this causes. The

difficulties this caused in the Heads of Homes meetings is recognised but it is felt to be an unsound if understandable response to cease holding such meetings. Whilst the difficulty is acknowledged and the Inspectors were given examples of issues which could not be progressed due to union intervention, open communication is a very important means of allaying anxieties about change and thus enabling change to take place without opposition as staff have the opportunity of participating in the process of planning. Staff feel more positive about new ideas if they feel they can own them.

ii. Although the postholder stated that he did not find it difficult to meet the demands of a heavy workload and being a Senior Union Official it was apparent to the Inspectors that there was difficulty in separating Union business from the normal workload. It is not realistic to expect such a senior official of a union to be able to carry a full workload in addition to carrying out their union functions. Many Authorities recognise this by agreeing on the proportion of time the Official can be allowed. This has the advantage that the individual is not overloaded, it gives recognition to the importance of the work they undertake in their union capacity and as the Department employing the person is granted additional resources to make up for the time they have lost, the service is maintained.

**We recommend:**

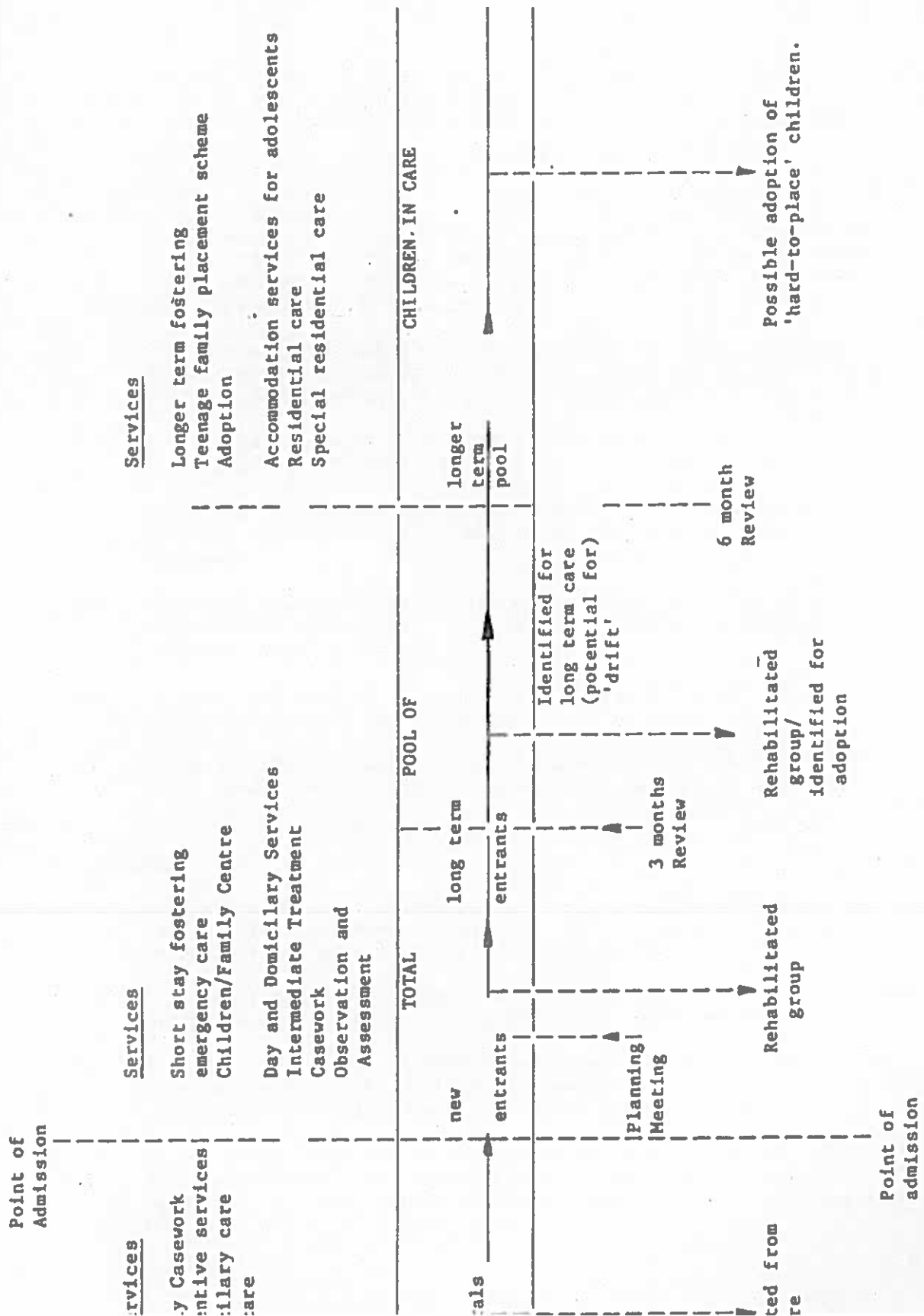
1. The Borough should re-consider the current arrangements made for the officials of ACTSS to carry out recognised trade union activity as well as their duties as employees.
2. A process for consultation with ACTSS should be established and adhered to by all concerned. This should be recognised as separate from consultations which managers are expected to carry out with their staff. There should also be established a clear structure for negotiations which should also be adhered to. The proposal put forward by the Union of Union Officials attending all meetings of the Senior Management Team of the Department is not appropriate and is another indication of the constant confusion between management and unions.
3. Full and open discussions about the future development of the Section should take place as quickly as possible. It has also been stated elsewhere that Officer in Charge meetings should be reestablished.

ESDL99

LB GREENWICH  
REVIEW OF RESIDENTIAL CHILD CARE SECTION

REFERENCES

1. Rowe J and Lambert L "Children who wait:", ABAFA 1973.
2. Milham S, Bullock R, Hosie K, Haak, M, "Children Lost in Care: The Family contact of children in Care", Gower 1985.
3. Packham J, Randall J and Jacques N "Who Needs Care? Social Work Decisions About Children" - Blackwell 1986.
4. Local authorities which have introduced Family Centres of this type include:
  - Avon
  - Cornwall
  - Devon
  - Derbyshire
  - East Sussex
  - Kent
  - Northamptonshire
  - Sandwell
  - Staffordshire
  - LB Wandsworth
  - LB Westminster
5. Thoburn J, Murdoch A and O'Brien A "Permanence in Child Care, "Blackwell 1986.
6. SCA/SWS. "Middle Management in Residential Social Work" - (The Ollerton Report) 1982.
7. Payne C and Scott T. "Developing Supervision of teams in field and Residential Social Work" NISW Pages No, 12.



## ANNEX B

### Child and Family Resource Centres

A number of Social Services Departments have developed establishments described variously as Family Centres, Childrens Centres or Resource Centres. Their modus operandi also vary considerably, but some of the common features are described below.

#### 1. Primary Aim

- 1.1 The primary aim is to provide emergency and short term residential care to children from the immediate locality. The maximum length of stay is 3 months and the establishment has the additional capacity to admit whole families if necessary.
- 1.2 The age range is from 5-12 years, although the upper limit is dependent upon available alternatives. There is some flexibility over chronological age, but extreme age ranges are to be avoided.
- 1.3 The emphasis of work is on clear, early decision making with a view to supporting the family unit and avoiding long term care.
- 1.4 Consequently children and parents are fully involved in planning meetings and all admissions are based on written agreements/- contracts.
- 1.5 Similarly field and residential workers, together with other members of the child care services are jointly involved in planning and managing individual cases.
- 1.6 If long term care is indicated an appropriate placement is identified and worked towards as soon as possible.
- 1.7 Plans are closely monitored and reviewed and appropriate procedures introduced to alert senior management when agreed targets are not achieved.

#### 2. Secondary aims

- 2.1 Once a satisfactory procedure has been established for the handling of short term residential cases the centre will introduce day care services as an alternative to residential care.
- 2.2 There will also be a gradual increase in outreach work, with centre workers visiting children and families in their own homes.
- 2.3 Both activities are intended to increase the scope for pro-active work with vulnerable families and consequently to reduce the likelihood of children having to be received into care.
- 2.4 In the longer term the centre will adopt an enabling role, assisting in the development of resources to help families in the local community, eg local groups, holiday schemes, latchkey schemes, local fostering and child minding schemes.



### 3. Staffing

- 3.1 A fundamental assumption in the provision of such centres is that the traditional role of the residential sector must change and that the concept of "rescuing" children will be replaced by one of supporting families.
- 3.2 With this goes a major change in the traditional role of the residential worker who will increasingly come to work directly with families and to operate for some of the time outside the residential setting. This has far-reaching implications for management, for the skill requirement of the job, for training and for grading. Ultimately residential workers will have to be as highly skilled as field workers and will have to be paid accordingly.
- 3.3 Similarly staffing establishments will have to be sufficient to allow staff to spend adequate time on intensive work with complex short term cases and also to develop outreach work, day care and wider preventive strategies.

### 4. Management

- 4.1 If such centres are to operate successfully they have to be located in and geared to the needs of local geographical areas.

This will only satisfactorily be achieved if the traditional distinction between residential and fieldwork management is removed.

- 4.2 The effective integration of the centre with other local child care resources will be achieved in the first instance by way of a local steering group or childrens panel.

### 5. Occupancy

- 5.1 Such centres will help to bring about changes in local practice with regard to child care planning and service provision. This will take time and in the early days occupancy may be high. However the increased focus of resources on early preventive and rehabilitation work will lead to a gradual reduction in occupancy and enable staff to spend proportionately more of their energies on other activities.
- 5.2 Since the centres will also need to retain sufficient spare capacity to house up to 5 children in an emergency, with or without their families, full occupancy will therefore cease to be an adequate measure of effectiveness or efficiency.

ANNEX C.

3000

Sent to:

DSS/AA

Mr. C. Maslin,  
Branch Secretary, A.C.T.S.S.

21st January, 1987.

Ms. C. Mundt,  
NALGO Social Services Convenor,  
c/o Lansdowne Lane.

Dear

D.H.S.S. Review

I am writing to confirm the proposals for inviting the Social Services Inspectorate at DHSS to assist in child care reviews in the borough. As you know, the Chair and Vice Chair have requested DHSS' involvement.

The proposal is to request assistance in a general review of residential child care services, and also at Ashburnham.

DHSS would be invited to assist in a review of the present contribution and planned future role of the children's residential section, and to make recommendations. This review should cover the functions, finances and management of the section. It should take into account relevant departmental policies on child care and also personnel, training and professional development issues. The approach would be for the DHSS officers to meet with all managers involved in the section, including unit managers, and they would also be willing to meet any other staff involved in this service.

Members have indicated their wish that the review should ensure a balanced provision making the best use of all available resources in the department. Members have requested that after-care services for children who have been in care should be included in the terms of reference.

I should also mention that Members wish that the review should take account of Council policies to introduce the 35 hour week and to achieve greater parity of conditions of service between field and residential social workers. DHSS comments would no doubt be on professional aspects of these policies, while conditions of service issues would be for local negotiation.

Continued

-2-

Additionally D.H.S.S. would be requested to undertake an inspection at Ashburnham. D.H.S.S. most recently reviewed three Greenwich children's establishments in 1982, and this review would be on well established lines, covering such issues as operational policy, standards of care and the integration of the work of the establishment with other relevant services. There would be an opportunity for DHSS to comment on the proposal made by A.C.T.S.S. for amalgamation with Erwood Road, and to make recommendations.

I have consulted with the DHSS inspectors and by adjusting their work programme, it should be possible for them to work on these issues in Greenwich in February/March this year. Taking into account DHSS' other commitments, I would welcome any comments you may have by Friday 30th January, and I look forward to hearing from you.

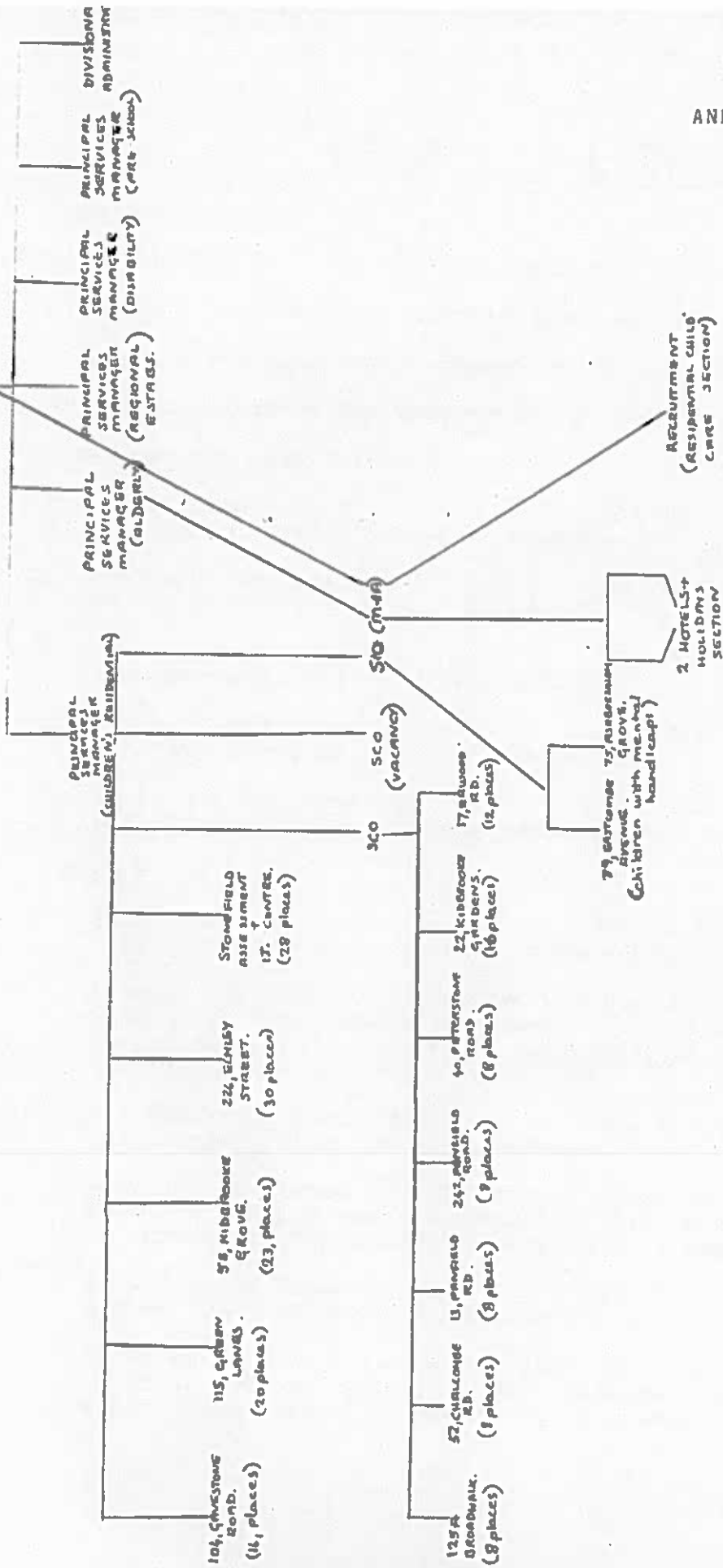
Yours sincerely,

M.J. Manby  
Director of Social Services

cc. Councillor David W. Clark  
Chair Social Services

Councillor C. Fay  
Vice Chair Social Services

## ANNEX D



RESIDENTIAL AND DAY CARE DIVISION (GREENWICH SOCIAL SERVICES).  
WITH PARTICULAR REFERENCE TO THE CHILDREN'S RESIDENTIAL SECTION.

APPENDIX E

LONDON BOROUGH OF GREENWICH  
DIRECTORATE OF SOCIAL SERVICES

A. Small Group Homes

The following five small group homes have a three-fold task:-

To prepare children to return to their own families.

To prepare children for placement in substitute families.

To prepare children for independent living.

Each home has eight places.

1. 125A Broadwalk, SE3. Tel. 856 0531  
Officer-in-Charge - [REDACTED]
2. 52 Chalcombe Road, SE2. Tel. 310 8673  
Officer-in-Charge - [REDACTED]
3. 13 Panfield Road, SE2. Tel. 310 3064  
Officer-in-Charge - [REDACTED]
4. 242 Panfield Road, SE2. Tel. 310 9844  
Officer-in-Charge - [REDACTED]
5. 40 Peterstone Road, SE2. Tel. 310 8064  
Officer-in-Charge - [REDACTED]

B. Medium Sized Homes

1. 115 Green Lane, SE9. Tel. 859 0226  
Officer-in-Charge - Position being advertised.

Provides 20 places for medium term care for older children with a view to prepare children for independent living, or occasionally return to their own family or a substitute family.

2. 104 Gavestone Road, SE12. Tel. 857 0666  
Officer-in-Charge - [REDACTED]

Provides 16 places for children of mixed age ranges. Again, preparing them to return to their own families or substitute families or independent living.

3. 22 Kidbrooke Gardens, SE3. Tel. 858 5421  
Officer-in-Charge - being advertised.

Provides 16 places for medium term care. Has some young children and one unit for older children and has the same functions as the other medium sized homes.

C. Large Homes

1. 58 Kidbrooke Grove, SE3.

Tel. 858 0117

Officer-in-Charge - [REDACTED]

Provides 23 places for adolescents mainly to prepare children for independent living and has links with outside units of accommodation. Also provides day care with under 5 year olds and works with their families.

2. 226 Elmley Street, SE18.

Tel. 855 5375

Officer-in-Charge [REDACTED]

Provides 30 places for children mainly up to 12-13 years. Undertakes some observation and assessment work and some medium term care. As in the case of other homes, prepares children to return to their own families or substitute families. Also provides day care for under 5 year olds and work with families.

3. Stonefield, 904 Sidcup Road, SE9.

Tel. 857 1117

Officer-in-Charge - [REDACTED]

Provides 28 places. Main function observation and assessment for older children. Also has a residential Intermediate Treatment Unit.

D. Homes for Mentally Handicapped Children

1. 75 Ashburnham Grove, SE10.

Tel. 692 5032

Officer-in-Charge - Vacant.

Provides long and short term care for 19 children. Some training towards independence as far as possible or adult fostering.

2. 79 Eastcombe Avenue, SE7.

Tel. 858 2178

Officer-in-Charge - [REDACTED]

Provides short term relief for eight children plus some day care.

E. Hostel for Girls

- 17 Erwood Road, SE7.

Tel. 855 6471

Officer-in-Charge - [REDACTED]

Provides 12 places for girls of 14 plus preparing them for independent living.

APPENDIX E

LONDON BOROUGH OF GREENWICH  
DIRECTORATE OF SOCIAL SERVICES

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Officer-in-Charge - [REDACTED]
4. 242 Panfield Road, SE2. Tel. 310 9844  
Officer-in-Charge - [REDACTED]
5. 40 Peterstone Road, SE2. Tel. 310 8064  
Officer-in-Charge - [REDACTED]

B. Medium Sized Homes

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Officer-in-Charge - Position being advertised.

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2. 104 Gavestone Road, SE12. Tel. 857 0666  
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Provides 16 places for children of mixed age ranges. Again, preparing them to return to their own families or substitute families or independent living.

3. 22 Kidbrooke Gardens, SE3. Tel. 858 5421  
Officer-in-Charge - being advertised.

Provides 16 places for medium term care. Has some young children and one unit for older children and has the same functions as the other medium sized homes.

C. Large Homes

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Officer-in-Charge - [REDACTED]

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2. 226 Elmley Street, SE18. Tel. 855 5375  
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Provides 30 places for children mainly up to 12-13 years. Undertakes some observation and assessment work and some medium term care. As in the case of other homes, prepares children to return to their own families or substitute families. Also provides day care for under 5 year olds and work with families.

3. Stonefield, 904 Sidcup Road, SE9. Tel. 857 1117  
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Officer-in-Charge - [REDACTED]

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[REDACTED]