Market Position Statement
for
Looked After Children and Young People
April 2018 – April 2021
What is a Market Position Statement?

Market Position Statements are designed to help care and support providers and the people who use care and support services in Newcastle understand what services are currently on offer in the City and also what we think these services should look like in the future. We are producing a range of these documents looking at different client groups and service models in the City.

In developing these documents we speak to people that use Social Care services, the people that work in services and the organisations that run them to understand what they think of what’s currently on offer and how they would like to see it change. We want to use these documents as the start of a conversation with providers, carers and people who use services, about the vision for the future of our Social Care market in Newcastle.

This document represents our Looked After Children Sufficiency Statement. It is part of a suite of documents that provide the key information and statistics on needs, demand and trends for the city. It should therefore be read in conjunction with:

- the Newcastle Future Needs Assessment
- The joint Wellbeing for Life Strategy
- The other Market Position Statements we have developed or are developing.

Links to these documents can be found at https://www.newcastle.gov.uk/business/tenders-contracts-and-procurement/market-position-statements

Who is it for?

This document is aimed at:

- existing and potential providers of placement services for Looked After Children, who will be able to use the information to develop their business plans to best support children and young people who are Looked After. Providers can learn about our intentions for what services in Newcastle will look like and use this to inform their own planning for the future;

- community stakeholders, including children and young people who are Looked After and their carers, to understand and shape the direction of travel in Newcastle;

- voluntary and community organisations and community and faith groups who make a key contribution to building and maintaining individual and community independence. We hope these partners, who may or may not deliver commissioned...
services, will be able to use the Position Statement to understand how their offers support children and young people who are Looked After;

- health and education colleagues, who will be crucial partners in ensuring appropriate health and educational interventions are delivered alongside social care interventions to support children and young people who are Looked After to fulfil their potential;

- people who are interested in starting up social enterprises or a business in this sector, who will be able to use this document to identify future opportunities in the market.

- social care managers and staff

Introduction
We know that all children and young people require a happy, stable home life if they are to achieve their potential.

We know that children and young people who cannot live with their birth parents do best if they can live with a family member or other person connected to their family.

We know that for those children and young people who do require local authority care, a stable, well-matched placement where they can live until they are prepared and ready to leave, is the single most influential factor in improving children's outcomes and creating the conditions from which they can go on to live successful adult lives.

We currently commission a range of services from a mixed market of internal and external providers working to ensure that placements are of the highest quality and cost effective.

Ensuring we have sufficient accommodation for children and young people in care and those leaving care is a core part of how we meet our broader duties to ensure that children and young people’s needs are fully assessed, and that effective care planning results in well matched placements able to meet the child’s identified needs. We are also seeking to create pathways between placement types, so that when needs change more appropriate alternatives are available.

We want to support children and young people to remain within their families wherever possible and prevent them from becoming looked after. Where this is not possible, we will seek to ensure sufficient accommodation is available to support children and families as early as possible. Our aim is to improve the choice
Our Vision
To be an effective, caring, and ambitious corporate parent

Our Objectives
To support children and young people to remain with their families wherever possible and ensure sufficient accommodation where this is not possible

Our Story
As at 31 March 2017 there were 535 Looked After Children in the care of the Local Authority and quality of accommodation for children; reducing placement breakdown and supporting better working together in order to reduce the numbers of children and young people coming into care. In addition, we will continue to provide, develop and commission services that deliver value for money.

In Newcastle, we take preventative action to support children and families so that fewer children and young people become looked after. Our Family Insights Project, Common Assessment Framework and Newcastle Families Programme arrangements set the direction of travel towards a more family centred, whole family approach, which encourages children’s, young people’s and adult services to identify child and wider family needs which extend beyond the individual they are supporting. Intervening early with a whole family approach can help avoid problems escalating to crisis level and reduce the number of families and individuals who need intensive support in the future.

Our Vision

We have high aspirations for our children and young people and will be strong advocates for them. We want to help the children and young people in our care to succeed in life. We are committed to being an effective, caring, and ambitious corporate parent. We care both about and for the children and young people in our care and seek to give them the skills they need to fulfil their ambitions. In addition, we expect all partners caring and working with our children to prioritise their educational needs as means of enabling them to achieve their full potential in life.

Our Objectives

This Market Position Statement forms part of our approach to corporate parenting. It describes the services we have and our commissioning intentions for the future. Our objectives are that:

• where possible, children and young people will live safely with their families, reducing the need to be cared for by intervening early
• children and young people receive the right services and remain in care for as little time as possible
• being in care does not prevent the child or young person from acquiring the skills which will help them have a successful and fulfilling future
• there is minimal disruption wherever possible to the education of our children and all partners work collaboratively to ensure continuity and stability in terms of education
• where is has been agreed that a child must be moved resulting in a move of school, all partners plan and work collaboratively, especially with the Virtual School to minimise negative impact
• we have a range of good quality local placements for children and young people, both those who are in care and those leaving care, offering local choice and achieving high levels of placement stability
• accommodation is safe and secure
• children and young people in care and those who are care leavers are supported to have improved outcomes

Our Story

A Looked After Child is one who is accommodated by the local authority, a child who is subject to an interim care order, full care order or emergency protection order; or a child who is remanded by court into local authority accommodation or youth detention accommodation.

Looked After Children may be placed with parents, foster carers (including relatives and friends), prospective adopters, in Children’s Homes or in secure accommodation.

As at 31 March 2017 there were 535 Looked After Children in the care of the Local Authority, representing a 7% increase on the previous year (500 Looked After Children were being supported on 31 March 2016).

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The table above shows that the number and rate of LAC have increased compared to 2015/16. During 2016/17 the Council saw a spike in demand for LAC placements and a higher than average proportion of complex children and young people requiring placements.

The pressures facing families in the city as a result of child poverty, cuts to income from working age benefits and from issues including mental health are significant and
show no sign of dissipating. This pressure is significant although it is not unique to Newcastle. We know that our Statistical Neighbours and our neighbouring authorities are facing similar challenges. We are 1.0 lower than our statistical neighbours, 2.0 higher than the North East average.

A recent survey by the MJ and the LGiU highlights that nationally Council’s consider Children’s Services to be their ‘top immediate pressure’. Strikingly the Council now receive 2.6 contacts an hour\(^1\), up from 1.7 contacts per hour in 2013/14 – an increase of over 4,500 contacts each year. Demand across our system has increased significantly. This has created pressure, particularly in long term social care (one of our main levers in preventing escalation to LAC) and in 16+ where we are required to provide financial support to a growing number of CYP. In addition, the pressure associated with LAC placements is significant. We have set out three scenarios based on trends over the last 7 years. They range from the optimistic (356 CYP) to the most conservative (680 CYP), with a median (531 CYP).

Using past trends to predict the future comes with caveats particularly with such a volatile population. However, this slide illustrates the potential range of our future LAC population. In response, our task is to ensure that we have the right cost effective placements available to appropriately meet the needs of CYP.

\[^1\] Based on a 12 month rolling average as at end December 2017.
What we do

Early Intervention

- CAMHS
- Common Assessment Framework
- Newcastle Families Programme
- MST Child Abuse and Neglect Service
- Family Group Conferencing

Foster Care

- Newcastle’s Foster a Future programme (in house)
- Newcastle’s Build a Future programme (in house)
- NE7 (The Council leads a consortium, working with 6 other local authorities in the region to contract with Independent Foster Care Agencies (IFAs), (known as the NE7)
- Staying Put requirements

What we do

Early Intervention

We have carried out a whole system review of family services from age 0-25 in order to develop investment opportunities for long term sustainable family support with a strengthened focus on prevention and early intervention services. This will enable us to expand the provision of early intervention services and help to reduce the need for children and young people to enter care.

To reduce the amount of time children and young people spend in our care, we have introduced frequent reunification meetings.

Through investment in our MST Child Abuse and Neglect Service, we work with children at risk of abuse and neglect to enable them to remain safely at home wherever possible. We are seeking investment in Family Group Conferencing, strengthening the involvement of wider family networks in planning and maintaining the safety of children and young people outside of the care system.

We will continue to look for additional opportunities to invest in evidence based preventative services.

Fostering and Staying Put

78% of our Looked After Children population were in foster placements at 31 March 2017, with 253 children in foster placements outside of the Newcastle boundary. We have seen the proportion of placements in Newcastle shift towards greater use of in house foster placements and away from external fostering placements. Challenges to this include ensuring sufficiency for large sibling groups, children and young people with high care needs and children and young people in the criminal justice system.

Along with six other Councils, we have worked together to develop a contract that ensures where a child or young person is placed into foster care we know that the service will support that child or young person to achieve the best outcomes possible (NE7).

Build a Future is our innovative tier 4 fostering offer, working with children and young people currently in independent residential placements to support them to step down in to more cost effective in house fostering placements. We are currently recruiting the fostering
What we do

Residential Care
- In house residential provision
- NE12 (The Council leads a consortium, working with 10 other local authorities in the region to contract with residential care providers, independent special schools and colleges and short break services)
- Secure Children’s Homes
- Secure Remand placements
- Unaccompanied Asylum Seeking Children
- High Care Needs placements
- NE12+ Independent Special Schools and Colleges
- 16+ Accommodation

Adoption
- Post Adoption Support Fund

Advocacy
Children’s advocacy; Independent Investigating Officers (IIO) (Children’s complaints), Independent Persons (IP) (Children’s complaints), Panel Chairs and Panellists for Stage three statutory Children’s Social Care complaints; Independent Persons for Secure Accommodation reviews

Newcastle Gateway to LAC
Overview and scrutiny panel for internal and external placement requests

households and we anticipate that this service will launch in May 2018.

Foster a Future is our established in-house fostering offer at tiers 1-3. We plan to invest in this service in order to recruit an additional 30 fostering households to increase our in-house capacity.

We support 36 young people in Staying Put placements. Formal arrangements are now in place with both internal foster care placements and with external IFA providers which will ensure this type of support continues to be available to young people who wish to remain with their foster carers.

We will continue to monitor foster placements to make sure they are effective, fit for purpose and support looked after children and young people to meet their goals.

We have identified the need to work with providers to encourage them to develop their range of foster carers, for example BME carers, those able to take sibling groups or teenagers as we recognise the need to increase opportunities in this area.

Residential care
We have two of our four in-house residential services rated as “Outstanding” by Ofsted with one rated “Good” and the other requires improvement. We are ambitious that all four services this year will achieve “Good” or “Outstanding”. We also ensure when procuring placements that the external providers we work with are rated as at least “Good” overall.

Most of our placements are within the City, however, we currently support 27 children and young people in residential placements which are outside of the City. For some, this is the right thing to do, for others, we have identified that the only reason they have been placed out of area is because we did not have a suitable placement available in the City. We have therefore reviewed the use of out of area residential placements and have identified the need to develop a service which can support children and young people who have complex needs.

The Council has led on the establishment of a Flexible Procurement Agreement on behalf of the participating Local Authorities and their respective Clinical Commissioning Groups (referred to as NE12) to purchase placements for children and young people in:
• Pre 16 and Post 16 placements within independent special schools and colleges; day placements; weekly boarder placements and 52 week residential placements;
• Placements in Residential Children’s Homes for children and young people aged 0-18 years;
• Placements in Ofsted registered Residential Short Break services for Children and Young People aged 0-18 years.

We also have in place our own local Independent Living Framework. Both of these initiatives have been designed to ensure the availability of the right cost effective placements.

We have also looked at our in-house services and know that our in-house residential units were and continue to operate at capacity. We have sought capital funding to rebuild one service identified as environmentally no longer fit for purpose. We are also seeking to develop and expand our existing residential care offer in the following ways to aid our placement sufficiency:

• We are seeking to develop a new Satellite Unit – a 3 or 4 bedroom property linked to Airey Terrace that we can access quickly to provide placements for complex children and young people. This provision will provide time to stabilise children and young people before sustainably stepping down to less expensive placements. We are working with the Fairer Housing Unit and YHN to secure a suitable property;
• We are seeking to develop a new adolescent hub, designed to make change with young people so that the majority are able to return home or step down to less expensive placements. The hub would also provide a skilled outreach offer that enables challenging adolescents to remain in non-residential placements. We are drawing on national best practice in the design of the hub. We are also working with the Fairer Housing Unit to identify suitable sites that would be subject to political and planning agreement. This proposal will not go live until 2020.

16+ unregulated supported accommodation

Unregulated support and accommodation services are available to young people aged from 16 years up to their 18th birthday. The Providers operating under this category will not be regulated or inspected by Ofsted, and are categorised as ‘unregulated’ provision.

“Accommodation for young people aged over 16 remains an area of challenge and fluidity and a provider can provide accommodation for young people over the age of 16 without registration. However, the level of care provided is not specified in the Care Standards Act and clearly some young people as they move into independent living require some level of support in order to make the transition. This level of care usually reduces over time and does not include the provision of meals, medication, personal care etc. The young people are free to come and go as they wish. Staff may be present for parts of the day and even overnight for security reasons but are not
providing direct care. These are unregulated settings and can operate without registration.” (Ofsted correspondence to Director of Children’s Service, 4 May 2017)

It is important to note that provision under this category will not include care responsibilities on the part of the Provider, and Providers will be working towards developing or sustaining young people’s capacity to live independently within the community and avoid unnecessary use of more intensive forms of care and support. The monitoring of all changes of placement and requests for placements is overseen by the Care and Resource Panel in order to provide senior management oversight of the types for accommodation used in support of care leavers or those preparing to leave care.

There were approximately 43 placements made under unregulated provision in the last five years and currently there are 12 young people aged over 16 in unregulated supported accommodation, place with 4 local providers.

We are currently working towards putting in place a Flexible Procurement Agreement for unregulated support and accommodation to commence during 2018. This will provide an approved list of providers of unregulated accommodation and support which can be used when required in accordance with an individual’s needs. In putting in a place a Flexible Procurement Agreement we are seeking:

- To manage the provider market more effectively – setting out clarity of terms in relation to price and quality
- Broadened range of options available for young people – more choice and control in the accommodation and support available
- A fast and efficient response when procuring ‘individual’ placements which can be ‘called off’ immediately (including clarity for young people, social workers and providers of options available)
- Wide geographical coverage
- A comprehensive list of suitable providers that are risk assessed and have been assessed as meeting required quality standards – continuously driving up quality of accommodation of support and outcomes
- A focus on outcomes and preparing for successful transition to adulthood, including longer term outcomes

Engagement and consultation with providers during 2016 and 2017 have help to shape the future arrangements which will include provision of:

Lot 1 – Multi-occupancy accommodation with 24 hour support, 7 days a week
Lot 2 – Dispersed accommodation (solo units) with one-to-one support 24 hours a day
Lot 3 – Dispersed accommodation (solo units) with a minimum of 5 hours floating support each week

Adoption
We have invested in increasing the capacity of our Adoption Service including the introduction of “Family Finders” and this has helped us to move children and young people through the adoption process in a timely manner.
We will continue to monitor the impact of this approach by looking at the number of children and young people adopted and the time taken to complete the process.

**Advocacy, Children’s Complaints and Independent Persons for Secure Accommodation reviews**

The Local Authorities have a statutory obligation to provide:

1. Children’s advocacy
2. Independent Investigating Officers (IIO) (Children’s complaints)
3. Independent Persons (IP) (Children’s complaints)
4. Panel Chairs and Panellists for Stage three statutory Children’s Social Care complaints
5. Independent Persons for Secure Accommodation reviews

The Council is currently lead Local authority, in collaboration with other regional Local Authorities, to put in place a single procurement solution to cover these five service areas via a competitive tender exercise. This exercise is ongoing.

**Placement Panel – Newcastle City Council Gateway**

We are reviewing our multi-agency Placement Panel arrangements, including the membership and terms of reference, to enable greater challenge and more consistent decision making and we have amended the timescale for reviews to increase opportunities for challenge by Independent Reviewing Officers. Newcastle City Council Gateway will act as an overview and scrutiny forum for LAC placement requests for both internal and external provision.

The Gateway will:

- Act as a gatekeeper for requests for LAC accommodation.
- Provide a regular forum and process to ensure effective planning to achieve identified outcomes.
- Confirm the validity/accuracy/currency of plans and other information about the Child/Young Person that will be used to source placements
- Review on a weekly basis all entrants into the Looked After system
- Consider the appropriate match of placement requests for both internal (in house), external and specialist resources.
- Review on a weekly basis exits from the Looked After system.
- Offer opportunity for appropriate challenge for placement options and choices.
- Develop and maintain an understanding of specific reasons for becoming Looked After in order to identify trends and resources needs.
- Manage and review uplift requests – amendments to existing placements that are not the result of a placement move; for example, increase in staffing levels.
- Ensure notice periods are managed to ensure the Council is not paying notice periods for planned moves
- Provide guidance to social workers

**Young People as Service Users**
Newcastle Care Leavers Council are a group of former Looked after Children aged between 16 and 25. During 2017, members have led on the following activities:

• We have attended several conferences around the country this year gathering information and sharing best practice with different authorities.
• We have shared our experiences and knowledge with other authorities to help them become aware of best practice with children in care and care leavers.
• We have spoken at regional meetings of the Chief Executives and heads of council sharing experiences.
• We have attended the annual Catch 22 conference in Salford and won two awards at the conference for best new Logo design.
• We have shared our views and voice with a range of local services and departments through a variety of formats to help professionals understand care leavers’ needs.
• We have developed and executed a training program for staff who work with young people in care or who have left care.
• We advocate for care leavers who need support within our group.

Newcastle Care Leavers Council members have reported the following in relation to their feelings about being in care

When going into care and moving around care we have felt:

Confused, Anxious, Nervous, Lost
Surprised, Tired, Angry, Suicidal, Happy
Hardened, Weird, Thirsty and Hungry
Trapped, Unsure, Depressed, Ill
Isolated, Panicky, Scared, Jealous
Over the moon!
Bereaved (WHEN WE HAVE LOST SIBLINGS)

Things that make it better:

Good foster carers who treat you like family
People who actually talk to you and don’t judge you
More support and training
Doing things we like
People who have time for us
Keeping a good social worker
Foster Carers and Res staff who do not give up
Having fun things to do, being around people who can make us smile and laugh

Being straight with us

Give us time to trust and don’t give up on us

Don’t ever get angry when we mess up

Voices for Choices - Viewpoint

In addition we also review information gathered from Viewpoint which provides an electronic on line questionnaire which seeks the views of LAC on all aspects of their care and the services provided.

Regular reports are compiled and Viewpoint continues to be completed by a significant proportion of looked after children and young people in Newcastle with the support of the two Viewpoint workers.

Who are our Looked after Children and Young People?

Of the 535 Looked After children and young people on 31 March 2017, 51% were male; 49% were female. 83% identified as white British with the highest proportion being 15 years or over. Of the 535 Looked after children and young people, 4 were unaccompanied asylum seeking children who were all male and over the age of 15. This represents less than 1% of the total looked after population.

107 children (20%) had a disability classification. 254 children were looked after under a full Care Order and 146 under voluntary Section 20 arrangements.

334 of the 535 children had been looked after continuously for at least 12 months. At 31 March 2017, 8% of children were in at least their third placement in a 12 month period, with one child having had seven or more placements in 12 months. Almost three quarters of children looked after continuously for 2.5 years have been in the same placement for 2 years or more. Newcastle compares favourably with statistical neighbours and the national average for both short and long term placement stability.

Placement type usage
Finances and funding

The charts on the below outline the total spend by Newcastle City Council on Looked After Children and young people for financial Year 2016-17.

Expenditure by placement type
What this means for providers

Where children and young people do need to become looked after, we need to strengthen our focus on permanency, increase discharges and reduce the amount of time children and young people spend in the care system, ensuring those who can, can return home as soon as it is safe and that families are supported to continue to keep them safe.

For those children and young people who can’t return home, we need to provide a suitable permanent home without delay to improve children and young people’s outcomes and encourage successful transition to adulthood. The Council believes that outcomes for children and young people are better met if they are placed near to their family and friends within a family setting, and therefore the aim is to place children and young people in or as close as possible to Newcastle, where appropriate. High quality placements within the local area can help to avoid disruptions to the child’s education or training, keep sibling groups together, where appropriate, and ensure better integration of services. We place a high priority on education needs as an important element in young people reaching their full potential and we will work with providers to ensure continuity and stability in the education provision for young people so as to minimise any disruption.

We will do this by actively recruiting local people who are able to adopt or foster children and young people using both informal advertising, e.g. word of mouth and formal publicity campaigns. We will particularly seek to recruit those who are able to support larger sibling groups.

There is an ongoing campaign to recruit more adopters to provide more opportunities for children and young people to be permanently placed with a loving family, where appropriate.

We also recognise that sometimes this approach will not be appropriate and the child or young person may need to be placed at a distance from a particular locality or certain individuals.

Effective commissioning, including jointly commissioning with regional authorities where
appropriate, will improve placement choice, reduce placement breakdown, increase value for money and support integration between looked after children and young people’s services, health and education to reduce numbers of children and young people becoming looked after in often high cost placements.

We work with other Councils in the region to develop opportunities for education, residential and building based short break providers. We have also identified a need to increase the number of in-house residential placements, including the potential to develop a “step-down” service which will support children and young people in their transition from residential care to independence.

We require providers to work with us and key stakeholders to maintain and stabilise placements in order to improve outcomes for children and young people through placement stability, to be flexible, driven and outcome focused to achieve multi-agency ‘wrap around’ responses to improve outcomes for looked after children and young people. In addition we will strive to wherever ever possible ensure young people have consistent and regular staff support which is conducive to achieving good outcomes. Consistently in staff support is appreciated by children and young people.

While we are not seeking to increase the numbers of places we have available, we will continue to work with providers to ensure that there is a comprehensive outcomes framework which can be used to ensure children and young people are supported to achieve their goals.

We want to improve outcomes for care leavers – we need to work closely with health partners and adults’ services to improve transition planning around the physical and emotional health needs of young people leaving care, particularly those who are vulnerable and at risk of not receiving the health services they need as adults. There needs to be greater focus on the need for providers to prepare young people for independence, this will include more emphasis on the provision of independent living skills for young people and focused support enabling access to education, employment and volunteering opportunities. We will continue to work with partners from health to improve the support children and young people in order to meet any continuing health and social care needs.
Wider support to Looked After Children

• The current Independent Visitors contract has been developed through the established sub-regional consortium which Durham Council leads.
• We have an established Alternative Education provision which consists of 28 providers. This has increased our offer than the previous contract and is available to the Virtual Head to use to source educational provision for looked after young people where required.
• Further work is needed to review the use of tutors and bespoke education provision for looked after children.
• The Newcastle Virtual School is charged with promoting the educational achievement of all the children looked after for the local authority. The Virtual School supports and challenges all partners to provide the best possible educational outcomes for our children and young people. The Virtual School takes a leading role on the Personal Education Plan (PEP) process and manages individual cases. We strive to provide the best outcomes with the overall aim of not changing placements for our children. However when a move is deemed necessary, we work with partners to ensure effective planning and no delay in finding schools placements where a child has to be moved. We also deliver activities direct to our children including primary and secondary teaching in maths and English, summer work experience placements and resources such as the Letterbox scheme.

You can find out more in our market position statement on Parental Needs here: https://www.newcastle.gov.uk/business/tenders-contracts-and-procurement/market-position-statements

Key contacts

Internal and external key contacts for organisations and service users who want to find out more / develop ideas with other organisations

Commissioning
Write to:
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NE1 8QH
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E-mail: kathryn.williams@newcastle.gov.uk

We will seek to update this Market Position Statement again in August 2018 when data for 2017-18 should be available