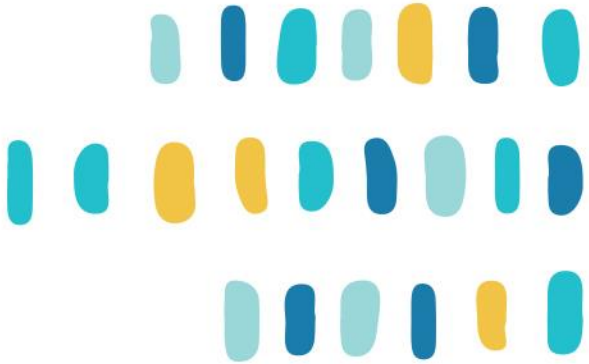
Government of **Western Australia**
Department of **Communities**



Building a Better Future
Out-of-Home Care Reform Program

Roadmap 2019 - 2023

September 2019

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Building a Better Future: Out-of-Home Care Reform in Western Australia (OOHC Reform Plan) was released in April 2016 and provides an overview of the requirements to reform the out-of-home care (OOHC) system to deliver improved outcomes for children and families. The Department of Communities (Communities) is committed to progressing the OOHC system reform in Western Australia (WA) in alignment with Communities' strategic plan and the shared objectives of Communities, Aboriginal Community Controlled Organisations (ACCOs), Aboriginal communities, peak bodies and community service organisations (CSOs) providing OOHC services.

Executive Summary

The Building a Better Future – Out-of-Home Care Reform Program Roadmap (the roadmap) has been drafted as a communication tool with the intention of articulating the context in which the new program plan for improving OOCH services will be developed and includes the background, justification, scope and high-level overview of work packages and a timeline for their implementation.

The commissioning of OOHC services, over the next three to four years, will be informed by Communities' Commissioning for Outcomes Framework and will require an integrated approach involving every division of Communities, and in particular:

- Policy and Service Design;
- Strategy and Transformation;
- Commissioning and Sector Engagement
- Service Delivery Metropolitan Services; and
- Service Delivery Regional and Remote Communities.

Genuine engagement, collaboration with, and involvement of ACCOs, CSOs, peak bodies, carers and Aboriginal community representatives and elders is critical to the effective implementation of reforms to commission OOHC services and the OOHC system more broadly. This roadmap has been drafted with the intent to:

- capture developments in the governance of the Building a Better Future OOHC reform program of work;
- provide an overview of the program of work integrating recommendations made by ACCOs, peak bodies and contracted CSOs via the OOHC Reform Project Independent Reference Group (IRG);
- initiate discussion and collaboration with key stakeholders to develop a shared understanding of the scope of work required to reform OOHC services; and
- establish a base-line from which to draft a new program plan in collaboration with the IRG.

The roadmap commences with background about the journey so far, and context for the journey ahead, including the current governance structure and key work completed and/or already underway.
The latter section explains the project management approach and agreed next steps to cement this approach moving forward; and the implementation approach that will be used to guide Communities through the commissioning phase.

Background

In **2014** the former Department of Child Protection and Family Support (CPFS) began consultations to develop a plan outlining reforms required for the OOHC service system. This accumulated in the launch of *Strategic Directions in Out-of-Home Care 2015-2020 Discussion Paper,* for public comment and was followed by the release of the *Building a Better Future: Out-of-Home Care Reform in Western Australia* (OOHC Reform Plan) in April **2016**.

Following the State Election in March **2017**, Machinery of Government (MOG) changes lead to the formation of the Department of Communities by merging CPFS with the Housing Authority, Disabilities Services Commission and some smaller teams and divisions from other former agencies. Commissioning of the Early Intervention and Family Support Services (EIFSS) continued. However, a business case put forward by Communities for the additional funding required to reform the whole WA OOHC system was not endorsed by the new Minister.

The Service Delivery Program Board (the Program Board) was formed in April **2018** to govern the Building a Better Future Out-of-Home Care Reform Program (the Program), following the Minister's decision not to endorse the business case and to retain the existing budget for the OOHC service system. A Program Justification was produced that outlined what could be achieved within the existing recurrent budget.
The justification presented four options for the consideration of the Program Board:

1. Complete current work and close the Program;
2. Use a commissioning model to focus on reforming existing contracts for provision of OOHC services by CSOs and ACCOs;
3. Focus on the gradual delivery of internal reform via practice and process change; or
4. Continue the Program as previously scoped, accepting a more gradual implementation approach.

Option 2 was endorsed by the Program Board as it included measures to address more critical issues, impacting on the stability and sustainability of the OOHC, than any of the other proposed options.
Further to this, the Program Board recommended that the structure of OOHC contracts be brought in line with current evidence-based, trauma informed child protection case practice. Improvements identified include:

- keeping Aboriginal children on country, connected to culture, kin and traditional lands in trauma informed and culturally safe and secure care arrangements;
- increasing access to services to treat trauma or address other needs specific to individual children;

- increasing access to specialist care arrangements that allowed sibling groups to stay together; and
- ensuring that new contracts offered value for money and were not awarded on a preferred service provider basis (current contracts had been extended multiple times without testing the market).

EIFSS contracts were awarded, and services implemented along with the Family Care Support Services and the Program Board formally decided to progress reforming and commissioning OOHC services provided by CSOs and ACCOs.

Implementation of the EIFSS was completed in **September 2019** and was handed over to Service Delivery Metropolitan Communities. Governance of this project sits with Service Delivery Executive. It is intended that the Family Care Support Services will also be handed over to the Service Delivery Metropolitan Services Directorate **October 2019**.

In **February 2019** Communities held an information session regarding the financial model of new OOHC services to be commissioned. Some CSOs and ACCOs expressed concerns regarding the financial model and the ability of the proposed service models to deliver outcomes for children. These concerns were raised with Communities via the Western Australian Council for Social Services (WACOSS) and this led to the convening of the IRG in **April 2019** to advise and support the Program Board regarding the commissioning of new services and the way forward.

The Program's governance was also enhanced by including representatives from the Departments of Finance and Treasury and the Aboriginal Policy and Coordination Unit at the Department of Premier and Cabinet.

In **July 2019**, the IRG recommended to the Program Board and agreement was reached to defer the procurement of OOHC services for at least 12 months to allow for further development of the service models and the completion of major tasks to be undertaken, in collaboration with Communities, during the deferment period.

In **August 2019** work commenced to extend the current OOHC and Leaving Care Service contracts to support the IRG's recommendation. This decision has provided an opportunity to refocus the delivery of the OOHC reforms in collaboration with the IRG and represented stakeholders.

Governance

The Service Delivery Program Board is the governing body responsible for:

- Ensuring the Program delivers within agreed parameters (quality, cost, schedule, organisational impact, expected benefits realisation);
- Resolving issues between the Program and other programs or business initiatives ongoing within Communities;
- Resolving strategic issues impacting the Program;

- Driving and managing change from the Program throughout Communities and across the community services sector to ensure benefits realisation.

It comprises a number of members and participants inclusive of the Communities and members from the other Agencies and sector groups. Membership includes

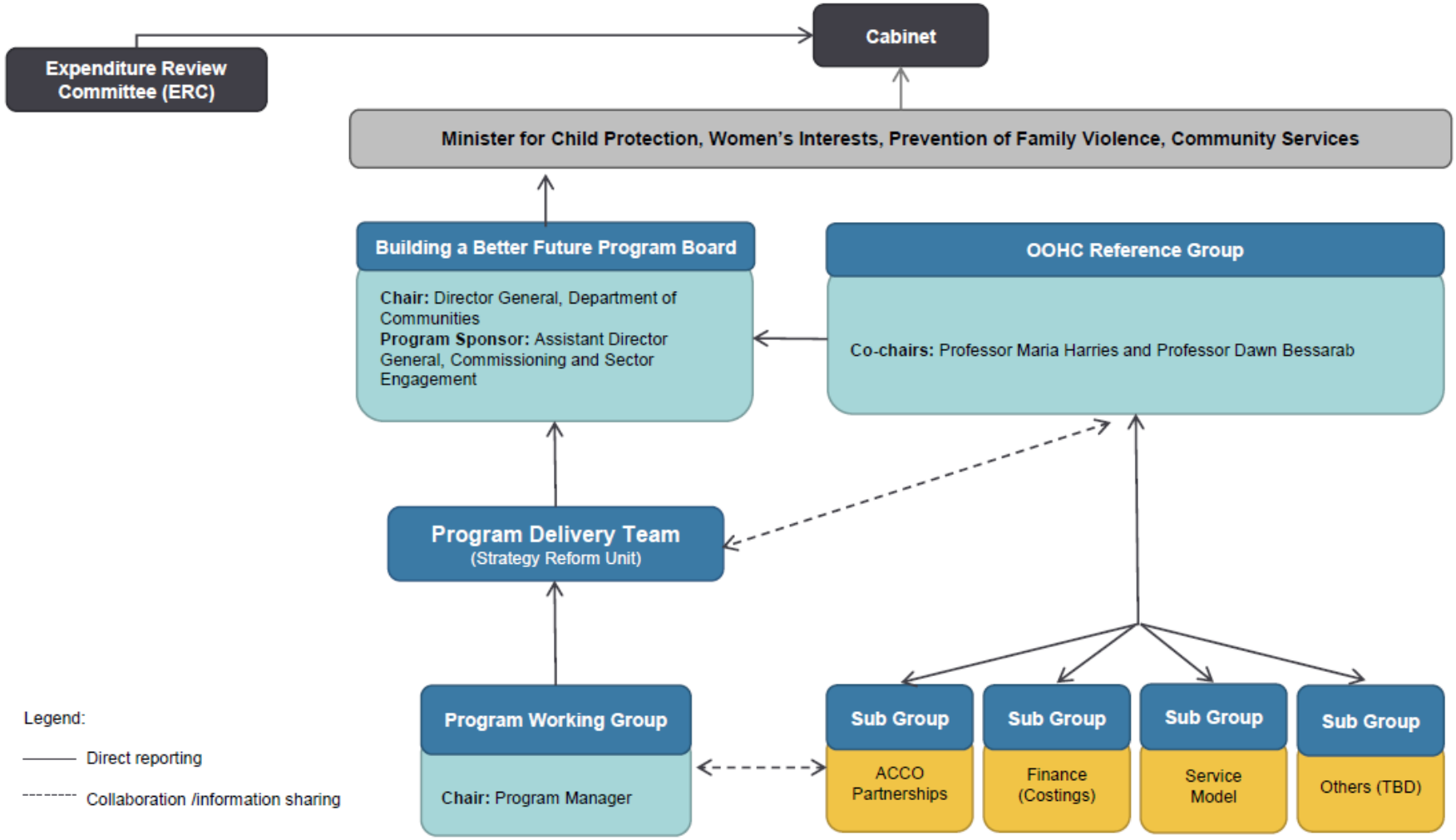
Department of Communities
- Chairperson - Michelle Andrews Director General, Department of Communities
- Program Sponsor – Brad Jolly, Assistant Director General, Commissioning and Sector Engagement
- Program Director - Robyn King A/General Manager, Strategy and Reform Unit
- Member - Jackie Tang ADG Metropolitan Service Delivery
- Member - Racheal Green ADG Regional Service Delivery
- Member - Glenn Mace Regional Executive Director, South East Metropolitan Service Delivery
- Member - Lindsey Hayles Regional Executive Director, Regional and Remote Service Delivery
- Member - Sue Budalich A/Executive Director Contracting
- Member - Liam Carren Executive Director, Business Services
- Cultural Awareness Advisor - Advisor Adam Tombs
- Cultural Awareness Advisor - Leza Radcliffe

Other Organisation Representatives
- Independent Advisor (Community Sector) - Maria Harries, Co-Chair of the OOHC IRG
- Independent Advisor (Community Sector) - Dawn Besserab, Co-Chair of the OOHC IRG
- Quality Assurance - Sarah Chardonneau, Aboriginal Policy Unit, Department of Premier and Cabinet
- Quality Assurance - Kate Ingham, Department of Finance
- Quality Assurance - Kylie Dalling, Department of Treasury

The IRG was established to provide strategic advice and support to the Program Board regarding reforming the OOHC system and related services, with a specific focus on the structure and efficacy of the proposed new services and funding models. Professor Maria Harries

accepted the invitation to independently chair the IRG in April 2019, and as of July 2019 the IRG has been co-chaired by Professor Dawn Bessarab.

OOHC Program Governance and Reporting



Justification for Reform

The OOHC Reform Plan outlines a suite of reforms in response to significant changes in the Western Australian community, including but not limited to:

1. population growth and the number of children living in OOHC having doubled between 2006 and 2016 (4,547 children were in care as at 1 January 2016);
2. an increasing proportion of Aboriginal children entering care (55% as at 31 July 2019);
3. the increasingly complex behaviours of children entering care; and
4. intensifying pressures on OOHC services to consistently provide stable, therapeutic care for these children and effectively address their needs.

Since publication of the OOHC Reform Plan, this number has grown. As of 31 May 2019 there were 5,363 children and young people living in OOHC in WA and of these, 2,929 were Aboriginal. Aboriginal children and young people now represent over 55 per cent of children in OOHC.

The OOHC Reform Plan provides an overview of system changes required to better identify and address the needs of vulnerable children and families in a sustainable and culturally responsive manner. These are summarised in the 72 reform actions which include:

- reforming OOHC services with a focus on reducing the rate at which children enter care, particularly Aboriginal children and providing stable care arrangements;
- developing and implementing a needs assessment tool;
- redistributing funding based on children's level of need;
- providing more supports to family carers;
- implementing the EIFSS with a prioritisation of Aboriginal families and a focus on cultural responsiveness in service delivery; and
- commissioning a range of new support services to support family carers, children on Special Guardianship Orders, young people leaving care and young parents with babies.

Figure 1 on the following page shows the percentages of reform actions that are in progress, have been completed, or are yet to commence.

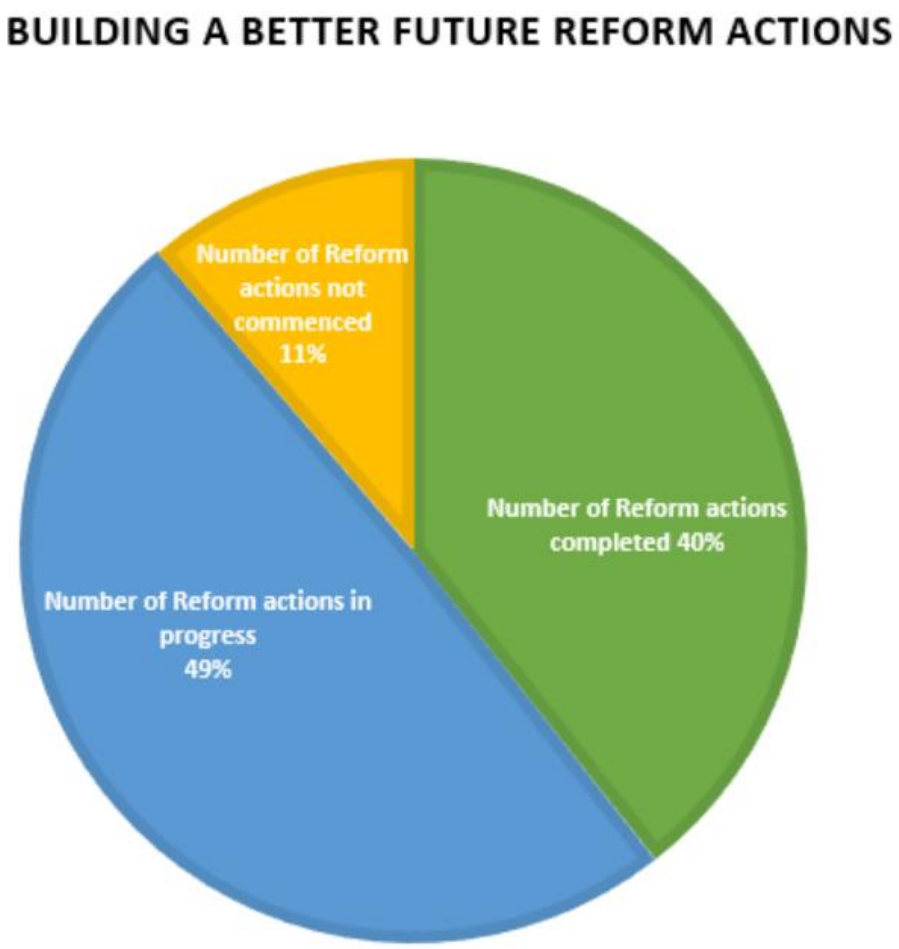


Figure 1: Percentage of total (72) reform actions that are in progress, have been completed, or are yet to commence.

Desired Outcomes

The desired reform outcome areas are guided by the OOHC Reform Plan and include the following for children in OOHC:

- Children live safely in a stable care arrangement.
- Children have strong physical, social and mental health.
- Children attend, participate and achieve in quality education.
- Children develop and retain deep knowledge and understanding of their life history and identity.
- Children are included by the system that supports them.
- Children leave care equipped with the resources to lead productive lives.

These outcome areas align with the *National Standards for Out-of-Home Care*. Communities' Policy and Service Design division and the Program Delivery Team will continue consultations with CSOs regarding the OOHC outcome areas and outcomes framework that will inform future service models.

Government Priorities and Focus Areas Driving Change

The WA State Government is restructuring the public sector to improve outcomes for Western Australians. The reform aims to strengthen efficiency and accountability in the public sector to deliver better services to the community. Additionally, OOHC reforms will be significantly shaped by recommendations from the Royal Commission into Institutional Responses Child Sexual Abuse (the Royal Commission), and changes to relevant state legislation. These and other government drivers are listed below:

- **Service Priority Review**: the OOHC reform is aligned to the direction of the Service Priority Review, particularly focussing on building a public sector focused on community needs – putting issues of community priority at the forefront of everything the public sector does.

- **WA Communities Services Outcomes Framework**: the focus on the delivery of outcomes for individuals and communities has been developed and implementation is currently under consideration.

- **Royal Commission recommendations**: on 27 June 2018, the State Government accepted or accepted in principle 289 of 310 Royal Commission recommendations. Areas of relevance to the OOHC reform include: legislative requirements to comply with child safety standards, independent oversight of safety standards, carer registration, mandatory carer accreditation, annual carer reviews, expansion of mandatory reporting, reportable conduct scheme and failure to report offence.

- **Communities Strategic Plan 2019-2023** outlines three focus areas: supporting individuals and families to lead their best life, mobilising local solutions, and creating and transforming.

- **Statutory Review of the *Children and Community Services Act 2004* and the *Adoptions Act 1994***: a number of Statutory Review recommendations are also subject to those of the Royal Commission and an Amendment Bill is being progressed through Parliament.

- **Foster Carer Refresh Project**: follows an announcement by the Minister for Child Protection, Hon Simone McGurk, that Communities will partner with foster carers to review carer processes including recruitment, assessments, support and how to work better together.

Current Status

Work has been underway to reform the OOHC system in alignment with the Reform Plan and its 72 reform actions since 2016 including understanding Communities' internal capacity requirements and making the necessary changes.

Work Completed

A number of reform actions have completed including, but not limited to:

- Restructuring district service delivery teams.
- Commissioning and implementing the EIFS services.
- Developing and implementing the Needs Assessment Tool (NAT) currently in the third year of use.
- Developing the Care Arrangement Support Costs (CASC) and undertaking an internal pilot.
- Revising and re-launching the Better Care Better Services safety and quality standards.
- Developing and implementing mandatory foster care preparation training.
- Undertaking the statutory review of the Children and Community Services Act 2004 and Adoptions Act 1994.
- Implementing the Outcomes Framework for Children in Out-of-Home Care in Western Australia.

Work in Progress

Work currently underway includes, but is not limited to:

- Further embedding the NAT for children in OOHC and aligning it with the CASC and Care Team Approach.
- Identifying changes to service delivery practices such as referral practices and recording and collection of data.
- Identifying changes to systems such as IT and contract management systems.
- Progressing the acquisition of required assets.
- Piloting a District Care House service model which will inform the Temporary Care House service model. Three homes are currently operating in the Armadale, South West and Peel districts
- Participating in IRG sub-groups and working with co-chairs to support the IRG and progress collaborative efforts.

IRG Recommendations, Priority Areas and Key Tasks

In addition to its recommendation to defer procurement of new OOHC services for at least 12 months, the IRG affirmed that work moving forward should focus on the following agreed priority areas:

1. Reducing the disproportionality of Aboriginal children in care in WA (the highest in Australia) and hence the prioritisation of state-wide ACCO leadership in design and service capacity building.
2. Capitalising on the Adverse Childhood Experience (ACE) study and international knowledge of trauma to ensure that all services are trauma informed and responsive (from first engagement with children and families, through OOHC arrangements, and to family reunification).
3. Comprehensively understanding and incorporating all relevant Royal Commission recommendations in planning and implementing the OOHC reforms.

4. Increasing early support to families facing adversity to increase their capacity to care for their children and thereby reduce the number of children taken into care.
5. Greater engagement of families in decision making throughout the families' involvement with statutory services, with the aim of supporting families and facilitating family restoration wherever it is both conceivable and safe for the child.
6. Clearly articulating the links between the elements of reform and the outcomes for children and families as well as systems.
7. The highest quality standards of care and support to ensure the wellbeing of children who need to remain in the care of the State.

Further to this, the IRG recommended a number of major tasks and considerations to be built into the progression of the OOHC reform (see Attachment 1: *Out-of-Home Care Reform Project Reference Group Interim Advice to Service Delivery Program Board* – 11 July 2019).

Interim Planning – IRG and Districts

Following the recommendation to defer procurement for 12 months, the IRG recommended using this period to address more immediate and incremental changes to OOHC services, with specific focus on:

- Integrating ACCO capacity building strategies and cultural competency guidelines into service models;
- developing regional plans and a locally-tailored service model for non-metropolitan regions; and
- ensuring the Outcomes Framework translates to measurable outcomes for children and families within service models.

The OOHC Program Delivery Team (Strategy and Reform Unit) is undertaking consultations with Communities' district offices regarding the deferment and interim planning at a district level for children in, and entering, OOHC.

All IRG major work areas have been re-structured into four (4) streams of work encompassing all work areas within the Program scope:

- Stream one: Commissioning and implementing OOHC services.
- Stream two: Interim service model changes and contract variations.
- Stream three: Internal systems, structure, policy and supports to provide and deliver OOHC services.
- Stream four: Strategic direction and management of the OOHC program.

Approach

The period of deferment approved from July 2019 to June 2020 by the Program Board has provided timely opportunity for the Program Delivery Team to review and renew the approach to implementing the OOHC reform. The work of the OOHC reform will align with other key strategic initiatives within Communities that are consistent with the IRG focus areas, such as:

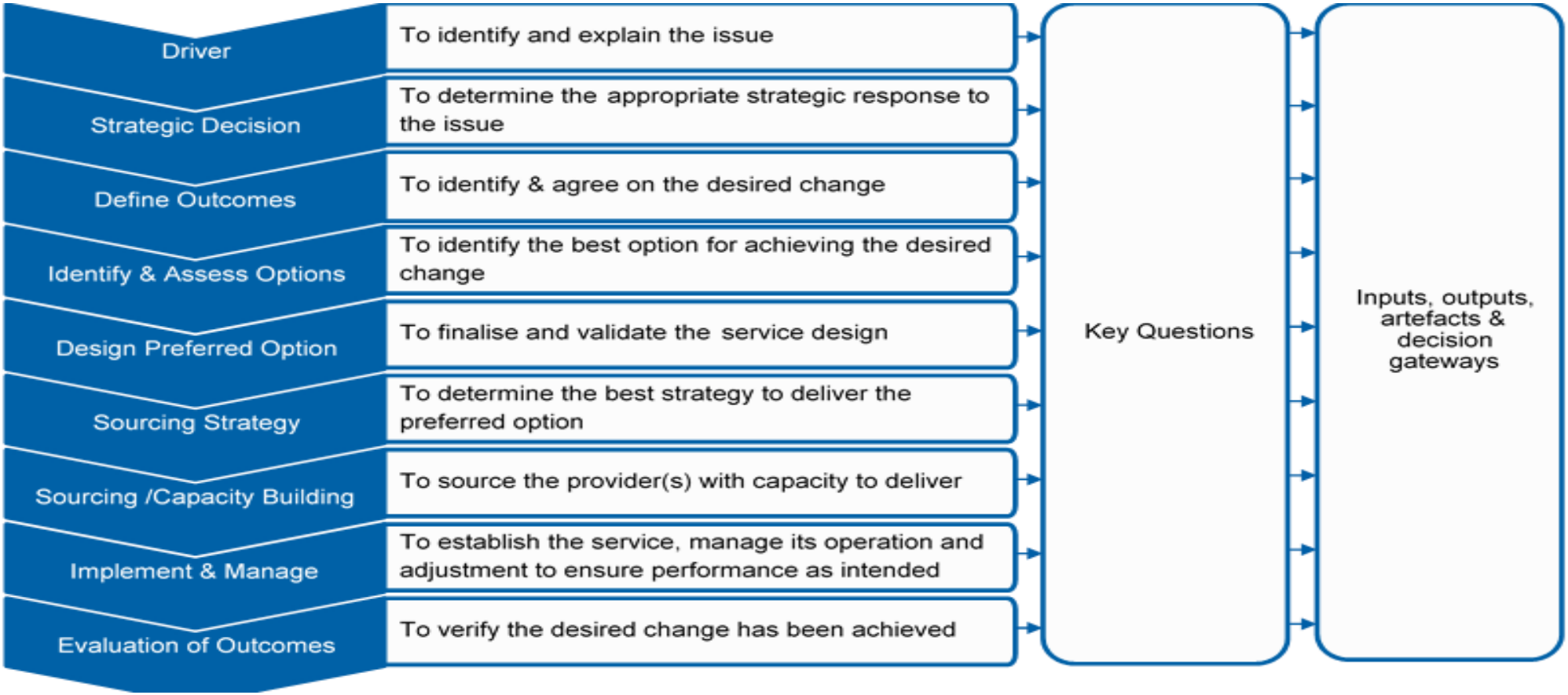
- A focus on place-based service design.
- The Commissioning for Outcomes Framework (recently approved) which places the needs of users at the centre of commissioning.
- A shift towards stronger stakeholder engagement and project management process and governance.
- An understanding of the importance of change management in successfully implementing change within organisations and delivering new services.

Commissioning for Outcomes Framework Approach

The Department of Communities has developed a Commissioning for Outcomes Framework (see Figure 2 below) based on the understanding that effective “commissioning” results in improving the delivery of public services using a strategic approach to the oversight of services, focussing on clearly defined outcomes and responding to community demand.

The process of commissioning encompasses activities required to: assess the needs of a population or cohort; specify the services required to meet those needs within a strategic framework; secure those services; and monitor and evaluate the outcomes.

Figure 2: Commissioning for Outcomes Value Stream



Stakeholder Engagement Approach

Communities is adopting an open and consultative approach to both the planning and implementation of the Program. Consultations will commence further to the Program Board's endorsement of this roadmap as the baseline from which to progress delivering the IRG sponsored work streams and the overall implementation approach and schedule for the project. This will continue throughout the delivery of the Program and all stakeholders will be consulted in relation to key issues of implementation that are likely to have an impact on their lives and/or organisations. Identified stakeholder groups include:

- Children in care and their families;
- Carers (inclusive of foster carers and paid carers);
- Aboriginal communities and elders;
- Current and potential future providers of OOHC services, CSOs and ACCOs;
- Communities staff;
- Government agencies providing allied services (Health, Education, etc.);
- Central government agencies providing assurance and advice (Departments of Treasury, Finance, the Premier and Cabinet);
- The Minister for Child Protection and Community Services (and Cabinet).

Project Governance and Project Management approach

Communities is committed to implementing a stronger approach to project governance for this program of work. This is based on both best practice methodology and lessons learnt, from this and other recent projects. Much work has already been achieved in relation to strengthening governance, including:

- Expanding the membership of the Program Board to include external government agencies providing assurance and expert advice.
- Creation of the IRG and appointing its co-chairs to the Program Board to provide expert advice on CSO and ACCO views, capacity and operations.

These achievements will be capitalised by introducing best practice in relation to project management, monitoring and reporting to ensure the Program Board receives accurate and timely information to inform decision making.

A comprehensive project plan covering all aspects of implementing the identified changes will be delivered once work has been completed on analysing the required changes to systems, processes, practice and enabling infrastructure. This will be inclusive of:

- An updated Governance Framework;

- Scope of Work, Project Approach and detailed delivery schedule;
- A Budget and Resource Plan;
- Risk Management Plan;
- Quality Management Plan;
- Stakeholder Engagement Plan and engagement schedule;
- Change Management Plan;
- Strategic Communications Plan and communications schedule and
- Implementation Plans for specific areas of work will also be delivered.

Change Management approach

A change management plan will be developed in consultation with key stakeholders across Communities and the community services sector to help drive successful delivery of outcomes from implemented changes. Change management activities will support project management and implementation activities by:

- Creating the authorising environment for the change especially at senior levels of management;
- Obtaining input from stakeholders (including staff) to inform project and implementation activities; and
- Building the readiness, willingness and ability of stakeholders to adopt new ways of working.

Additionally, the change approach will recognise the existing skills and experience of the Communities' and CSO workforces in implementing changes (at the micro level with individuals and families). The plan will provide a framework for leadership teams to systematically roll out the change in a manner that promotes successful delivery of the desired outcomes.

Work Streams

The below work packages and deliverables are informed by the recommendations, focus areas and major tasks identified by the IRG. Consultation with internal stakeholders including the Commissioning and Sector Engagement; Policy and Service Design; Service Delivery Metropolitan Communities; Service Delivery Regional and Remote Communities; and Strategy and Transformation divisions has also informed this work.

(Note: * subject to budget availability; ** subject to IRG regional representation)

Building a Better Future OOHC Reform Project: Work Packages						
Work Stream	**Work package**	**Deliverables**	**RACI**			
			Responsible (for doing the work)	**Accountable** (for deliverables being completed)	**Consult** (those who provide advice that informs decisions and deliverables – via two-way communication)	**Inform** (those who need to be informed after decisions are made, and/or on completion of tasks/deliverables with whom there is one-way communication)
Work Stream One: Commissioning and implementing OOHC services **In partnership with IRG**	District Care Homes	• Develop and implement an evaluation framework • Apply evaluation recommendations to new service models* IRG will: • Provide advice on how Communities can apply evaluation recommendations to new service models*	• CSE (Strategy and Reform Unit) • PSD (Intergovernmental and analytics)	• CSE (Strategy and Reform Unit)	• SDMC and SDRR (Armadale, South West and Peel District Offices) • Current Service Provider • PSD (Intergovernmental and analytics) • CSE (Contracting)	• Service Delivery Program Board • SDMC and SDRR • IRG • SDMC (Professional Practice Unit) • Corporate Operations (Finance and Business Services) • SDRR (Child and Care Connection Hub) • SDMC (Advocate for children in care)

	Development of cultural competency guidelines, protocols and service requirements	• Deliver workshops with the Department's Aboriginal Practice Leaders and identified community members to co-develop agreed cultural competency guidelines and protocols for service models • Develop minimum service requirements for OOHC services to deliver culturally safe services • Publish guidelines and protocols The IRG will: • Participate in workshops to co-develop cultural competency guidelines and protocols for service models	• CSE (Strategy and Reform Unit) • PSD (Children and Families) • IRG	• CSE (Strategy and Reform Unit)	• PSD (Children and Families) • CSE (Contracting) • Strategy and Transformation • ACCOs • CSOs (current) • Aboriginal Elders and community • Service Users (children, young people and families) • SDMC (Advocate for children in care)	• Service Delivery Program Board • Corporate Operations (Learning and Development)
	Stability for children	• Develop with CSOs, and Communities' district offices (the Districts), exit and transition guidelines to transition children and carers to new care arrangements and/or CSOs • Work with the Districts to develop a transition plan for each child (as required) • Establish mechanisms to provide support and guidance to transitioning carers The IRG will: • Co-develop with the Districts exit and transition guidelines for children and carers	• CSE (Strategy and Reform Unit) • IRG	• CSE (Strategy and Reform Unit)	• SDMC and SDRR service delivery • CSE (Contracting) • SDRR (Child and Care Connection Hub) • SDMC (Professional Practice Unit) • CSOs (incoming and exiting) • Service Users (children, young people, carers, families) • SDMC (Standards and Integrity) • CSE (Standards Monitoring Unit) • SDMC (Advocate for children in care)	• Service Delivery Program Board • Service Users (children, young people, carers, families)

	Funding components	• Determine costs for the delivery of OOHC service models factoring in the outcomes from the CASC work package • Source and establish the budget for OOHC service models • Commission an independent consultant to provide advice on the impact of industrial relations requirements of service models • Co-develop solutions to address industrial relations requirement • Develop solutions to address sustainability concerns for the delivery of service models The IRG will: • Co-develop solutions to address industrial relations requirements	• CSE (Strategy and Reform Unit) • Corporate Operations (Finance and Business Services)	• Corporate Operations (Finance and Business Services)	• IRG • SDMC and SDRR • CSOs (current) • ACCOs • Service Users (children and young people) • SDMC (Professional Practice Unit) • CSE (Contracting)	• Service Delivery Program Board • Corporate Operations (Learning and Development)
	Service model design	• Co-design with the community services sector how the service model will best achieve the outcomes for children and address local need in metropolitan and regional locations • Develop service model requirements The IRG will: • Co-design with the sector how the service model will best achieve the outcomes for children and address local need in metropolitan and regional locations • Participate in service design workshops** • Provide advice on potential collaborative trials to refine service models and costings	• IRG • PSD (Children and Families) • CSE (Strategy and Reform Unit)	• PSD (Children and Families)	• Service Users (children, young people, carers, families) • Aboriginal Elders and communities • CSOs (current) • ACCOs • SDMC and SDRR • SDMC (Professional Practice Unit, Advocate for children in care) • CSE (Contracting) • Corporate Operations (Learning and Development, (Legal and Business Services)	• Service Delivery Program Board

	Care Team Approach	• Undertake a current state analysis to understand sector and district concerns relating to the Care Team approach • Co-develop and deliver solutions in conjunction with other relevant divisions of Communities, such as the delivery of training packages • Align the Care Team approach to other processes required to support OOHC arrangements such as care planning and review of the NAT The IRG will: • Undertake a current state analysis to understand sector and district concerns • Co-develop solutions to improve the Care Team approach	• SDMC (Professional Practice Unit) • IRG • CSE (Strategy and Reform Unit)	• SDMC (Professional Practice Unit)	• PSD (Children and Families) • CSE (Contracting) • SDMC and SDRR • Corporate Operations (Learning and Development) • CSOs (current)	• Service Delivery Program Board
	Needs Assessment Tool (NAT) embedment and support	• Test the robustness and elasticity of the NAT. • Establish case practice requirements and mechanisms for care teams to assess children's needs as part of the care planning process • Analyse and plan for future trends	• CSE (Strategy and Reform Unit) • SDMC (Professional Practice Unit) • IRG	• CSE (Strategy and Reform Unit)	• SDMC and SDRR • CSOs (current) • PSD (Children and Families)	• Service Delivery Program Board • Corporate Operations (Finance and Business Services) • CSE (Contracting) • SDRR (Child and Carer Connection Hub)
	Industrial relations	• Secure services of consultant • Deliver report regarding industrial relations requirements in relation to OOHC	• CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• CSE (Contracting)	• Service Delivery Program Board • IRG
	Capacity building and ACCO partnerships	• Participate in the development of the Department's ACCO Strategy and apply the strategy to the OOHC Reform	• Strategy and transformation • IRG	• Strategy and Transformation	• CSE (Strategy and Reform Unit, Stewardship) • SDMC and SDRR	• Service Delivery Program Board

		• Understand the current capacity of the market to partner and identify activities to build the capacity of the market/sector to enable sustained and effective partnerships
		• Develop ACCO partnership requirements for service models
		
		The IRG will:
		• Provide advice to the ACCO Strategy co-design group on OOHC matters
		• Capitalise on the success of current ACCO partnerships and act upon existing opportunities
		• Provide advice on how Yorganop can contribute to trialling:
		  ○ Flexible coordination arrangements to reduce children coming into care
		  ○ Initiatives to increase family reunification outcomes
		  ○ Initiatives to build capacity of regional ACCOS
		• Participate in ACCO capacity building activities
					• ACCOs
					• Aboriginal Elders and Community
					• CSOs (current)
					• SDMC (Professional Practice Unit, Advocate for children in care)
					• PSD (Children and Families)
					• Corporate Operations (Learning and Development)	

	Reporting against outcomes	• Co-deliver workshop to:
		  ○ clarify the principles for care and protection in WA
		  ○ articulate conceptual framework for service design
		  ○ specify measurable outcomes for children and families
		• Co-develop a shared outcomes framework
		• Co-consult with young people, representative of the mix of children in care, on the desired outcomes
		• Develop data recording tools and systems
			• CSE (Strategy and Reform Unit)
			• PSD (Intergovernmental and analytics)
			• IRG
				• CSE (Strategy and Reform Unit)	• CSOs (current)
					• SDMC (Professional Practice Unit)
					• CSE (Contracting)
					• Service Users (children and young people)
						• Service Delivery Program Board
						• SDMC and SDRR

		The IRG will: ○ Co-deliver workshop to: ○ clarify the principles for care and protection in WA ○ articulate conceptual framework for service design ○ specify measurable outcomes for children and families • Co-develop a shared outcomes framework • Co-consult with young people, representative of the mix of children in care, on the desired outcomes				
Work stream two: Existing service model changes and contract variations **In partnership with IRG**	Design and negotiate changes to existing service models (OOHC)	• Co-develop solutions to address ○ vacancy rates ○ matching requirements ○ use of psychologists to provide therapeutic care ○ emergency care placements and minimum nights ○ care team approach ○ reunifying children with their families as/where appropriate • Participate in negotiations for contract variations • Implement contract extensions The IRG will: • Co-develop solutions to address ○ vacancy rates ○ matching requirements ○ use of psychologists to provide therapeutic care ○ emergency care placements and minimum nights ○ care team approach	• IRG • CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• SDMC (Professional Practice Unit, Advocate for children in care) • SDMC and SDRR • CSOs (current) • Service Users (children and young people)	• Service Delivery Program Board

		○ reunifying children with their families as/where appropriate				
	Contract extensions and variations (Leaving Care)	• Participate in the Young People Leaving Care (YPLC) working group to implement recommendations from the Office of the Auditor General (OAG) • Implement contract extensions • Participate in negotiations for contract variations	• CSE (Contracting) • IRG	• CSE (Contracting)	• CSOs (current) • SDMC (Professional Practice Unit) • SDMC and SDRR • Service Users (children and young people) • Leaving Care Working Group	• DG • Service Delivery Program Board
Work stream three: Internal redesign to support implementation of OOHC	Acquisition of houses	• Identify housing requirements and location requirements • Identify funding sources and options to secure houses required • Source houses through existing stock and through other sources e.g. new stock, building, etc. • Identify budget requirements for maintenance and repair costs • Develop policies and procedures regarding maintenance and repairs processes and responsibilities	• CSE (Strategy and Reform Unit) • SDMC (Service Delivery Central) • Corporate Operations (Facility Management)	• SDMC (Service Delivery Central)	• SDMC (Professional Practice Unit) • SDMC and SDRR • CSE (Contracting) • Corporate Operations (Legal and Business Services)	• Service Delivery Program Board
	IT system changes	• Identify current business processes • Identify and design new business requirements for system changes • Implement business system changes • Create mechanisms for data collection including processes and recording requirements The IRG will: • Advise on sector requirements for data collection and information sharing	• CSE (Strategy and Reform Unit) • Corporate Operations (Information Systems and Corporate Performance)	• Corporate Operations (Information Systems and Corporate Performance)	• IRG • CSE (Contracting) • PSD (Children and Families) • SDMC (Professional Practice Unit) • Corporate Operations (Information Systems and Corporate Performance) • SDMC and SDRR	• Service Delivery Program Board • Users of client and business systems

					• CSOs (current and incoming) • SDRR (Child and Carer Connection Hub)	
	Role and function of children and carer connection hub	• Determine impacts on current Hub work and practices. • Recommend changes to Hub work and practices • Implement changes to Hub work and practices	• SDRR (Child and Carer Connection Hub) • CSE (Strategy and Reform Unit)	• SDRR (Child and Carer Connection Hub)	• SDMC and SDRR • Corporate Operations (Learning and Development) • CSE (Contracting)	• Service Delivery Program Board
	Role and function of contract management	• Determine impacts on current contract management work and practices. • Recommend changes to contract management role, function and practices • Implement changes to contract management role, function and practices	• CSE (Strategy and Reform Unit)	• CSE (Contracting)	• SDMC and SDRR • Corporate Operations (Learning and Development) • SDRR (Child and Carer Connection Hub)	• Service Delivery Program Board • CSOs
	Program evaluation	• Develop an evaluation plan for OOHC service models • Implement the evaluation framework • Deliver an evaluation report	• PSD (Intergovernmental and analytics) • CSE (Strategy and Reform Unit)	• PSD (Intergovernmental and analytics)	• SDMC (Professional Practice Unit) • SDMC and SDRR • CSE (Contracting) • CSOs (current) • Service Users (children, young people, carers, families)	• Service Delivery Program Board • IRG
	Resource Allocation Model (previously CASC) development and roll-out for	• Develop a model to allocate resources for care arrangements • Implement resource allocation framework for all children in CSO care arrangements • Implement resource allocation framework for all children in OOHC* The IRG will:	• CSE (Strategy and Reform Unit) • Corporate Operations (Finance and Business Services)	• CSE (Strategy and Reform Unit)	• SDMC and SDRR • SDMC (Professional Practice Unit) • SDRR (Child and Care Connection Hub) • PSD (Children and Families)	• Service Delivery Program Board • CSOs (current) • IRG • Carers • Corporate Operations (Learning and Development)

	all children in care	• Provide advice and information on resource allocation framework to develop a sustainable costings model			• Corporate Operations (Legal and Business Services) • Service Users (Family Carers)	
	Procurement documentation and evaluation	• Co-develop timelines and approach with key stakeholders including Department of Finance • Communicate timeline and approach with the community services sector (including both Aboriginal and non-Aboriginal service providers) • Complete procurement documentation • Advertise tenders • Undertake panel evaluation • Award contracts • Implement services	• CSE (Contracting) • CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• Corporate Operations (Legal and Business Services) • SDMC (Professional Practice Unit)	• Service Delivery Program Board • SDMC and SDRR
Work stream four: Strategic direction and management of OOHC program	Strategic alignment to government and Communities' priority areas	• Incorporate government strategic priorities into OOHC service system. • Incorporate Communities' strategic direction into OOHC service system	• CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• Service Delivery Program Board • IRG • PSD (Children and Families) • SDMC (Professional Practice Unit) • CSE (Contracting)	

	Program management	• Revise and implement a:
		  ○ program plan and work packages
		  ○ stakeholder engagement plan
		  ○ risks and decision register
		• Report to Service Delivery Program Board on milestones, risks and progress of program plan
		• Report to Minister as required
		The IRG will:
		• Chair the Independent Reference Group
			• CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• Service Delivery Program Board
					• IRG
					• PSD (Children and Families)
					• SDMC (Professional Practice Unit, Advocate for children in Care)
					• CSE (Contracting)	

		• Provide program support and coordination of IRG activities • Report to the Service Delivery Program Board on advice, deliverables, risks and other matters as they arise			• ODG (Corporate Communications) • Corporate Operations (Finance and Business Services, Learning and Development, Legal and Business Services) • SDRR (Child and Carer Connection Hub) • Strategy and Transformation	

	Change management	• Develop and implement a:
		  ○ change management plan
		  ○ communication plan
			• CSE (Strategy and Reform Unit)	• CSE (Strategy and Reform Unit)	• Service Delivery Program Board
					• IRG
					• PSD
					• SDMC and SDRR
					• CSE
					• ODG
					• Corporate Operations
					• Strategy and Transformation	

Scope

The agreed scope of the Program includes:

- Integration and application of the IRG recommendation and major tasks[1] and advice relevant to the OOHC reform, not limited to, and including:
    - Incorporating principles and outcomes for children developed in collaboration with the IRG into all other deliverables.
    - Reviewing finances associated with OOHC services delivered by the community services sector to establish equitable and sustainable funding rates.
    - Other findings and recommendations identified by the IRG in accordance with the agreed and revised Terms of Reference (to be confirmed in September 2019).
- Contract extensions for current providers of OOHC and Leaving Care Services to cover the period of the deferment (inclusive of incorporating some elements of the OOHC Reform into current contracts).
- Delivery of regional service delivery Interim Plans and support of Service Delivery Metropolitan and Regional and Remote Communities executive and district directors implementing these plans.
- Completing implementation of the Needs Assessment Tool.
- Strengthening the Care Team Approach internal to Communities and in partnership with service providers across the whole system.
- Determining reportable outcome measures within OOHC service models and a plan for evaluating services.
- Undertake collaborative trials with interested service providers to refine the service models and costings for a range of levels of need and care arrangements. NOTE: These trials will be subject to the constraints of existing budgets.
- Seek advice on the workforce, award wage and Occupational Health and Safety (OHS) requirements of the proposed model in relation to proposed staffing levels, rosters and other arrangements, including levels of care required a to implement Royal Commission recommendations, national standards and agreements.
- Commissioning of new OOHC services.
- Development and delivery of a strategy for building ACCO capacity to deliver OOHC and incorporate this into delivery plans, change management plans, service models and contracts.
- Acquisition of housing suitable for use in delivering OOHC services and establishing appropriate maintenance budgets.

[1] *Out-of-Home Care Reform Project Reference Group Interim Advice to Service Delivery Program Board,* 11 July 2019

- Ensuring Communities' internal business practice, processes and policies required to operationalise new service models are implemented.
- IT Systems changes to support internal business process practice change.
- Consultations on, and finalisation of the Stability for Children processes.
- Implementation Plans including checkpoints for both service providers and Communities to ensure business readiness for the changes.
- Change management (internal and external) including communications and stakeholder engagement to support, enable and embed changes.
- Project management documentation, products and processes (including governance, project controls for risks and issues etc).
- Co-design of service models and development of business cases for the following initiatives (to be added to scope if, and when, business cases are approved):
    - Support services (Special Guardianship Orders and After Care Support Services);
    - New Leaving Care Services;
    - Parent and Baby Support Service;
    - CASC funding for all children in care; and
    - More and enhanced support to family carers.
- Managing and reporting on identified risks, and associated mitigation strategies, to the Program Board and Minister Child Protection and Communities.

Constraints

- All children with a care arrangement at commencement of implementation will be provided with stability and continuity throughout the implementation of this Program. NOTE: from time to time care arrangements break down and children end up in emergency care arrangements, if this does occur during the implementation phase, then this cannot result from poor implementation planning or delivery.
- Changes to the Program must not impact on currently defined benefits (see Program Justification in this document). New benefits may be added, but existing ones cannot be eroded.
- State Government budgeting process will be delayed in the 2021-22 financial year due to the March 2021 election, consequently this will delay approval of any business cases that Communities cannot self-fund, delivered after October 2019 mid-year budget review until after the State Election.
- No contracts can be signed, or other major commitments undertaken or agreed between December 2020 and 13 March 2021 due to the Caretaker Period leading up to the State Election in March 2021. Additionally, it is unlikely that anything of this nature could be put in place in the two months immediately following the election (March and April 2020).

- The Program timeframe for implementation of new CSO OOHC contracts cannot be extended again without testing the market via an Open Tender process.

Assumptions

- The Director General and the Corporate Executive has a vested interest in embedding the OOHC reform and communicates this as a priority to Communities staff.
- Leaders at all levels make themselves available to actively and visibly support activities required to embed OOHC reform activities relating to project management, change management and implementation.
- All relevant stakeholders will collaborate and participate in the co-design workshop/s, and this will result in service models that are accepted by all.
- The Program Delivery Team will be sufficiently resourced following approval of the roadmap and has capacity to carry out the work required to embed the OOHC reform.
- There is budget available to support project management, change management, implementation and evaluation activities (i.e. travel, video production, evaluation).
- Communities' divisions and business areas are informed and engaged on projects of work and held accountable for project delivery.
- Metropolitan and Regional Service Delivery divisions will take responsibility for delivering all measures identified in the Interim Plans, with support from the Program Delivery Team other than: those requiring a business case for further funding, or those to be delivered via contract variations with existing CSOs.
- Communities Financial Management Team will find budget (or Treasury will provide budget) in the 2020-21 and 2021-22 financial years to meet any additional funding requests made by current OOHC service providers (particularly those impacted by the ending of commonwealth ERO funding) to continue providing OOHC services until implementation of new services is completed.
- There will be no additional recurrent funding (other than demand funding) for the OOHC service (beyond what is needed for contract extensions), without a business case being delivered and approved prior to October 2019 (in the mid-year budget process) for inclusion in the Communities budget bid for the 2020-21 financial year.
- At the discretion of Policy and Service Design and the Service Delivery Program Board service design of new services may commence during the timeframe covered by this roadmap, however new business cases for service model funding and project resources will need to be delivered and approved before these unfunded initiatives commence delivery (inclusive of: SGO Support Service, After Care Services, New Leaving Care Services, Parent and Baby Support Service, more support to Family Carers).

- There will be no major operational issues for Communities or service providers associated with implementing new co-designed service models for CSO care arrangements, without equivalent changes to Communities care arrangements (e.g. without implementing CASC for all children in care).
- The IRG has sufficient support (resources) to deliver to this roadmap.
- Other divisions and teams within Communities (e.g. Policy and Service Design, Financial Management Services, Client Applications) have sufficient resources to deliver this roadmap, alongside other activities that are priority areas of work.

Interdependencies

The following interdependencies will impact on the OOHC project:

- Communities is in the process of enhancing the capability of Assist. This is due to be completed July 2020.
- During deferment, the number and quality of safe and stable care arrangements available to children in OOHC. Any decrease in service provision of an already constrained system will increase risk for children in OOHC.
- Stability and Connection Policy roll out for children in care.
- Ongoing transformation of the Department of Communities following the integrations of Departments.
- Aboriginal Representative Organisation engagement process and roll out and other actions resulting from Statutory Review recommendations.
- Recommendations from the Royal Commission into Institutional Responses to Child Sexual Abuse and the Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability.
- Implementation of ACCO capacity building mechanisms in accordance with Communities' ACCO Strategy.
- Legislative Review of the Children and Community Services Act 2004
- Budget processes to secure funding for houses.

Risk and Issues

RISK or ISSUE	RISK RATING	CONTROL	RESIDUAL RISK
During deferment, the number and quality of safe and stable care arrangements available to children in OOHC. Any decrease in service provision of an already constrained system will further place children in OOHC at extreme risk.	Extreme	Negotiate safe and stable care arrangements for children in OOHC via variations to contract extensions.	High
Communities unable to afford services designed via co-design process	High	Ensure the co-design process considers and takes into consideration budget constraints	High
Lack of success between community sector organisations and Aboriginal group partnerships	High	Engage capacity building programs for equal and joint MOU development between ACCOs-CSOs.	High
Lack of Authorising Environment – a Program Business case has not been approved at the highest levels. Program is limited in which projects it can deliver from the scope of the reform as a result.	Extreme	Engage with accountable business areas for resourcing and support.	Medium
Lack of buy-in and support from senior leaders impacts the authorising environment required to drive change	High	Engage the sponsor and Program Board (chairperson is the DG); apply change and stakeholder management strategies	Medium
Legacy projects impact capacity of Program Delivery Team to deliver	Medium	Set priorities; re-allocate work	Low
Communities selected business areas do not deliver with accountable projects of work.	Medium	Engage with accountable business areas for responsibility. Supported and endorsed by Communities' senior leadership.	Low
Change of state Government impacts on Communities' direction with the project.	High	Apply mitigation and contingency plans into projects of work.	Medium
Realistic FTE resourcing for delivery of projects.	High	Resourced FTE endorsed/supported from senior leadership.	Low
Creation of a two-tiered system for children in OOHC where funding is available for CSO care arrangements (via CASC funding) but not in Department of Communities care arrangements.	High	Apply for adequate financial models for all children in OOHC in 2021-22 Treasury budget.	High

Quality Management

Development of a clear quality management framework is critical for ensuring that the desired level of governance, standard of practice and efficacy of systems is embedded in everything we do. It is Communities' intention to work with the IRG to develop a set of principles against which we will hold ourselves and the community services sector accountable.

These may include:

- **Focus on Outcomes**
  - Rather than a focus on prescribed services to be delivered, the OOHC reform focuses on extracting the outcomes Communities and the community services sector seek to achieve, such as children living safely in a stable care arrangement.
- **Value for Money (VfM)**
  - Commissioning for outcomes focuses on the best way to achieve the desired outcomes in the most cost-effective way, while not compromising on quality of outcome for the lowest price. VfM is more than a short-term cost/benefit ratio. It needs to consider the longer term, whole of life considerations and broader economic benefits.
  - Users need to be placed at the centre of services and endorsing this attitude will ensure an understanding of the user, their needs and complexities and move services closer to citizens.
- **Needs-led and based**
  - The OOHC reform directly supports the aims of the Delivering Community Services in Partnership (DCSP) Policy principles and behaviours articulated in the DCSP Policy:
    - Putting outcomes for users at the centre and understanding their needs and the needs of the community.
    - Creating value by bringing the contribution of stakeholders into the process from the beginning and creating an environment for collaboration and transparency.
    - Fostering a diverse, sustainable and agile market that can efficiently deliver innovative and effective services in synergy with others.

- **Standards, Policies and Practice**
  - All products will be delivered to the agreed standards, policies and best practice guides for Project Management and Delivery, Procurement Standards and all relevant Child Protection Standards, Policies and Best Practice as detailed within the Quality Management Plan.

Next steps

Next steps for progressing the OOHC reform with the IRG's participation will include:

1. Progressing collaboration with key stakeholders to develop a shared understanding of the roadmap, program plan and work packages including deliverables, steps and milestones to finalise this roadmap document (completed).
2. Updating the program plan, work packages, reporting and resourcing requirements to deliver the OOHC reform.
3. Reviewing and aligning the Service Delivery Program Board's governance framework to align with the finalised roadmap and revised role of the IRG.
4. Supporting the IRG to progress its deliverables and next steps including finalising the IRG's Terms of Reference.
5. Undertaking a program health check against the Commissioning for Outcomes Framework.

Glossary of terms

Aboriginal Community Controlled Organisation (ACCO) - An ACCO is 'an incorporated Aboriginal organisation, initiated, based and governed by the local Aboriginal community to deliver holistic and culturally appropriate services to the Aboriginal community that it controls.

Better Care, Better Services Standards – the standards framework developed and adopted by out-of-home care providers in Western Australia for children in out of home care.

Care Arrangement – an arrangement under which out-of-home care is provided to a child. An out-of-home care arrangement can include a family care or foster care arrangement, or a residential-based care arrangement.

Care Arrangement Support Costs (CASC) – CASC is the allowance provided to support the child or young person in their care arrangement, recognising their needs and complexities. The level of CASC is determined by taking into account the child's needs which have been identified in the Needs Assessment Tool (NAT)

Carer – for the purposes of the OOHC reform the term 'carer' is used to include foster carers and a community sector organisation (CSO) staff (employees) who provide care to children in the CEO's care as part of a care arrangement.

Care Team Approach – the agreed way that the care team works together to maintains and supports a child's care arrangement and their continued connection to parents, siblings, their wider family, network, community and culture.

Commissioning for Outcomes Framework – A framework that describes the end-to-end commissioning process developed collaboratively by the Assistant Director Generals in November 2018.

Cultural Safety and Security - An environment that is safe for people: where there is no assault, challenge or denial of their identity, of who they are and what they need. Cultural security is concerned with the respect of cultural rights, values, beliefs and expectations of Aboriginal peoples.

Needs Assessment Tool (NAT): The NAT is a case management tool which was co-designed with the community services sector. The NAT assists care teams to consistently identify and assess the complex and changing needs of children in care across the dimensions of well-being in the form of a Needs Assessment. A completed Needs Assessment will provide readily accessible information about the child's needs to Communities and assist with care planning and case management.

Outcomes Framework for Children in Out of Home Care in Western Australia: As part of the OOHC Reform Plan this Outcomes Framework has been developed to monitor, measure and regularly report on the outcomes achieved for children living in OOHC. The Outcomes Framework provides objective measurement of the performance of the OOHC system and improvements as a result of reform.

WA Communities Services Outcomes Framework: a shared outcomes framework that focuses on outcomes for the wellbeing of all Western Australians. Led by WACOSS this outcomes framework has been drafted and its implementation of this framework is currently under consideration.