Commissioning Strategy for children and young people with complex needs
2017-2021

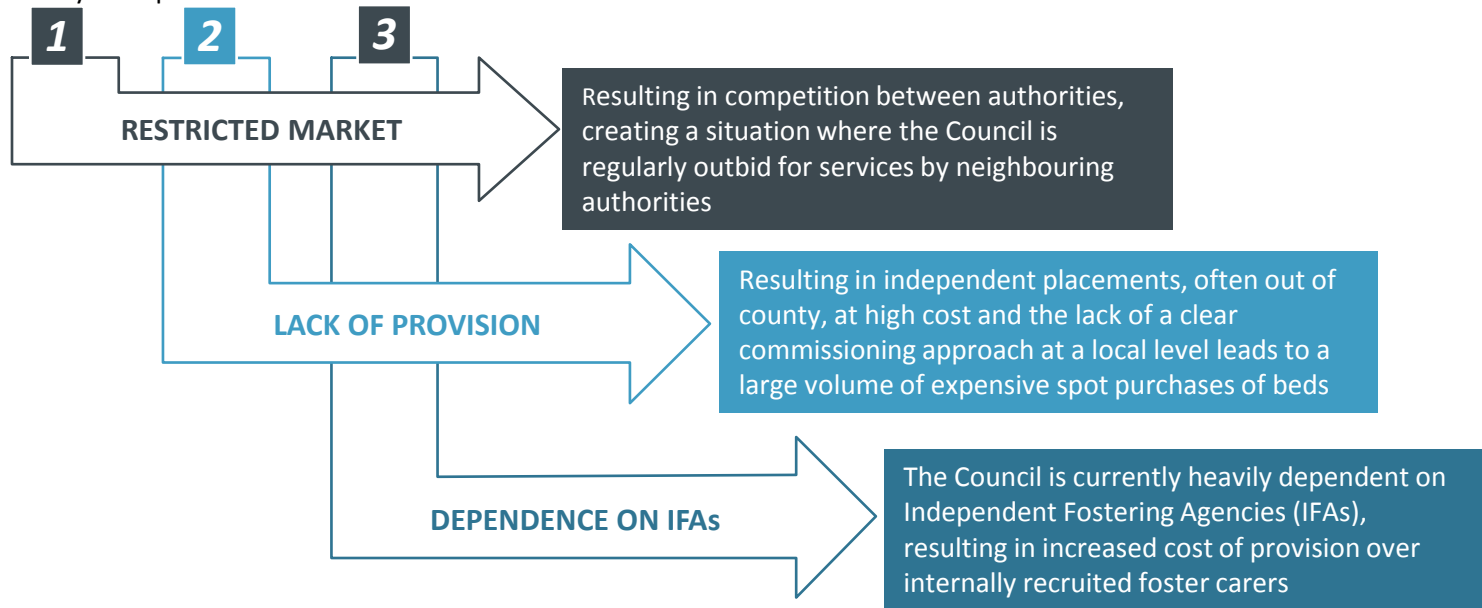west sussex county council

Executive Summary

Introduction and commissioning context for West Sussex

In common with many local authorities, West Sussex is facing significant challenges

National and local context

Like many Local Authorities, West Sussex is facing significant economic and demographic pressures. In Children's Services, there is a rising number of children and young people with an Education, Health and Care Plan (EHCP) or SEN Statement maintained by the council, from 3360 in January 2015 to 3900 in January 2016 and over 4200 in January 2017. The number of Children Looked After has increased from 636 in November 2015 to 681 in November 2016. There is also a need to address a projected overspend of c.£9m in Children's Services, whilst also reducing the base budget.

This is further exacerbated by local pressures of:

1   **2**   **3**

RESTRICTED MARKET → Resulting in competition between authorities, creating a situation where the Council is regularly outbid for services by neighbouring authorities

LACK OF PROVISION → Resulting in independent placements, often out of county, at high cost and the lack of a clear commissioning approach at a local level leads to a large volume of expensive spot purchases of beds

DEPENDENCE ON IFAs → The Council is currently heavily dependent on Independent Fostering Agencies (IFAs), resulting in increased cost of provision over internally recruited foster carers

PROBLEM STATEMENT: There is a need for a more proactive and preventative commissioning approach to help to address these issues and the projected overspend of c.£9m in Children's Services

west sussex county council

Scope

PwC was asked to support the council to develop a commissioning strategy with the following scope

In order to address these challenges, PwC was asked to support the council to develop a commissioning strategy for two key elements of Children's Services. This report is the result of the first phase of the work, which was to highlight a number of opportunities and recommendations for delivery in the future and suggest a number of considerations for change. The scope for the review was defined as below, to avoid overlap with other initiatives and narrow the focus for this short piece of work.

The focus of the Commissioning Strategy will be on two key cohorts of need:

1. Children and young adults up to 25 with complex Special Educational Needs and Disabilities (SEND)

This will include:
- Education placement provision and support for those with highest needs and highest cost SEND placements, including joint funding arrangements and out-of-county and independent, non-maintained special school placements;
- Transition into adulthood for young people with SEND up to age of 25;
- Provision, practice and alternative models for the above.

It does not directly cover SEN Support provision or general service arrangements for those with lower levels of need.

2. Placements for Children Looked After (CLA)

This will include:
- Residential arrangements, including in-house and independent external placements and Beechfield Secure Children's Home
- Fostering placements, including alternative models and interventions
- Provision for Unaccompanied Asylum Seeking Children (UASC) and Semi-independent living / supported accommodation for children leaving care.

This will not include SEND children who qualify for Section 20 under Regulation 48 for more than 75 days per year or adoption.

What it is…
- A baseline of current arrangements regarding needs, demand and supply for areas in scope
- Identification of future needs, demand and supply requirements
- Gap analysis for current and future requirements
- Opportunities and considerations for delivery in the future, based on examples of local evidence, research and good practice from elsewhere.
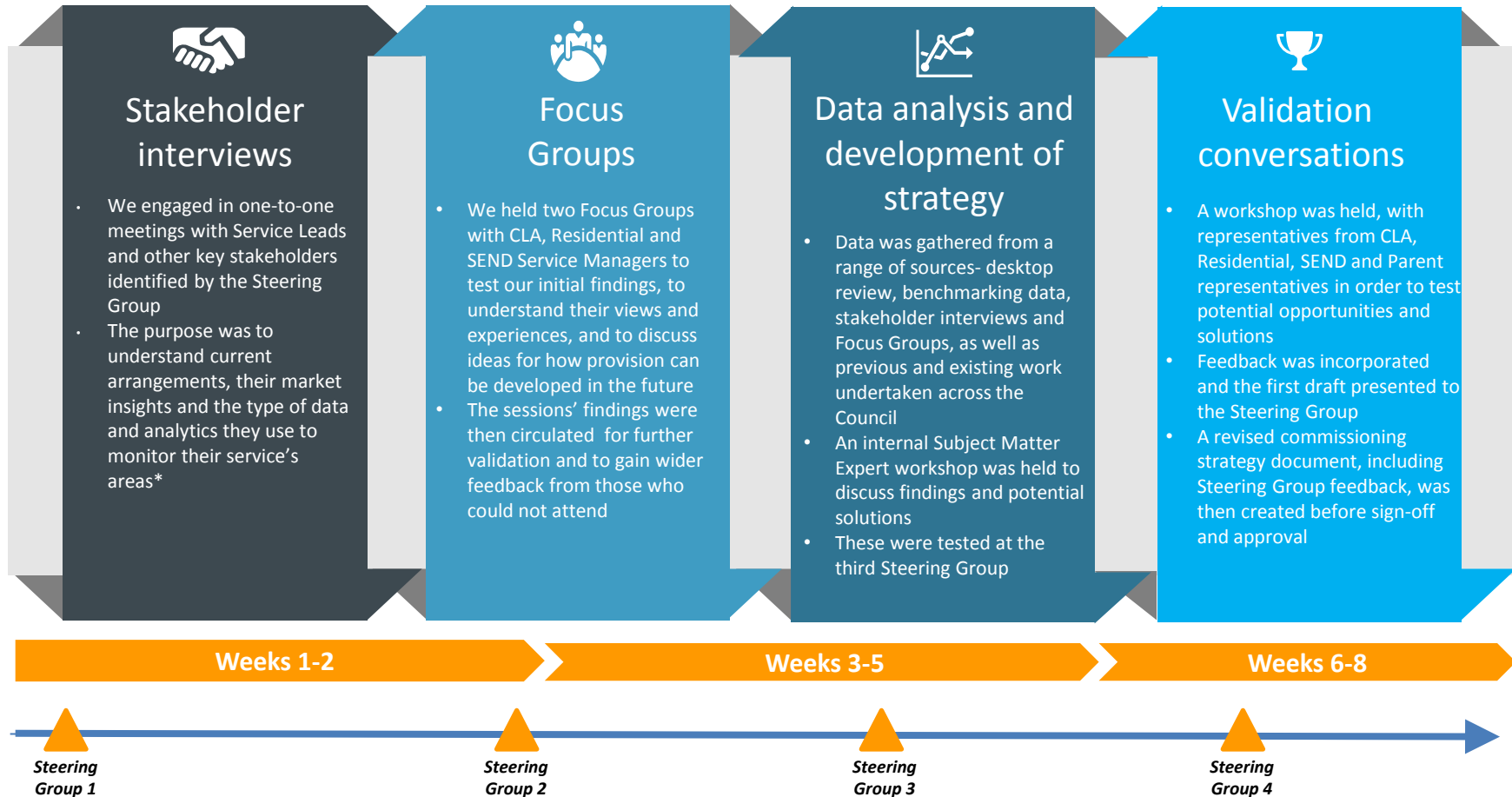
What it is not…
- Examining services relating to Family Proceedings (Public Law Outline)
- Examining services relating to the local social care services labour market and its gaps
- Earlier intervention and prevention arrangements and provision, unless related to the cohorts identified above

Our approach

In order to deliver the scope, the following approach has been undertaken

This work has been informed by key stakeholders, Council data and current research. It has been tested and validated at key points by both the Steering Group and Focus Groups with operational Service Managers from across the department.

Stakeholder interviews

- We engaged in one-to-one meetings with Service Leads and other key stakeholders identified by the Steering Group
- The purpose was to understand current arrangements, their market insights and the type of data and analytics they use to monitor their service's areas*

Focus Groups

- We held two Focus Groups with CLA, Residential and SEND Service Managers to test our initial findings, to understand their views and experiences, and to discuss ideas for how provision can be developed in the future
- The sessions' findings were then circulated for further validation and to gain wider feedback from those who could not attend

Data analysis and development of strategy

- Data was gathered from a range of sources- desktop review, benchmarking data, stakeholder interviews and Focus Groups, as well as previous and existing work undertaken across the Council
- An internal Subject Matter Expert workshop was held to discuss findings and potential solutions
- These were tested at the third Steering Group

Validation conversations

- A workshop was held, with representatives from CLA, Residential, SEND and Parent representatives in order to test potential opportunities and solutions
- Feedback was incorporated and the first draft presented to the Steering Group
- A revised commissioning strategy document, including Steering Group feedback, was then created before sign-off and approval

| Weeks 1-2 | Weeks 3-5 | Weeks 6-8 |

Steering Group 1

Steering Group 2

Steering Group 3

Steering Group 4

west sussex county council

*for the full list of meetings please see Annex D

www.westsussex.gov.uk

What do we mean by commissioning?

Our definition of commissioning for the strategy builds upon West Sussex's definition

Commissioning Better Outcomes for West Sussex sets out the Council's approach to commissioning and defines it as:

"Commissioning is the process for deciding how to use the total resources available in order to improve outcomes in the most efficient, effective, equitable and sustainable way ."

However, it is recognised that West Sussex's understanding and approach for commissioning needs to be fundamentally refreshed for the council as a whole.

For the purposes of this strategy, therefore, we have built on this working definition to reflect both strategic and operational considerations at every stage in the commissioning cycle. This is vital for ensuring that provision, whether delivered internally or externally, is best able to meet the needs of children and young people at every level – individual, cohort and county-wide.

Strategic level: Managing the overall portfolio of services available for key cohorts, using quantitative and qualitative information and learning lessons to drive overall effectiveness and efficiency.

Local level: Ongoing monitoring and review of support arrangements in place, proactively adapting and responding to changing needs. Lessons from previous placements are applied to new arrangements.

Strategic level: Assessing needs and trends at a cohort and wider population level, including demand projections, in order to inform decisions and forward planning on the overall range of services provided.

Local level: Utilising individual and service level data to understand and identify what is needed for the child or young person. This is also used to feed into the strategic assessment of needs.

Strategic level: Establishing robust delivery mechanisms which will meet the priorities and outcomes required across a mixed range of provision.

Local level: Putting in place the packages of support which will meet an individual's needs with a view to their longer-term life outcomes. Arrangements are flexible and personalised to help ensure responsive, resilient and effective support.

Strategic level: Based on the analysis, determining the outcomes required for key cohorts and how they can be achieved within the available resources.

Local level: Matching and tailoring provision which will best meet the needs of an individual and defining how it will achieve the outcomes for the child or young person. Support and outcomes are clearly stated to aid monitoring of impact at a strategic level.

Due to its scope, this Commissioning Strategy details particular issues and solutions for the two cohorts identified. However, a more strategic approach to commissioning across the council, including market oversight and quality assurance, would lead to significant benefits. This is explored further in Annex C.

Our framework to develop and prioritise solutions identified
The solutions we have identified to address these key issues are set out using the following framework

This slide introduces the framework used to prioritise and develop the solutions to address the key issues identified in the previous slides. It uses a framework with two lenses to aid development and prioritisation of these solutions:

Commissioning Cycle	&	Priority Pyramid

Using the Commissioning Cycle
The development of this strategy has highlighted a need to embed core commissioning principles and approaches across strategic and operational activity. Solutions are therefore applied against three key stages of the Commissioning Cycle – **Plan, Do** and **Review** – while the **Analyse** stage underpins all solutions identified and associated implementation activities.

The purpose of this lens of the framework is to support application of the solutions in three ways:
- Identifying the point in the commissioning cycle where action can most effectively be taken to address the key issues;
- Highlighting key stages where more activity may be required to improve quality and value of services;
- Categorising the resource functions and capabilities most suited for implementing the solution identified.

Using the Priority Pyramid
In addition, applying the Priority Pyramid lens takes into account the level of effort, timescale to implement and iterative nature associated with each solution. It consists of three tiers:
- **Foundation** – Foundational solutions refer to aspects of practice that should be embedded within West Sussex and, where they are not, these should be addressed as a priority to ensure West Sussex is fit for purpose;
- **Advanced** – Solutions in the advanced tier will build on existing foundations, enhancing services and will typically require redeveloped ways of working and refocusing of resources;
- **Innovative** – These solutions are truly transformative, enabling West Sussex to lead the way in developing new approaches to tackling these issues.

INNOVATIVE
ADVANCED
FOUNDATION

The solutions
For each section, all potential solutions are initially identified against these two lenses. Each solution is then explored in more detail, examining how future ways of working would look, the anticipated benefits, resources required and existing examples of good practice. These link into the co-produced Action Plan at Section 5, which sets out the activity and timescales required for implementing the solutions.

Summary of key issues – Special Educational Needs and Disabilities

Our Current State section highlights eight core issues as identified through data analysis and staff engagement

A) Limited inclusion in mainstream schools

While there is some excellent practice in supporting children with SEND in mainstream education, this needs to be more widespread across local schools

B) Increasing demand for some primary needs

Rising numbers of Autistic Spectrum Condition and increasing complexity of Social, Emotional and Mental Health primary needs is leading to gaps in service provision

C) Access to and flexibility of specialist support

There is SALT, OT, CAMHS and other specialist support available but this can be difficult to access, with significant potential for earlier intervention, especially for the highest levels of need

D) Placements and outcomes not regularly reviewed

This is due to limited capacity from increased workload as a result of CFA 2014, as well as concern for stability of placements

Special Educational Needs and Disabilities

E) High parental expectations in provision

Parents often do not believe that local mainstream or special schools can meet their child's needs and the Council finds it hard to inform and shape their view

F) High use of independent and non-maintained special schools

Parental preferences and limited local supply is driving a high use of independent and non-maintained special school placements, particularly out of county

G) Reactive decisions and actions

Lack of data and information, as well as little support to help bolster placements and prevent breakdown, is preventing the council from being proactive in SEND placements

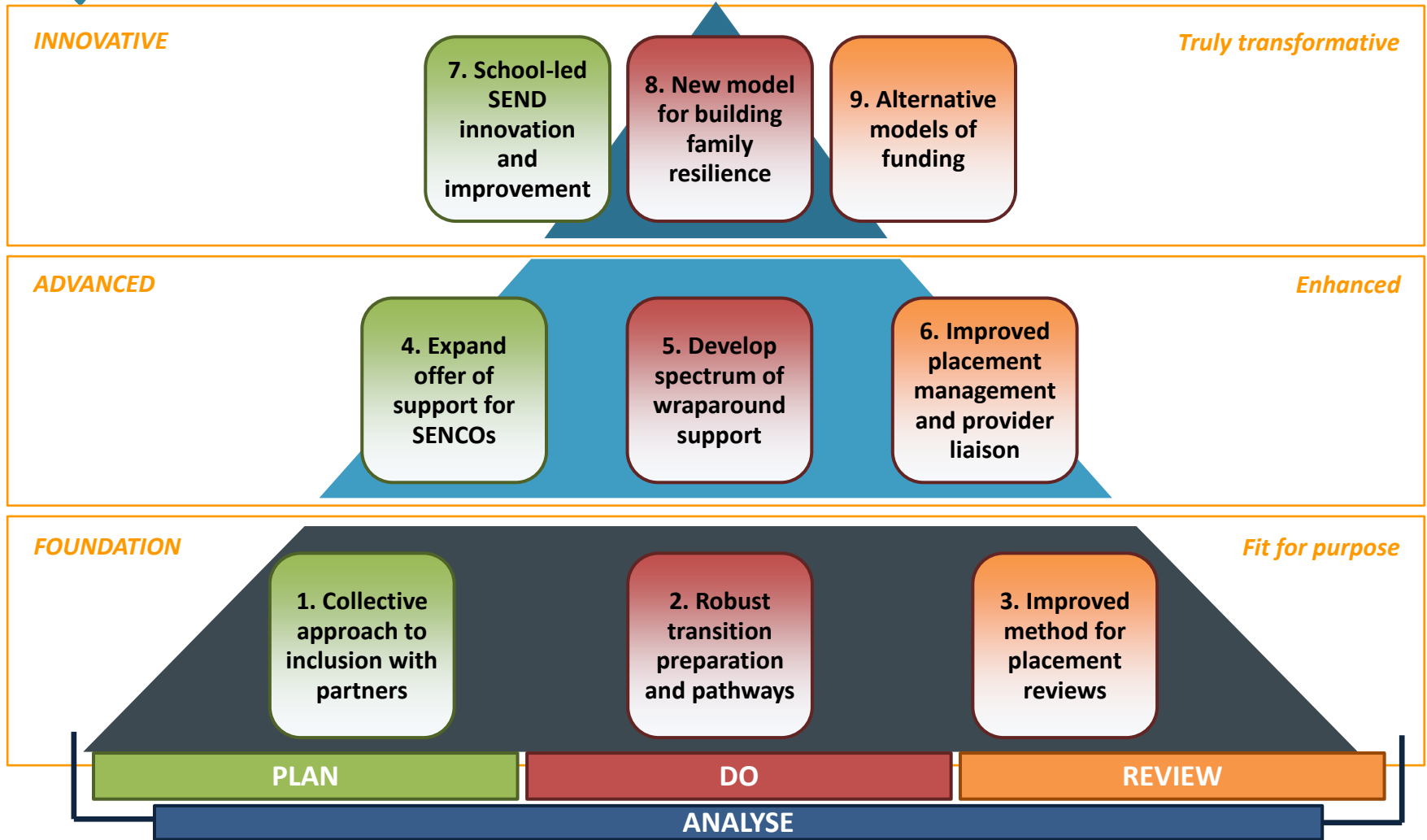**H) Inconsistent transitions to adulthood**

There is considerable variation in the preparation and experience of young people in their transition from children's to adults' services

What might the future look like – solutions identified for SEND cohort

Nine potential solutions identified to address the key issues affecting complex SEND placements and services

INNOVATIVE — *Truly transformative*

- 7. School-led SEND innovation and improvement
- 8. New model for building family resilience
- 9. Alternative models of funding

ADVANCED — *Enhanced*

- 4. Expand offer of support for SENCOs
- 5. Develop spectrum of wraparound support
- 6. Improved placement management and provider liaison

FOUNDATION — *Fit for purpose*

- 1. Collective approach to inclusion with partners
- 2. Robust transition preparation and pathways
- 3. Improved method for placement reviews

| PLAN | DO | REVIEW |

ANALYSE

Summary of key issues – Children Looked After

Our Current State section highlights eight core issues as identified through data analysis and staff engagement

A) Other LAs placing CLA in West Sussex
Neighbouring and London authorities placing their CLA in West Sussex, which is limiting the supply available to the council and placing pressure on other services e.g. YOS, schools

B) Fragmented pathways
Gaps in services and support to help step-down (or temporary step-up) is limiting individual placement progress and move on to independent living. Transition from CYP to AOP services lacks appropriate transition planning

C) Divided placement roles
Roles, responsibilities and processes for placement finding, social work functions and supplier / contract management (with very limited capacity) are inconsistent and fragmented. Value for money and outcomes are therefore not effectively monitored

D) Lack of unified strategy across placements portfolio
Lack of holistic strategy, flexible management and use of placement to ensure in-house and external options are best used to match changing needs

Children Looked After

E) Increasing demand for high risk, complex cases
Support needed for those presenting with Child Sexual Exploitation, sexually harmful behaviour, and at risk of harm to self and others, with cases in these areas appearing to be on the rise

F) High proportion of residential placements
Compared to other local authorities, a high proportion of CLA are placed in residential provision (in-house or external)

G) Inflexible, reactive system contributing to breakdowns
A lack of flexible provision, intensive intervention and 'crisis' / emergency beds is resulting in same-day placement requirements and a repeated cycle of placement breakdowns and higher cost provision. A lack of appropriate education provision is also placing stress on placement sustainability

H) Viability of in-house secure accommodation
The council runs a secure accommodation unit for highly vulnerable young people. The majority of placements are bought by other local authorities and the long-term business case needs to be considered

west sussex county council

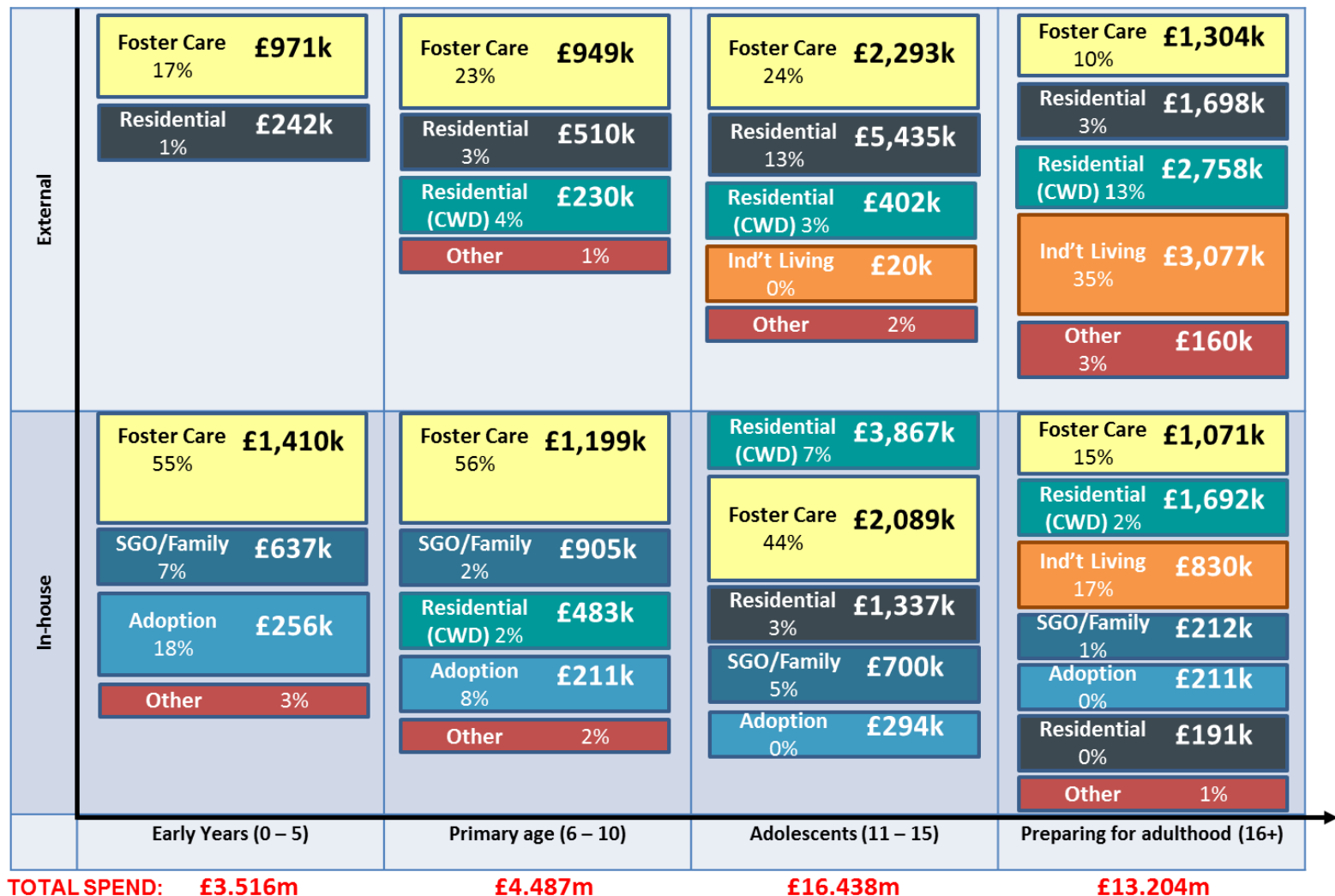www.westsussex.gov.uk

Current state of placement provision

An illustration of the current state of placement provision by age, proportion and projected 2016/17 spend

This diagram illustrates the diverse and disparate spend on placement provision for Children Looked After and Care Leavers (18+) in West Sussex.

Placements have been divided into seven categories. The projected 2016/17 spend for each placement category is then mapped by age range and delivery model (in-house or externally commissioned).

In order to apportion spend to different age ranges, it is assumed that proportions from a snapshot of CLA placements on 2/2/2017 are reflective of the whole year.

The proportion of the placement category as a % of all placements for that age range is also noted, as well as being reflected in the relative size of each box.

External

Early Years (0 – 5)
- Foster Care 17% £971k
- Residential 1% £242k

Primary age (6 – 10)
- Foster Care 23% £949k
- Residential 3% £510k
- Residential (CWD) 4% £230k
- Other 1%

Adolescents (11 – 15)
- Foster Care 24% £2,293k
- Residential 13% £5,435k
- Residential (CWD) 3% £402k
- Ind't Living 0% £20k
- Other 2%

Preparing for adulthood (16+)
- Foster Care 10% £1,304k
- Residential 3% £1,698k
- Residential (CWD) 13% £2,758k
- Ind't Living 35% £3,077k
- Other 3% £160k

In-house

Early Years (0 – 5)
- Foster Care 55% £1,410k
- SGO/Family 7% £637k
- Adoption 18% £256k
- Other 3%

Primary age (6 – 10)
- Foster Care 56% £1,199k
- SGO/Family 2% £905k
- Residential (CWD) 2% £483k
- Adoption 8% £211k
- Other 2%

Adolescents (11 – 15)
- Residential (CWD) 7% £3,867k
- Foster Care 44% £2,089k
- Residential 3% £1,337k
- SGO/Family 5% £700k
- Adoption 0% £294k

Preparing for adulthood (16+)
- Foster Care 15% £1,071k
- Residential (CWD) 2% £1,692k
- Ind't Living 17% £830k
- SGO/Family 1% £212k
- Adoption 0% £211k
- Residential 0% £191k
- Other 1%

	Early Years (0 – 5)	Primary age (6 – 10)	Adolescents (11 – 15)	Preparing for adulthood (16+)
TOTAL SPEND:	£3.516m	£4.487m	£16.438m	£13.204m

Once children and young people are placed in adoption or SGO placements, they are no longer defined as Children Looked After and not included in DIQ statistics. WSCC spend for these placement categories therefore reflects adoption and SGO allowances and is apportioned according to age ranges indicated in the Orders Report. The 'Other' category refers to small numbers of children who are Missing or 'Placed with parents' with spend reflected in other categories.
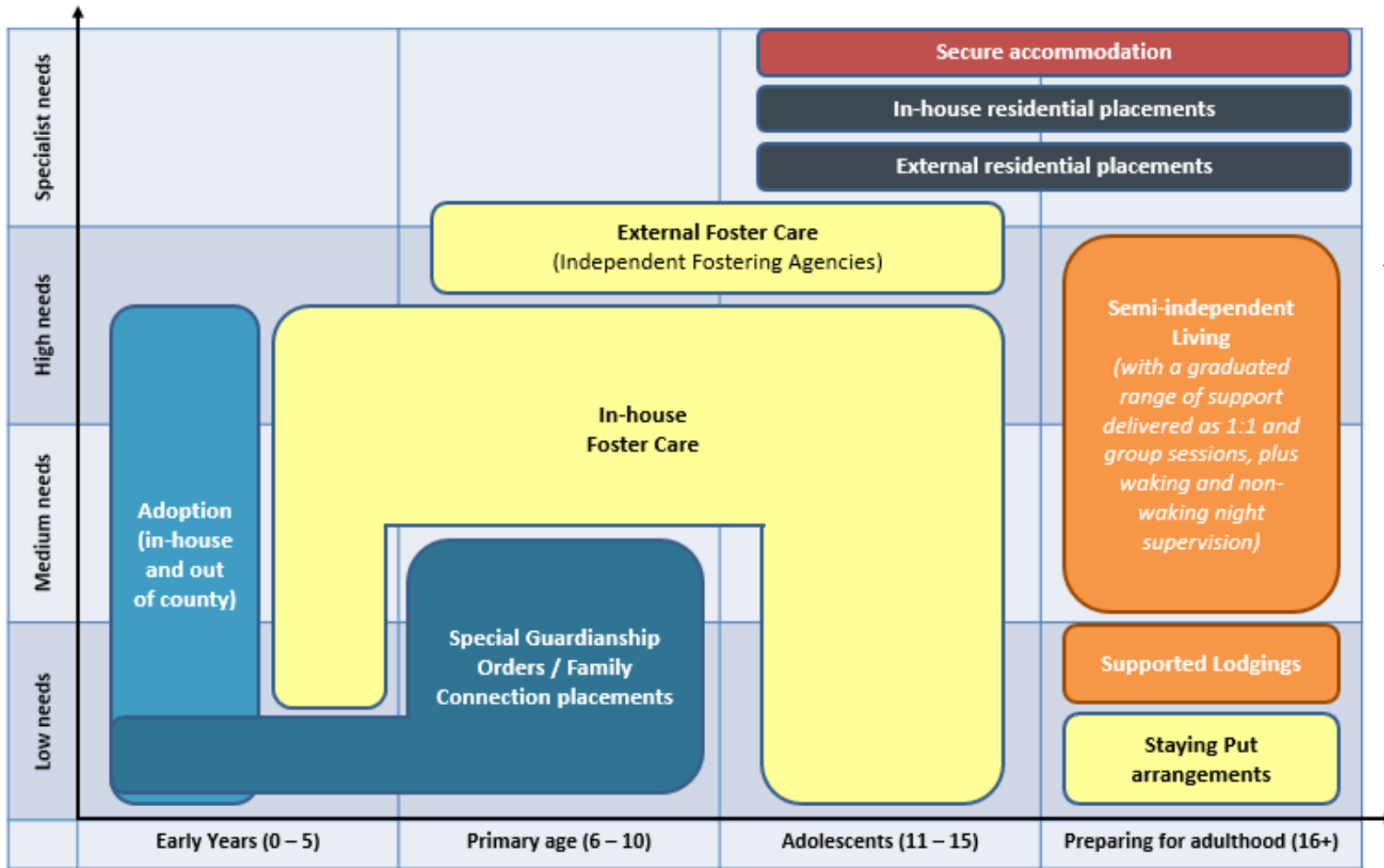
11

What might the future look like – Children Looked After

Eleven potential solutions identified to address the key issues affecting complex CLA placements

INNOVATIVE

Truly transformative

9. Iterative co-design with the market

10. New models of provision rolled out in response to need e.g. CSE

11. Strategic horizon scanning mapped against ongoing evaluation of existing provision

ADVANCED

Enhanced

5. Effective governance to quality assure placement planning

6. Development of flexible education options for those who need it

7. Access to and visibility of emergency / crisis provision

8. Regular review of suitability of placements, with more step-down options

FOUNDATION

Fit for purpose

1. Unified vision and strategy across placements portfolio

2. Improved support preparing Care Leavers for independent living

3. Improved communication routes with providers

4. Agreed definition of quality and robust outcomes monitoring

PLAN	DO	REVIEW

ANALYSE

What might the future look like – Model of placement provision

A high-level model mapping placement types to age and levels of need highlights provision required

This is an example model based on successful implementation in other Local Authorities. It is critical in the first instance that West Sussex examines its approach to placements, as illustrated in the Current State, and determines its overall model for placement provision in order to shape strategic priorities and its Sufficiency Strategy.

Enablers for change

West Sussex will need to look at people, process, policy and technology in order to enable change

People

Leadership and vision needs to be clear and visible at all levels

Ownership and accountability for all components of the strategy need to be defined

Cultural shift from **reactive to proactive** is required

Process

Governance structures should be reviewed

Preparation and planning needs to be embedded earlier

Existing duplication of activity needs to be identified and addressed

What needs to be in place to enable these changes?

Technology

Development of more **consistent and practical data** on needs and services which is easily accessible in order to project demand and inform strategic decision making

More integrated systems which reduces manual data collection and analysis, as this is resource intensive and difficult to replicate

Policy

Good analysis must be **translated into clear policies**

Focus on **developing a cohesive set of strategies and plans**

Existing policies and strategies should be reviewed to ensure they are fit for purpose

Fundamental considerations regarding West Sussex's approach to strategic commissioning are prerequisites for a number of the people, process and enablers identified here. Commissioning capacity and capabilities will need to be embedded across strategic and operational levels in order to realise benefits, including more effective market oversight and quality assurance functions. A possible model for strategic commissioning within West Sussex is explored in Annex C.

Next Steps Roadmap

Identifying key activities and milestones required to begin implementing solutions over the next few months

	Month 1	Months 2 - 3	Months 4 - 6

Agree senior owner for implementation; governance and reporting mechanisms | **Ongoing reporting and governance**

SEND

Month 1
- Integrated portfolio approach for implementation of SEN Strategy, Pathways to Adulthood, commissioning actions and other relevant projects such as Life Pathways

Months 2 - 3
- Hold Inclusion Conference for all SEND partners
- Establish additional dedicated resource and processes for reviewing placements

Months 4 - 6
- Develop and embed key inclusion approaches (Graduated Response, Behaviour Strategy)
- Implement Transitions Protocol across Education, Health and Social Care

CLA

Month 1
- Initiate development of the vision and refreshed strategy for CLA and Care Leavers
- Outline Business Case for Beechfield Secure Unit *(building on Annex B)*

Months 2 - 3
- Analysis of residential portfolio and strategic purpose
- Review of young people in supported accommodation and move-on plans

Months 4 - 6
- Develop more effective pathway planning and review for older CLA and Care Leavers
- Sufficiency Strategy agreed and put into practice

Enablers

Month 1
- Identification of commissioning capabilities, capacity and requirements
- Culture assessment to develop clarity on roles and responsibilities across organisation

Months 2 - 3
- Review of placement finding, monitoring and review functions and processes
- Redefine and consolidate governance arrangements, including Panels

Months 4 - 6
- Greater operational and strategic integration between Education, Health and Social Care
- Outcomes monitoring and processes

west sussex county council

www.westsussex.gov.uk

Benefits statement

The solutions and key enablers aim to deliver the following benefits

Anticipated Benefits

Hypothesis
(what needs to change)

Problem Statement

How will West Sussex deliver a fit for purpose Children's Commissioning Strategy that is proactive in tackling issues such as the restricted local market?

Clear practice, processes and policies developed through co-production with Social Care, Education and Health

Robust information provision, delivered through integrated, consistent data and operational monitoring

Whole-cycle commissioning function structurally aligned to business requirements with appropriate capacity built in

Build capacity and capability for proactive market engagement and development

Improved consultation and engagement with external partners, particularly providers and schools

Consistent monitoring and review approach which assesses and responds to quality and value for the complex needs cohorts

Facilitating the move from a reactive to a proactive organisation with more effective demand/ cost management

Better outcomes and a more coherent, joined-up service for customers

More robust local market which can flex to better meet the Council's needs

Greater choice available with regards to service provision

Clear understanding on the working protocols between services and how children and young people move between them

'Elastic' ability to adjust and adapt to changing needs of individual service users

Defined culture and identity with understanding of purpose and approach

Financial impact

A summary of the potential financial impact of implementing the recommended solutions for SEND and CLA

The nine SEND solutions identified are closely connected and will deliver benefits through integrated change and significant efficiency and capacity gains across the system; the same is true for the eleven CLA solutions. Many of the non-financial benefits have been detailed in the future state section, but in order to estimate the potential financial benefits from implementing the solutions, some high-level modelling has been carried out for both SEND and CLA. These figures are indicative and all require further in-depth modelling.

SEND
Two main levers will drive financial benefits through implementing the SEND solutions - demand management and cost control:

'Do nothing'
If demand continues at the current pace, with no proactive interventions undertaken, there will be an additional pressure of £9.8m to the current baseline by 2019

Scenario 1 – Cost control
Increase in EHCP volumes; proportions in mainstream education increased to 40%

Scenario 2 – Cost Control
Increase in EHCP volumes; proportions in mainstream education increased to 43%

Scenario 3 – Demand Mngmt. & Cost control
No increase in EHCP volumes; proportions in mainstream education increased to 40%

Scenario 4 – Demand Mngmt. & Cost control
No increase in EHCP volumes; proportions in mainstream education increased to 43%

Potential savings

£4.0m

These figures illustrate the spectrum of savings that could be achieved on the projected 2019 baseline, depending on which of the levers are put into action

£16.5m

CLA
This modelling focuses on the impact of demand reduction across Fostering, Residential Care and Independent Living:

'Do nothing'
If demand continues at the current pace, with no proactive interventions undertaken, there will be an additional pressure of £3.01m to the current baseline by 2019

Scenario 1 – Impact on Fostering
Models the impact of implementing four recommendations from Annex A

Scenario 2 – Impact on Residential
Reduce the length of residential placements by 10% through provision of step down options

Scenario 3 – Impact on Independent Living
Reduce demand for independent living provision by 10% and build up block capacity

Potential savings

£690k

£1.78m

£595k

Given the interconnections between services for Children Looked After, these savings should be considered independently and not as an aggregate.

Navigating the report

The navigator below will be at the bottom of each page to guide you through the six sections of the report

1. Introduction → 2. Special Educational Needs & Disability → 3. Children Looked After → 4. Enablers for Change → 5. Next Steps → 6. Annexes

This section contains an exploration of the current state for the Special Educational Needs and Disabilities cohort in scope and the development of the future state

This section draws out the key enablers that need to be addressed in order to deliver the future state across Children's Services - People, Process, Policy and Technology

This section includes:
- *Fostering within West Sussex*
- *Review of the Beechfield Business Case*
- *Strategic Commissioning within West Sussex*
- *List of Consultees*
- *List of References*

1. Introduction

Pg 19

2. Special Educational Needs & Disability

Pg 28

3. Children Looked After

Pg 60

4. Enablers for Change

Pg 91

5. Next Steps

Pg 98

6. Annexes

Pg 132

This is the introduction to the report, including context, approach, commissioning definition and the scope

This section contains an exploration of the current state for the Children Looked After cohort in scope and the development of the future state

This includes a section quantifying some of the possible financial benefits and the Action Plans detailing the actions and timescales to deliver against each solution

west sussex county council

www.westsussex.gov.uk

1

Introduction

National Context

Where is West Sussex compared to the market?

Demographics

Britain's population has continued to grow over the last decade, as have the number of looked after children. There were 70,440 looked after children on 31 March 2016, an increase of 1% compared to 31 March 2015 and an increase of 5% compared to 2012. Though West Sussex experienced a dip in the CLA population between 2014-16, overall it has experienced a larger than national increase of 1.6% since 2012. Similarly, there has been a sharp rise in the number of children and young people with an EHCP / Statement, with rates of increase significantly greater than other areas.

Workforce

The pressure on social workers from rising caseloads and complex cases, new working practices and a culture of being blamed, has resulted in a national challenge of recruitment and retention of experienced social workers. West Sussex is no different, and the local market is currently unable to meet the changing demand for social workers. Service staff have also suggested similar reasons leading to a difficulty in recruiting and retaining Special Educational Needs Coordinators and Educational Psychologists in West Sussex.
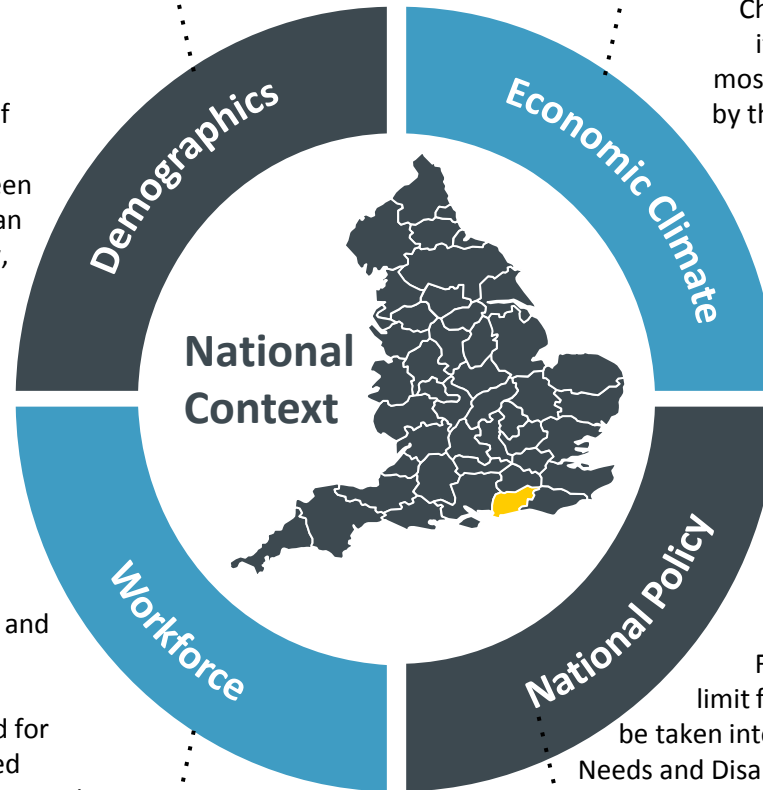
Economic Climate

West Sussex's projected overspend of c.£9m in Children's Services, in addition to attempting to reduce its base budget, is something it holds in common with most other Local Authorities. The spend per child in need by the average local council increased by 4% from £9,700 per year in 2010-11 to £10,100 per year in 2013- 14. Spend per looked after child by the average local council decreased by 4% from £46,600 per year in 2010-11 to £44,600 per year in 2013-14. To tackle these challenge, current budget proposals include an additional £11m for WSCC Children's Services base budget for 2017-18.

National Policy

The past few years have seen some key national policies for Children's Services, including: 'Staying Put' legislation (2013) which allowed children in care the option to stay with their foster families until the age of 21; the Children and Families Act (2014), which introduced a 26 week time limit for the courts to decide whether or not a child should be taken into care as well as wide reforms on Special Educational Needs and Disabilities; and the Narey Report (2016), which aimed to gain an understanding of how to improve outcomes for children in residential care, whilst delivering value for money, covering commissioning, provision, and regulation of care.

National Context

Demographics · Economic Climate · Workforce · National Policy

The commissioning context for West Sussex

In common with many local authorities, West Sussex is facing significant challenges

National and local context

Like many Local Authorities, West Sussex is facing significant national economic and demographic pressures. In Children's Services, there is a rising number of children and young people with an Education, Health and Care Plan (EHCP) or SEN Statement maintained by the council, from 3360 in January 2015 to 3900 in January 2016 and over 4200 in January 2017. The number of Children Looked After has increased from 636 in November 2015 to 681 in November 2016. There is also a need to address a projected overspend of c.£9m in Children's Services, whilst also reducing the base budget.

This is further exacerbated by local pressures of:

1   2   3

RESTRICTED MARKET → Resulting in competition between authorities, creating a situation where the Council is regularly outbid for services by neighbouring authorities

LACK OF PROVISION → Resulting in independent placements, often out of county, at high cost and the lack of a strategic approach to commissioning leads to a large volume of expensive spot purchases of beds

DEPENDENCE ON IFAs → The Council is currently heavily dependent on Independent Fostering Agencies (IFAs), resulting in increased cost of provision over internally recruited foster carers

PROBLEM STATEMENT: There is a need for a more proactive and preventative commissioning approach to help to address these issues and the projected overspend of c.£9m in Children's Services

Scope
PwC was asked to support the council to develop a commissioning strategy with the following scope

In order to address these challenges, PwC was asked to support the council to develop a commissioning strategy for two key elements of Children's Services. This report is the result of the first phase of the work, which was to highlight a number of opportunities and recommendations for delivery in the future and suggest a number of considerations for change. The scope for the review was defined as below, to avoid overlap with other initiatives and narrow the focus for this short piece of work.

The focus of the Commissioning Strategy will be on two key cohorts of need:

1. Children and young adults up to 25 with complex Special Educational Needs and Disabilities (SEND)

This will include:
- Education placement provision and support for those with highest needs and highest cost SEND placements, including joint funding arrangements and out-of-county and independent, non-maintained special school placements;
- Transition into adulthood for young people with SEND up to age of 25;
- Provision, practice and alternative models for the above.

It does not directly cover SEN Support provision or general service arrangements for those with lower levels of need.

2. Placements for Children Looked After (CLA)

This will include:
- Residential arrangements, including in-house and independent external placements and Beechfield Secure Children's Home
- Fostering placements, including alternative models and interventions
- Provision for Unaccompanied Asylum Seeking Children (UASC) and Semi-independent living / supported accommodation for children leaving care.

This will not include SEND children who qualify for Section 20 under Regulation 48 for more than 75 days per year or adoption.

What it is…
- A baseline of current arrangements regarding needs, demand and supply for areas in scope
- Identification of future needs, demand and supply requirements
- Gap analysis for current and future requirements
- Opportunities and considerations for delivery in the future, based on examples of local evidence, research and good practice from elsewhere.

What it is not…
- Examining services relating to Family Proceedings (Public Law Outline)
- Examining services relating to the local social care services labour market and its gaps
- Earlier intervention and prevention arrangements and provision, unless related to the cohorts identified above

west sussex county council

www.westsussex.gov.uk

Our approach

In order to deliver the scope, the following approach has been undertaken

This work has been informed by key stakeholders, Council data and current research. It has been tested and validated at key points by both the Steering Group and Focus Groups with operational Service Managers from across the department.

Stakeholder interviews

- We engaged in one-to-one meetings with Service Leads and other key stakeholders identified by the Steering Group
- The purpose was to understand current arrangements, their market insights and the type of data and analytics they use to monitor their services areas*

Focus Groups

- We held two Focus Groups with CLA, Residential and SEND Service Managers to test our initial findings, to understand their views and experiences, and to discuss ideas for how provision can be developed in the future
- The sessions' findings were then circulated for further validation and to gain wider feedback from those who could not attend

Data analysis and development of strategy

- Data was gathered from a range of sources- desktop review, benchmarking data, stakeholder interviews and Focus Groups, as well as previous and existing work undertaken across the Council
- An internal Subject Matter Expert workshop was held to discuss findings and potential solutions
- These were tested at the third Steering Group

Validation conversations

- A workshop was held, with representatives from CLA, Residential, SEND and Parent representatives in order to test potential opportunities and solutions
- Feedback was incorporated and the first draft presented to the Steering Group
- A revised commissioning strategy document, including Steering Group feedback, was then created before sign-off and approval

Weeks 1-2 | **Weeks 3-5** | **Weeks 6-8**

Steering Group 1 | *Steering Group 2* | *Steering Group 3* | *Steering Group 4*

What do we mean by commissioning?

Our definition of commissioning for the strategy builds upon West Sussex's definition

Commissioning Better Outcomes for West Sussex sets out the Council's approach to commissioning and defines it as:

"Commissioning is the process for deciding how to use the total resources available in order to improve outcomes in the most efficient, effective, equitable and sustainable way ."

However, it is recognised that West Sussex's understanding and approach for commissioning needs to be fundamentally refreshed for the council as a whole.

For the purposes of this strategy, therefore, we have built on this working definition to reflect both strategic and operational considerations at every stage in the commissioning cycle. This is vital for ensuring that provision, whether delivered internally or externally, is best able to meet the needs of children and young people at every level – individual, cohort and county-wide.

Strategic level: Managing the overall portfolio of services available for key cohorts, using quantitative and qualitative information and learning lessons to drive overall effectiveness and efficiency.

Local level: Ongoing monitoring and review of support arrangements in place, proactively adapting and responding to changing needs. Lessons from previous placements are applied to new arrangements.

Strategic level: Assessing needs and trends at a cohort and wider population level, including demand projections, in order to inform decisions and forward planning on the overall range of services provided.

Local level: Utilising individual and service level data to understand and identify what is needed for the child or young person. This is also used to feed into the strategic assessment of needs.

Strategic level: Establishing robust delivery mechanisms which will meet the priorities and outcomes required across a mixed range of provision.

Local level: Putting in place the packages of support which will meet an individual's needs with a view to their longer-term life outcomes. Arrangements are flexible and personalised to help ensure responsive, resilient and effective support.

Strategic level: Based on the analysis, determining the outcomes required for key cohorts and how they can be achieved within the available resources.

Local level: Matching and tailoring provision which will best meet the needs of an individual and defining how it will achieve the outcomes for the child or young person. Support and outcomes are clearly stated to aid monitoring of impact at a strategic level.

Due to its scope, this Commissioning Strategy details particular issues and solutions for the two cohorts identified. However, a more strategic approach to commissioning across the council, including market oversight and quality assurance, would lead to significant benefits. This is explored further in Annex C.

Our framework to develop and prioritise solutions identified

The solutions identified to address West Sussex's key issues are set out using the following framework

Like for SEND, this section builds upon the Current State section to present potential solutions for how West Sussex can address the key issues identified. It uses a framework with two lenses to aid development and prioritisation of these solutions, the:

| **Commissioning Cycle** | **&** | **Priority Pyramid** |

Using the Commissioning Cycle
The development of this strategy has highlighted a need to embed core commissioning principles and approach across strategic and operational activity. Solutions are therefore applied against three key stages of the Commissioning Cycle – **Plan, Do** and **Review** – while the **Analyse** stage underpins all solutions identified and associated implementation activities.

The purpose of this lens of the framework is to support application of the solutions in three ways:
- Identifying the point in the commissioning cycle where action can most effectively be taken to address the key issues;
- Highlighting key stages where more activity may be required to improve quality and value of services;
- Categorising the resource functions and capabilities most suited for implementing the solution identified.

Using the Priority Pyramid
In addition, applying the Priority Pyramid lens takes into account the level of effort, timescale to implement and iterative nature associated with each solution. It consists of three tiers:
- **Foundation** – The purpose of Foundational solutions is to ensure West Sussex is fit for purpose and to provide a solid basis for further development;
- **Advanced** – Solutions in the advanced tier will build on existing foundations, enhancing services and will typically require redeveloped ways of working and refocusing of resources;
- **Innovative** – These solutions are truly transformative, enabling West Sussex to lead the way in developing new approaches to tackling these issues.

INNOVATIVE

ADVANCED

FOUNDATION

The solutions
For each section, all potential solutions are initially identified against these two lenses. Each solution is then explored in more detail, examining how future ways of working would look, the anticipated benefits, resources required and existing examples of good practice. These link into the co-produced Action Plan at Section 5, which sets out the activity and timescales required for implementing the solutions.

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

Design principles

The commissioning strategy is to be aligned against the following design principles

These design principles are based on the Future West Sussex Plan, the Family Ops Plan and Early Help Plan to ensure the strategy is in line with the values and outcomes of the Council. They have been co-designed with the Steering Group and tested in Focus Groups with Service Managers to ensure they would inform a practical strategy that addresses the needs of those delivering and receiving services in West Sussex.

Outcomes Focussed

The strategy will support a model across Children's Services where all service provision is informed by a holistic view of the child and focussed on achieving positive outcomes for them.

Co-produced

The strategy will be co-produced and tested with Service staff, managers and parent carers, with a plan for the council to validate this with wider stakeholders.

Value for Money

Any recommendations in the strategy will have to clearly evidence their value for money potential.

Practical

The strategy will provide a clear roadmap of short, medium and long term actions to address identified issues and implement proposals.

Clear Pathways

The strategy will define the core pathways of support for the cohorts in scope which demonstrate progress towards outcomes and addresses any gaps in provision.

Informed by Needs

The strategy will be underpinned by a clear understanding of current and future needs which will be met by a mixed range of provision.

Priority Driven

There will be clear alignment with the council's strategic priorities in order to ensure resources are used in the most effective and efficient way.

Evidence Based

A robust evidence base, drawn from local and national good practice and current literature will be used to explain how and why proposals will have a positive impact in West Sussex.

Design Principles

Outcomes Focussed · Clear Pathways · Informed by Needs · Priority Driven · Evidence Based · Practical · Value for Money · Co-produced

west sussex county council

www.westsussex.gov.uk
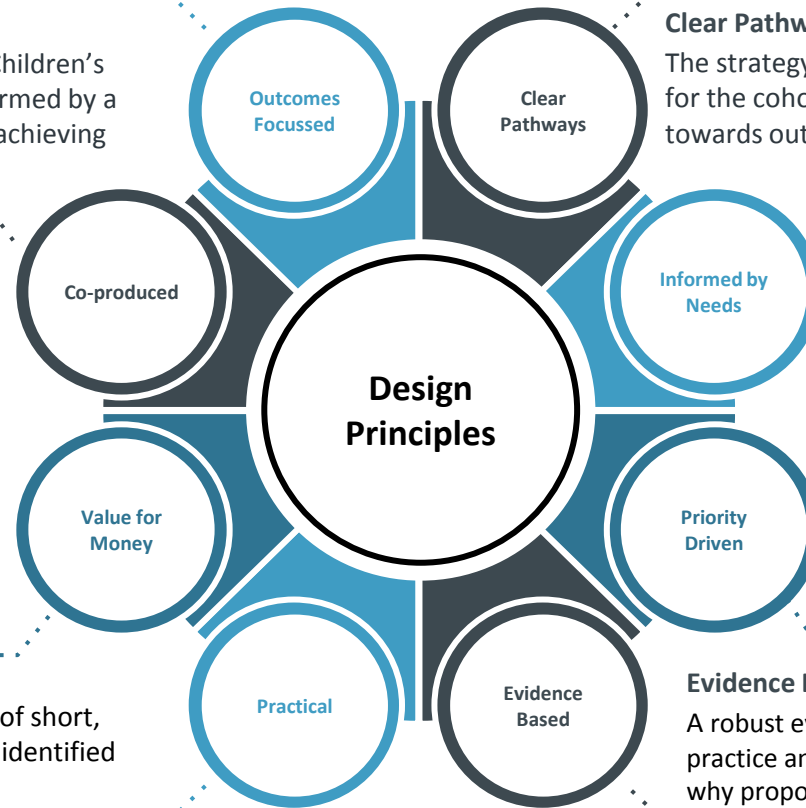
Local Policy
How this fits into West Sussex's wider organisational approach, priorities and outcomes

This commissioning strategy aims to help achieve and suggest practical steps to deliver the aims and vision's set out in key West Sussex policy and legislation, as detailed below:

Future West Sussex Plan

The strategy will be aligned to the three core priorities of the Future West Sussex Plan:- giving children the best start in life, championing the West Sussex Economy and promoting independence in later life.

Family Operations Business Plan

The commissioning strategy will support the priorities of the Family Operations Business Plan- delivering the earliest help possible, proactively managing demand & risk, and increasing efficiency to reduce costs, providing flexible, integrated, targeted responses to those most vulnerable and developing West Sussex's workforce.

Sufficiency Strategy
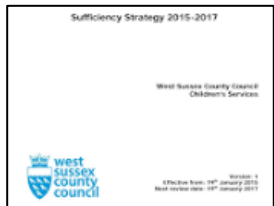
The strategy will seek to assist the aims of the Sufficiency Strategy, namely- early intervention and helping families stay together, with the key objectives of: co-production, permanency, provision of flexible, affordable and good quality placements, whilst ensuring all children and young people have: access to a good education, improved health and wellbeing and greater access to cultural and leisure opportunities.

SEN Strategy

The strategy will enable the SEN Strategy's vision - that all children and young people with SEND in West Sussex are able to receive high quality education, by building a model of educational provision which provides the best educational outcomes and which is sustainable and cost-effective.

2 *Children and young people with complex Special Educational Needs and Disabilities (SEND)*

Introduction
Introducing the scope and purpose of this section of the Commissioning Strategy

West Sussex's vision for children with SEND

All early years settings, schools and colleges in West Sussex are able to deliver high quality education for children and young people with SEND, maximising value for money from the Dedicated Schools Grant.

West Sussex has recently agreed its SEND Strategy 2016, which sets out a shared vision and focuses on four key priorities:

1. To build a model of educational provision and support in West Sussex which enables young people, wherever possible, to live and go to their local early years setting, school or college;
2. To ensure that local early years, mainstream and special educational provision is effective, of a high quality and delivers the best educational outcomes for children and young people with SEND (0 -25 years);
3. To ensure that children with SEND are, where possible, welcome and included within their local mainstream early years setting, school and college;
4. To deliver an offer that is sustainable and cost-effective now and into the future and takes due account of predicted demand.

Co-produced with children, parents and schools, the SEND strategy is wide-ranging and provides a clear route for system development. However, the council is also facing significant cost and quality pressures on its provision for children and young people with the most complex Special Educational Needs and Disabilities. This section of the Commissioning Strategy therefore details how the implementation of the SEND Strategy can be further enabled for this cohort.

Individuals in this cohort will have an Education, Health and Care Plan (EHCP) or a Statement and will typically use the most specialist support across the council and partner organisations in order to meet their needs. Support is specifically tailored and resource intensive, resulting in very high placement costs with outcomes which can be difficult to measure and monitor.

Scope for this section of the Commissioning Strategy

- Education placement provision and support for those with highest needs and highest cost SEND placements, including joint funding arrangements and out-of-county and independent, non-maintained special school placements;
- Transition into adulthood for young people with SEND up to the age of 25;
- Provision, practice and alternative models for the above.

It does not directly cover SEN Support provision or general service arrangements for those with lower levels of need.

This section first analyses current arrangements including demand, supply and activity for this cohort, before proposing a range of opportunities to be taken forward. It incorporates considerations across Education, Social Care and Health, in order to build upon the SEND Strategy's focus on Education. It recognises that sustainable services for complex needs can only be achieved by more far-reaching change for services across the SEND population.

2a

Children and young people with complex Special Educational Needs and Disabilities (SEND)

Current State

west sussex county council

Navigating this section

This section examines three key areas of support provided for CYP with SEND, as well as broader considerations

Demand
(Covering ages 5 – 18)

This area focuses on the types of school setting and educational arrangements in place for children and young people with an EHCP / Statement in West Sussex, addressing:
- Demand
- Supply
- Identified gaps and other issues

Transition to Adulthood
(Covering ages 16 – 25)

This area focuses on the planning, processes and services available for young people with SEND prior to and during their transition to Adults' Services, addressing:
- Overview model of existing support
- Demand
- Supply
- Identified gaps and other issues

Wraparound Support
(Covering ages 0 – 25)

This area focuses on the additional services and support across Education, Health and Social Care which are available for children and young people with SEND, addressing:
- Demand
- Supply
- Identified gaps and other issues

Broader considerations

There are a number of broader considerations which touch upon all three key areas of support examined. To conclude the section, therefore, the following are considered:
- Future provision requirements
- Other delivery challenges

National and local context

SEND services in West Sussex are facing similar challenges to many other councils across the country

National context

Children and Families Act 2014 reforms

The Act aims to drive more integrated planning and delivery of services with the outcomes and experience of the individual at the centre. Key changes include:

- Education, Health and Care Plans (EHCPs): Replacing SEN statements as the means for setting out the formal entitlement of children and young people with significant additional SEND, with multi-agency input expected.
- Joint commissioning: Greater planning, co-ordination and delivery between Education, Health and Social Care required.
- Services from 0 – 25 years of age: Councils legally required to plan and provide services for young people with SEND up to the age of 25, increased from the previous age of 19.
- Choice of school or college: Young people with an EHCP and / or their parents can select a specific educational institution to be named in their plan and the council has a duty to meet the request, subject to resources.

Schools funding

The Government is consulting on changes to the Dedicated Schools Grant (DSG), the main source of funding to local authorities for education provision in their area. This will affect the 'High Needs' block of the DSG, financing additional support for children with SEND, by changing how funding is calculated and how other blocks can be used. The Government is proposing some additional flexibility and funding to support transition from 2018/19.

Demographic pressures

Overall rises in the pupil population, as well as the increase of entitlement to the age of 25, is stretching the ability of Councils to fund SEND services.

Local context

Population with SEND

In total, there are 20,220 pupils in West Sussex with SEN Support or an EHCP / Statement (16.6% of all pupils in the county). This compares with 13.9% of all pupils in statistical neighbours and 14.4% of all pupils for England.

3633 EHCP

16,587 SEN Support
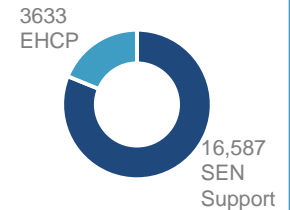
Implementation of Children and Families Act

The council has made good progress in implementing the Children and Families Act locally. For example, there is a comprehensive and accessible 'Local Offer' which details available services and co-production with children and their parents is well-established.

However, changes to policy and practice, particularly the transfer of Statements to EHCPs, has stretched capacity and limited the Council's ability to be more proactive and innovative in how services are provided.

Local market

The supply of educational provision in the county has not kept pace with the changes in the primary needs profile of SEND pupils. The Council has established relationships with independent providers but it is believed that too many pupils are educated too far from their family home.

Education – Demand: Population numbers and needs

The number of pupils in West Sussex with EHCPs has increased steadily over the last five years

Population numbers

- As of January 2016, there were 3,633 children in West Sussex schools with an EHCP / Statement, equating to 2.98% of the total pupil population. This proportion is higher than the county's statistical neighbours (2.82%) and England (2.77%). This indicates that there is a greater inclination across the system in West Sussex to use the statutory process to meet complex needs than in other areas. If West Sussex was in line with statistical neighbours, the county would have 195 fewer pupils with an EHCP/ Statement.
- The total number of children or young people with an EHCP / Statement maintained by West Sussex has steadily increased each year since 2012, from 3135 in January 2012 to 3900 in January 2016. More recent management information suggests that this figure has increased still further to 4,207 (January 2017).
- The implementation of the Children and Families Act has accelerated increases in EHCP / Statement numbers across the country, primarily due to the extension of entitlement up to the age of 25. However, the rate of increase is particularly high in West Sussex, rising by 17.3% between 2014 and 2016 compared with +10.6% for statistical neighbours and +8.1% for England. This could be the result of a lack of understanding from parents and schools about access to lower level support or an inability to challenge and explore alternative options.
- Comparing the age profile of pupils with an EHCP / Statement in West Sussex with England, the county has higher proportions of pupils aged 5 and 6, as well as a higher proportion aged 16. The council would appear to start an EHCP at a younger age and maintain support until a later age than is typical across England.

Primary need type	% of pupils	Change in numbers of individuals, 2013 - 2016	
Speech, Language and Communication Needs	26.2%	+38%	⬆
Autistic Spectrum Condition	21.0%	+41%	⬆
Moderate Learning Difficulty	13.6%	+18%	⬆
Severe Learning Difficulty	10.1%	+23%	⬆
Social, Emotional and Mental Health	8.5%	-17%	⬇

Top 5 primary need types in West Sussex for children and young people with an EHCP / Statement, January 2016
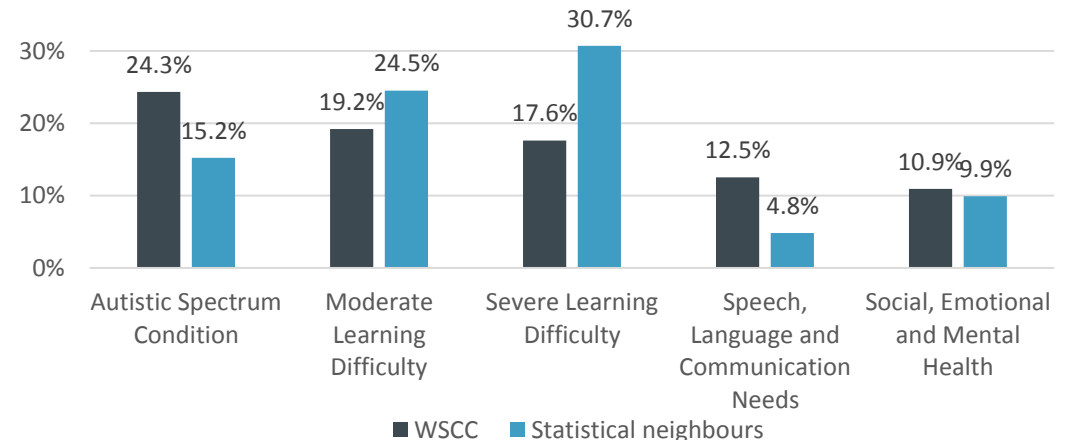
The top 5 primary need type of pupils in Special Schools, West Sussex compared to statistical neighbours, January 2016

Education – Demand: Additional needs

WSCC has higher than average rates of Children Looked After with SEND and exclusions for pupils with SEND

Absences and exclusions in West Sussex

2x	*80%*	*8x*
as many sessions are missed by EHCP / Statement pupils than non-SEND pupils	of children who were permanently excluded were categorised as having SEND	more likely, as a young person with EHCP / Statement, to be excluded from school than non-SEND pupils

- A higher proportion of absences and exclusions for children and young people with SEND is a national trend. However, it has particular implications on local supply and costs for West Sussex. Permanent exclusions of pupils with SEND is driving demand for a higher number of out-of-county, independent and alternative placements, typically at a greater cost.
- In a number of cases, these pupils could be better sustained in more mainstream settings with additional interventions and proactive support.
- The higher number of exclusions for pupils with SEND is indicative of broader issues around inclusion in mainstream schools. Feedback from 1:1 interviews and the focus groups suggests that there may be a number of drivers behind this, particularly a competitive focus on attainment and lack of practical support and confidence in the ability to meet specialist needs. It could also be exacerbated by the local authority's changing role in education with the development of academies and free schools, arguably resulting in the Council having reduced influence.

Children Looked After and SEND

- Children Looked After in West Sussex are more likely to have SEND than across the country and compared with statistical neighbours. Only one quarter of Children Looked After in West Sussex have no identified SEND, compared with nearly 40% across England.

	West Sussex	Statistical Neighbours	England
EHCP/ Statement	37.6%	30.8%	27.6%
EHCP/ SEN without Statement	36.9%	32.2%	32.9%
No SEN	25.4%	37%	39.5%

This suggests that there is an opportunity for more integrated, jointly commissioned placements and support between Social Care and Education than is currently in place. There is therefore a close link with the Children Looked After section of this Commissioning Strategy.

west sussex county council

www.westsussex.gov.uk

Education – Supply: an overview of education settings

There are four broad categories of education setting for pupils with SEND from West Sussex

Education Setting	Numbers	Key features	Challenges
Mainstream schools (maintained) Support provided within the classrooms of regular schools alongside non-SEND pupils	1356 children with an EHCP / Statement in mainstream schools and academies	• Typically suitable for most pupils with lower level needs requiring SEN Support as well as many with an EHCP/ Statement • Often do not have specialist provision for specific primary needs • Controlled and funded by the local authority	• Variable practice in encouraging inclusion • Some lack of parental confidence in ability of mainstream schools to meet child's needs • Physical and social environment not suitable for the most complex needs
Special Support Centres (SSCs) Small units attached to mainstream schools allowing more specialist SEND support to be provided	31 Special Support Centres supporting 320 children with an EHCP / Statement	• Typically support SEN pupils with an EHCP/ Statement with more specific additional needs • Provide specialist support while also able to take advantage of a mainstream setting • Controlled and funded by the local authority	• Over-utilisation in some SSCs and considerable underutilisation in others • Configuration of primary need specialisms could be better aligned with population profile
Special schools (maintained) Specifically organised to make special educational provision for pupils with SEND, often focusing on one particular primary need e.g. Autistic Spectrum Condition	11 schools in West Sussex educating 1572 children with an EHCP / Statement	• Typically provide support for pupils with an EHCP/ Statement with more complex needs • All rated 'Good' or 'Outstanding' by Ofsted in West Sussex • Controlled and funded by the local authority	• Currently at capacity within current buildings and resources available • Gap in high needs SEMH and ASC provision
Independent and non-maintained Special Schools Dedicated institutions for educating pupils with SEND, run by charities or for-profit organisations	69 schools educating 420 children with an EHCP / Statement	• Typically provide support for pupils with an EHCP/ Statement with most complex needs • Can be day schools or boarding, providing residential arrangements for 38 or 52 weeks • Not controlled and funded by the local authority	• High costs of provision • Typically out of county with significant distances to travel • Seller's market makes it difficult to negotiate costs or utilise alternative options

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

Education – Supply: Mainstream and Special Support Centres

While there is excellent practice in some mainstream schools and SSCs, this should be more widespread

Inclusion within mainstream schools

- As of January 2016, a considerably lower proportion of children and young people with an EHCP / Statement in West Sussex are educated in a mainstream school than across the country or compared to statistical neighbours. This is significantly increasing pressure on Special Schools and driving demand for more costly specialist placements.
- It is in the best interests of the child to be educated in mainstream schools where it would be appropriate to do so. Improved inclusion is therefore a key priority identified in the SEN Strategy.

	West Sussex	Statistical Neighbours	England
Mainstream schools	39.6%	48.3%	46.7%
Special Schools	51.0%	45.0%	46.1%
Other provision	9.6%	6.6%	7.1%

The proportion of young people with an EHCP / Statement or receiving SEN Support in mainstream schools ranges from 1 in 3 to 1 in 100

- This variation is placing significant strain on schools who are proactive in their approach to inclusion. It suggests that there is an opportunity to increase the networks of support and sharing of good practice in order to more fairly distribute responsibility for inclusion.
- If all mainstream schools in West Sussex demonstrated **more positive inclusion practice** to bring proportions **into line with statistical neighbours**, an additional **341 children and young people** with an EHCP / Statement would be educated in mainstream schools. This would release capacity in local special schools and significantly reduce demand for more specialist provision.

Special Support Centres

- An internal review of Special Support Centres was recently completed in December 2016. This was driven by a lack of clarity about the operational policies and procedures across the county and inconsistent monitoring of SSC provision by the council in recent years. Review recommendations should be considered and taken forward by the council in co-ordination with this Commissioning Strategy.
- Of the 31 SSCs in West Sussex, the majority are working at or are close to capacity. 7 have an occupancy of greater than 100%, primarily supporting Speech and Language and sensory impairment needs. However, 8 have an occupancy of 75% or lower, primarily providing for students with Additional Learning Needs. This indicates that there is an opportunity to rebalance provision to meet changing needs of the local SEND cohort, such as rising volumes of Autistic Spectrum Condition and Speech, Language and Communication Needs.
- Schools with a SSC attached are perceived as particularly inclusive which is driving preferred choices and demand. This is contributing to the unequal distribution of SEND pupils in mainstream schools, the limited collective responsibility for inclusion across the system and exacerbates tensions between the Council and schools who are seeking to be as inclusive as possible but cannot meet rising demand pressures on them.

www.westsussex.gov.uk

Education – Supply: Independent & non-maintained special schools
Too many pupils with SEND have to go to a school far from home due to a lack of local provision

Use of INMSS placements

- In 2015, 433 of specialist placements (12%) were in Independent and Non-Maintained Special Schools.

- The majority of these placements were for young people with a primary need of Autistic Spectrum Condition or Social, Emotional and Mental Health, due to a lack of capacity in local education provision. Speech, Language and Communication Needs and Physical Disabilities were also significant needs.

- The overall proportion and primary needs of young people in INMSS placements have remained relatively steady since 2011.

Cost of INMSS placements

- 69 different INMSS have been used to date in academic year 2016/17 for 420 individuals. The average annual cost of an INMSS placement is **£41,056** in 2016/17 compared with **£42,194** in 2015/16. The total projected spend on INMSS placements in 2016/17 is **£15.6m**.

- There has been an increase of 9.8 pro rata places overall, but a reduction of 6.7 in placements costing over £100k and an increase of 15.3 in placements costing between £20 – 50k. This suggests that work within the department to develop more targeted but lower cost placements is having an impact.

Opportunities for improving sourcing of INMSS

- Limited capacity and capability to negotiate with providers when calling off from DPS (see opposite), or regularly monitor placements.

- Lack of systems and data integration to support analysis of needs, quality, market trends and spend on INMSS placements.

Dynamic Purchasing System (DPS) for SEND
A DPS is a procurement tool suited for commonly available goods, works and services. It is similar to an electronic framework agreement, but new suppliers can join at any time.

West Sussex has a well-established DPS which covers INMSS placements, as well as residential and specialist foster care for children with disabilities. Supported by strong engagement with providers, the DPS established a clear approach for the sourcing of specialist placements.

As the DPS started in March 2012, however, it is recognised that contract documentation and processes are in need of renewal in order to optimise this approach.

Regional DPS for specialist placements
Working with other partners in the South East, West Sussex has been exploring the viability of a regional DPS for the commissioning of INMSS and independent children's home placements since 2015. Key successes of the project include:
- Development of a Common Outcomes Framework to improve outcomes-based commissioning of placements;
- Extensive engagement and co-production with the market;
- Reviewing and updating contract documentation for specialist placements.

West Sussex should build upon these successes in order to update its commissioning of INMSS placements, whether this is in partnership with other councils in the region or as a sole authority.

west sussex county council

www.westsussex.gov.uk

Education – Identified gaps and other issues

There will be an ever-increasing gap between demand and supply without more sustainable ways of working

Ability to meet rising numbers and complexity of needs

- Immediate gap identified between local supply and rising number and complexity of young people with Autistic Spectrum Condition and Social, Emotional and Mental Health needs.

- In particular, local Special Schools are not able to cater for pupils with high-functioning Autism and Asperger's Syndrome, meaning these young people can 'leapfrog' from mainstream education into costly INMSS placements with poor outcomes.

- The rate of increase in EHCPs is significantly greater than average in West Sussex and the number of EHCPs being maintained is not sustainable. Cultural change across the system and proactive action is required to prevent an ever-increasing gap between demand and supply.

Disconnected relationships between the Council, schools and families

- There appears to be a tendency across the system to default to the statutory process and seek an EHCP as the 'simplest' route to accessing preferred education and support packages. There is a cultural gap in resilience and collaborative working to determine how needs can be managed and outcomes achieved more locally at a lower level of support.

- Interaction between the Council and families can be very formal, particularly through written communication. This can create barriers and an oppositional relationship, rather than building trust and collaboration.

- Similarly, limited capacity in Education & Skills has driven a detachment between the council and schools which has limited collective responsibility for inclusion across the county.

Opportunity for more proactive work to prevent exclusions and placement breakdowns

- Without trust, proactive communication and resilient working relationships, the whole system is constrained in addressing the high rate of exclusions for young people with SEND.

- In addition, when young people enter the Pupil Referral Unit, a lack of exit planning and appropriate provision is preventing efforts to reintegrate individuals back into more mainstream provision. This lack of throughput is limiting access to local alternative provision.

What we have heard from service staff about education for SEND in West Sussex

> In several cases, we can foresee potential placement breakdown or supplier failure, but we do not have systems in place in order to proactively respond

> We want the council to invest time in conversations and building relationships. We need to feel that we have an ally. This would help to be more open in considering different support options *(Parent Carer)*

> We need teachers and other staff to have more training and confidence in meeting changing needs around Mental Health and Autism

> Our arrangements for making SEN placements are robust but these are not supported by effective, ongoing reviews

Transitions to adulthood – Overview

High-level model demonstrating existing support for young people with SEND who transition to adults' services

1. Need to improve co-ordination and information sharing between Education, Social Care and Health in order to effectively plan, review and prepare young people with SEND for adulthood at an earlier point.

2. There is not a co-ordinated approach to engagement and co-production with post-16 colleges, social care providers and other partners regarding further education, employment and training which emphasises life skills and preparing for as independent a life as possible.

Core placements and support for young people under 18

SEN service teams – Education & Skills

Social Work Teams – Children's Services

In-house placements
- Foster care
- Cissbury Lodge
- Orchard House
- May House
- High Trees

External placements
- Independent Foster Agencies
- Agency Residential Homes

Key transition cohorts

- Learning Disabilities
- Physical / Sensory impairment
- High functioning autism / Mental Health
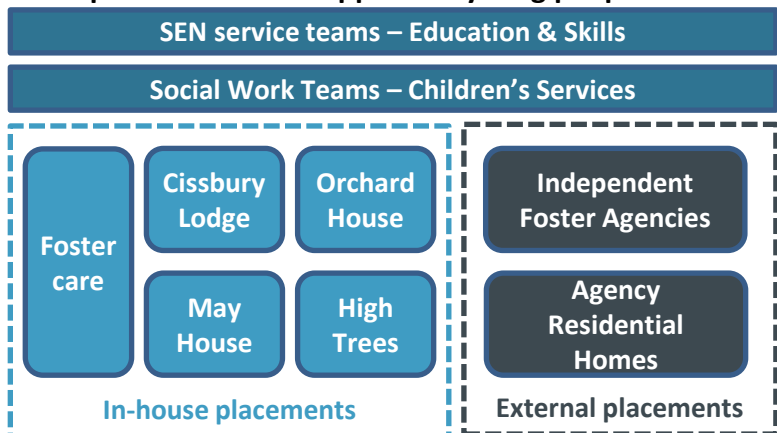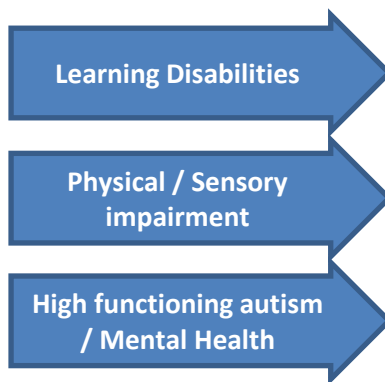
Core transition support

Transitions Team (LD) supports young people with Learning Disabilities moving into adults' services (a majority of the SEND cohort).

Young people with physical and sensory impairments will transfer to **locality-based social work teams** in Adult Social Care.

Currently little defined provision for young people with high functioning autism or mental health issues to transfer into adults' services.

Further Education, Employment and Training

Supported Living arrangements

3. West Sussex's in-house disability residential homes could be more holistically managed as a portfolio to improve preparedness for transitions to adulthood

4. There are gaps in provision for certain cohorts such as young people with high functioning autism and mental health issues where, for those who need it, the pathway into adults' services is less clear.

Transitions to adulthood – Demand

The extension of SEND entitlement to the age of 25 has considerably increased demand for support

Specific Learning Difficulty (peaking at age 13) and Social, Emotional and Mental Health (peaking at ages 15-16) have much older age profiles than other common Primary Need types. This could be an issue in terms of appropriate planning and support, particularly in the context of lack of provision for SEMH in transitions to adulthood.

853 (20.3%) CYP with an EHCP / Statement are aged 17+. Of this cohort:
- 36% attend a General FE or Tertiary College
- 24% attend a maintained Special School
- 12% in independent provision

The Council is currently finalising its *Pathways to Adulthood* strategy focusing on this particular cohort.

Age 14   **Age 16**   **Age 18**

967 (23%) CYP with an EHCP / Statement aged between 14 – 16, a significant cohort for early preparation for adulthood.

Increasing demand for post-16 further education but disconnect between Special Schools, Colleges and the Council means range and level of curricula is not always appropriate

Focus groups co-ordinated by the parent carer forum highlighted some young people entering adults' services do not receive support as children. This is particularly for young people with autism with high cognitive ability but less able to function in a further education, employment or training setting post-18.

Local plans

As a key priority for addressing transitions to adulthood, West Sussex has developed a programme of work related to **Life Pathways**. It aims to co-produce a new approach to people with lifelong disabilities and autism, and their families, looking holistically across Children's, Adults' and Education services.

Profile of the Child Disability Team	
Number of service users	735
Total budget	£13.2m
Care homes	£8.3m
Transport budget	£104k

Life Pathways analysis in December 2016 examined demand on services in scope. The table (left) highlights current demand on the Child Disability Team, of which most cases will require adults' services. However, there is a lack of reliable demand information regarding Children Looked After with lifelong conditions or young people with autism who would transfer into adults' services. Lack of integrated data on finance and service user needs is limiting an ability to proactively plan services and control spend.

National context

In 2015, the number of EHCP plans made for the first time for young people aged between 16 – 19 increased by five times the previous year (from 260 to 1305) nationally.

In 2016, the proportion of young people aged 16 – 19 for whom local authorities maintained a statement rose to 16.11% from 10.63% the previous year.

Transitions to adulthood – Supply

A mixed economy of placements and support before and during transition but unsupported by robust data

Use of in-house vs external placements for Children with Disabilities

- Between April and December 2016, 61 Children Looked After were also recorded as having a disability. A small majority of these individuals were placed in in-house provision, either residential homes (44%) or foster care (11%). 25% were placed in externally provided residential homes.

- In-house placements are reportedly preferred by WSCC social care managers, due to perceived higher quality and greater influencing over placements.

- However, there is a lack of clarity on in-house costs in order to consistently compare with external placements.

- In-house residential capacity is calculated by staffing levels and budgets, rather than actual number of beds, which can skew occupancy rates. Additional staffing to enable use of all physical capacity in the residential settings could increase overall in-house efficiency and reduce external spend.

Additional transitions support

- In 2015, the Council commissioned services for approximately 180 families of disabled children and young people from 14 providers via a Family Support Framework with an annual spend of approximately £911,000 from the Children with Disability Budget.

- There is a Supported Living and Family Support Service Framework Agreement for Young People and Adults with Learning Disabilities. This was established in 2015 and was intended to help continuity of support for young people in transition to adulthood and reduce expenditure by introducing a maximum ceiling hourly rate of £14.85 for services for disabled children and young people. This has helped to improve some experiences of transitions but there is a lack of dedicated Children's Services monitoring capacity to maximise its effectiveness.

IN-HOUSE DISABILITY RESIDENTIAL PORTFOLIO

Cissbury Lodge
Bed capacity: 14
Main provision type: Severe learning disability / physical disability
Typical age range: 7 - 18
Budget 16/17: £2,068k
Placement cost p/w: £3,400

Orchard House
Bed capacity: 16
Main provision type: Severe learning disability
Typical age range: 10 - 18
Budget 16/17: £2,110k
Placement cost p/w: £3,000

May House
Bed capacity: 3
Main provision type: Severely Autistic and Learning Difficulty
Typical age range: 7 - 11
Budget 16/17: £2,110k
Placement cost p/w: £3,900

High Trees
Bed capacity: 4
Main provision type: Severe and moderate learning disability
Typical age range: 7 - 18
Budget 16/17: £2,110k
Placement cost p/w: £4,200

- High staff turnover, driven by workforce shortage, limited career progression and emotionally intense nature of the work, is causing a reliance on higher cost agency workers.

- Portfolio could be used more flexibly and strategically for different placements, such as different units specialising in complex needs or supporting transition to adults' services up to 25.

- A lack of consistent finance and performance information hinders management insight and decision making regarding appropriate use, utilisation and cost effectiveness of homes.

west sussex county council

www.westsussex.gov.uk

Transitions to adulthood – Identified gaps and other issues

Transitions can work well but the overall practice and experience needs to be more consistent

Gaps in service provision and market

- While arrangements for young people with a learning disability or physical disability are generally clear, there is ambiguity for young people with high-functioning autism and mental health issues. Information on thresholds and available provision or support for this group of people could be made clearer as they approach transition.

- There is a lack of support for parents to prepare themselves for their child's transition and increasing independence. This can lead to tensions at transition when Adults' Services propose provision changes, particularly if revised needs assessment indicates less requirement for support

- Several service-level managers highlighted a lack of co-ordination with specialist colleges and post-16 education institutions to provide an appropriate curriculum, such as life skills courses.

Gaps in process

- There is not enough multi-disciplinary co-ordination at an early point (ages 14 – 16) to help identify needs, plan and regularly review preparation for transition.

- There is no dedicated contract officer for Children's Services using the Supported Living and Family Support Service Framework Agreement, meaning there is little capacity for market engagement, development and monitoring.

- Process failings can delay transfer of service and financial responsibilities to Adults' Services. Local policy and budget arrangements also mean that for small cohorts, such as young people in residential school placements, Adults' Services take on service responsibility at 18 but not financial responsibility until the age of 19.

A note on information

- There is a local management tool for tracking referrals to the Transitions Team, but it is reliant on accurate & timely information from referring services which is often not provided.

- A lack of reliable management information is preventing proactive planning and effective monitoring of preparations for adulthood.

What we have heard from service staff about transitions in West Sussex

We should be better at communicating and working across services and with partners to prepare our young people for life as an adult

Overall experience and service provision for transitions into adulthood is very variable – some young people have a great experience, but it is poor for others

We need to involve young people at an earlier stage about what they can receive and expect, alongside their parents

Aspirations have changed over the past twenty years. We want our children to become more independent and services need to help this
(Parent Carer)

Wraparound support – Demand
Existing and perceived gaps in wraparound support is driving additional SEND demand and costs

Cohort populations of SEN Support vs EHCP / Statements

- In addition to those with EHCPs / Statements, 13.6% of West Sussex pupils are categorised as requiring SEN Support compared to 11.0% for statistical neighbours and 11.6% for England. There is a particular disparity between West Sussex and other authorities at the secondary school level, with 15.2% of West Sussex pupils requiring SEN Support, compared to 10.4% for statistical neighbours and 11.0% for England.

- There is therefore a greater demand at the lower level of need than experienced in other areas. If these needs are not being sufficiently met, particularly at secondary school, this can lead to demand on higher levels of support in the EHCP / Statement cohort as needs escalate.

Specific wraparound support needs

- Only 3% of pupils with SEN Support have Autistic Spectrum Condition as their primary need type, compared to 21% for pupils with an EHCP / Statement. This suggests that more could be done to support children and young people with autism at a lower level of support within a mainstream setting.

- An established CAMHS offer is directed by the joint NHS / Council Local Transformation Plan (LTP) for Children and Young People's Mental Health and Wellbeing. The LTP shows that 4371 referrals were received for CYP specialist mental health services in 2015/16, a 7% increase from the previous year. Approximately a third of these referrals were triaged as not appropriate for specialist CAMHS provision, which is a high number of non-appropriate demand. This could suggest a lack of availability and access to lower level specialist provision, or awareness about what else is available to support these needs.

- The recent SEN provision review heard from practitioners that SEND pupils with a Specific Learning Difficulty and Profound and Multiple Learning Difficulties could be supported in local special schools rather than the independent sector if a more co-ordinated offer of on-site therapists was in place.

INMSS placement offer

- A perceived greater range and access to specialist support and therapies offered by the independent sector can influence parental preference and drive demand for these types of placement. This is not unique to West Sussex. The issue was highlighted in a recent review of INMSS placements for the East Midlands commissioned by NHS England. It found that the *'coherent and confident offer of integrated health provision in the glossy brochures of the independent sector'* influenced parental preference, although in reality there was not a significant difference from public provision.

Passenger transport

- Based on a snapshot in January 2017, the council is delivering transport for approximately 1650 children with SEND. These are provided by a total of 516 routes (91% delivered in-house, 9% delivered by external suppliers).

- The average distance to travel for a young person with an EHCP / Statement attending a Special School is 5 miles, compared with 2 miles for mainstream schools. The limited inclusion in education is therefore also driving additional costs for passenger transport as a core supporting service.

Wraparound support – Supply

A wide range of wraparound support available but stretched by rising demand and limited co-ordination

Established **Local Offer website** which is recognised for its **coproduction with young people and families.**

Many **active community groups** available to deliver support which is not formally provided by the council.

However, some uncertainty about how well families are directed to alternative community support at an early point. **SEND practitioners recently introduced to MASH** to help with signposting.

In-house Advisory teams for Sensory Support, Learning and Behaviour, Autism and Social Communication

Currently education focussed – but a multi-agency ASC steering group is examining how behaviour and autism support can focus on whole pathways

Specialist capabilities at capacity, therefore only able to **fulfil statutory functions.**

SALT – **Schools lacking capabilities** to provide support following assessment, therefore demand for more formal interventions.

Pilot of additional OT and physiotherapy for special schools in south of county to provide flexible support.

Section 75 arrangement with CCGs for joint commissioning of community health services

EHCPs are currently very Education focused so missing an opportunity to align needs more closely with Health and Social Care provision

Out-of-county INMSS placements impacting on transport costs. SEND transport services expenditure was **£9.14 million in 2015/16**, up from £7.5m in 2013/14.

Key types of wraparound support in WSCC

Community support eg:
- Information, Advice and Support Service
- Local Offer
- Early Help Networks

Additional support eg:
- Advisory Teams
- Personal Assistants
- Short breaks and other respite services

Therapies and Specialist Support
- Speech and Language Therapy
- Occupational Therapy
- CAMHS
- Educational Psychology

Joint working with Health and Social Care
- Complex Case Panels
- Joint commissioning with CCGs

Passenger transport
- Transport for pupils with SEND
- Independent travel training

Wraparound support – Identified gaps and other issues
Efforts to build more integrated working and proactive wraparound support would help to manage demand

Overdependence on therapies

- There is a perceived lack of confidence among parents and professionals in how well Health and other specialist support provision can meet complex needs within community settings such as local schools.

- For many parents, there is a sense of security in their children receiving formal therapies from highly qualified practitioners. However, a strong network of community support could be accessed more easily and regularly, which can lead to better outcomes for individuals.

- Placements which do not have access to appropriate targeted support break down more easily, particularly at key transition points, which drives demand for more costly INMSS provision.

More integrated working between Health, Social Care and Education

- Significant resources from Integrated Prevention and Earliest Help, Education and social work teams are supporting children and young people with complex SEND in schools but this is not as co-ordinated as it should be.

- There is a need to get Health, Social Care and Education colleagues around the table more often to look at issues and build a collective plan for individuals, including accessing a wider range of support.

- This includes better communication and recognising the use of pooled budgets, rather than a siloed approach to finances and funding interventions which may avoid greater costs further down the line.

Passenger transport

- West Sussex has experienced considerable rising demand and costs for passenger transport due to the overall numbers of EHCPs and use of out of county placements

- There is some independent travel training in place but there are difficulties due to the rural nature of large parts of the county and limited availability of public transport.

What we have heard from service staff about wraparound support for SEND in West Sussex

> I see more anxiety about finding a good Personal Adviser than I do accessing SALT or other more formal therapies
> *(Parent carer)*

> We used to have termly meetings with special school headteachers to identify 'red flags' and the additional support we could provide for these pupils – but this does not happen now

> Some good things are happening, but there is not enough support, capacity and a mandate to move forwards in a joined up, strategic way

> It should be a priority for us to focus on the wraparound services and packages of care which would better support provision by schools

west sussex county council

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

Future provision requirements

If there is no change, growing SEND demand will fall disproportionately on independent specialist provision

National drivers

- Improvements in recognising and diagnosing certain types of SEND primary need continuing to drive increasing Autistic Spectrum Condition and Social, Emotional and Mental Health.

- Medical improvements leading to extended lifespans and increased support for individuals with most complex conditions.

- Legislative changes extending duties up to the age of 25 if in Education driving growth in demand for post-16 provision.

- National trends have shown a shift away from mainstream to special school settings for pupils with an EHCP/ Statement, with a corresponding increase in specialisation in specific needs rather than more generalist provision. The independent sector is more able to respond to this than the maintained sector.

Local drivers

- Overall pupil population projected to increase by 10,000 by 2021. This is a linear projection and does not take into account planned housing development in West Sussex.

- Children and Families Act 2014 gives strong weight to parental preference and the need for wide choice of educational setting (subject to available resources). A failure to improve parental confidence in local provision will continue to drive demand for out of county INMSS.

- Insufficient work with young people in Years 7, 8 and 9 or data forecasting to help identify and prepare provision needed for post 16 and transition to adulthood.

Impact

- On an assumption that 2% of the pupil population increase will need specialist provision, in line with current statistics, this will result in the need for 200 new specialist placements (including in SSCs) over the next 5 years.

- Ongoing impact of the Children and Families Act reforms leading to continued increase in the number of assessments and resulting EHCPs, with a corresponding rise in the formal support entitlement and pressure on the 'High Needs' block budget.

- 91 new independent and non-maintained special school placements by 2019 based on current projections, at an estimated total cost of £3.74m based on the 2016/17 average unit cost.

- Increased demand on special college provision for young people with high Special Educational Needs, with a corresponding need for more co-ordinated and integrated approaches to transitions and the county's Pathways to Adulthood strategy.

www.westsussex.gov.uk

Other delivery challenges

Ways of working could be further developed to improve the delivery of SEND services and outcomes

People

- Limited capacity and capability in the SEN service to provide additional support or objective challenge to parents and schools.

- Providers and the council are finding it difficult to recruit and retain well-trained staff, in particular SEN professionals, Educational Psychologists and social care workers. These workforce pressures are making it harder to keep children and young people with complex needs in county.

- SENCOs are lacking an effective network of support, which means teachers are not as confident in supporting pupils with SEND and rates of inclusion in mainstream schools are low.

Process

- Placement outcomes are defined at Panels, but little governance in place to ensure provision is meeting outcomes and assess ongoing suitability of provision.

- Inconsistent and irregular review processes results in provision being maintained, often at high cost, without consideration of changing needs. This also prevents issues being identified early and an inability to take action to prevent placement breakdown.

- Joint working between Education, Health and Social Care is not effectively embedded, resulting in EHCPs which are not as holistic as they should be and siloed support and decision making regarding costs.

Technology

- Lack of integrated case record systems to support multi-disciplinary planning and co-ordination of support. For transitions, there are separate Children's and Adults' Services records on Frameworki, whereas Education & Skllls use BSL.

- Lack of infrastructure to support monitoring of impact of placements, with reliance on local management tools and spreadsheets with inconsistent recording of information.

- Lack of integrated systems to support tracking and analysis of financial spend, meaning some operational services are not as aware of cost implications and disconnected from financial accountability.

Policy

- Undefined roles, responsibilities and ways of working between Education, Social Care and Health.

- Limited response to prevent the high number of exclusions for pupils with SEND from mainstream schools.

- Unclear transitions protocol can result in an absence of support upon reaching adulthood, particularly for young people with Autistic Spectrum Condition or Social, Emotional and Mental Health difficulties.

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

Summary of key issues – Special Educational Needs and Disabilities

Our Current State section highlights eight core issues as identified through data analysis and staff engagement

A) Limited inclusion in mainstream schools

While there is some excellent practice in supporting children with SEND in mainstream education, this needs to be more widespread across local schools

B) Increasing demand for some primary needs

Rising numbers of Autistic Spectrum Condition and increasing complexity of Social, Emotional and Mental Health primary needs is leading to gaps in service provision

C) Access to and flexibility of specialist support

There is SALT, OT, CAMHS and other specialist support available but this can be difficult to access, with significant potential for earlier intervention, especially for the highest levels of need

D) Placements and outcomes not regularly reviewed

This is due to limited capacity from increased workload as a result of CFA 2014, as well as concern for stability of placements

Special Educational Needs and Disabilities

E) High parental expectations in provision

Parents often do not believe that local mainstream or special schools can meet their child's needs and the Council finds it hard to inform and shape their view

F) High use of independent and non-maintained special schools

Parental preferences and limited local supply is driving a high use of independent and non-maintained special school placements, particularly out of county

G) Reactive decisions and actions

Lack of data and information, as well as little support to help bolster placements and prevent breakdown, is preventing the council from being proactive in SEND placements

H) Inconsistent transitions to adulthood

There is considerable variation in the preparation and experience of young people in their transition from children's to adults' services

These key issues are matched against each solution in the next section using this key: A B C D E F G H

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

2b

Children and young people with complex Special Educational Needs and Disabilities (SEND)

Future State

What might the future look like - SEND

Nine potential solutions identified to address the key issues affecting complex SEND placements and services

INNOVATIVE

Truly transformative

7. School-led SEND innovation and improvement

8. New model for building family resilience

9. Alternative models of funding

ADVANCED

Enhanced

4. Expand offer of support for SENCOs

5. Develop spectrum of wraparound support

6. Improved placement management and provider liaison

FOUNDATION

Fit for purpose

1. Collective approach to inclusion with partners

2. Robust transition preparation and pathways

3. Improved method for placement reviews

PLAN	DO	REVIEW

ANALYSE

west sussex county council

1. Collective approach to inclusion with partners
Partner with schools to better understand and tackle barriers to inclusion in mainstream settings

F
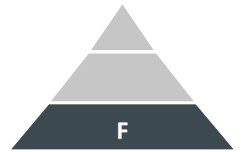
As-is
- Only 39.6% of children with an EHCP/ Statement in West Sussex are educated in a mainstream school, therefore stretching local special school capacity and increasing the need for INMSS placements.
- There is an imbalance in the proportion of children with SEND in mainstream West Sussex schools, placing excessive strain on schools with good practice and insufficient challenge for those who are poor at inclusion.
- Working cultures among schools, parents and professionals appear to be mutually reinforcing, driving demand for specialist provision.

Benefits
- Increased capacity within local special schools, thereby reducing requirement for costly placements from the independent sector as well as additional costs such as passenger transport
- Education provision better matched to the needs of individuals to improve overall outcomes
- Clear understanding across schools, parents and the council on available support and how it works together to meet needs

To-be
A collective approach to inclusion co-led by West Sussex and schools will increase the capability and capacity of mainstream schools to educate more children and young people with SEND where it would be appropriate to do so. This increases the capacity in local special schools to work with individuals who have more complex SEND who would most benefit from specialist expertise.

Key features of this approach will include:
- Building on established work and structures, including the Education & Skills Forum, to understand the barriers to inclusion;
- Prioritise boosting inclusion and support at primary to secondary transition;
- Enhance local 'clusters' of mainstream schools focused on SEND issues to improve networking, develop practice and promote challenge among peers;
- Ensure dedicated capacity within the local authority to lead ongoing engagement and monitoring of inclusion efforts among local schools;
- 'Dragons Den' style approach for additional investment where it would effectively tackle inclusion barriers, such as adapting buildings

Key skills required
1. Focused project management to implement the *SEN Strategy*;
2. Experience of partner engagement and leading coproduction;
3. Data analysis;
4. Performance Management; and
5. Continuous improvement and iterative learning.

Where has this worked elsewhere?
The Council does not need to look far for practice examples, with excellent work already being undertaken in several schools within the county. This opportunity is about capturing lessons, expanding and enabling the advocacy of local good practice across the county. Inclusion is a key element of the WSCC SEN Strategy developed in 2016 and ongoing implementation of this strategy will lay successful foundations for widespread inclusion which can be celebrated.

2. Robust transition preparation and pathways

Implement clear processes and integrated working to support earlier preparation for transitions

F
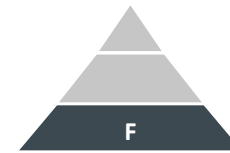
As-is

- Preparations for transferring to Adults' Services do not take place at an early enough stage, preventing a smooth transition.
- Young people and their parents can feel fearful at a sudden change in available services, particularly if there is a lack of certainty about the future.
- Disconnect between Education, Children's Services and Adults' Services in planning and preparing for transitions, exacerbated by a lack of clear communication, data and information.
- Person-centred planning introduced but impact still to be measured.

Benefits

- More coherent, joined-up and transparent services for children and young people
- Reduced costs of placements and services for young people and adults due to preparation for more independent lives and better matching support to needs
- More efficient and effective use of resources across Education, Health and Social Care

To-be

The implementation of a *Pathways to Adulthood Strategy* provides a robust approach to planning transitions, helping young people, families and services to focus on key outcomes and preparing for as independent a life as possible. As part of this, an up-to-date transitions protocol sets out clear roles, responsibilities and timescales associated with core stages of clear transition pathways for groups of children and young people with SEND.

Key features of this approach will include:

- Targeting of services towards young people aged 14 to support earlier preparation for transition, including better forecasting of the upcoming cohort in KS3
- Ensuring Social Care and Health services are jointly involved alongside Education in planning and managing transition arrangements;
- Building on the person-centred planning approach to apply it more consistently to transitions;
- Clear process and supporting infrastructure, including management tools, to provide effective tracking and monitoring of plans and transfers.

Key skills required

1. Focused project management to lead implementation of *Pathways to Adulthood* Strategy and *Life Pathways* work;
2. Policy development;
3. Operational data gathering and business intelligence; and
4. Internal performance management and horizon scanning.

Where has this worked elsewhere?

In 2016, the National Institute for Health and Care Excellence published guidance and quality standards regarding transition from children's to adults' services. This includes five quality statements covering: planning transition; annual review; named worker; introduction to Adults' Services; and missed first appointments. Self-assessment and improvement templates are also available to help agencies and providers to develop their own processes and ways of working to support

3. Improved method for placement reviews

Implement clear policies and processes around placement review throughout pathways
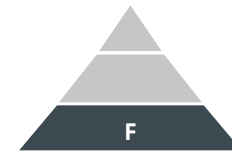
As-is

- There is no co-ordinated approach to the regular assessment of young people's placements and services provided against their changing needs.
- Provision is often driven by immediate needs with less of a focus on longer term outcomes and preparing for adulthood
- This means that individuals are receiving support which is greater than their needs and can foster greater dependence in some cases.
- Once a young person is placed in an INMSS placement, they are unlikely to return to more local provision.

Benefits

- Significantly improve effectiveness and value for money of individual placements, as well as wider market management
- Increased capacity and capability to proactively respond to issues
- Reduced overall costs by better matching provision to changing needs, educating more locally and in less specialist settings where possible
- Improved outcomes for children and young people by ensuring that provision meets their aims in both the short- and longer-term

To-be

An improved method for placement reviews will allow West Sussex to be more proactive in adjusting provision to better meet a young person's changing needs, ensuring that support is at an appropriate level and cost. Reviews in advance of key transition points considering whether the young person's needs have changed, necessitating alternative provision, will support the more effective use of local mainstream and special schools across the cohort. This will minimise need for INMSS placements.

Key features of this approach include:

- INMSS placements and years immediately preceding a key transition point (ie. Primary to secondary / KS3 to KS4) to be prioritised for doing enhanced reviews, allowing suitable preparation for alternative arrangements.
- Placements co-assessed and revised as a partnership between the young person and their family, providers and professionals from Education, Health and Social Care;
- Effective recording, monitoring and access to information relating to a young person's placement and progress towards key outcomes.

Key skills required

1. Defining and planning placements;
2. Data and outcomes monitoring;
3. Commercial awareness and market expertise;
4. Quality assurance; and
5. Innovation and creative thinking.

Where has this worked elsewhere?

EHCP Reviews are required to take place at least every 12 months. The SEND Code of Practice details the process and practice required for reviews, focusing on progress towards outcomes and including the effectiveness and ongoing appropriateness of special educational, health and social care provision. Local authorities across the country are working to ensure their review processes, including the supporting infrastructure and follow-on actions, are established and embedded.

Key issues tackled: A B C (D) E (F) (G) H

4. Expand offer of support for SENCOs

Increase training and support for SENCOs to improve capacity to manage less complex needs

A
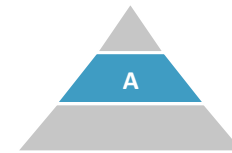
As-is

- The capacity, profile and networks of support available for SEN Co-ordinators (SENCOs) in West Sussex is limited, which is contributing to the lower than average numbers of pupils with SEND educated in mainstream schools
- While there are pockets of good practice regarding inclusion, this is not widespread across schools in the county. Feedback through 1:1 interviews & focus groups suggests that an embedded culture and lack of belief in the ability of some schools to support pupils with SEND is partly responsible.

Benefits

- Increased capability within local mainstream schools to better manage SEND issues as SEN Support level, reducing demand for EHCPs;
- Greater mainstream inclusion increasing capacity in local special schools, reducing demand and costs of INMSS placements;
- Improved partnership working between councils and schools;
- Building a more sustainable model of SEND provision by empowering schools to lead on development and improvement

Key skills required

1. Workforce development;
2. Communication and engagement;
3. Creating and sustaining a professional network;
4. Information and knowledge sharing; and
5. Multi-agency planning and networking.

To-be

SENCOs play a critical role in ensuring the needs of children and young people with SEND are met within mainstream schools, ensuring effective policies and practice are in place. Robust networks of SENCOs, supported by the council, will build a stronger culture of shared responsibility for inclusion across the county. This will help to reduce the number of exclusions, alleviate the pressure on special school capacity and reduce demand for INMSS provision. Key features of this approach will include:

- Developing training for SENCOs across all mainstream schools in West Sussex, including ongoing peer case conferences and support networks;
- Building communication with SENCOs, as well as their understanding and access to additional wraparound support for SEND pupils;
- Promoting the work and involvement of SENCOs in the Senior Leadership Teams of schools to build the profile of inclusion;
- Specific focus on targeted action and intervention to prevent exclusions, working with the expanded spectrum of wraparound support and therapies.
- Considering support for similar roles, such as Educational Psychologists.

Where has this worked elsewhere?

In order to support more robust monitoring of SEND identification and outcomes achieved, Southend invested in two training programmes for all SENCOs across the authority – 1) moderating assessment and identification of SEN; 2) making provision and allocating resources. By working towards a more consistent assessment and approach to SEND across schools in the area, the council hopes to better manage demand and make more effective use of resources.

Key issues tackled: (A) (B) C D (E) F G H

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

5. Develop spectrum of wraparound support

Build capacity, access and awareness of the spectrum of SEND support and therapies offered
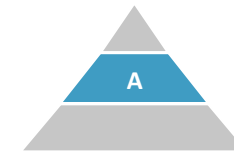
As-is

- A range of specialised support for CYP with SEND is available in West Sussex, including SALT, Occupational Therapy and Educational Psychology. Limited capacity means resource is focused on the most complex cases.
- There is a gap in provision for additional wraparound support for individuals who do not meet defined specialised criteria, which can result in their needs escalating and becoming more difficult to manage over time.
- Although there is support available in the community, access to these resources is often not as co-ordinated or consistent as it could be.

Benefits

- Increased ability to maintain local placements, avoiding costs and distance of out-of-county INMSS placements
- More coherent, joined up and transparent services across Education, Health and Social Care for children and young people
- More proactive approach to managing demand and preventing ongoing rise in EHCPs maintained

To-be

Facilitating a broader spectrum of wraparound support including therapeutic approaches will enable the needs of children and young people to be met more locally, without requiring more complex and costly support in specialist settings. Earlier intervention to help provide support, or direct families to appropriate support in the community via the Local Offer, will help to reduce the ongoing increase in EHCPs maintained by the local authority.

Key features of this approach will include:

- Greater focus on Health and Social Care in the development of EHCPs.
- Development of specialist 'Edge of EHCP' provision which targets interventions at individuals just below the EHCP level. This will work with schools to build on the graduated approach and enable needs to be better met without requiring a more formal EHCP.
- Continued implementation of the Local Transformation Plan for CYP's Mental Health and Wellbeing, alongside additional dedicated support for Autism due to increasing demand and complexity of needs.
- Co-development of new provision with providers to meet complex needs.

Key skills required

1. Service design and implementation;
2. Multi-agency planning, networking and ownership;
3. Defining and monitoring outcomes;
4. Joint information gathering and analysis;
5. Predictive modelling; and
6. Continuous improvement and iterative learning.

Where has this worked elsewhere?

A study examining opportunities to reduce INMSS placements in the East Midlands was undertaken in 2016, commissioned by NHS England. One area highlighted was a need to improve confidence in the health offer to support local placements. Recommendations included: improving attendance of health partners at panels; greater access and flexibility of therapy in community-based settings; potential local commissioning and management of therapies by special schools. e.g. In Nottingham, the CCG commissions specialist nurse services within a special school.

6. Improved placement management and provider liaison
Develop capacity & capability regarding provider management for SEND placements
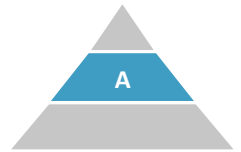
As-is
- Procurement mechanisms for INMSS placements and other support services are well-established and functional but require refreshing
- Disconnect between operational services, contract management and commissioning means the council is unable to maximise quality and value from providers
- Operational relationships with key suppliers exist but the council is lacking capacity to influence ongoing market development

Benefits
- More robust local market which can flex to better meet the council's needs for SEND placements and support services
- Greater choice available with regards to service provision
- Improved culture of partnership and collaboration between the council and the market to develop services which meet needs
- Improved value for money for SEND placements

To-be
Closer partnership working with education and social care providers of SEND placements and services will improve the council's ability to proactively influence the market, develop services to meet the changing needs of the cohort and maximise value for the money it spends. At an operational level, dedicated capacity will allow placements to be better tailored, managed and monitored to improve outcomes and address costs.

Key features of this approach will include:
- Dedicated monitoring capacity against quality and value across all placements once arranged, bridging operational & commissioning functions
- Proactive approach to horizon scanning, informing the market and attracting new providers to the local area
- Adopting or adapting key elements of the Regional DPS viability work to be implemented locally in West Sussex, including outcomes framework, updated contracts and monitoring approach
- Reshaped provider forums with a strategic agenda co-produced with the market to improve shared understanding of needs and services

Key skills required
1. Contract management (at strategic and operational placement level);
2. Commercial awareness;
3. Quality assurance;
4. Relationship management;
5. Negotiation and influencing skills;
6. Horizon scanning; and
7. Evaluating good practice and value.

Where has this worked elsewhere?
More proactive market collaboration is a key part of strategic commissioning which is being advanced by many local authorities. Market Position Statements are increasingly being used by authorities such as Manchester and Durham to inform the care and support sector of their strategic priorities, commissioning intentions and issues where the market can help. West Sussex already has a number of elements in place, such as DPS and provider forums, but these can be made more effective.

Key issues tackled: A B C (D) E (F) (G) H

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

www.westsussex.gov.uk

west sussex county council

7. School-led innovation and improvement for SEND
Children's Services and Education working together to empower schools to innovate for SEND
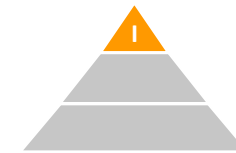
As-is
- WSCC continuing to adjust to changing role of local authorities within education, as well as increasingly limited resources;
- Stretched capacity within the directorate has led to a disconnect between the council and schools on inclusion and SEND issues;
- As a consequence, there appears to be widespread variation in practice and confidence across schools in their ability to support pupils with SEND
- This drives demand for the statutory process and EHCPs, rather than managing wherever possible at SEN Support level.

To-be
Schools are critical partners in identifying and supporting children and young people with SEND. They have the greatest operational understanding of what works and how provision can be tailored to meet the needs of individuals and local communities. This knowledge and experience needs to be better harnessed in order to address the twin challenges of rising demand and reducing funding. A school-led innovation programme would enable the greater pooling of ideas and resources and facilitate mutual learning in order to build more creative, robust and sustainable solutions for addressing SEND issues across the system.

Key features of this approach will include:
- Enhance SEND Hub networks for schools to collectively identify, establish and manage action research projects to test innovation and new practice;
- Investment pot to fund projects which tackle agreed priorities to be jointly managed by local authority and schools;
- Development of an evidence base to inform practice and roll out successful projects across the county.

Benefits
- Greater mainstream inclusion increasing capacity in local special schools, reducing demand and costs of INMSS placements
- Improved ownership and shared responsibility for inclusion across all schools in West Sussex
- Stimulating creativity and tailored support to meet local needs
- Increased data and evidence to make informed commissioning decisions to support SEND in the future

Key skills required
1. Promoting a shared vision and strategy;
2. Continuous evaluation and learning;
3. Partner development;
4. Creative thinking;
5. Communication and engagement; and
6. Outcome identification and specification.

Where has this worked elsewhere?
In 2016, Essex County Council initiated a school-led SEND innovation programme, building on existing clusters of schools working collaboratively. These clusters had led to quicker access to advice and expertise, fewer EHCP applications and fewer exclusions for learners with SEND. Through the innovation programme, Essex sought to empower schools to own their SEND vision and develop capacity and confidence by building and sharing evidence-based practice across the county.

west sussex county council

Key issues tackled: (A) (B) C D (E) (F) G H

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

www.westsussex.gov.uk

8. New model for building family resilience

Develop a proactive intervention model to build family resilience and support
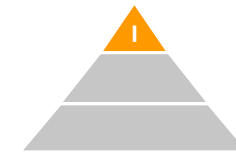
As-is

- Increasing demand for EHCPs with many schools and parents appearing to default to the statutory process as the best means to access support;
- There is little dedicated intervention for children and young people just below the threshold of an EHCP, where preventative action at key points could help to better manage their needs at this level;
- There appears to be a culture across the system in West Sussex which prefers more traditional, formal assessment and therapies for SEND;
- Lack of parental confidence in local provision is driving demand and costs.

To-be

Proactive intensive intervention when certain risk factors are identified will bring together young people, their families and professionals to co-develop and agree an action plan to improve outcomes. Adapting a structured approach from successful models such as Person-Centred Planning (PCP) and Family Group Conferences to meet needs in West Sussex will mean families lead the planning process, addressing issues before they escalate. It will help families to feel greater ownership and identify more creative solutions that better utilises personal & community resources in place of more traditional service provision. Key features, building on the PCP arrangements already in place, to include:

- Dedicated service, targeting key cohorts (such as 'Edge of EHCP') and overseeing an organised process which provides families the space to set out priorities and plan towards a clear outcome;
- Asset-based approach to focus plan on the existing knowledge, skills and experience of the young person and their wider family;
- A supporting infrastructure of early identification, tracking and monitoring to ensure quick intervention and evaluation of impact.

Benefits

- Reduced number and costs of high needs, complex placements through a targeted prevention approach
- Increase utilisation of community and family provision, easing pressure on local authority resources
- Improved engagement and confidence of parents and families in local provision

Key skills required

1. Service design and implementation;
2. Data analysis and risk assessment (including predictive modelling);
3. Defining and monitoring outcomes;
4. Relationship building; and
5. Project and change management.

Where has this worked elsewhere?

While no particular model is recommended and a tailored approach is required to meet WSCC needs, a FGC-type model could be explored. The FGC approach is most commonly used in child safeguarding, although it has more recently been adopted in some areas to approach adults with learning disabilities or mental health issues. In relation to SEND, LB Camden have developed an Early Help FGC model which can be used to help families develop a plan for their child with SEN. Also, training has been delivered to some local authorities in the North East on how FGCs could be used to support SEN children.

Key issues tackled: A (B) (C) D (E) (F) (G) H

58

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

9. Alternative models of funding

Test how alternative models of funding could better incentivise inclusion and independence
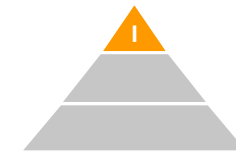
As-is

- Schools are funded by a combination of place funding and 'top-up' funding for pupils with SEND using the 'High Needs' block of the Dedicated Schools Grant, which is currently under considerable pressure in West Sussex;
- There is a perception that the 'top-up' funding available is not sufficient to cover the support requirements of SEND pupils in mainstream schools;
- Independent education and social care providers who are delivering high levels of support may be discouraged from promoting greater independence as it reduces their revenue for that particular placement.

To-be

More creative use of the High Needs Block better triangulates between the needs of the individual, the cost of services and the actions of providers in order to incentivise inclusion and greater progress to independence.
Key features of this approach will include:

- Provision of booster funding to schools to help maintain a young person in mainstream or local provision, financed by utilising a proportion of costs avoided from a more costly independent placement if the intervention is successful;
- Working with social care providers to develop a mechanism of sharing savings achieved for a short period of time following the step-down in support as a young person progresses to more independence;
- Investigate opportunities to implement Individual Service Funds or a Social Impact Bond for SEND support services;
- Explore policy options for financial relationship with academies which incentivises inclusion, such as academies funding all or part of subsequent placement costs if they exclude a child with SEND.

Benefits

- Clearer understanding on the working arrangements between services, and the finances underpinning them, which will inform commissioning decisions;
- Reducing financial barriers for schools and providers to adjust and adapt provision to meet changing needs of individual service users;
- More proactive approach to managing demand and costs of complex placements.

Key skills required

1. Commercial awareness;
2. Financial modelling and management;
3. Legal / Procurement technical knowledge;
4. Developing partner relationships;
5. Data analysis and monitoring; and
6. Contract and performance management.

Where has this worked elsewhere?

Southend developed a methodology for how high-needs funding could be effectively re-distributed outside the formula. The aim was to target additional schools with very high levels of children with low-cost SEN, in order to better support these children and prevent needs escalating. The methodology used the SEN register and low prior attainment as proxy indicators. This allowed funding to be awarded on a tapering basis per pupil over the thresholds set.

Key issues tackled: (A) B C D E (F) (G) (H)

3 Children and young people who are Looked After

Introduction

Introducing the scope and purpose of this section of the Commissioning Strategy

West Sussex's vision for CLA children and young people

All CLA and Care Leavers will be placed in high quality and stable care placements, which have been identified as the most appropriate to meet their needs, and which promote permanence, secure attachments and ensure positive outcomes

Currently, there are 681 Children Looked After (CLA) in West Sussex.

The child population of West Sussex is projected to grow by 12,000 to over 180,000 children in the next 10 years. The current rate of Children Looked After is 38.5 per 10,000 of the child population aged under 18.

Taking the growth of child population and assuming it doesn't increase any further, this will mean an 8% increase in Looked After Children in the next decade.

In order to meet demand, and achieve this vision, it will be critical to make sure our Commissioning Strategy enables us to:

- Secure services which are local to their families and communities, within, or close to, West Sussex
- Drive to stay local and provide accommodation within West Sussex
- Work together with key agencies to meet the needs of our most vulnerable children

This section of the Commissioning Strategy will aim to provide the national and regional context, an overview of current arrangements- including demand, supply and gaps in service provision for this cohort, before suggesting opportunities and potential recommendations for West Sussex to achieve this ambition.

Scope for this section

- Residential arrangements, including in-house and independent external placements
- Provision for Unaccompanied Asylum Seeking Children (UASC)
- Semi-independent living / supported accommodation for children leaving care
- Beechfield Secure Children's Home- including a review of the Business Case for redevelopment
- Fostering placements, including alternative models and interventions (this will be appended separately in Annex 2)

It does not cover SEND children who qualify for Section 20 under Regulation 48 for more than 75 days per year or children and young people in adoption, as these cohorts do not typically fall into our complex needs, high cost category

www.westsussex.gov.uk

west sussex county council

3a

Children and young people who are Looked After

Current State

Navigating this section

This section examines demand, supply and broader considerations for Children Looked After provision

Demand

This area focuses on West Sussex's current demand for Children Looked After, viewing this demand in both a national context and in comparison to their statistical and geographical neighbours. The key elements it covers are:

- National and local context
- Population numbers and age profile
- Additional needs

Supply

This area focuses on West Sussex's supply of Children Looked After provision, covering:

- Types of provision
- In-house residential supply
- Summary of Beechfield's business case for redevelopment (full review in Annex B)
- External supply
- Supported Accommodation

Broader considerations

There are then a number of broader considerations examined for West Sussex's Children Looked After, including:

- Identified gaps and other issues
- Future provision requirements
- Other delivery challenges

west sussex county council

www.westsussex.gov.uk

National and local context

Whilst overall CLA numbers are lower in WSCC, the numbers of young people over 10 are much higher

National context

Demographic pressures
There have been overall rises in both the total number of Looked After Children in England, and the rate of CLA, which has also increased, from 59 children per 10,000 of the population in 2012 to 60 in 2016. The national age profile has also continued to change over the last four years, with a reduction in the number and proportion of children aged 1-4 years and a steady increase in the number and proportion of older children looked after.

Current Trends
In the last year, there has been a national rise in the number of complex cases such as children who have been sexually exploited (CSE), as well as an increase in unaccompanied asylum seeking children (UASC), with 3,440 unaccompanied asylum seeking children entering care.

Ofsted single inspection framework
This 2014 legislation provided Ofsted with a guide with which to inspect and evaluate services for children, combining previous singular inspections for child protection and looked after children. The first set of inspections, completed in Summer 2016, focussed on children at risk of sexual exploitation, and those who go missing from home, school or care.

Staying Put
The 2013 'Staying Put' legislation, part of the Children and Families Act allowed children in care the option to stay with their foster families until the age of 21 years.

Local context

CLA Population
West Sussex has a lower than average CLA population compared to the national average, at 37 children looked after per 10,000 children aged under 18 years. However, it has a much larger cohort of children aged 10 years and over, particularly those over the age of 16. In order to address the growing number of older children, the Council have developed an Integrated Prevention and Earliest Help model being implemented for Spring 2017 and are therefore expecting to see the overall size of the CLA population to initially grow in response to this.
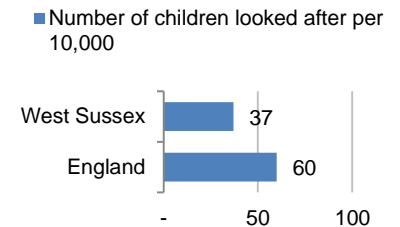
Current Trends
West Sussex has seen a rise in high risk complex cases, particularly CSE, children with sexually harmful behaviours and mental health conditions, which has led to increased demand for emergency placements and specialised provision.

Local market
Although there is a sufficient local supply of placements, neighbouring and London authorities place large numbers of CLA in West Sussex. This significant number of placements from other councils into the county has led to an extremely competitive local market and is limiting the supply available to the Council and placing pressure on other services e.g. YOS, schools.

■ Number of children looked after per 10,000

West Sussex	37
England	60

- 50 100

www.westsussex.gov.uk

Demand analysis: Population numbers and age profile
The total Children Looked After population and the size of the older cohorts has increased in West Sussex

Population numbers

- Aside from a noticeable decrease in 2014, the Children Looked After population in West Sussex has remained broadly in the range of 650 – 660 individuals.
- In November 2016, the total number of children looked after in West Sussex was 681. This is an increase of 7.8% since January 2016 - much larger than the national increase of 1%.
- A large component of this increase can be attributed to increasing numbers of UASC in West Sussex, with further analysis included on the following page. The rate of increase in the CLA population excluding asylum is only 3.5% in the same period.
- Another cohort which has contributed to growth of the CLA population is 0-5 year olds, which have a general trend upwards since 2014, with a peak of 146 children in August 2016. This is a 13.6% increase since November 2015.
- Compared with other local authorities, however, West Sussex has fewer Children Looked After than might be expected. The rate of Children Looked After for the county is 37 children looked after per 10,000 children aged under 18 years in the population. This is 9 fewer than the average of its statistical neighbours (46/ 10,000 children).

Number of Children Looked After in West Sussex, 2012 - 2016
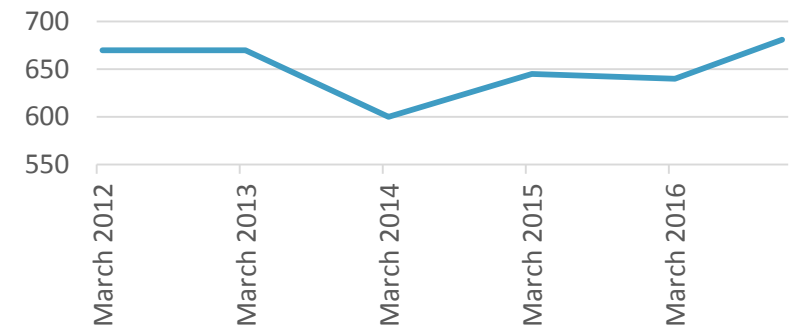
Number of CLA by age group

- 0 - 5
- 6-10
- 11-15
- 16 - 18
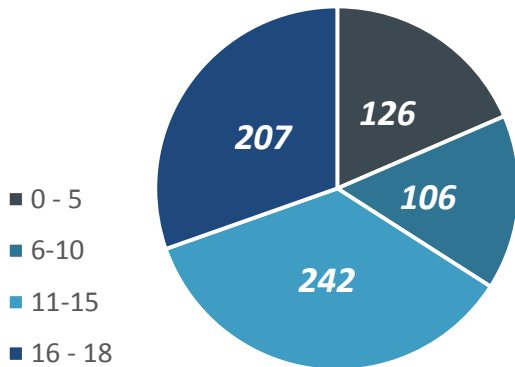
Age Profile

- West Sussex's largest cohort of Children Looked After are aged 11-15, with 66% of CLA over the age of ten. This is larger than the national average of 62% and West Sussex's statistical neighbours.
- In 2016, 31% of children aged 11-15 are coming into care for the first time. Out of these children, the majority (60%) are coming into care as a result of family breakdown, suggesting more need for intensive family support.
- With 207 children over 16, this cohort is a third larger than the average for its statistical neighbours and a fifth larger than its geographical neighbours.
- The number of Care Leavers has slightly increased from 302 in 2015 to 305 in 2016. This increase could suggest West Sussex's young people are starting to take advantage of the Staying Put legislation, though this will take some time to fully impact upon numbers.

www.westsussex.gov.uk

Demand analysis: Additional Needs

In addition to rising overall numbers of CLA, certain cohorts with additional support needs are increasing

Unaccompanied Asylum Seeking Children

- As noted previously, the increasing rate of CLA in West Sussex is partially driven by rising numbers of UASC. The number of unaccompanied asylum seeking children has increased from 58 in January 2016 to 87 in November 2016. This compares with just 25 in 2012. This is a national trend, but West Sussex has more than double the statistical neighbour average. Assuming that this rate remains constant with the projected overall population, West Sussex will need to provide services for 189 UASC by 2021.
- This demand has led to a sharp rise in the use of in-house providers and external agency placements. In addition, expensive spot-purchasing of independent living arrangements accounts for 31% of the total UASC provision. The total forecasted spend on Asylum placements in 2016/17 is £1.85m.

Number of West Sussex UASC compared to Statistical Neighbours from 2012-16

Early Years

- Though at 16%, West Sussex has a lower percentage of 0-5 year olds than its statistical neighbour average, which is 17.7%, there has been a recent marked increase in this cohort, with a 3% increase from November 2015.
- This is largely attributed to the Think Family Early Intervention Strategy, which has targeted neglect in young children. West Sussex is therefore likely to see this cohort of young children work through the system in the next few years and this needs to be a key consideration in planning provision.

Placement breakdown

- 16% of placements made in 2016/17 to date are recorded as being a Same Day or Out of Hours placements, indicating a level of urgency in identifying care arrangements for the young person. Finding such placements is resource intensive and dependent on availability and capacity, rather than being the best fit for the individual. This can result in the placement not being sustained and increase failure demand.
- Moreover, lack of commissioning capacity for market oversight and quality assurance affects placement stability, quality, and cost and risk management.
- Social care managers suggest that young people entering care at an older age through Section 20 arrangements are more likely to experience difficult placements which result in breakdown and poor outcomes. However, further detailed analysis is required to investigate the overall impact in West Sussex.

Complexity of cases

- In addition to the rising volumes of CLA overall, social care professionals in West Sussex report an increase in the complexity of cases for some of the most vulnerable young people at risk.
- Developments in the local social work model, focusing on Signs of Safety, is leading to greater identification and action around complex issues, including Child Sexual Exploitation, mental health and those at risk of self-harm or harming others.
- These complex needs require individual, tailored care packages which can be difficult to access locally and involve significant cost. The number of high risk, high cost placements monitored by the Council's dedicated Complex Case panel has risen in the past year, with the potential for further increases.
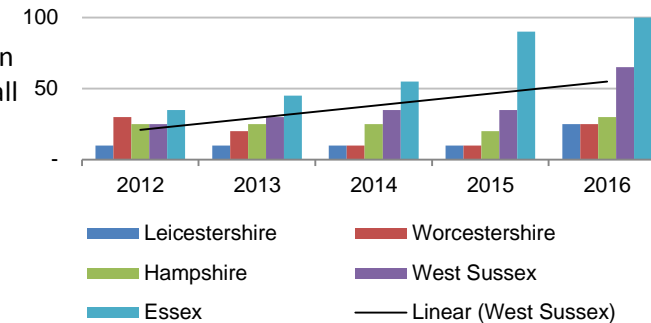
Types of provision

More residential placements than other councils and external provision increasingly used as children get older

Overall CLA cohort

- Despite a lower than average CLA population, West Sussex has two and a half times the number of CLA in Secure units, children's homes and semi-independent living accommodation (23%) compared to the statistical neighbour average of 9.5%.
- While the inclusion of semi-independent living in these national statistics affects benchmarking, it indicates an overreliance on residential placements, which are most costly and typically do not lead to the best outcomes for young people.
- West Sussex had 399 CLA placed in in-house provision and 262 with external providers.
- As the cohorts of children get older, the proportion of external placements increases. This could indicate a lack of in-house provision that is able to meet the more complex needs and behavioural issues which are more likely to arise in adolescence.

0 – 5 years

- There are 120 CLA within this age cohort. While 72% of this cohort are in fostering placements, a majority of adoptions (71%) in West Sussex are for children aged 0 – 5.
- 83% of all placements for this cohort are in-house, compared to 17% external.

6– 10 years

- This is the smallest cohort of CLA with 106 individuals. The vast majority (78%) are in fostering placements.
- 70% of all placements for this cohort are in-house, compared to 30% external.

11 – 15 years

- This is the largest cohort of Children Looked After with 244 individuals. Most children placed in residential placements are in this age range (74%).
- 59% of all placements for this cohort are in-house, compared to 41% external.

16 – 18 years

- There are 191 CLA aged 16-18 years. A significant minority (47%) continue to be placed in fostering arrangements but semi-independent living or supported lodgings are increasingly used for older children as they prepare for adult life.
- 43% of all placements for this cohort are in-house, compared to 57% external.

Types of placement provision for Children Looked After in West Sussex, February 2017
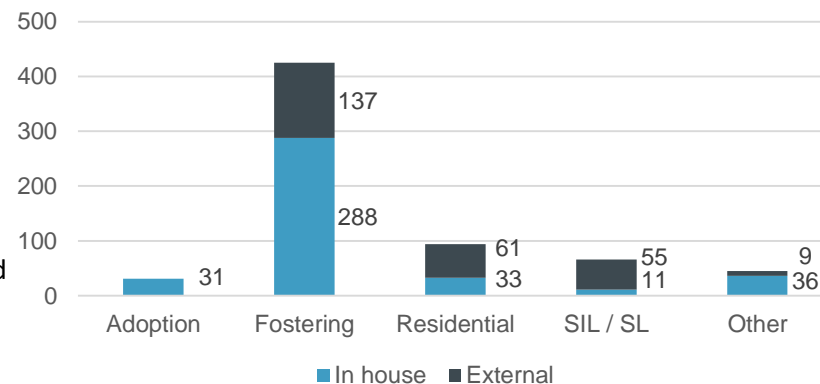
West Sussex placements for CLA: in-house v external provision
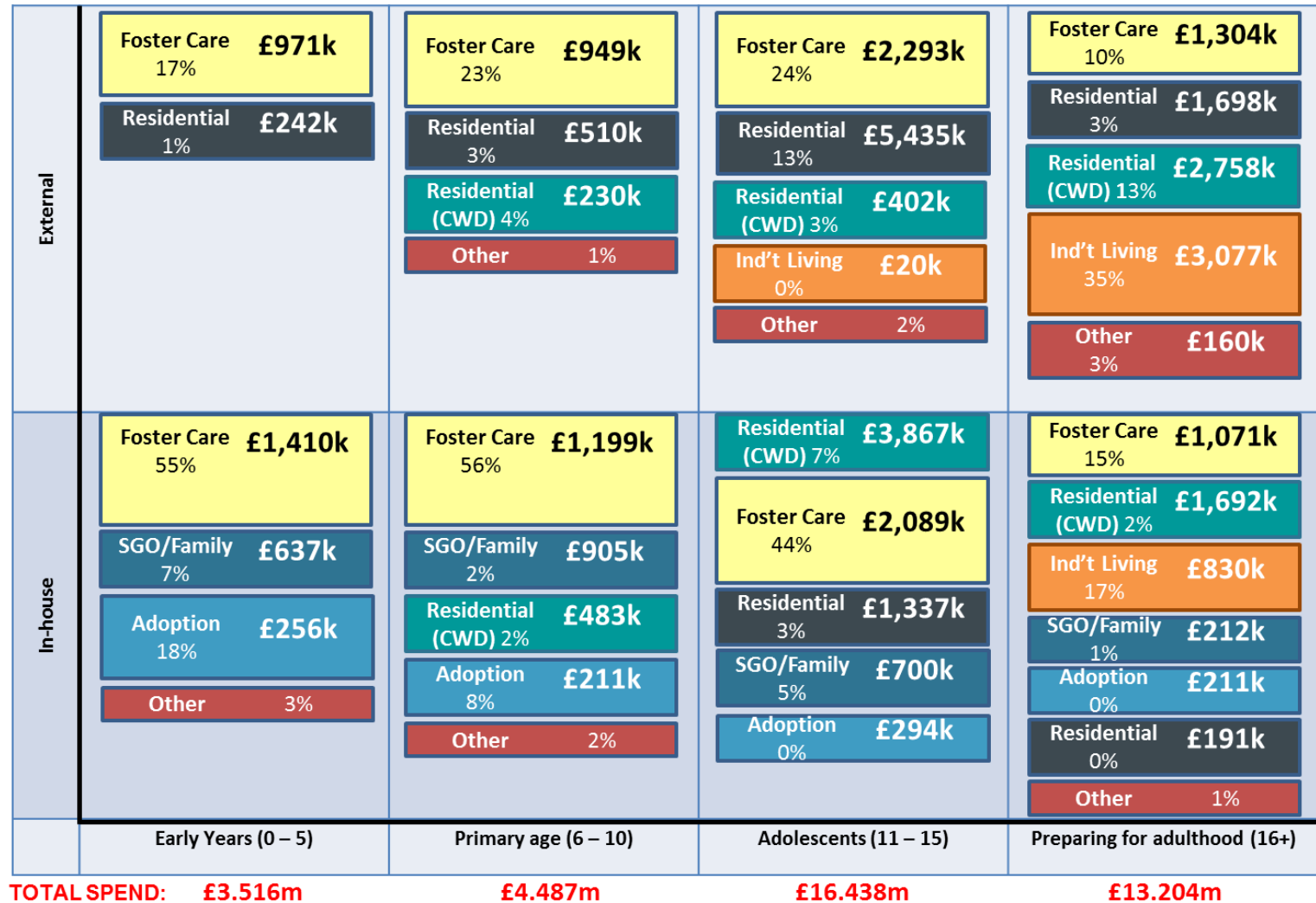
Current state of placement provision

An illustration of the current state of placement provision by age, proportion and projected 2016/17 spend

This diagram illustrates the diverse and disparate spend on placement provision for Children Looked After and Care Leavers (18+) in West Sussex.

Placements have been divided into seven categories. The projected 2016/17 spend for each placement category is then mapped by age range and delivery model (in-house or externally commissioned).

In order to apportion spend to different age ranges, it is assumed that proportions from a snapshot of CLA placements on 2/2/2017 are reflective of the whole year.

The proportion of the placement category as a % of all placements for that age range is also noted, as well as being reflected in the relative size of each box.

External

Early Years (0 – 5)
- Foster Care 17% £971k
- Residential 1% £242k

Primary age (6 – 10)
- Foster Care 23% £949k
- Residential 3% £510k
- Residential (CWD) 4% £230k
- Other 1%

Adolescents (11 – 15)
- Foster Care 24% £2,293k
- Residential 13% £5,435k
- Residential (CWD) 3% £402k
- Ind't Living 0% £20k
- Other 2%

Preparing for adulthood (16+)
- Foster Care 10% £1,304k
- Residential 3% £1,698k
- Residential (CWD) 13% £2,758k
- Ind't Living 35% £3,077k
- Other 3% £160k

In-house

Early Years (0 – 5)
- Foster Care 55% £1,410k
- SGO/Family 7% £637k
- Adoption 18% £256k
- Other 3%

Primary age (6 – 10)
- Foster Care 56% £1,199k
- SGO/Family 2% £905k
- Residential (CWD) 2% £483k
- Adoption 8% £211k
- Other 2%

Adolescents (11 – 15)
- Residential (CWD) 7% £3,867k
- Foster Care 44% £2,089k
- Residential 3% £1,337k
- SGO/Family 5% £700k
- Adoption 0% £294k

Preparing for adulthood (16+)
- Foster Care 15% £1,071k
- Residential (CWD) 2% £1,692k
- Ind't Living 17% £830k
- SGO/Family 1% £212k
- Adoption 0% £211k
- Residential 0% £191k
- Other 1%

TOTAL SPEND:
Early Years (0 – 5): £3.516m
Primary age (6 – 10): £4.487m
Adolescents (11 – 15): £16.438m
Preparing for adulthood (16+): £13.204m

Once children and young people are placed in adoption or SGO placements, they are no longer defined as Children Looked After and not included in DIQ statistics. WSCC spend for these placement categories therefore reflects adoption and SGO allowances and is apportioned according to age ranges indicated in the Orders Report. The 'Other' category refers to small numbers of children who are Missing or 'Placed with parents' with spend reflected in other categories.

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

68

Current arrangements – In-house residential supply

A picture of West Sussex's In-House Residential Portfolio

Utilisation

- West Sussex's in-house portfolio is an important element of the mixed economy for placements, allowing access to tailored local provision. Important consideration is required for the right 'mix' of residents, as existing placements could be destabilised otherwise.

Physical configuration

- There has been a lack of investment in the physical condition of the properties which can affect the effectiveness and stability of placements.

- Many local authorities, as well as Ofsted, are shifting towards a preference for smaller residential units of 2 – 4 beds in order to better tailor support. This means that properties in West Sussex's in-house residential portfolio could be considered slightly larger than recommended.

Strategic purpose

- Feedback from 1:1 interviews and focus groups suggests that there needs to be a clearer remit for the use of the in-house residential homes with regards to the wider needs of the CLA cohort, such as:
  - *Emergency short-stay provision*: Providing intensive respite care in order to maintain a longer term placement
  - *Focus on complex needs*: By specialising provision on high risk complex needs, such as CSE, it allows more integrated and local working with these individuals, and utilising external capacity for less complex cases.

Link with Disability Homes

- West Sussex also has four in-house disability residential homes. This provision is explored in more detail in the SEND section of the commissioning strategy, but there is an opportunity to reconfigure and manage the residential homes in a more holistic and strategic manner.

Non-disability Residential

Teasel Close

Teasel Close is a mixed gender unit providing residential placements for young people

- Bed capacity: 5
- Av. Occupancy: 87%
- Ofsted Rating: Outstanding
- Budget 16/17: £675.9k
- Placement cost p/w: £2,500

Seaside

Seaside is a mixed gender unit for young people aged 12-16 years who have difficulty living within a family environment.

- Bed capacity: 6
- Av. Occupancy: 86%
- Ofsted Rating: Good
- Budget 16/17: £723.1k
- Placement cost p/w: £2,800

Secure Unit

Beechfield

Beechfield is a secure unit for young people aged 10-17 with a history of absconding, likely to suffer significant harm or likely to injure themselves or others.

- Available Beds: 7
- Av. Occupancy: 50.9% (April-November, currently 0 due to closure)
- Ofsted Rating: Inadequate
- Budget 16/17: -£481k
  - Operating cost: £956k
  - Projected income: £1,437k
- Placement cost p/w: £5,400

More detail on the current status of Beechfield is presented on the following page, with an assessment of the future of the unit provided in Appendix B

Status of the Beechfield Business Case
A high-level summary of the background and our view on the future of Beechfield Secure Unit

Local background

- Provides secure provision for up to 7 young people aged 10 to 17 at any one time.

- WSCC historically with little need for secure provision so sold places to other local authorities at a rate of £5,110 per week.

- July 2016 – 'Inadequate' Ofsted rating and subsequently closed in August.

- **WSCC currently losing c.£50k p/w against budget due to costs of retaining facility empty and not achieving income targets attached to service.**

National context

- **Limited supply** –Sharp decrease in the number of secure unit beds available across country.

- **DfE support** – DfE supportive of Beechfield continuing to supply region, so investing funds to update then rebuild the provision.

- **Future demand** – Demand is likely to exist for some complex cases. However, secure units are viewed as a 'last resort', due to high cost and limited outcomes. Councils are investing in earlier intervention to mitigate against escalating issues.

The council's Business Case for Beechfield
WSCC's business case for the future of Beechfield favoured **Option 3** of three options examined:

1. Do nothing and close unit in three years when licence expires
Estimated cost - £725k p/a (Loss of budgeted surplus and cost of alternative provision)

2. Close the unit sooner
Estimated cost - £1.175m p/a (Loss of budgeted surplus and cost of alternative provision, plus repayment of £450k to DfE for unit renovation grant)

3. Build a new, larger unit with DfE grant
Estimated cost - £0 (However, dependent on high occupancy rate and WSCC would be liable for running costs)

The Beechfield Business Case is assessed in detail in Annex B.

Our view

A number of assumptions in the original business case could be amended to provide a more robust assessments of options. These include:

- Incorporating operating costs while keeping Beechfield open into cost/benefit analysis;

- National average cost of alternative secure accommodation lower than assumed;

- Incorporating operating and additional costs into Option 3 analysis;

- Modelling against worst case scenario of 60% occupancy rate.

In addition, a number of other factors have been incorporated into the assessment, including:

- Risks associated with under-occupancy and reputation;

- Likelihood of positive outcomes achieved from provision;

- Trends and sustainability of demand in the future.

As a result of this assessment, it is our overall view that a reconfigured Beechfield could prove a viable addition to the in-house residential estate, but further modelling should be undertaken.

west sussex county council

www.westsussex.gov.uk

Current arrangements – external supply

Sufficient external local supply to meet needs but WSCC must be more commercially competitive to access it

Local supply

- Total Children's Services expenditure on agency long term care in 2015/16 was £5.8m. The top 3 providers accounted for 40.1% of this spend.

Provider	Expenditure 2015/16
My Choice Children's Homes	£968k
Lioncare Group	£765k
Child First	£627k

- There is an opportunity to consider whether developing commercial management or alternative contractual arrangements with these top providers could improve access, cost and value of placements.

Impact of other local authorities placing CLA in West Sussex

- As at December 2016, 425 Children Looked After were placed in West Sussex by 68 other local authorities. The top placing authorities are:

Originating authority	Number of young people
Brighton and Hove Council	116 (27.3%)
London Boroughs (collectively)	79 (18.6%)
Surrey County Council	60 (14.1%)

- Other local authorities placing CLA in the county limits the supply available for West Sussex. Commissioning roles report that other local authorities are willing to commit to longer placements and higher fees than WSCC.

- Although the direct placement costs are met by the placing authority, West Sussex is required to provide for other support needs, such as specialised education, which is having an impact on access and costs for WSCC children.

Sub-Regional Framework for CLA placements

Placements within the external market are commissioned through a sub-regional framework of providers which is shared with Brighton and Hove City Council. The initial framework was procured in 2009, and re-tendered in 2012. The current arrangement is for an initial period of four years, with an option to extend for a further three year period. The Framework is 'open' to the extent that there is an annual opportunity for new and emerging, or previously unsuccessful providers to apply to join, and achieve a higher tier within the structure.

The present framework consists of 22 fostering and 18 residential providers, divided into two tiers, based on quality and value for money. Each provider has been required to demonstrate a high level of quality and value, both as a business, and as a provider of placements for CLA.

Analysis of framework arrangements

- The framework has provided an effective procurement mechanism for sourcing and contracting placements for Children Looked After. However, the contract documentation and approach needs to be refreshed to reflect the changing market.
- Tight contract management of the framework has capped prices for the last 8 years. While this has provided financial benefit in the short term, there has been a wider impact on West Sussex's ability to access the market. Other local authorities are prepared to pay more for placements, which is constraining supply and placement options for West Sussex.
- DPS arrangements needs to be supported by effective governance and monitoring infrastructure. Cumbersome decision making and limited information is impacting on the ability of WSCC to access local supply.

Current arrangements – Supported accommodation

Older Children Looked After and UASC in West Sussex can access a range of supported accommodation

The purpose of these services are to ensure these young people are accommodated in a safe, secure setting and supported to move on into independent living. The range of supported accommodation includes:

Block contracts
Three levels of services delivered by 3 providers, procured from an established Framework Agreement:

A) Shared accommodation with 7 night sleep in, 56 hours support per week per property
B) Accommodation with 4 hours per week floating support
C) Outreach support when young person has moved onto own property

59% of young people*

Spot purchase
Where there is a lack of capacity in the block contracts, or a bespoke level of support is needed (typically for higher needs, 24 hour support), individual placements are called off from the Framework.

41% of young people*

UASC block contract (35 bed capacity)
This provision is stretched with a number of additional spot purchased UASC placements (38 in Jan 2017).

Supported Lodgings
Up to 8 in-house places for young people to live in a house of an approved person to develop independent living skills. Capacity appears to have reduced in past 12 months

DPS for Supported Accommodation
West Sussex is currently undertaking a procurement process to establish a Dynamic Purchasing System for supported accommodation for children looked after, unaccompanied asylum seekers and vulnerable young people. This will establish a framework of pre-approved suppliers from which the council can purchase a block contract for services through a mini-competition or 'call-off' bespoke accommodation packages for individuals.

New Supported Accommodation arrangements via the DPS are expected to be in place by spring 2017. Key outcomes for the new provision include:
- Improved value for money and quality assurance as a result of fewer 'off-list' placements purchased separately from established procurement mechanisms;
- Greater flexibility and access to providers over the life of the DPS

Key issues identified

- High proportion of young people in supported accommodation area aged 18+ (47%), suggesting a lack of preparedness to move on to independent living or lack of alternative housing options;

- Lack of capacity to meet UASC demand with a high proportion of spot purchased placements for this cohort;

- Intense concentration of care leavers in Worthing and Adur with a need for more regular planning and co-working between district councils and the county on housing options for Care Leavers;

- Potential for a clearer pathway through different levels of support, from high needs supported accommodation to supported lodging and training flats before moving on to independent living. This could be addressed as part of the implementation of the new DPS.

Future provision requirements

Numbers of Children Looked After projected to increase, but volatility in needs requires flexible provision

National drivers

- The numbers of Children Looked After have continued to rise nationally over the past eight years. Care applications received by Cafcass have increased by 32% since 2014, suggesting demand is accelerating.

- The 26 week time limit for care applications, aiming to reduce delays in the care system, is likely to continue to drive overall numbers in care.

- Children and Social Work Bill will impose new duties on local authorities for care leavers, including extension of Personal Adviser entitlement up to the age of 25 and publication of a 'local offer' for children leaving care.

- 'Staying Put' initiative, which enables young adults to remain with their foster family between the ages of 18 and 21, will continue to impact on number of care leavers supported and foster carer supply.

- National long term downwards trend in demand for secure provision in favour of other types of provision such as intensive foster care.

Local drivers

- Recent growth in the CLA population will put increased pressure on Children's Services, particularly as existing systems and processes make it difficult to predict demand and support tends to be reactive.

- Sharp rise in Unaccompanied Asylum Seeking Children is accelerating overall numbers of Children Looked After.

- Disproportionate numbers of CLA over the age of 10 compared to other authorities, with needs typically more complex and costly to support

- Growing numbers of the most at risk, vulnerable children, particularly CSE and those with sexually and physically harmful behaviours putting pressure on specialist in-house provision.

- Other authorities likely to continue to place increasing numbers of children in West Sussex, as rising accommodation costs force provision of services outside of their local area.

Impact

- Based on current trends, numbers of Children Looked After in West Sussex are projected to continue to rise to 694 in 2017/18 and 714 in 2018/19. This will increase demand for foster carers, especially with a strategic aim to reduce the usage of residential homes. Volatility in demand, however, requires a more proactive and flexible use of placements and support provision.

- Failure to be more proactive in preventing issues from escalating and tackling placement breakdown, particularly in foster care, will continue to drive demand for costly residential, independent placements, often out-of-county.

- There will be an increased numbers of care leavers, and the impact will be exacerbated by a lack of effective preparation for CLA to progress to independent life. This is likely to entrench poor outcomes and increase support costs for Children's Services, as well as wider local authority and other public services.

- High numbers of UASC and complex cases suggest a need for emergency beds and an opportunity to repurpose an in-house residential home.

west sussex county council

www.westsussex.gov.uk

# Identified gaps and other issues

There are currently gaps in the CLA provision which are hindering overall progress

What we have heard from service staff about gaps in provision

> We have tried to have discussions with providers about placements to avoid placement breakdown, but the lack of flexibility in the system makes this difficult

> Large numbers of placements from other LAs within West Sussex are stretching our education and health teams (as they are statutorily responsible for these children), so they cannot focus on West Sussex children

> Why is there is no team for young people of age 16 leaving care- other counties have them?
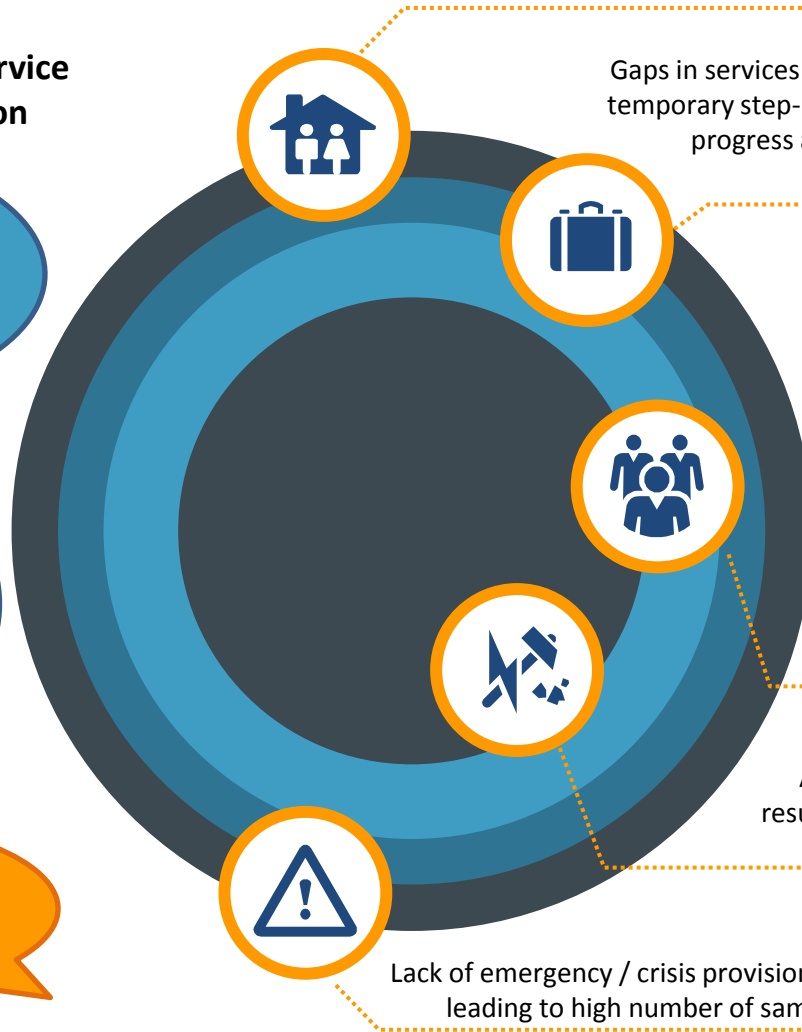
Step-down services

Gaps in services and support to help step-down (or temporary step-up) is limiting individual placement progress and move on to independent living

Lack of specialist services

Lack of in-house specialist services for the high risk, complex cases, such as CSE, leading to reliance on external provision. There is a need for intensive, tailored and flexible services as well as a longer term pathway as issues begin to stabilise

Lack of commissioning capacity

There is only one full time FTE for CLA placements and other commissioning tasks; this makes it difficult to prioritise the work effectively and efficiently. Limited capacity for market oversight and quality assurance affects placement stability, quality, and cost and risk management

Placement resilience support

A lack of flexible provision and intensive intervention is resulting in repeated cycles of placement breakdowns and higher cost provision

Emergency placements

Lack of emergency / crisis provision which can be accessed quickly leading to high number of same-day placement requirements

west sussex county council

Other delivery challenges

Ways of working, systems and policy could be further developed to enable improved delivery of CLA services

People

- Workforce resilience - providers and the council are finding it difficult to recruit and retain well-trained workers. These workforce pressures are making it harder to keep children and young people in county
- Workers are unaware of the full services available for their clients
- Limited commissioning capacity and lack of integration across Children's, Adults' and Education services prevents development and sharing of effective practice regarding market management and quality assurance

Process

- Roles, responsibilities and processes for placement finding, supplier and contract management and social work teams are inconsistent and fragmented. Value for money and outcomes are therefore not effectively monitored
- There a lack of robust quality and outcomes monitoring in order to match changing needs and react to these
- Governance arrangements are not sufficiently flexible to ensure efficacy. Panels could be more strategic in overseeing costs and outcomes

Technology

- There is a lack of integrated data systems to support multi-agency planning and co-ordination of support
- There is a lack of infrastructure to monitor placements and allow analysis of placement breakdown
- Current systems do not allow accurate financial projections; finance are therefore reliant on manual calculations based on current spend
- There is no consistent data on needs and services which is easily accessible in order to project demand and inform strategic decision making.

Policy

- More work is needed on the Sufficiency Strategy and needs assessment criteria in order to feed into the Commissioning Strategy
- There is a lack of proactive market engagement and an outdated DPS leading to uncompetitive rates and preventing the Council to compete in a competitive market
- There are undefined roles, responsibilities and ways of working between Education, Social Care and Health

Summary of key issues identified – Children Looked After

Our Current State section highlights the following eight core issues with CLA placements

A) Other LAs placing CLA in West Sussex
Neighbouring and London authorities placing their CLA in West Sussex, which is limiting the supply available to the council and placing pressure on other services e.g. YOS, schools

B) Fragmented pathways
Gaps in services and support to help step-down (or temporary step-up) is limiting individual placement progress and move on to independent living. Transition from CYP to AOP services lacks appropriate transition planning

C) Divided placement roles
Roles, responsibilities and processes for placement finding, social work functions and supplier / contract management (with very limited capacity) are inconsistent and fragmented. Value for money and outcomes are therefore not effectively monitored

D) Lack of unified strategy across placements portfolio
Lack of holistic strategy, flexible management and use of placement to ensure in-house and external options are best used to match changing needs

E) Increasing demand for high risk, complex cases
Support needed for those presenting with Child Sexual Exploitation, sexually harmful behaviour, and at risk of harm to self and others, with cases in these areas appearing to be on the rise

F) High proportion of residential placements
Compared to other local authorities, a high proportion of CLA are placed in residential provision (in-house or external)

G) Inflexible, reactive system contributing to breakdowns
A lack of flexible provision, intensive intervention and 'crisis' / emergency beds is resulting in same-day placement requirements and a repeated cycle of placement breakdowns and higher cost provision. A lack of appropriate education provision is also placing stress on placement sustainability

H) Viability of in-house secure accommodation
The council runs a secure accommodation unit for highly vulnerable young people. The majority of placements are bought by other local authorities and the long-term business case needs to be considered
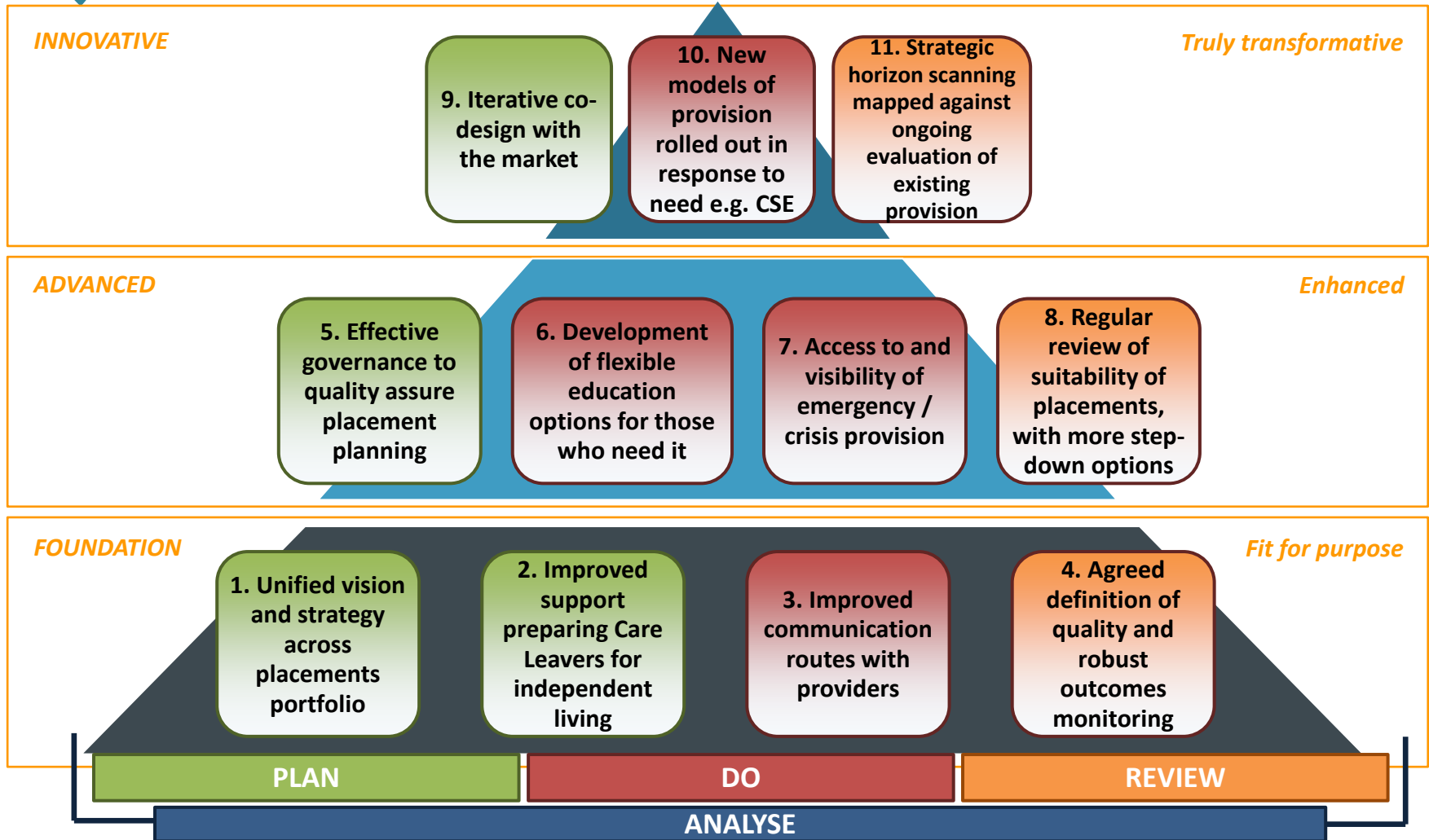
Children Looked After

These key issues are matched against each solution in the next section using this key:

(A) (B) (C) (D) (E) (F) (G) (H)

west SUSSEX county council

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

3b

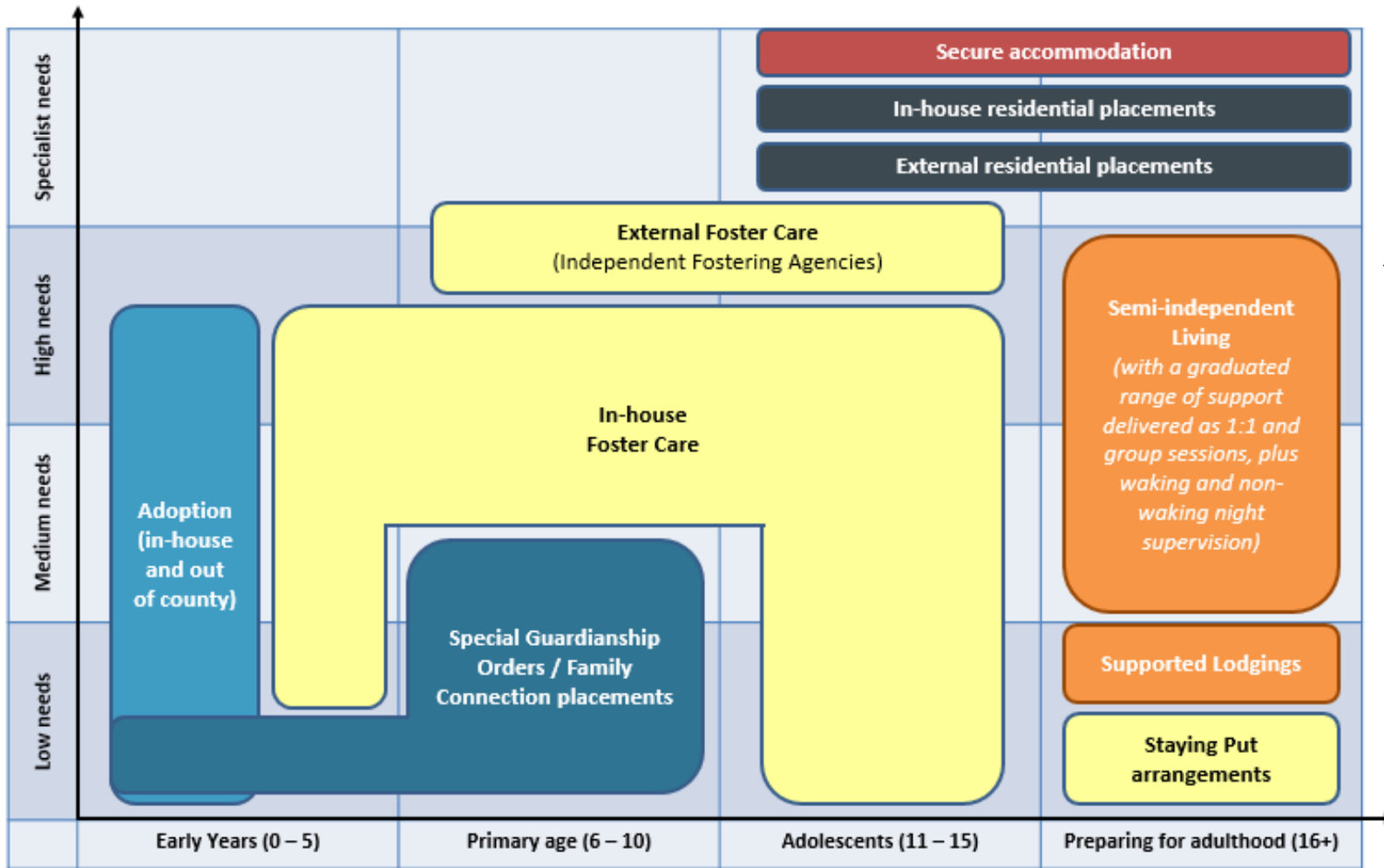## *Children and young people who are Looked After*

Future State

What might the future look like – CLA

Eleven potential solutions identified to address the key issues affecting complex CLA placements

INNOVATIVE — *Truly transformative*

- 9. Iterative co-design with the market
- 10. New models of provision rolled out in response to need e.g. CSE
- 11. Strategic horizon scanning mapped against ongoing evaluation of existing provision

ADVANCED — *Enhanced*

- 5. Effective governance to quality assure placement planning
- 6. Development of flexible education options for those who need it
- 7. Access to and visibility of emergency / crisis provision
- 8. Regular review of suitability of placements, with more step-down options

FOUNDATION — *Fit for purpose*

- 1. Unified vision and strategy across placements portfolio
- 2. Improved support preparing Care Leavers for independent living
- 3. Improved communication routes with providers
- 4. Agreed definition of quality and robust outcomes monitoring

PLAN | **DO** | **REVIEW**

ANALYSE

What might the future look like – Model of placement provision

A high-level model mapping placement types to age and levels of need highlights provision required

This is an example model based on successful implementation in other Local Authorities. It is critical in the first instance that West Sussex examines its approach to placements, as illustrated in the Current State, and determines its overall model for placement provision in order to shape strategic priorities and its Sufficiency Strategy.

1. Unified vision and strategy across placements portfolio

The critical first step is to develop a robust Sufficiency Strategy
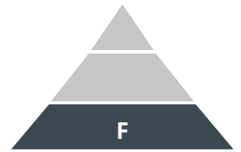
As-is

- There is no clear approach to identifying and prioritising types of provision based on age and levels of need across fostering, residential and other types of placement.
- WSCC's in-house residential homes operate independently, with no clear sense of purpose or collective responsibility for the county's CLA cohort
- External placement decisions can be reactive and driven by market capacity
- Currently no existing capacity within the system to provide brief respite when placements become challenging and prevent placement breakdown

To-be

By articulating a clear vision and strategy across the placements portfolio, West Sussex will be able to manage and develop provision that best meets the needs of its entire cohort of Children Looked After. It will shape the mixed economy of internal and external placements, providing effective and efficient choice of services which matches demand. Shared understanding of the purpose and benefits of different placement types will provide a strong foundation for making operational placement decisions.

Key features of this approach will include:

- Engagement across the council, providers and service users to build understanding of current arrangements and a shared vision for the future;
- Decision on range and use of provision to inform a robust and up-to-date Sufficiency Strategy;
- Regular review and monitoring to ensure the strategy is embedded in practice;
- Assessment and potential reconfiguration of the county's in-house residential estate.

Benefits

- More coherent, joined up and transparent services across the placements portfolio
- More efficient and effective use of both the Council's in-house resources and its use of the external market
- A clearer sense of outcomes required and ability to measure them for both internal and external provision

Key skills required

1. Operational data gathering and business intelligence;
2. Needs and gap analysis;
3. Service design;
4. Communication and engagement;
5. Internal performance management; and
6. Horizon scanning.

Where has this worked elsewhere?

Lincolnshire County Council undertook a systematic analysis of need, benchmarking, remodelling and planned change. They improved and remodelled in-house homes to manage specialist and more complex needs. Small numbers of independent places are still commissioned but at a lower unit cost and with more robust contracting arrangements. Money saved was invested in preventative services including family support and specialist foster care services.

Key issues tackled: (A) B C (D) (E) (F) (G) (H)

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

2. Improved support preparing Care Leavers for independent living

Establish planning and support which equips young people to move smoothly into independence

F

As-is

- Limited capability and capacity focusing on preparation for adult life;
- There is pathway planning guidance in place to support young people as they prepare to leave care. However, it needs to be reviewed and updated.
- Pathway planning and transitions are not implemented consistently across social work practice;
- Semi-independent living and supported lodgings provision is commissioned but requires a clearer focus on outcomes, stepping down support and preparing young people to move on in a timely manner.

Benefits

- Clearer understanding of the transition pathways between services and how children and young people move between them
- Reduced costs of placements and services for children and young people due to preparation for more independent lives and better matching support to needs
- A more proactive organization due to more forward-planning and monitoring of placements

To-be

Outcome-focused preparation for transition into adult life will better enable every Child Looked After to move into independence as soon as it is appropriate for them to do so. There will be clear expectations for providers, social work teams and young people to prepare for leaving care. As a result of their experiences in care, young people will be equipped with the practical skills they need to manage their own lives.

Key features of this approach will include:

- Defined transitions pathway for older Children Looked After and Care Leavers with graduated levels of support to independence.
- Proactive move-on action planning at point of placement involving the child, social worker and placement provider, with regular reviews;
- Access to a defined, flexible semi-independent living / supported lodging offer which is transparent in its timescales and enables the young person and their worker to plan for transition to independence in a controlled way;
- Robust tracking and monitoring of transitions to ensure young people are achieving outcomes and making expected progress towards independence.

Key skills required

1. Policy development of semi-independent living/supported lodgings offer;
2. Service design;
3. Co-production;
4. Internal performance management; and
5. Outcome identification, specification and monitoring.

Where has this worked elsewhere?

The London Borough of Hammersmith & Fulham reviewed current arrangements for SIL and Care Leavers in response to growing demand, developing a Framework Agreement for SIL services in collaboration with social workers, young people and providers. This is an example of good practice for West Sussex to review. It focussed on the following key service features: placement resilience; minimum quality standards from providers; robust contract monitoring arrangements and clear expectations of the approach to move-in requirements and move-on arrangements.

Key issues tackled: A (B) (C) D E F (G) H

west sussex county council

www.westsussex.gov.uk

3. Improved communication routes with providers

Build trust and relationships with providers to improve understanding of West Sussex's needs
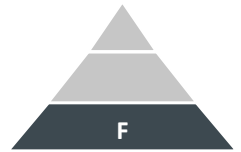
As-is

- Separate placement finding, contract management & social work functions has led to a disconnect in interactions and relationships with providers
- Lack of capacity to regularly liaise and resolve individual placement issues with providers
- Complex governance for placement sign-off is delaying decisions, limiting access to local supply and negatively impacting on market relationships
- Local providers would prefer to work more closely with the council but this opportunity is being missed due to process and governance barriers

Benefits

- Greater communication leading to a more robust local market, which can flex to better meet the council's needs for CLA placements
- Improved culture of partnership and collaboration between the council and providers to develop services which meet changing needs
- Improved outcomes for children and young people due to joint focus towards reduction of placement breakdowns

To-be

Providers are recognised as important partners in delivering services and outcomes for West Sussex's children and young people. Their operational knowledge and expertise is listened to and used to inform individual placement decisions, as well as wider strategic planning. Issues are flagged early in order to jointly plan actions to prevent placement breakdown, including the provision of additional wraparound support if required.

Key features of this approach will include:

- Improved co-ordination and ways of working between placement finding, contract management and social work functions;
- Clear understanding of the roles and responsibilities across all those providing support for Children Looked After;
- Key council contact identified for each provider in order to manage relationship, as well as flag any individual placement concerns;
- Enhance the existing provider forum structure so that agendas are co-developed and mutually beneficial for the council and the market.

Key skills required

1. Developing partner relationships;
2. Communication and engagement;
3. Outcomes monitoring;
4. Quality assurance; and
5. Ability to robustly challenge the status quo.

Where has this worked elsewhere?

London Borough of Haringey has begun to discuss every failed placement with its providers. They have found these conversations a useful way of establishing what might be necessary to overcome challenges and to prevent future placement breakdown and a channel through which to build more constructive relationships with providers.

Key issues tackled: (A) B (C) D E (F) G H

west sussex county council

www.westsussex.gov.uk

4. Agreed definition of quality and robust outcomes monitoring

Establish clear policies and processes for defining, monitoring and reviewing placement value

F
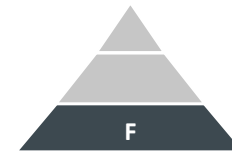
As-is

- Outcomes are discussed at a high level when making placements but there is no consistent approach to monitoring and reviewing these at an individual and cohort level;
- While all providers are safe and risk assessed, there is considerable variation in the quality of provision and outcomes for young people;
- The regional DPS work has co-produced an outcomes framework with the placements market but this has not yet been put into practice;
- Lack of integrated data and infrastructure to monitor outcomes.

Benefits

- A clear understanding of quality standards from both council and providers leading to improved collaboration between council and market
- More coherent, joined-up and transparent services for children and young people
- Improved outcomes for children and young people by ensuring that provision meets their aims in both the short- and longer-term

To-be

The council will be better able to hold providers to account through a clear articulation of quality expectations and outcomes monitoring. Providers will also be better informed on how to meet the council's needs and able to respond according to individual issues and cohort trends. Implementing these policies and processes will ensure the council is maximising the value of its spend on placements to ensure provision is meeting outcomes for individuals. Key features of this approach will include:

- Defined quality standards for different types of placement provision, addressing accommodation, support & partnership working in particular;
- Working to put the outcomes framework developed as part of the Regional DPS viability work into operational practice;
- Clearly defining outcomes at the start of every placement made, which are agreed between the council, provider and young person where possible;
- Investigate & implement integrated quality assurance systems / dashboard;
- Establish regular and robust performance monitoring which monitors progress towards outcomes and adjusts plans and support in response.

Key skills required

1. Evaluating good practice and value;
2. Co-production with providers and young people;
3. Outcomes monitoring;
4. Commercial awareness; and
5. Quality assurance.

Where has this worked elsewhere?

Placements Northwest has published a service specification (parts 1 and 2) for children's homes which is a good example of best practice for West Sussex. This specification lists the outcomes they expect providers to the framework to achieve at a minimum and for all children. The outcomes build on the five Every Child Matters outcomes and seven outcomes identified by children and young people at the Children's Rights Conference 2005.

5. Effective governance to quality assure placement planning

Appropriate levels of decision making and oversight to drive placement strategy and review

A
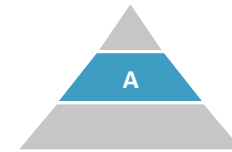
As-is

- Governance and sign-off process in Social Care are cumbersome, resulting in a number of emergency placements and negatively impacting on accessing local supply;
- Complex Case Panels lacking supporting infrastructure to make effective and informed decisions;
- A short-term view on cost control which is counter-productive in terms of the long-term strategic outcomes.

Benefits

- Clear understanding on the working protocols between services
- More efficient and effective use of panels and decision making processes
- Reduced cost due to faster decisions leading to less reliance on emergency provision
- Improved communication with the local market feeding into decisions and strategy

To-be

Placement finding and contract management functions are empowered to make individual placement decisions in line with a clear placement protocol. Governance arrangements adopt a more strategic approach to placement planning and review which focuses on information on cohort progression, outcomes achieved and overall value of placements, not just spend. Lessons learned drawn from previous placements and providers are applied in a process of continuous improvement.

Key features of this approach will include:

- Updated and agreed Placements Protocol with clear delegation of process, review and decision making responsibilities;
- Use of integrated systems & dashboards to inform oversight and decisions;
- Information monitoring for governance focused on outcomes, not just cost;
- Engagement with providers on causes for any placement breakdowns with regular reporting into governance to apply lessons back into strategy;
- Continuation of Complex Case panel arrangements but more effectively supported by administrative and data analysis capacity.

Key skills required

1. Data analysis;
2. Process design;
3. Internal and external communications;
4. Market engagement; and
5. Outcomes monitoring.

Where has this worked elsewhere?

Think Local Act Personal (TLAP) has designed guide to develop councils approach to Adults' care and support planning; however, its principles are also applicable to Children's. The guide is organised around five elements: 1) Moving from assessment to care and support planning 2) Who supports the planning process and how this takes place 3) What's in the plan, including how to record it 4) Agreeing the plan (including sign off and panel arrangements) 5) Review. In addition, it has ten principles of what really good care and support planning looks like in practice.

6. Development of flexible education options for those who need it

A mixed economy of education provision to meet the needs of individuals
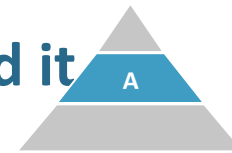
As-is

- The current contract with the provider delivering alternative education is seen as not being fit for purpose and not suitably outcomes-focused
- There appears to be limited provision over and above this to cater for young people who are not accessing mainstream education provision
- Education provision offers a structured framework for young people who might otherwise be vulnerable to engaging in more negative pursuits

To-be

A mixed economy of education provision, covering a range of approaches to meet specific outcomes, will enable workers to ensure all young people are accessing some form of structured education. This may include provision within different settings e.g. libraries or engaging different personnel e.g. residential workers or non-typical activities e.g. an Arts and Learning Centre.

Key features of this approach will include:

- Engaging with community providers and young people to understand what is currently in existence and / or what can be developed;
- Undertaking an outline business case against identified initiatives, in partnership with providers, to detail the likely costs and benefits and appropriate outcomes frameworks
- Identifying alternative funding routes e.g. charity funding
- Trialling one or two models of provision with a cohort of young people and tracking outcomes with them and professionals working with them to determine the benefits realisation

Benefits

- Better outcomes for children and young people who are not thriving in current provision
- Greater choice and more tailored provision available
- A more proactive and innovative service model

Key skills required

1. Internal and external communications;
2. Co-production; engagement with market;
3. Ability to challenge the status quo;
4. Commercial awareness;
5. Contract management;
6. Technical expertise (procurement); and
7. Risk assessment; evaluating good practice and value.

Where has this worked elsewhere?

Gloucestershire County Council has an alternative provision programme called **Tree Creepers Forest School** which gives children and young people an opportunity to explore and discover outdoor education. It is led by qualified Forest School leaders, based in small groups with a high ratio of adults. It aims to raise the self-esteem of CYP who have not thrived in typical educational settings through progressive, achievable, outdoor activities and is appropriate for young people from all backgrounds and of all ages.

Key issues tackled: A B C D E F G H

west sussex county council

www.westsussex.gov.uk

7. Access to and visibility of emergency / crisis placements

Capacity built in to enable earlier prevention of likely placement breakdowns

A
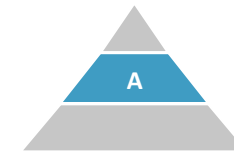
As-is

- At present there is no contingency built into the system to allow for brief periods of respite or 'time-out', where a placement either breaks down or is at risk of breakdown
- This can then force a longer-term decision to be taken, with resulting cost increases, when placements do break down
- Additionally, where there is perhaps capacity for this within the current system, it is not visible to workers and cannot therefore be utilised

To-be

Building in some additional capacity to support brief 'time-outs', from residential or foster care, will allow the authority to be more preventative in its approach to placement breakdowns. This capacity will need to be monitored to ensure those who can most benefit from it can access it at points of crisis.

Key features of this approach will include:

- Assessing the need within each care cohort to understand what is required to meet it in terms of skills, length of time, support for existing and respite carers and type of provision e.g. residential or foster care
- Against this framework of need, developing the outline business case for each care cohort to understand the likely costs attached to these requirements – this should consider reconfiguring Seaside as a dedicated emergency unit and the likely costs and benefits
- Reviewing the impact of these on each cohort and amending as required
- Further consideration can also be given to the development of a real time dashboard showing availability of crisis placements, accessible to all workers

Benefits

- Provision better matched to demand for emergency placements, improving the outcomes of both these children and those in long-term placements who will experience less disruption
- Reduced costs of placements and services for young people and adults due to less high cost external emergency placements
- More coherent, joined-up services for children and young people due to increased capacity for step-up/ step-down support

Key skills required

1. Needs assessment and gap analysis;
2. Risk assessment;
3. Performance management;
4. Outcomes monitoring;
5. Development and management of business intelligence; and
6. Horizon scanning.

Where has this worked elsewhere?

Salford City Council has opened an in-house 3 bed emergency unit designed as a crisis intervention service for failing foster care placements. Another model is **North Yorkshire's No Wrong Door,** which replaces homes with hubs which combine residential care with fostering. Each hub has a dedicated team and every young person in the programme is given a 'sticky' support worker who remains with the young person to offer ongoing guidance and help them access the right services for their needs.

8. Regular review of placement suitability with more step-down
Develop processes and more differentiated provision which better matches services to needs

A
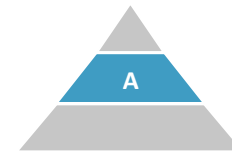
As-is
- Lack of ongoing review to ensure provision is continuing to meet the needs of a young person
- Although there is a mixed economy of placement provision, there should be more differentiation in the levels of support and specialism to meet the wide range of needs in West Sussex;
- Placement decisions can be driven by market capacity and availability, rather than being the most suitable placement for the needs of the individual.

Benefits
- Increased ability to maintain placements, due to greater flexibility of provision and placement support
- More coherent, joined up and transparent services that are able to respond to changing needs
- More proactive approach to managing demand and preventing placement breakdowns

To-be
Regular review of placement suitability will ensure that provision is best matched to the changing needs of individual children and young people and continues to meet their identified outcomes. Robust information and processes will allow the council to avoid unnecessary costs. By developing awareness of and access to graduated, flexible placement provision, the council will be less restricted by rigid in-house and external capacity.
Key features of this approach will include:
- One-off review of all placements for Children Looked After to establish suitability and baseline for further assessment in the future;
- Proactive exit planning at the forefront of all placement making decisions;
- Reviews to include transition considerations and earlier decision making on likelihood of Care Act eligibility and planning for Adults' Services;
- Linked with Solution 4 (Definition of quality & robust outcomes monitoring)
- Development of more step-down provision, including resilient foster care options able to provide specialist support;
- Ongoing provider reporting at an individual level to inform reviews.

Key skills required
1. Information gathering on current service;
2. Data analysis and baselining;
3. Outcomes monitoring;
4. Quality assurance;
5. Service design; and
6. Evaluating good practice and value.

Where has this worked elsewhere?
Bury Metropolitan Borough Council has implemented step up and step down fostering specialising in child sexual exploitation and drugs misuse. Experienced foster carers were provided with additional training and support in order to take a young person from a higher to a lower level of need and support (step down) or a higher level of need- step up services. (e.g. between mainstream fostering and a residential home). This model would allow West Sussex to create a more flexible continuum of services, able to respond to different levels of need and changing needs over time.

west sussex county council

9. Iterative co-design with the market

Empower providers to work with the council in developing solutions for key strategic issues
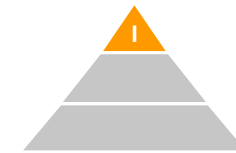
As-is
- Traditional culture of commissioner – provider split, with suspicion of external providers in some areas of the council;
- Lack of capacity for market engagement and development;
- Limited local supply due to impact of other local authorities placing in West Sussex, meaning the council is not capitalising on local relationships;
- Placement provision is reactive and focused on meeting individual needs, with little consideration of the wider strategic questions for the cohort

Benefits
- More robust local market which can flex to better meet the council's needs for CLA placements
- Greater choice available with regards to service provision
- Improved culture of partnership and collaboration between the council and the market to develop services which meet needs
- Improved value for money for CLA placements

To-be
Providers are best placed to understanding the changing needs of individuals and complex cohort of Children Looked After due to their day-to-day operational work. They are also aware of frontline pressures in the delivery of these services, which the council needs to better understand. By working in partnership with the market, West Sussex will be able to collaboratively develop solutions which build on experience to improve the overall value of placement provision and outcomes for children and young people.
Key features of this approach will include:
- Development of a Market Position Statement to inform providers of the council's needs, including a focus on the key strategic issues which the council wants to work with the market to address;
- Dragon's Den style market forums to share and test innovative ideas;
- Sharing cohort needs analyses and more open access to demographic data for the market to shape their provision and develop alternative solutions.
- Providers as shared partners in multi-agency partnership discussions with social care, police, health and education for local areas (ie District-level).

Key skills required
1. Engagement with the market;
2. Partnership building;
3. Needs analysis;
4. Innovation and creative thinking;
5. Policy development; and
6. Multi-agency networking

Where has this worked elsewhere?
Cheshire West and Chester identified a locality area in which there were particular community needs impacting adversely on the residents, and having subsequent knock-on impacts to the council's and partners' budgets. The local authority hosted a one-day summit with key partners, including police and health, and providers across the voluntary and private sectors, to pool analyses of need, undertake co-design of solutions and jointly agree an action plan.

10. New models of provision rolled out in response to need
Establish new services to address emerging specialist need in a proactive manner

As-is
- There are some growing cohorts of need that West Sussex have identified e.g. CSE and UASC but for whom specific provision has not yet been determined
- Whilst at the moment numbers are low enough to mean that the current placements portfolio can be stretched to manage these cohorts, West Sussex can take a proactive approach in developing models of provision to future-proof the service.

Benefits
- Reduced number and costs of high needs, complex placements through a targeted prevention approach
- Increase utilisation of residential in-house provision
- More coherent, joined up and transparent services
- More effective and efficient use of in-house residential resources

To-be
A prerequisite to this approach is the need to undertake strategic horizon-scanning and mapping against existing demand and supply in order to understand where the gaps are. Additionally, developing co-design relationships with partners will be essential to maximise or adapt existing good practice.

Key features of this approach will include:
- Redefining the in-house residential estate to meet specific needs e.g. the current thoughts on the redevelopment of Beechfield would incorporate a zone to work with the CSE cohort
- Identifying provision in use in other local authorities to determine applicability to West Sussex context and developing these in conjunction with partners
- Developing robust evaluative methodologies to determine baseline positions and expected outcomes at key review points

Key skills required
1. Gap analysis;
2. Evaluating good practice and value;
3. Continuous improvement and iterative learning;
4. Defining and monitoring outcomes;
5. Predictive modelling; and
6. Project and change management.

Where has this worked elsewhere?
The 2016 Ayecliffe CSE innovation project trialled the use of secure accommodation to provide a therapeutic environment for sexually exploited young people and to support their transitions back into the community. The development of positive relationships with staff and improvements in the mental and emotional well-being of the young people were key objectives that were both achieved (to some extent) during their time at Ayecliffe, though short timescales were a challenge.

Key issues tackled: A B C D (E) F G (H)

west sussex county council

www.westsussex.gov.uk

11. Strategic horizon scanning mapped against existing provision

Build business intelligence and strategic commissioning capabilities to future-proof placements

As-is

- Some data analysis and demand projections within Children's Services but mainly driven by finance data, rather than population needs & trends
- Some strong data insights at a corporate strategic level but this is often not used or applicable for operational practice or decision making
- Lack of a clear overview of volumes and key features of existing provision
- Reactive planning and decision making without a clear vision and focus on the horizon
- Lack of capacity and strategic commissioning capabilities

To-be

West Sussex will need to be more proactive in shaping the market and ensuring supply matches local needs. Commissioning decisions, including expansion and decommissioning of provision, will be timely and well-informed. By taking a lead on understanding, informing and influencing the market, the council will be able to ensure local provision will deliver the required outcomes, rather than being subject to market capacity and increasingly dependent on independent provision, often out-of-county.

Key features of this approach will include:
- Robust business intelligence systems which enables needs and outcomes to be tracked at an individual, cohort and county-wide level;
- Strong data analysis and predictive modelling of changing cohort needs and trends in order to be proactive in developing suitable provision;
- Use of qualitative data from providers, social care professionals and young people to identify and plan provision for 1, 3 and 5 years' time.

Benefits

- Greater access to data facilitating the council to me more proactive, with more effective demand/cost management
- More of an 'elastic' ability to adjust and adapt to changing needs of individual children and young people due to easier access to their data
- Helping empower commissioners to better manage the local market, armed with better data to enable decisions and negotiations

Key skills required

1. Internal and external communication;
2. Market engagement;
3. Development of business intelligence;
4. Data management;
5. Benefits tracking;
6. Predictive modelling.

Where has this worked elsewhere?

The **Tri-borough councils** in London have developed **On Track Edge of Care.** This uses predictive data to reduce the number of children who enter the care system later in their childhood (11 – 18 years old). The predictive tool helps identify those families most in need of intensive evidence-based interventions, and also which interventions might be most suitable for specific families. They then use key points of transition (e.g. .primary – secondary school) to identify children at risk of becoming late entrants to care. They also have plans to develop an evaluation tool to baseline, measure impact, and track outcomes.

Key issues tackled: A (B) C (D) (E) F (G) H

www.westsussex.gov.uk

4

Enablers for Change

west sussex county council

Change Enablers – the model
Introducing the model for addressing common challenges to change

Through the development of the Commissioning Strategy, a number of organisational-wide challenges have been noted and are represented within this document through the lens of the four Change Enablers depicted in the model below. To mobilise the Commissioning Strategy, it is essential that a parallel workstream/s is developed to address these challenges and ensure they do not block progress.
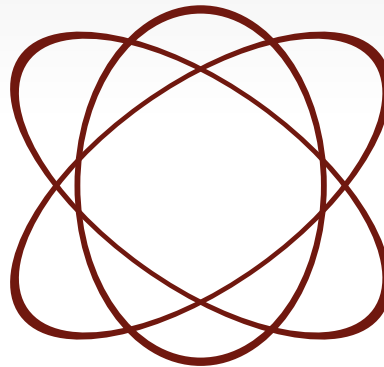
Change Enablers

People Capabilities
The mechanisms that drive performance of people by developing their skills, knowledge and abilities and motivate and value their contribution in working together effectively to deliver the strategy

Process
A process is a sequenced series of manual or automated activities with a start and an end point, each of which requires inputs and produces outcomes within enterprise policies. Processes are applied by all units of the enterprise.

Policy
Policy refers to decisions taken at senior level to shape and influence practice.

Technology
Technology collectively refers to the making, usage and knowledge of tools and systems in the delivery of solutions, including digital, to underpin practice.

Enablers for change

West Sussex will need to look at people, process, policy and technology in order to enable change

People

Leadership and vision needs to be clear and visible at all levels

Ownership and accountability for all components of the strategy need to be defined

Cultural shift from reactive to proactive is required

Process

Governance structures should be reviewed

Preparation and planning needs to be embedded earlier

Existing duplication of activity needs to be identified and addressed

What needs to be in place to enable these changes?

Technology

Development of more consistent and practical data on needs and services which is easily accessible in order to project demand and inform strategic decision making

More integrated systems which reduces manual data collection and analysis, as this is resource intensive and difficult to replicate

Policy

Good analysis must be translated into clear policies

Focus on developing a cohesive set of strategies and plans

Existing policies and strategies should be reviewed to ensure they are fit for purpose

Fundamental considerations regarding West Sussex's approach to strategic commissioning are prerequisites for a number of the people, process and enablers identified here. Commissioning capacity and capabilities will need to be embedded across strategic and operational levels in order to realise benefits, including more effective market oversight and quality assurance functions. A possible model for strategic commissioning within West Sussex is explored in Annex C.

People

West Sussex will need to look at people, process, policy and technology in order to enable change.

> "
>
> *I've been here before, I try and believe in what we're doing, but how many times am I going to be asked to believe and then let down?*
>
> OPERATIONAL MANAGER

What we have found
- CLA and Care Leavers Strategy and Plan and Signs of Safety provide the core strategic direction for Children's Services. However, the former needs to be refreshed and used to direct practice, priorities and commissioned services more consistently
- Ownership and accountability are not defined or tied to strategy, e.g. some floating resources prioritising work as it arises, with no overarching plan; fragmented roles and responsibilities between Education, Health and Social Care
- There is a 'gift' culture e.g. staff try to provide all services for all children, instead of strategic and targeted support, looking to the external market to fill the gaps

Impact on West Sussex
- Duplication of activity
- Lack of capacity for developing proactive strategies
- Lack of direction for strategic priorities
- Change fatigue amongst operational staff and a lack of belief that the work they are doing will cause real change
- Ineffective use of external market and inefficient use of in-house resources

### Possible Solutions
- Undertake a cultural assessment to influence ongoing organisational redesign work to flesh out clear roles and accountabilities
- Develop a true transformation programme approach, with a dedicated communications workstream to develop sustained engagement with West Sussex staff, clear governance and reporting
- Development of a clear approach to monitoring and benefits tracking

Process

West Sussex will need to look at people, process, policy and technology in order to enable change.
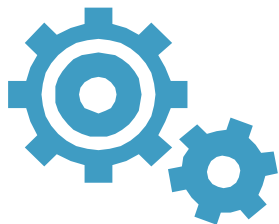
> "
>
> *Finance do the financial forecast, then reverse engineer the management of the service – this should not be the case.*
>
> FINANCE OFFICER

What we have found

- Governance arrangements are inflexible, often disproportionately complex to the decision being made and with no clear cohesion of purpose e.g. sign off and decision making of placements
- Acknowledgement of duplication of analysis, policies and project activity, but with no resolution, e.g. analysis on emergency provision
- There is a split between Corporate and Service level staff without a consistent understanding of how council-wide strategies translate into operational practice;
- Lack of capacity to make commissioning a priority e.g. disconnect between the placements finding team, social work teams and supplier / contract management functions
- There is a lack of planning and preparation e.g. A lack of pathway planning guidance for Care Leavers

Impact on West Sussex

- Decision making and sign off can take a long time and causes delays to accessing provision
- Issues are raised at an operational level, but with no effective feedback mechanism, they are not fed through for consideration at a strategic level
- This leads to inertia and a lack of change

Possible Solutions

- Target Operating Model and RACI work to determine delivery of functions and where they should sit
- Developing internal commercial skills and capabilities to engage and manage key markets
- Detailed assessment of current processes, including with existing partners eg. Capita, BBLP, Viridor

Policy

West Sussex will need to look at people, process, policy and technology in order to enable change.

> "
>
> *Siloed working is the default. Our strategies do not link up.*
>
> HEAD OF SERVICE

What we have found

- Many strategies are outdated or have been produced in haste with plans to amend 'later', with no further action, sometimes for years e.g. *Sufficiency Strategy, Commissioning for Better Outcomes*
- There is a lack of cohesive overarching strategy which can be articulated at all levels and used to effectively drive operational priorities, practice and decision making e.g. Use of in-house or external placement provision determined by supply, not strategy
- There is 'paralysis by analysis' where policies exist, but are not put into action e.g. Council-wide responsibility for Corporate Parenthood

Impact on West Sussex

- Lack of cohesion and insufficient recognition and action on good work being undertaken at an individual level
- Staff cannot manage their work strategically or effectively
- Inefficient use of resources

Possible Solutions

- A cross-Council audit of current strategies to identify what exists and those that need creation or further development
- An internal campaign throughout the Council to make staff aware of their duty as a corporate parent, encouraging them to informally support children (e.g. to share skills such as teaching instruments) or formally (e.g. through work placements within the Council). This could then lead to an external campaign to partner with businesses in the community or large corporate firms

Technology

West Sussex will need to look at people, process, policy and technology in order to enable change.

> "
>
> *We don't have good enough data to know what services are out there and how we could work with providers, so every year we are not proactive.*

COMMISSIONING MANAGER

What we have found

- There is a lack of accessible data at both an operational and strategic level e.g. transitions data is captured in systems which are not compatible
- Staff are uneasy in taking accountability for the accuracy of data e.g. financial costs and tracking associated with CLA and SEND placement packages
- There is a lack of integrated data systems e.g. only financial data for fostering is uploaded into Frameworki; other costs are tracked only in local spreadsheets

Impact on West Sussex

- Staff are not able to accurately project future demand in to inform strategic decision making and are reliant on manual calculations based on current spend
- This leads to large overspends
- Lack of ability to manage market and proactively engage with providers in response to changing needs

Possible Solutions

- A dashboard which sits over the top of all services provided that can pull in data from each of them in order to give both corporate management and operational staff a holistic view of the business
- Integration of technology systems to reduce manual amalgamation of data
- Development of more consistent and practical data on needs and services for service staff which is to hand, to help inform decision making, e.g. portable IPads
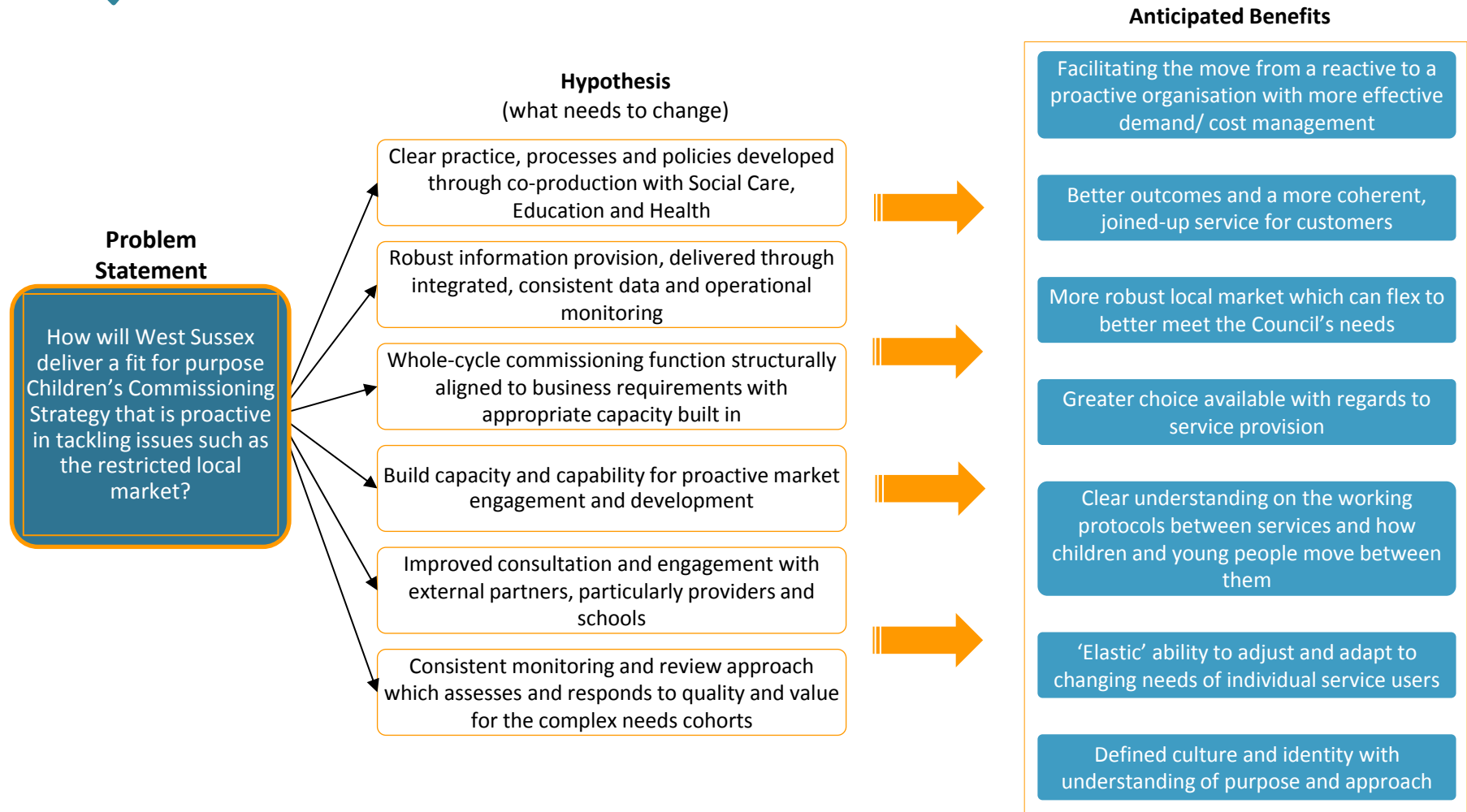
5 *Next Steps*

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

5a *Benefits modelling*

Benefits statement

The solutions and key enablers aim to deliver the following non-financial benefits

Problem Statement

How will West Sussex deliver a fit for purpose Children's Commissioning Strategy that is proactive in tackling issues such as the restricted local market?

Hypothesis
(what needs to change)

- Clear practice, processes and policies developed through co-production with Social Care, Education and Health
- Robust information provision, delivered through integrated, consistent data and operational monitoring
- Whole-cycle commissioning function structurally aligned to business requirements with appropriate capacity built in
- Build capacity and capability for proactive market engagement and development
- Improved consultation and engagement with external partners, particularly providers and schools
- Consistent monitoring and review approach which assesses and responds to quality and value for the complex needs cohorts

Anticipated Benefits

- Facilitating the move from a reactive to a proactive organisation with more effective demand/ cost management
- Better outcomes and a more coherent, joined-up service for customers
- More robust local market which can flex to better meet the Council's needs
- Greater choice available with regards to service provision
- Clear understanding on the working protocols between services and how children and young people move between them
- 'Elastic' ability to adjust and adapt to changing needs of individual service users
- Defined culture and identity with understanding of purpose and approach

www.westsussex.gov.uk

SEND financial benefits modelling - Methodology
High level modelling has been undertaken to indicate the potential financial benefits of the SEND solutions

The SEND solutions drawn out in the commissioning strategy are intended to deliver integrated change across the system. This is the most sustainable way of addressing the higher needs, higher cost SEND placements (the stated focus of the strategy) instead of tackling these expensive placements in isolation. In order to achieve these benefits, a number of transformational changes are needed, including greater integration between social care and education and a collaborative partnership culture between council services, schools, other providers and families.

A high-level model was developed to calculate potential financial benefits from implementing the solutions. It uses a number of broad assumptions, so further modelling and planning is required to test calculated benefits. Financial benefits would be from the Dedicated Schools Grant, rather than the council's base budget.

There are two main levers that will drive financial benefits through implementing the SEND solutions identified:

Benefit Lever 1 – Cost control	**Benefit Lever 2 – Managing overall demand**
Maximising inclusion within mainstream schools will increase capacity within local special schools, allowing costly independent and non-maintained special school placements to be reduced.	Proactively working to prevent ongoing escalation of number of EHCPs being maintained by West Sussex County Council.

A 'Do Nothing' projection to 2019 is calculated based on an increase in EHCP / Statement volumes and proportions of educational settings remaining the same.
The levers identified above are then used to examine 4 scenarios, against the current and 2019 projected baseline:
* Scenario 1 – Increase in EHCP / Statement volumes, proportion in mainstream education increased to 40% as a conservative target *(Lever 1)*
* Scenario 2 – Increase in EHCP / Statement volumes, proportion in mainstream education increased to 43% in line with statistical neighbours *(Lever 1)*
* Scenario 3 – Maintain EHCP / Statement volumes, proportion in mainstream education increased to 40% as a conservative target *(Levers 1 & 2)*
* Scenario 4 – Maintain EHCP / Statement volumes, proportion in mainstream education increased to 43% in line with statistical neighbours *(Levers 1 & 2)*

The modelling uses an estimated annual unit cost per pupil with an EHCP / Statement for each key educational setting as below:

Mainstream school (maintained)	Special Support Centre (maintained)	Special school (maintained)	Independent or non-maintained special school
£12,087	**£13,175**	**£16,070**	**£41,854**
Weighted average of per pupil entitlement for three settings of Primary / KS3 / KS4 + Assumed maximum allowance of £6k Additional Support Funding + weighted Individually Assigned Resource + weighted average Personal Supplement	*Total base + top-up budget / number of pupils on roll* *From 'SSC Budget Shares 16 – 17' data*	*Total base + top-up budget / number of pupils on roll* *From 'Special Schools Budget Shares 16 – 17' data*	*Average cost of an INMSS placement in 2016-17, based on all WSCC INMSS placements* *From 'INMS analysis by school 16-17' data*

west sussex county council

www.westsussex.gov.uk

SEND financial benefits modelling – Current and future baselines

The baselines are calculated for children and young people with an EHCP / Statement in educational settings

The model uses data for those in the identified education settings up to KS4 only. The future baseline assumes that the ongoing increase in EHCP / Statements will continue in line with current trends. This will create an additional pressure of **£9.8m** on the current baseline. Finances relate to the Dedicated Schools Grant, rather than the council's base budget.*

Current Baseline
Numbers of children and young people with an EHCP / Statement maintained by WSCC at December 2016

Scenario 1 (Do Nothing)
Using a linear projection based on the trend over the last two years, the number of EHCP / Statements maintained will reach 4250 by 2019

This is the projected additional pressure from the current baseline

Education setting	% of children in this setting at baseline	Number of children	Cost	Number of children	Cost	
		3679	£63.1m	4250	£72.9m	+£9.8m
Mainstream school (maintained)	36.86%	1356	£16.4m	1566	£18.9m	+£2.5m
SSC (maintained)	8.70%	320	£4.2m	370	£4.9m	+£0.7m
Special School (maintained)	43.60%	1604	£25.8m	1853	£29.8m	+£4.0m
Independent and non-maintained special schools	10.85%	399	£16.7m	461	£19.3m	+£2.6m

* Includes LA Maintained Mainstream School, Mainstream Academy, Mainstream Free School; Resourced Provision; LA Maintained Special School; Independent Special School, Non-maintained Special School, Other Independent School. Categories excluded include 'Educated Elsewhere' and General FE or Tertiary College / HE. Further modelling will be required to examine impact here.

www.westsussex.gov.uk

SEND financial benefits modelling – Cost control benefit lever

Potential benefits to be achieved against projected 2019 spend of £72.9m by reducing INMSS placements

Scenario 1 (Mainstream inclusion at 40.0%)
Overall volume of EHCPs/Statements increases to projected 2019 levels, mainstream inclusion is increased to a conservative level of 40.0% reducing INMSS need. Pressure on current baseline is £5.8m but is £4.0m less than projected 2019 'Do Nothing' scenario

Scenario 2 (Mainstream inclusion at 43.0%)
Overall volume of EHCPs/Statements increases to projected 2019 levels, mainstream inclusion is increased to 43% further reducing INMSS need. Pressure on current baseline is £2.1m but is £7.7m less than projected 2019 'Do Nothing' scenario

Education setting	% in this setting	Number of children	Cost	Difference from current baseline	Difference from projected 2019 baseline	% in this setting	Number of children	Cost	Difference from current baseline	Difference from projected 2019 baseline
TOTAL	100%	4250	£68.9m	+£5.8m	-£4.0m	100%	4250	£65.2m	+£2.1m	-£7.7m
Mainstream school (maintained)	40.0%	1700	£20.5m	+£4.2m	+£1.6m	43.0%	1828	£22.1m	+£5.7m	+£3.2m
SSC (maintained)	8.70%	370	£4.9m	+£0.7m	£0m	8.70%	370	£4.9m	+£0.7m	£0m
Special School (maintained)	43.60%	1853	£29.8m	+£4.0m	£0m	43.60%	1853	£29.8m	+£4.0m	£0m
Independent or non-maintained special school	7.70%	327	£13.7m	-£3.0m	-£5.6m	4.70%	200	£8.4m	-£8.3m	-£10.9m

west sussex county council

www.westsussex.gov.uk

SEND financial benefits modelling – Demand management & cost control

Potential benefits against projected 2019 spend of £72.9m by reducing overall demand and controlling costs

Scenario 3 (Mainstream inclusion at 40.0%)
Overall volume of EHCPs/Statements is maintained at current levels, mainstream inclusion is increased to a conservative level of 40.0% reducing INMSS need. Saving of £3.4m on current baseline and £13.2m on projected 2019 'Do Nothing' scenario

Scenario 4 (Mainstream inclusion at 43.0%)
Overall volume of EHCPs/Statements is maintained at current levels, mainstream inclusion is increased to 43% further reducing INMSS need. Saving of £6.7m on current baseline and £16.5m on projected 2019 'Do Nothing' scenario

Education setting	% in this setting	Number of children	Cost	Difference from current baseline	Difference from projected 2019 baseline	% in this setting	Number of children	Cost	Difference from current baseline	Difference from projected 2019 baseline
TOTAL	100%	3679	£59.6m	-£3.4m	-£13.2m	100%	3679	£56.4m	-£6.7m	-£16.5m
Mainstream school (maintained)	40.0%	1472	£17.8m	+£1.4m	-£1.1m	43.0%	1582	£19.1m	+£2.7m	+£0.2m
SSC (maintained)	8.70%	320	£4.2m	£0m	-£0.7m	7.85%	320	£4.2m	£0m	-£0.7m
Special School (maintained)	43.60%	1604	£25.8m	£0m	-£4.0m	39.36%	1604	£25.8m	£0m	-£4.0m
Independent or non-maintained special school	7.70%	283	£11.9m	-£4.8m	-£7.4m	9.79%	173	£7.2m	-£9.5m	-£12.0m

CLA financial benefits modelling - Methodology

Modelling has also been undertaken to indicate the potential financial benefits of the CLA solutions

The eleven CLA solutions identified are interlinked and build on one another to deliver financial and other benefits through significant efficiency and capacity gains. However, in order to build up a quantifiable financial picture, some high-level modelling has been undertaken to calculate their potential financial benefits. This modelling focuses on three types of CLA provision which the solutions aim to address- Fostering, Residential Care and Independent Living.

This has been represented by three scenarios that provide an indication of costs of doing nothing and savings of implementing recommended solutions:

Benefit Lever 1 – Fostering	Benefit Lever 2 – Residential	Benefit Lever 3 – Independent Living
Implementing four recommendations to reduce cost through: cost avoidance, reducing time spent in placements and investment needed	Reducing the time spent in residential care through provision of intensive step down options e.g. foster care	Proactively moving on young people in independent living provision and building up greater block purchasing capacity

A 'Do Nothing' projection to 2019 models the impact of doing nothing whilst CLA population grows in line with current trends. The levers are then used to examine 3 scenarios:
- Scenario 1 – Models the impact of implementing four recommendations from Annex A (Fostering within West Sussex)
- Scenario 2 – Models the impact of reducing the length of residential placements by 10% through provision of intensive step down options
- Scenario 3 – Models the impact of reducing demand for young people in independent living provision by 10% and building up block capacity

The modelling uses estimated average annual unit costs for CYP in different types of provision using the CLA Placements spreadsheet.

'Do Nothing'- Estimated annual cost of CLA provision if WSCC does not change, with projected population increase

These figures include the CLA provision of residential care, fostering and independent living, both in house and external for all types of provision.

Average cost of CLA provision for 2016/17 **£32.46m**	+1.21m	Average cost of CLA provision for 2017/18 **£33.67m**	+0.97m	Average cost of CLA provision for 2018/19 **£34.64m**	+0.83m	Average cost of CLA provision for 2019/20 **£35.47m**

This suggests that if WSCC 'does nothing' there will be a further financial gap of over £3M   **£3.01m**

The modelling uses average costs of placements based on the CLA Placements spreadsheet.
The population projections are based on West Sussex FIP data projections, with one further extrapolation for 2019/20.
The provision proportions are based on data from the DIQ.

west sussex county council

www.westsussex.gov.uk

CLA financial benefits modelling – Impact on Fostering

Potential financial benefits to be achieved from implementing four fostering recommendations

Scenario 1: This models the financial impact of the three recommendations made in the Fostering Review- Annex A. Further work will be required to detail the investment required in order to implement these solutions and undertake more granular benefits modelling.

Potential Edge of Care cost avoidance*

c.£420k

Implementing an edge of care model should reduce demand coming into the care system. A recent report estimated that such a model has the potential to reduce the number of CLA by 47%. Taking a more conservative approach of reducing those CYP coming into care due to family breakdown by 10%, (94 CYP at Dec 16) and applying an average cost of £44,647 per child pa, leads to a potential saving of £420k. This does not factor in the investment needed to develop the Edge of Care service, although the overall return could be significantly higher.

Parent and Child placement savings

c.£270k

*Regarding Parent and Child placements, reducing the average length of stay and increasing the proportion of placements that are made in-house vs. IFA has the potential to save a total of **c. £270k p.a.***

This indicative modelling suggests potential savings of £690k, although this includes a conservative estimate of the likely impact of an edge of care service and does not take into account the further investment required for the recommendations below.

£690k

Further investment opportunities to be considered:

Skills Fees investment

(c.£749k)

*Analysing the maintenance allowances and skills fees paid by WSCC, in comparison to other LA's provided three options to take forward. Option 3, which would make WSCC, on average, more competitive than geographic neighbours on skills fees paid (where WSCC are currently less competitive), is the most costly and would require an investment of **c.£749k p.a.** Further work needs to be undertaken to understand how big a driver this is for foster carers, and if the council wants to invest in it; this decision needs to be taken in conjunction with the overarching Sufficiency Strategy.*

Recruitment of additional in-house foster carers

Further Investment Required

*Given the target of 75% of foster carers being in-house vs. IFA, there needs to be an additional **35** foster carers recruited. Work has been undertaken to quantify the investment cost, but should be built alongside the wider placements context to ensure maximum efficiency e.g. to determine whether these new foster carers could support with the provision of a edge of care model.*

* see Fostering Annex for full details of figures used

CLA financial benefits modelling – Impact on Residential care

Potential benefits to be achieved from reducing time spent in residential care and step down provision

Scenario 2: This scenario models the impact if the length of every residential placement could be reduced by 10% through provision of intensive step down options e.g. foster care. This 10% could be increased or decreased in relation to the individual child's needs.

Current Baseline
Average length of time children and young people currently spend in in-house and external residential care based on a snapshot from November 2016

10% reduction in time spent in residential care
If all CYP were to experience a 10% reduction in the time spent in residential care, this would equate to 89 days fewer for each CYP

Cost of reduced time spent in alternative provision such as IFAs
Even if all children stepped down into the most expensive external provision during this time, there would still be a substantial overall net saving

Type of provision	Number of CYP	Av. length of time in placement (days)	Total placement days	Cost £16.34m	Av. length of time in placement (days)	Total placement days	Cost £14.18m	Av. length of time in IFA placement (days)	Total IFA placement days	Cost of time in IFA
Number of CLA in internal residential care	35	562	19670	£6.69m	506	17710	£6.02m	56	1960	£210k
Number of CLA in external residential care	51	323	16473	£9.65m	291	14841	£8.16m	32	1632	£175k

Projected savings from the current baseline: **(£2.16m)**

Projected costs if this time was spent in IFAs: **£385k**

This modelling suggests that even with the £385k cost of step down provision factored in, there will be a potential net saving of £1.78m compared to baseline.

£1.78m

west sussex county council

www.westsussex.gov.uk

CLA financial benefits modelling – Impact on Independent Living

Potential benefits to be achieved from moving on YP in independent living and increasing block purchasing

Scenario 3: This scenario looks at the potential financial impact if 10% of young people in independent living provision could be proactively moved on to more appropriate provision and if block purchasing was implemented in respect to the current portfolio.

Current Baseline
Numbers of children and young people currently in supported accommodation based on a snapshot from November 2016

10% reduction in demand for independent living provision
If demand can be reduced the service can look to make use of in-house and block contract first thereby reducing reliance on the most costly spot purchased provision

10% reduction in demand AND building up external block purchasing capacity by 29 places
Increasing block purchasing capacity releases dependency on more expensive spot purchasing of external independent living places

Type of provision	% of YP in this provision	Number of YP	Cost	Number of YP	Cost	Number of YP	Cost
		77	£1.3m	69	£1.1m	69	£691.2k
In-house supported lodgings	10.4%	8	£51.2 k	8	£51.2k	8	£51.2k
External independent living (block)	41.6%	32	£335.8k	32	£335.8k	61	£640k
External independent living (spot)	48%	37	£899.6k	29	£705.1	0	£0

This modelling suggests a potential saving of £595k compared to baseline, although this will need to be considered alongside demand analysis to ensure these figures are consistent.

£595k

Projected savings from the current baseline — **£194.5k**

Projected savings from the current baseline — **£595.3k**

* the CLA savings need to be considered independently rather than as an aggregate, as the demand for each of the types of CLA provision modelled is interlinked and therefore could impact upon each other.

west sussex county council

1. Introduction   2. SEND   3. CLA   4. Enablers for Change   5. Next Steps   6. Annexes

www.westsussex.gov.uk

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

5*b* *Action Planning*

Next Steps

To move the strategy into action, clear actions, accountabilities, and measurements are critical

Given the number of ongoing initiatives in operation across Children's Services, any next steps need to be planned with consideration given to the wider context and joint ownership of the plan agreed by those who will need to implement it.

To this end, a collaborative action-planning session was set up to look at the SEND and CLA solutions separately and to undertake the necessary planning activity. The resulting plans are represented in the following pages, with each solution having a clear approach and measurement/s, against which progress can be monitored and the overall success of the solution determined. The action planning also looked to capture other planned activity being undertaken within the department, such as within the SEN Strategy Implementation Plan. Where actions are drawn from existing plans, these are highlighted in orange.

The component parts of the plan are as follows:

Action — A series of actions have been identified to develop and implement each solution

Timescale — Each action has been assigned a firm timescale and progress should be tracked against this

Output — Each solution has at least two key outputs identified against its actions. Where an action has no output identified, this is because it is a step towards one of the outputs identified

Success criteria — Each action has a success criteria identified, which indicates how the council will know if the action has achieved its purpose

The actions for each solution are the first draft. Further work is required by the Council to develop these, including:

- Identifying and agreeing an overall senior sponsor who is accountable for implementing the strategy;

- Determining owners for each agreed solution and action;

- Developing a co-ordinated approach with other transformation activity which is being progressed, such as the SEND Strategy. This will need to capitalise on existing investment in resource and ensure no duplication or fragmentation of activity;

- Prioritisation of each of these solutions - many of those identified as Advanced or Innovative can be initiated along with Foundational solutions to ensure service readiness.

SEND Solution 1 – Action Plan

Actions for implementing a collective approach to inclusion with partners

Solution	Action	Timescale	Output	Success criteria
1. Collective approach to inclusion with partners	Hold Inclusion Conference in Spring Term* to build a shared understanding of inclusion and collective responsibility across all partners.	Spring 2017	Next steps plan from Conference	Partner commitment to developing inclusion approach
	Undertake additional data analysis on placement breakdowns and exclusions from mainstream schools, including journey mapping, in order to identify key gaps for action on inclusion	2 months	Baseline on mainstream exclusions / breakdowns	Improved insight on barriers to inclusion
	Develop and maintain an online 'Who's who' guide, publicising to SENCOs and headteachers of all mainstream schools^	1 month	SEND contacts guide	Simpler communication
	Co-develop graduated response policy and communicate to all mainstream schools*	2 months	Graduated response policy	Consistency in SEND identification and assessment
	Develop an overarching Behaviour Strategy providing effective guidance on supporting C&YP with challenging behaviour to remain in mainstream school*	6 months	Behaviour Strategy	Improved inclusion by better managing behaviour
	Develop processes and provide additional training and support to SEN teams to track and constructively challenge poor inclusive practice	3 months	Training programme	Building a positive inclusion culture
	Build connections between SEND Hubs and Early Years networks, including quarterly management team meetings^	6 months		More aligned system leadership

Measurement/Success Criteria: 43% of C&YP with statement or EHCP educated in mainstream settings (up from 35%) by 2019.
<70% of C&YP with SEND (including school support) who are permanently excluded (down from 80%) by 2018
Dependencies: None identified
Solution Owner: TBC

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

www.westsussex.gov.uk

SEND Solution 2 – Action Plan

Actions for implementing robust transition preparation and pathways

Solution	Action	Timescale	Output	Success criteria
2. Robust transition preparation and pathways	Undertake data exercise across Education, Health and Social Care to establish target cohort of young people aged 14 – 16 for earlier preparation for transitions	1 month	Baseline on transitions cohort aged 14 - 16	Improved insight and date on transitions
	Co-develop a robust and up-to-date Transitions Protocol to detail expected pathways, timescales and roles and responsibilities across Education, Health and Social Care to support transition from age 14	3 months	Transitions Protocol *(linked with Life Pathways work)*	Clear understanding of roles and process
	Review NICE guidance and quality standards on transitions and embed into West Sussex policies and practice	3 months		Consistent process in line with good practice
	Develop improved co-ordination and potential integration of EHCP and Children Looked After assessment and review processes at ages 14 - 18 to better utilise resources and improve outcomes	6 months		More efficient and effective use of resources
	Develop and implement management tools for the ongoing identification of young people approaching transition and monitoring of their plans. Ensure this functionality is built into integration of case management systems across Education, Health and Social Care^	6 months Late 2017 (Mosaic go-live)	Fit for purpose management tools and Mosaic case management system for transitions	Improved communication and information sharing across services
	Expand targeted person-centred planning approach to support transition for specific cohorts, such as autism and Children Looked After	12 months	Specific person-centred planning offer for target groups	Improved support and experience for identified groups
	Measurement/Success Criteria: Earlier preparation and smoother transitions to Adults' Services Dependencies: Pathways to Adulthood Strategy signed-off and implementation plan agreed; Life Pathways project Solution Owner: TBC			

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

West Sussex county council

www.westsussex.gov.uk

SEND Solution 3 – Action Plan

Actions for implementing an improved method for placement reviews

Solution	Action	Timescale	Output	Success criteria
3. Improved method for placement reviews	Establish additional dedicated resource with clear roles and responsibilities for enhancing reviews of target cohorts (ie. INMSS, primary to secondary transition) and identifying potential for local alternatives^	2 months	Additional resource identified for reviews	Better matching of provision to changing needs
	Improve communication and co-ordination between SEN Assessment Team, INMSS headteachers and contract management function*	3 months		More effective communication and joint working
	Ensure appropriate follow-up communication and actions after reviews, supported by management information and oversight	3 months		Improved impact of reviews
	Consider implementation of an informal 6 month check in after each annual review for target cohorts to identify if any support adjustments required	3 months		Improved responsiveness to changing needs
	Operational implementation of the Common Outcomes Framework, including use of performance indicators and monitoring tools at an individual and cohort level^	8 months	Practical application of Common Outcomes Framework for placements	Better data collection and monitoring of placements
	Develop communication and engagement with parents to help improve their awareness and confidence in more local alternative placement options	6 months		Culture change and recognition of effective local provision
	Measurement/Success Criteria: Decrease in the number of placement changes following transition to secondary school Reduction in the number of INMSS placements Dependencies: Sufficient commissioning capacity Solution Owner: TBC			

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

www.westsussex.gov.uk

SEND Solution 4 – Action Plan

Actions for implementing an expanded offer of support for SENCOs

Solution	Action	Timescale	Output	Success criteria
4. Expand offer of support for SENCOs	Undertake a knowledge and skills audit to identify existing capabilities and identify any gaps that could be addressed by an expanded offer	1 month	Baseline of SENCO capabilities	Understanding of gaps in existing skills
	Review training offer for SENCOs against strategic priorities, including capabilities for identification of SEN and effective use of resources	1 month		More effective use of resources
	Develop a support package and enhanced training offer, including graduated response, training guide, SEND review support*	April 2017*	SEN support package and training offer	Expanded training targeted to priorities
	Delivery of support package and new training offer	From Sept 2017		Consistency in skills and knowledge
	Review and update information on SENCOs, including role and involvement in Senior Leadership Team of each school	1 month	Up-to-date and accessible SENCO directory	Simpler and more effective communication
	Establish an Area SENCO role to promote and co-ordinate SEND awareness and support across partners in West Sussex*	3 months	Area SENCO role	Improved SEND consistency and leadership across schools
	Use SEND Hubs as basis for local networks of SENCOs to share good practice, provide peer case reviews and Action Learning Sets	6 months		Embedded network and culture of local support

Measurement/Success Criteria: Increase in numbers of SENCOs participating regularly in Senior Leadership Team
43% of C&YP with statement or EHCP educated in mainstream settings (up from 35%) by 2019.
Dependencies: Collective approach to inclusion with partners
Solution Owner: TBC

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

SEND Solution 5 – Action Plan

Actions for implementing the development of a spectrum of wraparound support

Solution	Action	Timescale	Output	Success criteria
5. Develop spectrum of wraparound support	Continue to implement and monitor impact of action plan for improving EHCP assessment process, including timely input from Health and Social Care professionals*	April 2017*		Improved EHCP timescales
	Develop greater oversight of joint working, including identifying key SEND leads within relevant Health and Social Care leadership teams and ensuring externally commissioned services work together to provide co-ordinated support and transitions	3 months		Joint leadership and accountability of EHCP processes
	Monitoring and evaluation of additional Occupational Therapy and Physiotherapy pilot currently established	Ongoing		Impact evaluated and informing other decisions
	Develop business case for additional sensory, occupational and speech and language therapy to support more local provision^	3 months	Additional therapies business case	Decision on additional therapies
	Application of Common Outcomes Framework across Education, Health and Social Care to build shared understanding of progress	6 months	Practical application of Common Outcomes Framework	Better data collection and monitoring of support
	Build capacity of schools to deliver support following a SALT assessment, thereby releasing therapeutic capacity	9 months		Increased SALT capacity
	Develop business case and co-design 'Edge of EHCP' targeted support with schools	12 months	'Edge of EHCP' support business case	Decision on 'Edge of EHCP' proposal
	Measurement/Success Criteria: Reduction in numbers placed in INMSS by 4% by 2019 in line with statistical neighbours 100% of professional advice will be provided within timescales and 95% of statutory assessments will be completed in time by 2018. Dependencies: Understanding and recognition of financial contributions and budgetary responsibilities across partners Solution Owner: TBC			

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

www.westsussex.gov.uk

SEND Solution 6 – Action Plan

Actions for implementing improved management of placements and provider liaison

Solution	Action	Timescale	Output	Success criteria
6. Management of placements and provider liaison	Review and decide next steps relating to work with other local authorities and the Regional DPS project, ensuring implementation of outputs regarding contracts and outcomes in West Sussex	2 months		Decision on next steps following Regional DPS project
	Establish additional resource to quality assure INMSS placements, with a focus on overall standards and outcomes achieved*	3 months	Baseline on INMSS performance	Improved value of INMSS placements
	Develop and implement effective performance management processes for tracking and evaluating INMSS placements	3 months		Improved value of INMSS placements
	Improve forecasting and demand management information and tools, including a focus on children and young people 'at risk' of a move to an INMSS placement	6 months		Better demand management and cost control
	Update of DPS arrangements for INMSS placements, including processes for call-off and interaction with contract management functions	6 months	New DPS policies and processes in place	Improved value of INMSS placements
	Identify good practice and lessons learned from the Learning Disability Provider Forums approach	1 month		Actions informed by shared learning
	Develop and deliver 6 monthly provider forums focused on key strategic SEND issues. This could include virtual forum options to improve accessibility for out-of-county providers	6 months		Collaborative culture tackling key strategic issues
	Measurement/Success Criteria: Reduction in numbers placed in INMSS; Better evidencing of value of INMSS placements Dependencies: Improved method for placement reviews; Commissioning capacity Solution Owner: TBC			

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

1. Introduction   2. SEND   3. CLA   4. Enablers for Change   5. Next Steps   6. Annexes

116

www.westsussex.gov.uk

SEND Solution 7 – Action Plan

Actions for implementing school-led SEND innovation and improvement

Solution	Action	Timescale	Output	Success criteria
7. School-led SEND innovation and improvement	Identify potential areas to pilot approach based on most successful inclusive schools and SEND Hubs	Months 1 - 3		Cultural buy-in for testing pilot
	Gather potential research questions and identify priorities for further investigation and testing, particularly focusing on earlier support and effective use of resources	Months 1 - 3		Priorities clearly identified and defined
	Establish school-led innovation programme governance, including system leadership and investment pot	Months 1 - 3	Programme governance established	Jointly agreed, appropriate governance in place
	Build mini business cases and select research projects for testing	Months 3 - 6	Research business cases in place	Well-evidenced rationale for innovation projects
	Run first phase of research projects, including iterative collection and sharing of learning across participating schools / areas	Months 6 - 18	First innovation projects operational	Iterative learning and development in place
	Evaluation of research projects to establish and develop local evidence bases and initiation of a second phase if appropriate	Year 2	Evidence base for innovative practice	Well-spread evidence of good practice
	County-wide roll out of successful practice where a robust evidence base has been developed	Year 3		Sustainable model of school-led innovation
	Measurement/Success Criteria: Improved co-ordination and collaboration with schools; increased number of pupils with SEND in mainstream schools Dependencies: Collective approach to inclusion with partners; Expand offer of support to SENCOs Solution Owner: TBC			

Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

1. Introduction | 2. SEND | 3. CLA | 4. Enablers for Change | 5. Next Steps | 6. Annexes

www.westsussex.gov.uk

SEND Solution 8 – Action Plan

Actions for implementing a new model for building family resilience

Solution	Action	Timescale	Output	Success criteria
8. New model for building family resilience	Review into EHCP cases where needs and support packages have significantly escalated to identify gaps and opportunities	Months 1 - 3		Insight into potential 'Edge of EHCP' cohort
	Information gathering and data analysis on a potential 'Edge of EHCP' cohort in West Sussex to be targeted with a new model	Months 1 - 3	Identification and baseline on potential 'Edge of EHCP' cohort	Defined baseline which can be used for monitoring impact
	Co-design of potential new service, looking into models to be adapted such as person-centred-planning and Family Group Conferences	Months 3 - 6		Vision and service design principles agreed
	Business case for new model for family resilience, including outcomes and success measurement	Month 6	Business case for decision on implementation	Decision on implementing new model
	Further development and design of service, including Health and Social Care integration	Months 7 - 12	Detailed service design, implementation plan	Agreed service model
	Implementation of the service on a pilot basis	Year 2	Operational plan Go-live of service	Periodic review of impact
	Evaluation of service	Year 3	Evaluation and evidence base	Decision based on evaluation

Measurement/Success Criteria: Improved co-ordination and collaboration with schools; increased number of pupils with SEND in mainstream schools
Dependencies: Develop spectrum of wraparound support; Life Pathways project
Solution Owner: TBC

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

1. Introduction   2. SEND   3. CLA   4. Enablers for Change   5. Next Steps   6. Annexes

118

www.westsussex.gov.uk

SEND Solution 9 – Action Plan

Actions for implementing alternative models of funding

Solution	Action	Timescale	Output	Success criteria
9. Alternative models of funding	Conclusion of national funding formula consultation	Spring 2017		Understanding of national policy
	Review of local impact of new funding arrangements and opportunities for fairer distribution of funds to Special Schools and Special Support Centres	2 months	Impact analysis of funding formula changes	Agree potential opportunities for further development
	Introducing Provision Maps to better demonstrate and understand how money is being spent to support additional needs*	9 months	Provision Maps of usage of High Needs block	Improved understanding in schools on use of funds
	Investigate more flexible use of funding to focus on strategic priorities, such as preventing exclusions and supporting transition^	6 months	Outline business cases for alternative use of funding	Decision on opportunities for alternative funding
	Market engagement and development of alternative funding and financial arrangements with key providers, particularly for INMSS and support for young people transitioning to Adults' Services	12 – 18 months		Agreed approach with schools and providers
	Consultation with key stakeholders / policy and contract development and implementation	12 – 24 months	Alternative models of funding in place and being measured	Changes agreed
	Measurement/Success Criteria: Improved co-ordination and collaboration with schools; increased number of pupils with SEND in mainstream schools Dependencies: External policy from Government - Conclusion on national funding formula Solution Owner: TBC			

*Action identified in SEN Strategy Implementation Plan
^Action builds on SEN Strategy Implementation Plan

west sussex county council

1. Introduction 2. SEND 3. CLA 4. Enablers for Change 5. Next Steps 6. Annexes

www.westsussex.gov.uk

CLA Solution 1 – Action Plan

Actions for implementing a unified vision and strategy across the placements portfolio

Solution	Action	Timescale	Output	Success criteria
1. Unified vision and strategy across placements portfolio	In-depth analysis of residential portfolio, examining provision and capacity against current and projected needs	2 months		Agreed direction for residential portfolio
	Information gathering and data analysis on quality and value of placement provision	2 months		Insight on current placements
	Review of permanency plans	1 month	Permanency plan review	Improved plans and enhanced practice
	Engagement with children, young people, social work teams, partners and providers on current arrangements and vision for the future	3 months		Co-produced vision
	Development of Children Looked After and Care Leavers Strategy	3 months	Refreshed CLA and Care Leavers Strategy	Strategy directing operational practice
	Development of an updated West Sussex Sufficiency Strategy	3 months	Sufficiency Strategy	Strategy directing operational practice
	Cabinet approval of strategic approach	Following June elections	Cabinet report on vision and strategy	Decision to be applied to services
	Measurement/Success Criteria: Clear departmental understanding of vision and strategy; strong articulation of priorities Dependencies: None identified Solution Owner: TBC			

www.westsussex.gov.uk

CLA Solution 2 – Action Plan

Actions for implementing improved support preparing Care Leavers for independent living

Solution	Action	Timescale	Output	Success criteria
2. Improved support preparing Care Leavers for independent living	Review of processes and pathway planning for Children Looked After	3 months		Gaps identified
	Needs and gap analysis regarding CLA life skills and preparation for independence, including review of Care Leaver tenancy breakdowns	2 months	Needs and gap analysis	Insight on preparation for independence
	Implementation of new Supported Accommodation arrangements for CLA via new DPS, inc. multi-agency protocol on step-down & move-on	From spring 2017		Clear processes, roles and responsibilities
	Review and targeted work of all young people in supported accommodation over the age of 18 to determine progress to independent living and alternative accommodation options	2 months		Improved capacity and value of supported accommodation
	Development of more effective pathway planning, including an expectation of move-on aims at the start of every placement for older Children Looked After	4 months	Updated Pathway Planning guidance	Improved pathway planning and progression for YP
	Improved co-ordination and planning between Children's Services and Housing teams in Districts regarding accommodation for Care Leaver	12 months		Improved access to housing and transition
	Establishment of closer joint assessment and planning between Social Care, Health and Education on transitions for older CLA	12 months		Consistent joint working for older CLA
	Investigate opportunity and cost/benefit analysis for alternative supported accommodation arrangements, such as training flats which prepare 16 / 17 year olds before they take on own private tenancy	12 months	Alternative service delivery model	Reduction in private tenancy breakdowns for care leavers
	Measurement/Success Criteria: Fewer young people remaining in supported accommodation past 18; reduction in private tenancy breakdowns for care leavers Dependencies: Implementation of new DPS arrangements for supported accommodation Solution Owner: TBC			

west sussex county council

www.westsussex.gov.uk

CLA Solution 3 – Action Plan

Actions for implementing improved communication routes with providers

Solution	Action	Timescale	Output	Success criteria
3. Improved communication routes with providers	Review of functions across the placement finding, contract management and operational social work teams to confirm expectations on roles, responsibilities and integrated working	3 months	Defined roles and responsibilities	Clarity and improved joint working between functions
	Develop awareness and practice within social work teams regarding how they can support monitoring of placement quality and outcomes	3 months		Clarity and improved joint working between functions
	Undertake review involving local providers on the barriers to accessing local supply, including how West Sussex can be more competitive compared to other LAs placing in the area	2 months		Increased access to local supply
	Identify and provide key point of contact for every placement provider in order to ensure close relationships and easier communication	1 month	Accessible contact directory	More proactive response to issues
	Working with providers, co-develop processes for escalating and reviewing issues in order to flag potential placement breakdown and trigger proactive council response at an earlier point	6 months	Placement breakdown prevention protocol	More proactive response to issues
	Identify good practice and lessons learned from the Learning Disability Provider Forums approach	1 month		Actions informed by shared learning
	Develop and deliver 6 monthly provider forums focused on key strategic CLA issues. This could include virtual forum options to improve accessibility for out-of-county providers	6 months		Collaborative culture tackling key strategic issues
	Measurement/Success Criteria: Reduction in placement breakdowns; fewer out-of-hours or emergency placements Dependencies: Development of Sufficiency Strategy and CLA and Care Leavers Strategy to ensure clear message for market Solution Owner: TBC			

west sussex county council

www.westsussex.gov.uk

CLA Solution 4 – Action Plan

Actions for implementing an agreed definition of quality and robust outcomes monitoring

Solution	Action	Timescale	Output	Success criteria
4. Agreed definition of quality and robust outcomes monitoring	Review and development of quality standards for different types of placement provision	3 months	Consistent set of quality standards for different types of placement	Consistent application of quality standards
	Process review and re-design of performance reporting and provider management for placements provision	6 months	Re-designed monitoring processes	More effective and efficient performance management
	Development of additional capacity and capabilities to monitor quality and values of external placement provision in order to bridge operational and strategic commissioning gap	6 months	Additional monitoring capacity	More effective and efficient performance management
	Operational implementation of the Common Outcomes Framework, including use of performance indicators and monitoring tools at an individual and cohort level	6 months	Practical application of Common Outcomes Framework	Better data collection and monitoring of placements
	Evaluation of impact of additional capacity and outcomes monitoring approach	24 months		Decision on any further improvements required
	Measurement/Success Criteria: Reduced placement breakdowns; improved outcomes for Children Looked After Dependencies: Decision on Regional DPS and use of Common Outcomes Framework Solution Owner: TBC			

www.westsussex.gov.uk

CLA Solution 5 – Action Plan

Actions for implementing effective governance to quality assure placement planning

Solution	Action	Timescale	Output	Success criteria
5. Effective governance to quality assure placement planning	Review current governance and existing panels to assess membership, purpose and impact to identify duplication	1 month		Clarity on governance requirements
	Process review of existing governance arrangements to identify inefficiencies and gaps	1 month		Identification of process gaps
	Develop a Placements Protocol with a clear prioritisation of placement provision to meet individual needs and delegation of decision making to ensure swifter placement making	2 months	Placements Protocol	Quicker placement decisions
	Consolidation and re-establishment of revised Panel arrangements, including clear Terms of Reference focused on strategic oversight	2 months	Updated placement governance arrangements	Strategic direction from panels; clarity on purpose of panels
	Process re-design of information and supporting infrastructure for revised panel arrangements, including information required for cases brought to panels	2 months		More efficient and effective Panel processes
	Targeted information gathering and tracking of young people at risk of placement breakdown based on a series of key risk factors	6 months	Regular review of 'at risk of breakdown' at Panel	Reduction in placement breakdowns
	Continuous improvement and iterative learning built into Panel arrangements to learn lessons and monitor effectiveness of governance	Ongoing		Reflective governance practice
	Measurement/Success Criteria: Reduction in number of emergency placements made Dependencies: Clarity on roles and responsibilities in placement processes Solution Owner: TBC			

www.westsussex.gov.uk

CLA Solution 6 – Action Plan

Actions for implementing the development of flexible education options for those who need it

Solution	Action	Timescale	Output	Success criteria
6. Development of flexible education options for those who need it	Review of existing education provision for Children Looked After, with a focus on those in more high cost, complex care arrangements	2 months	Baseline of current arrangements	Agreed gaps and issues to be addressed
	Engagement with young people who are not regularly accessing education to better understand barriers and potential opportunities	2 months		Insight into barriers to education
	Engagement with the market and community providers to understand / identify opportunities for alternative flexible education options	3 months		Insight into alternative options
	Co-develop outline business cases with potential providers to detail costs and benefits of options	3 months	Outline business case	Agree proposal for alternative options
	Identify and define appropriate outcomes for the flexible education options in order to monitor impact. These will be broader than formal attainment measures.	1 month	Outcomes framework	Clarity on outcomes and impact measures
	Implement pilot of preferred model(s) with monitoring of benefits realisation	12 – 24 months	Model go-live	Improved access to education
	Evaluation of pilot and decision on wider implementation	Following pilot period	Impact evaluation	Clear evaluation of impact

Measurement/Success Criteria: Reduction in numbers of CLA not in some form of education; reduced placement breakdowns
Dependencies: Closer integrated working between Social Care and Education
Solution Owner: TBC

west sussex county council

www.westsussex.gov.uk

CLA Solution 7 – Action Plan

Actions for implementing access to and visibility of emergency / crisis provision

Solution	Action	Timescale	Output	Success criteria
7. Access to and visibility of emergency / crisis provision	Assess re-introduction of Fostering Emergencies Support Programme and implement if deemed beneficial	1 month		Decision on F.E.S.P
	Identify barriers to progression of previous proposals for emergency / crisis provision and determine if still applicable	1 month		Decision on need for emergency provision
	Detailed needs and gap analysis of each cohort to determine requirements in terms of skills, length of time, support for existing and respite carers and type of provision	2 months	Needs analysis of each care cohort	Insight into target cohort(s)
	Development of Outline Business Cases, including options analysis of delivery models (develop in-house; reconfigure existing in-house provision; commission from external providers)	4 months	Outline Business Cases evaluating provision options	Decision on best model to implement
	Prioritise implementation of emergency / crisis provision based on agreed criteria, including ease of implementation and anticipated scale of impact	6 – 12 months	Emergency / crisis provision go-live	Reduction in placement breakdowns
	Analyse and plan potential real time dashboard of available placement capacity to address emergency or crisis needs which could be accessed by all referrers in the council	6 – 12 months		Understand of real time dashboard viability
	Implement real time dashboard	12 – 24 months	Real time information dashboard of emergency provision	Improved management of capacity & availability
	Measurement/Success Criteria: Reduction in placement breakdowns; reduction in spend on higher needs placements Dependencies: Development of Sufficiency Strategy and CLA and Care Leavers Strategy Solution Owner: TBC			

CLA Solution 8 – Action Plan

Actions for implementing regular review of suitability of placements, with more step-down options

Solution	Action	Timescale	Output	Success criteria
8. Regular review of suitability of placements, with more step-down options	One-off review of all placements for Children Looked After to establish suitability and baseline for further assessment in the future	2 months	Transition plan for placements which can be stepped down Baseline assessment	Reduced placement spend by better matching of provision to changing needs
	Work with young people and providers to adjust provision or transfer to alternative placement where a mismatch between needs and provision is identified through one-off placement review	4 months		Smooth placement transition process
	Operational implementation of the Common Outcomes Framework, including use of performance indicators and monitoring tools at an individual and cohort level	6 months	Practical application of Common Outcomes Framework	Better data collection and monitoring of placements
	Develop and implement effective performance management processes for tracking and evaluating CLA placements	6 months	New placement monitoring processes in place	Better data collection and monitoring of placements
	Research into Step Up, Step Down model as a specialist fostering option, as well as other models that offer a flexible range of placement provision	2 months		Insight on alternative placement provision
	Analysis and outline business case for more step-down options	2 months		Decision on alternative placement provision
	Implementation and evaluation of step-down options	12 – 24 months		Reduction in residential placements
	Measurement/Success Criteria: Reduced numbers in high needs, high cost placements Dependencies: Effective governance to quality assure placement planning; Agreed definition of quality and robust outcomes monitoring Solution Owner: TBC			

CLA Solution 9 – Action Plan

Actions for implementing iterative co-design with the market

Solution	Action	Timescale	Output	Success criteria
9. Iterative co-design with the market	Development of a Market Position Statement for placements and wider Care and Support needs in Children's Services	6 months	Market Position Statement	Clarity and foresight on council's needs
	Establish locality networks for social care providers from the private and voluntary sectors to interact with public sector partners on Children's Services issues in the community	12 months	Multi-agency locality networks involving providers	Improved co-ordination and collaborative culture
	Develop methods for sharing enhanced business intelligence and analysis of Children Looked After populations in West Sussex, including specific cohorts such as 16 – 18 age ranges	12 – 24 months		More open access to data to inform market of council's needs
	Build additional market development / strategic commissioning capacity for market engagement	12 months	Alternative use of resources / capacity	Improved market management
	Explore the use of the Innovation Partnership procurement route to co-design solutions to key strategic priorities with the market	12 – 24 months		Decision on viability
	Measurement/Success Criteria: Improved use of local supply; wider range of options in the local market Dependencies: Development of Sufficiency Strategy and CLA and Care Leavers Strategy; regular review of suitability of placements Solution Owner: TBC			

www.westsussex.gov.uk

CLA Solution 10 – Action Plan

Actions for implementing new models of provision to be rolled out in response to need e.g. CSE

Solution	Action	Timescale	Output	Success criteria
10. New models of provision rolled out in response to need e.g. CSE	Consider establishing dedicated block contract provision for key areas of demand in order to build a more collaborative, longer-term relationship with a single supplier	6 months		Decision on viability of block contract or alternative mechanism
	Options analysis of the reconfiguration of the in-house residential estate to meet specific needs	6 months	Residential portfolio options analysis	Insight into options for use of in-house estate
	Cost/benefit analysis of expanding additional in-house capacity to meet complex needs with an assessment of opportunities within the council's wider estate portfolio	12 months		Insight into use of council's other properties
	Developing additional provision to meet complex needs through partnership with other local authorities in the region using alternative delivery structures eg. Joint Venture	12 – 24 months	New models of provision in place	Decision on viability of regional mechanism to meet complex needs
	Develop robust evaluative methodologies to determine baseline positions and expected outcomes at key review points	12 – 24 months		Clarity on impact and lessons learned
	Measurement/Success Criteria: Reduction in high needs, high cost placements Dependencies: Need to undertake strategic horizon-scanning and mapping against existing demand and supply Solution Owner: TBC			

west sussex county council

www.westsussex.gov.uk

CLA Solution 11 – Action Plan

Actions for implementing strategic horizon scanning mapped against ongoing evaluation of existing provision

Solution	Action	Timescale	Output	Success criteria
11. Strategic horizon scanning mapped against ongoing evaluation of existing provision	Regular local research on strategic priority cohorts (eg High needs placements) in order to aggregate qualitative information from providers, operational teams and young people on good practice and developments which can then inform projected demand and provision	12 months		Embedded iterative process informing strategic and operational decisions
	Selection of priority cohorts to analyse needs and risk factors which could be used for potential predictive modelling, such as 'Edge of Care' or 'Risk of placement breakdown'	12 months		Decision on priority cohort(s) for testing predictive modelling
	Viability study and testing of predictive modelling approach for priority cohorts	12 months	Predictive modelling viability	Decision on predictive modelling
	Rationalisation and integration of case management and business intelligence systems across Social Care, Education and Health	24 - 36 months	Integrated systems	Effective and efficient information management
	Clear, practical and consistent processes for recording information on individual needs and outcomes which can be aggregated to cohort and county-wide level	24 - 36 months	Proactive business intelligent processes	Proactive insights and decision making
	Measurement/Success Criteria: Greater access to local supply through proactive market management; reduction in high cost, high needs placements Dependencies: Business intelligence capacity and capabilities; integrated systems and technology investment Solution Owner: TBC			

west sussex county council

www.westsussex.gov.uk

Next Steps Roadmap

Identifying key activities and milestones required to begin implementing solutions over the next few months
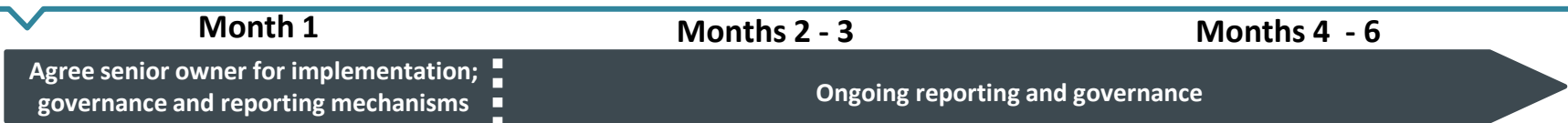
	Month 1	Months 2 - 3	Months 4 - 6
	Agree senior owner for implementation; governance and reporting mechanisms	Ongoing reporting and governance	
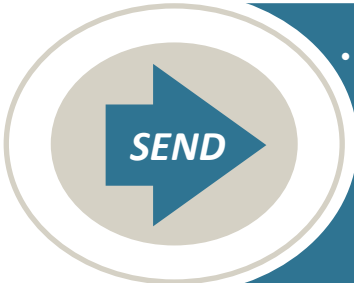
SEND
- Integrated portfolio approach for implementation of SEN Strategy, Pathways to Adulthood, commissioning actions and other relevant projects such as Life Pathways
- Hold Inclusion Conference for all SEND partners
- Establish additional dedicated resource and processes for reviewing placements
- Develop and embed key inclusion approaches (Graduated Response, Behaviour Strategy)
- Implement Transitions Protocol across Education, Health and Social Care

CLA
- Initiate development of the vision and refreshed strategy for CLA and Care Leavers
- Outline Business Case for Beechfield Secure Unit *(building on Annex B)*
- Analysis of residential portfolio and strategic purpose
- Review of young people in supported accommodation and move-on plans
- Develop more effective pathway planning and review for older CLA and Care Leavers
- Sufficiency Strategy agreed and put into practice
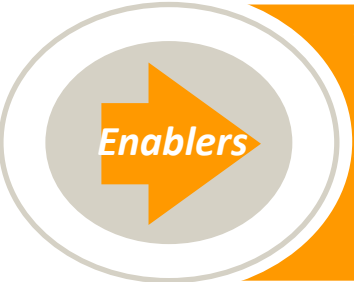
Enablers
- Identification of commissioning capabilities, capacity and requirements
- Culture assessment to develop clarity on roles and responsibilities across organisation
- Review of placement finding, monitoring and review functions and processes
- Redefine and consolidate governance arrangements, including Panels
- Greater operational and strategic integration between Education, Health and Social Care
- Outcomes monitoring and processes

www.westsussex.gov.uk

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

6

Annexes

6a

Annex A
Fostering within West Sussex

Review of the Fostering Improvement Plan

Fostering Improvement Plan – an overview

The Plan requests funding for 36 additional carers to be recruited to deliver in-house placements

The aim of the Improvement Plan is to increase both the number of fostering beds in-house and also to extend the range of fostering resources to enable a reduction in usage of independent sector placements by April 2018. In June 2016, there were a total of 421 foster placements of which 117 (28%) of children were placed with Independent Fostering Agencies (IFA). There is an average cost differential of £235 per week between an in-house and an IFA placement.

The Plan assumes that any children placed with IFA carers could have been placed with in-house carers, except in 3 key scenarios; modelled against the existing cohort, this would mean that 53 children could have been placed with in-house foster carers. To meet this need, it was estimated that, in addition to business as usual recruitment activity (likely to realise circa 34 carers per year, based on 34 foster carers approved from December 2015 to December 2016), additional investment was required to recruit a further 36 carers supplying 46 places.

By end of programme with 36 new foster carers (46 beds) in place, a potential gross cost saving of £42,017 per month or £504,210 per annum is estimated, based on an assumption of 90% occupancy, the WSCC highest payment rate and the most frequently used IFA payment rate. Offsetting against this ongoing management, recruitment, training and support costs of £16,887 per month would give a potential net saving of £301,570 per annum.

The upfront investment cost to achieve the target of 36 carers is estimated to be £425,000; the return on investment is predicted to be realised within 3 years of implementation.

Investment Required	2016/17	2017/18	2018/19	Total
	£'000	£'000	£'000	£'000
Practice Manager	7	43	14	64
Social Workers	75	192	27	294
Panel Costs	-	9	5	14
Advertising	25	25	-	50
Training	-	2	1	3
	107	271	47	425

west sussex county council

www.westsussex.gov.uk

Reviewing the Fostering Improvement Plan
To determine if the Plan's rationale is sound, a number of activities have taken place

Given that the original plan was first developed in October 2015, a review of the document and its assumptions was undertaken to consider the following:

- Likely demand projections for Children Looked After for the following 3 years based on the past 3 years demand;
- Projected impact of Edge of Care ongoing initiatives on the likely demand on a year by year basis;
- Analysis as to the utilisation of current foster carers, the potential to make more use of existing capacity and the impact of this on the total number of foster carers required over and above the 'business as usual' recruitment;
- Analysis as to the makeup of and approach to existing Parent & Child placements and the length of planned placements; and
- Review of the competitiveness of West Sussex fees and allowances for in-house foster carers compared to statistical and geographical neighbours.

www.westsussex.gov.uk

Fostering Improvement Plan: demand projection

Projecting the likely demand that will need to be provided for by West Sussex

Demand

- This chart shows the CLA figures for the last 3 years and projects numbers up to the end of the year 2018-2019. Based on the current trend the CLA figure will continue to rise to 714 children, from the current figure of 669.
- Although the upward trend can be shown by a trend-line to project demand, it is interesting to note the fluctuations, with 2015 seeing somewhat of a spike in CLA numbers, which seems to have been repeated again in late 2016.

Given this volatility in demand, the service should look to analyse trends over a larger data set and use this and known future issues to better predict when such spikes and lulls in demand may occur. This analysis could then be used to influence planned and additional recruitment patterns.

Placement Type

- Trends over the past 3 years show the average proportion of CLA that are placed with foster carers at any one time is 63%.
- Of those in foster care, looking at the period from June 2015 up until January 2017, the average proportion that are placed in-house, as compared to IFAs, has been 71%..
- The target for fostering is that 75% of children in foster care are placed with WSCC foster carers. This is based on the acknowledgement that it is not possible or practical for all children to be placed in-house and that there is a role for IFAs in assisting WSCC with providing placements for our looked after children.

Total CLA
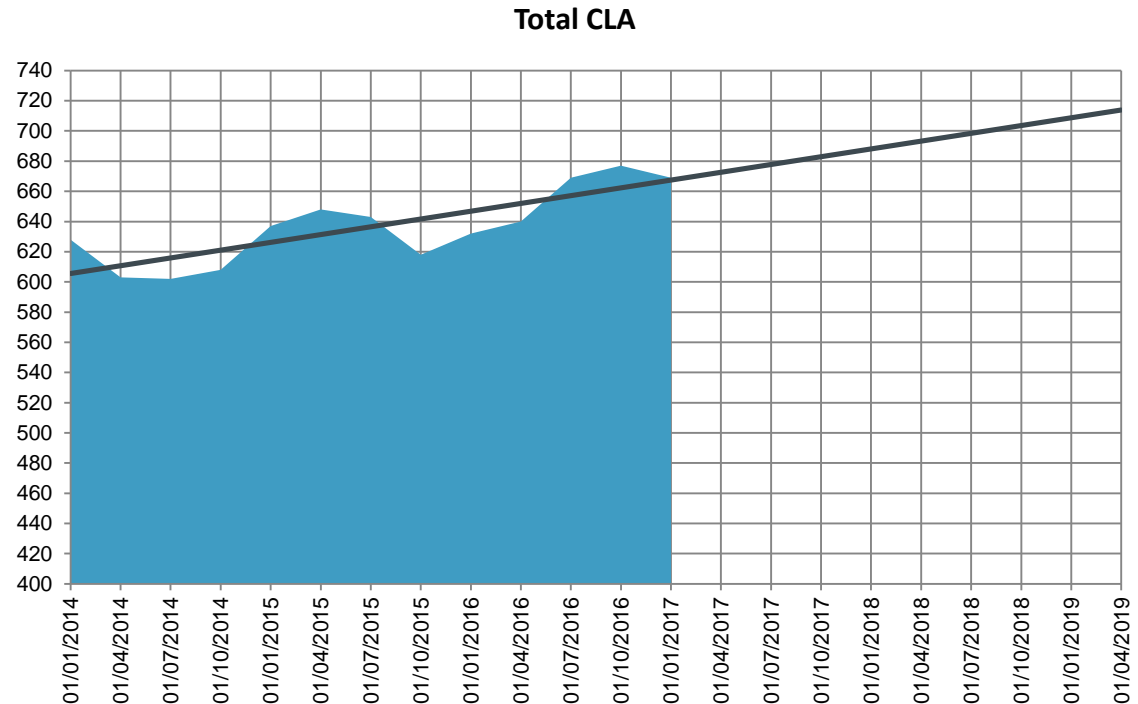
Number of children requiring in-house foster care in order to meet the 75% target:

By the end of 2017/18	By the end of 2018/19
328	337

west sussex county council

www.westsussex.gov.uk

Fostering Improvement Plan: additional carers needed

Analysing necessary additional capacity required to meet 75% in-house target

Calculations and explanations:

1) 63% of the current 669 CLA children are in foster care:
660 x 60% = 421 children

2) 75% of fostered children are with WSCC carers:
421 x 75% = 316 children

3) A carer is approved for on average 1.27 placements each, therefore:
316 children / 1.27 = 249 carers

4) 90% of carers are in use at any time, therefore:
*(249 / 90) * 100 = 277 full time carers required*

5) We currently have 242 full time carers, therefore we currently require 35 additional carers:
277 – 242 = 35 additional carers required

		Current	End of 2017-18 prediction	End of 2018-19 prediction
	CLA Population	669	694	714
1	63% Fostered	421	437	450
2	75% of Fostered Children in-house	316	328	337
3	Carers based on 1.27 children per carer	249	258	266
4	Total carers assuming 90% occupancy	277	287	295
	Current active full time carers	242	242	242
5	**Difference in carers needed**	**35**	**45**	**53**

Summary of additional foster carers required

In order to reach the target of 75% of all foster placements provided by WSCC carers an additional (in addition to BAU recruitment) ***35 foster carers are required offering 44 placements.*** However, if demand continues to increase as is projected, and % of those fostered remains, on average 63%, by the end of 2017-18, a ***further 10 additional*** foster carers would need to be recruited and by end of 2018-19, a ***further 8*** again.

This calculation is predicated on the ambition to keep 63% of Children Looked After in foster care over the next few years. However, this decision needs to be ratified as part of the redevelopment of the Sufficiency Strategy, as detailed in the main report, to determine whether this is an appropriate target. If it is decided that the overall target for foster care placements should be higher, the number of foster carers required will increase as a result.

west sussex county council

www.westsussex.gov.uk

Fostering Improvement Plan: foster care occupancy

Current foster care occupancy remains significantly below the aim of 90% occupancy

The previous calculation of 35 additional carers needed to reach the 75% target of in-house assumes achievement of the 90% utilisation target for WSCC foster carers. However, if the figures are re-calculated assuming the historic average (as shown in the diagram) of 75% utilisation of foster carers, the required number of carers needed rises significantly:

- To meet current demand: **90**
- To meet projected demand at end of 2017-18: **102**
- To meet projected demand at end of 2018-19: **112**

This clearly highlights the need to pursue strategies to increase utilisation of current (and future) foster carers up to the 90% target.

Foster Carer Usage Statistics

- On average (from April 2016 to present) 75% of full time foster carers are utilised at any one time, with an average of 15% 'completely vacant and available to foster' and 10% 'Unavailable or resting (e.g. holiday, illness, taking a break')'
- For example, of the current total number of full-time carers (249), 7 have not had a placement in over a year. It is understood the service plans to ask these carers to reconsider their plans for fostering. (These 7 have been removed from a revised total of active full-time carers of 242, which has been used in the below calculations)

- Developing a rigorous process for monitoring foster care usage will be necessary to increase the current 75% average to the targeted 90%. This could include monthly reviews of those foster carers without a placement; automatic, ongoing, more detailed review of any foster carer without a placement for over 3 months; and reporting, and action-oriented discussion, of these statistics in a regular forum.

- Further work could be done to quantify the actual cost of having underused foster carers on WSCC's books.

www.westsussex.gov.uk
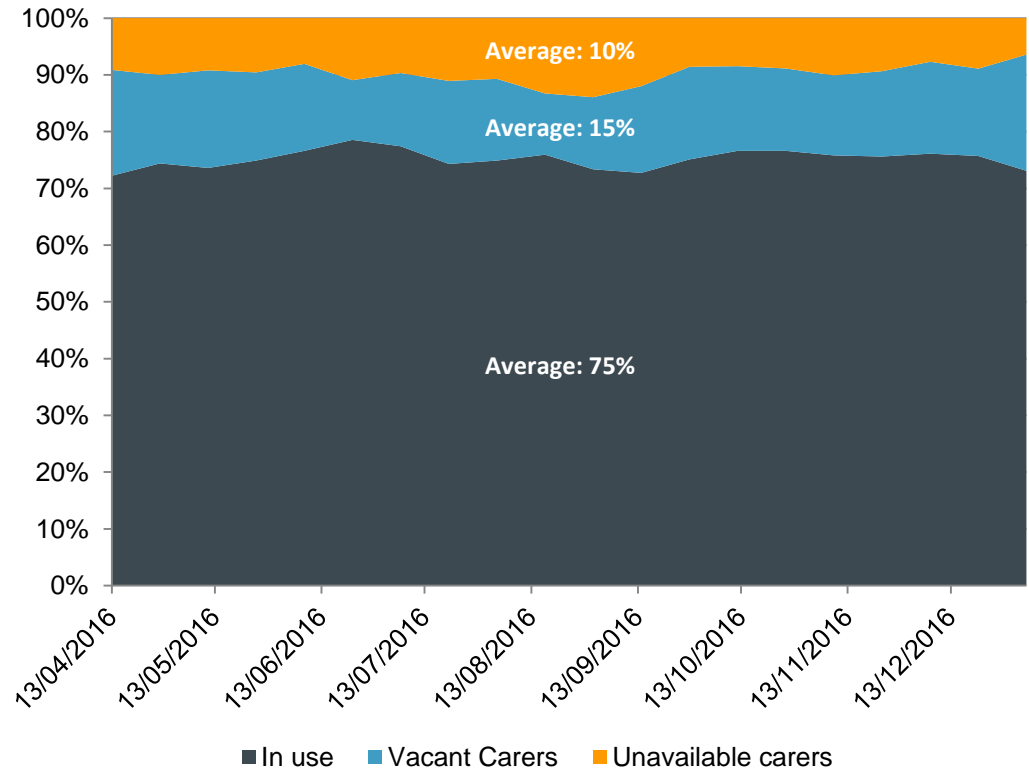
Fostering Improvement Plan: parent and child placement analysis

The majority of placements are much longer than anticipated in duration

Parent & child placement and duration

- There is a 12 week threshold for Parent & child placements.
- Over the past three years, the average length of Parent & child placements was 21 weeks (with those lasting less than three weeks discounted, as these are likely to have been cases where the placement has broken down rather than a planned move to an alternative care plan).
- This breaks down to 20 weeks for those in-house and 21 weeks for those in IFA.
- As of December 2016, West Sussex currently have 13 Parent & child placements. Of these, there are currently 7 in house and 6 in IFA C&P placements.
- 5/7 the in-house placements and 2/6 of the IFA placements have currently run on for more than 12 weeks.

Current Placement Situation as at December 2016

www.westsussex.gov.uk
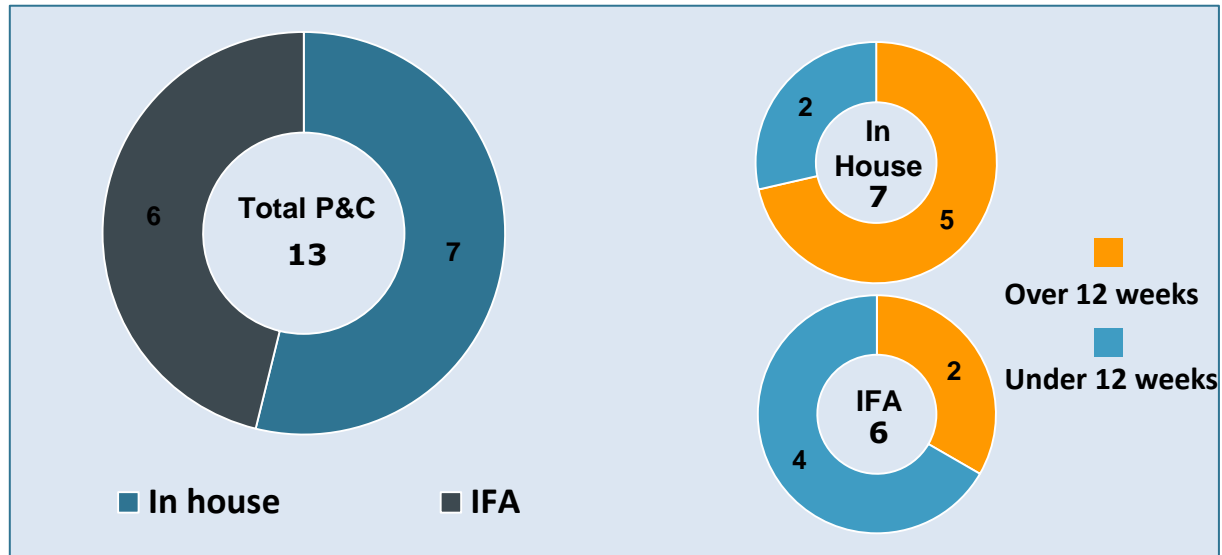
Fostering Improvement Plan: parent and child placement analysis
Addressing the current average placement lengths and the IFA/in house split could realise savings

Length of placement costs*

- **In-house:** The council pays in-house on average £730/ week per parent and single child placement. Therefore, on average per placement, there is an additional spend of £5,839 (8 weeks more than the planned amount for 12 week placements). The total cost per average in-house parent and child placement is: **£14,596.**
- **IFAs:** The council pays, on average, £1288/week per parent and single child IFA placement. Therefore, on average per placement, there is an additional spend of £11,587.23 (9 weeks more than the planned amount for 12 week placements). The total cost per average IFA parent and child placement is **£27,036.**
- *Hypothesis:* If the average placement duration could be reduced to 16 weeks, this would reduce the additional spend on in-house placements to £2,920 per placement and to £6,437 for IFA per placement.
- Using the average number of placements made in a year for 2014-16 (17 In-house and 20 IFA), if achieved, this reduction in length of placement could result in c. £49,628 total annual savings for In-house placements and c. £128,747 total annual savings for IFA placements. Giving a total **possible annual saving of c. £178,375.**

IFA vs In-house fees costs

- The average number of Parent and Child placements since January 2016 has been 13.2 at any one time, comprising, on average, 6.8 In-house, and 6.4 IFA placements at any one time.
- *Hypothesis:* The cost per week based on this average ratio and the average fees noted above comes to £13,202.58
- If 50% of IFA placements could be shifted to in-house (so that the average split based on the past year would be 10 in house and 3.2 IFA), this would result in a total cost per week of £11,418.10, resulting in a cost that is £1,784 less than the current ratio on average per week.
- Extrapolating this to an annual figure comes to a **possible saving of £92,792.96.**

	In-house	IFA
Cost per week	£729.82	£1,287.47
Average number of weeks per placement (past 3 years)	20	21
Total cost of average current placement	£14,596.40	£27,036.87
Total cost placement If average reduced to 16 weeks	£11,677.12	£20,599.52
Saving Per Placement	£2,919.28	£6,437.35

	In-house	IFA	Sum
Jan 2016 to Jan 2016 average P&C placements In-house at any one time	6.80	6.40	13.20
Cost per week	£4,962.78	£8,239.81	£13,202.58
Average placements over the year, if 50% of IFA were moved to In-house	10	3.20	13.20
Cost per week	£7,298.20	£4,119.90	£11,418.10
Difference in cost per week if 50% of IFA placements moved In-house			£1,784.48

These hypotheses could potentially lead to a saving **of £271,168 p.a.** However, further work would be needed to ensure costs are fully loaded, account for Res P&C Unit costs and then assess the actions/costs necessary to reduce length of placement down to 16 weeks and move 50% of IFA placements into in-house placements.

* Due to data availability it has been necessary to cost this on a per-placement basis, but this would clearly scale across all parent and child placements in a year.

west sussex county council

1. Introduction   2. SEND   3. CLA   4. Enablers for Change   5. Next Steps   6. Annexes

141

www.westsussex.gov.uk

Fostering Improvement Plan: summary
Key recommendations and actions

- Based on demand modelling, it is very likely that the service will experience an increase in children becoming looked after

- There is a clear cost benefit to the council in maintaining a significant number of these children in in-house placements rather than in IFA placements and there is a demonstrable need to undertake additional recruitment activity in order to recruit more foster carers than the service currently achieves at present on an annual basis

- However, several factors are likely to impact on the exact figure of foster carers required:

  1. Whether demand remains predictable, or is either reduced through edge of care initiatives or increased e.g. through a surge of UASC figures

  2. Whether or not the service manages to increase the current 75% occupancy rate to 90%

  3. Whether or not current averages for parent and child placements can be reduced

  4. Whether or not the service decides to invest in services such as respite (e.g. for families or other foster carers, which may require further resources)

- Mitigation can be achieved against each of these by undertaking a phased approach to the Plan, with monthly monitoring of progress against the above criteria and a checkpoint decision to be made in Month 9 as to whether the Plan continues to meet its objectives and should be continued into Year 2.

> The recommendation is to continue with the investment plan, with the caveat of regular monitoring required, and also to take account of the wider sufficiency agenda to ensure resources are appropriately focused to meet the needs of the overall service.

Fostering in West Sussex

Fostering in West Sussex

The plan for fostering must be broad-ranging and feed into an overarching sufficiency strategy for West Sussex

Sufficiency Strategy

Demand → **Recruitment** → **Retention**

Demand

Demand relates to the number of children and young people who will require foster care placements. It is critical that any service plans for fostering have a sound evidence base to demonstrate the likely demand. Questions to address in order to develop this evidence base include:

1. What are the presenting needs of children coming into foster care?
2. Is foster care always the appropriate place for them?
3. Can the numbers of children be reduced through earlier preventative means?

Recruitment

A sound recruitment strategy will take account of the CYP demand profile and the likely foster carer profile in the county. It will be built on an understanding of the two most common approaches to foster care; that of a professionalised 'career' and that of a surrogate family.

1. What skills are likely to be required to meet the presenting needs of children and young people?
2. What can the local authority offer to potential foster carers to meet their requirements?

Retention

Successful retention of foster carers relies on good communication and an understanding of what is most important to them. Issues to consider include:

1. Is the pay and conditions in line with what one might expect with an alternative agency?
2. Is sufficient support available to enable foster carers to feel important to the local authority?
3. Is there a priority on building consistent, strong relationships between the authority and the carers?

Fostering in West Sussex: demand
Investing in edge of care support could lead to better outcomes and also alleviate financial demands

A report published in 2015 ('*Supporting Adolescents on the Edge of Care. The role of short term stays in residential care. An Evidence Scope*'. Jo Dixon, Jenny Lee, Sarah Ellison and Leslie Hicks, 2015) highlighted the potential impact of utilising edge of care solutions in reducing the number of CLA.

Though 'there appears to be little published or systematic evidence on the prevalence of such models in the UK and less still on its effectiveness', some indicative quantitative benefits can be given.

- The report cites a study by Loughborough University that estimated the annual cost of support care for a single child was **c. £10,000**, equal to just **22%** of the average cost of a CLA (**£44,647).**
- It also cites an analysis performed by Impower* in 2015 on the working of a Support Care model (offering edge of care short breaks with foster carers, as well as respite services) in Stockport, which has been running for a number of years. They estimated that the since the model has been in place 'headline prevention rate (% of non-LAC cases who would have entered care, and didn't)' was **47%.**

Prevention Rate	Estimated cost saving per child
47%	**£35k**

Potential Cost Avoidance
- Based on 2014/15 and 2015/16, the average total number of new children into care was 407.5. However, removing 'Unaccompanied and Asylum Seeking Children new into care' from this data (as this demand is unlikely to be affected by Edge of Care initiatives) means this average becomes **371.**
- Applying the 47% prevention rate identified by Informa in their study of the Stockport model would result in potentially **c. 174 children**, on average, that could be prevented from coming into the CLA population, if an Edge of Care scheme performed to the same efficacy as the Stockport model analysed by Informa.

Applying the differential in cost between CLA and the estimated cost of support care, per child, to this prevented population results in **c. £6.04m** in potential cost avoidance.

Further work needs to be undertaken to model the costs of setting up an edge of care service, as well as some more detailed analysis of the expected prevention rate, as it is currently based on the single source of data mentioned above.

* The authors of the report did note that 'it is important to highlight that, due to the availability of data within the project timeframes and because savings calculations are based on counterfactual outcomes without randomised control trials, a number of averages, assumptions and estimates have been applied to which the outcomes are sensitive'.

www.westsussex.gov.uk

Fostering in West Sussex: recruitment

Recruitment activity to be targeted to ensure maximum take-up and that the 'right' potential carers apply

The Council's Sufficiency Strategy is a prerequisite to thinking about recruitment, as it should clearly outline the purpose of in-house foster care e.g. for younger or older children, with complex or less complex needs. Effective foster carer recruitment should then build on demographic data by identifying characteristics of current foster parents and mapping this to the both the overall Strategy and specific needs noted within the demand profile e.g. the rising numbers of UASC children.

There are typically 2 approaches to foster care – those who view it as a professional career route and those who see it as adding to their family; of course, there are also those who see the two together. Recruitment methods and packages of support need to appeal to both groups. Investment in a professional foster care marketing agency could prove an effective kickstart to the campaign alongside a targeted recruitment drive in more economically disadvantaged areas with a tailored package; a successful strategy for Community Foster Care, in Gloucester.

Aspects of the overall foster carer package will need to consider including the following, to appeal to a broad range of people and compete with private sector providers:

- Access to training and qualifications, with attached financial incentives to achieving these
- Clearly articulated pay scheme
- Employee-style 'perks' e.g. access to health insurance, pensions etc
- Support on a 24 hour basis
- Access to respite provision

- Early access to peers or buddies previously accepted into the process
- Ongoing social and support opportunities
- Access to discounted family days out e.g. through provision of a Merlin Pass or other local equivalent
- Council specific 'perks' e.g. discounted council tax

www.westsussex.gov.uk

Fostering in West Sussex: retention – maintenance allowances

To retain foster carers in the current market, it is essential that pay and conditions remain competitive

Maintenance Allowances

- The maintenance allowance is paid by the Council to each Foster Carer per child, and it increases as the age of the child for which it is being paid increases.
- A set of geographic neighbours (Hampshire, Surrey, Brighton and East Sussex) for West Sussex have been used as a comparator:

Age Group	West Sussex	Average of Comparator Local Authorities	Uplift of West Sussex compared to average	Uplift of West Sussex compared to National Minimum (South East)
0 – 4	£153.37	£145.09	£8.28	£15.37
5 – 10	£182.42	£163.64	£18.78	£26.42
11-15	£208.11	£197.55	£10.56	£52.11
16 –18	£248.92	£224.38	£24.54	£40.92

- Applying this difference in the payments to the current number of CLA in-house foster care, separated by age, provides an indicator of how these differences play out in terms of a total cost based on the current placement situation at West Sussex.

	In House Foster Care As at 16.01.2017	Cost of difference to average per week	Cost of difference to National Minimum per week (South East)
0-5	60	£496.65	£922.20
6-10	60	£1,126.95	£1,585.20
11-15	105	£1,108.80	£5,471.55
16+	56	£1,374.38	£2,291.52
Sum	281	£4,106.78	£10,270.47

Extrapolating this to the yearly level, results in it being **£213,552.56** more expensive to provide maintenance allowances at the West Sussex level than the average of comparators, and **£534,064.44** more in comparison to the National Minimum (South East).

west sussex county council

www.westsussex.gov.uk

Fostering in West Sussex: retention – skills fees

To retain foster carers in the current market, it is essential that pay and conditions remain competitive

Skills Fees

- Across Local Authorities there is complexity and disparity in the way that skills fees for Foster Carers are calculated. Although skills categories are broadly similar, the way in which the fees increase as one moves up through the skill categories (e.g. from Level 1 to Level 2 etc.) is not consistent. Also, the way in which fees paid scale with the number of children being looked after differ.

West Sussex Skills Fees Structure*

Skills Level	One child	Two children	Three children	Four children	Five children
1	£87.29	£98.84	£112.63	£128.73	£147.14
2	£119.63	£131.18	£144.97	£161.07	£179.48
3	£229.95	£241.50	£255.29	£271.39	£289.80
4	£315.98	£327.53	£341.32	£357.42	£375.83

*Red indicates where West Sussex pay less than the Average of Comparator Skills Fees, and green where WS pay more

Average of Comparator Skills Fees (comparator group comprising 3 geographic neighbours: Hampshire, Brighton and Surrey)

Skills Level	One child	Two children	Three children	Four children	Five children
1	£50.67	£101.33	£152.00	£202.67	£253.33
2	£114.04	£228.09	£342.13	£456.17	£570.22
3	£203.33	£406.65	£609.98	£813.31	£1,016.63
4*	£510.03	£1,020.06	£1,530.09	£2,040.12	£2,550.15

*Of the comparator sample, only Surrey also has a Level 4, which is called 'Enhanced' – thus only Surrey data has been included in the Level 4 'Average'

- West Sussex exceed the average skills fee paid for when one child is placed up until Skills Level 4.
- However, once multiple children are being cared and paid for, West Sussex falls significantly behind on the fees to Foster Carers. This is due mainly to the fact that West Sussex only partially increase the fee for each additional child being cared for, whereas other Local Authorities tend to simply multiply the fee for one child by the number of children being cared for.

www.westsussex.gov.uk

west sussex county council

Decreasing maintenance allowances in line with local averages could allow skills fees to be increased

Hypothesis

- By reducing the maintenance allowances paid by WSCC down to the average in the comparator group for maintenance allowances, £213,553 could potentially be redistributed to increasing skills fees, to make these more competitive in relation to other authorities.

Possible Proposals

1) Based on the current (as of January 2017) breakdown of carers by skill level and number of children fostered, this £ 213,553 figure would equate to a 13.2% increase across the board. This would result in the below fee levels.

Skills Level	One child	Two children	Three children	Four children	Five children
1	£98.81	£111.88	£127.49	£145.71	£166.55
2	£135.41	£148.49	£164.10	£182.32	£203.16
3	£260.29	£273.36	£288.97	£307.20	£328.04
4	£357.67	£370.74	£386.35	£404.58	£425.42

However, only the skill level 1 fee with two children becomes more competitive compared to the comparator average, as this does not address the fact that WSCC increase the fee per child incrementally rather than simply doubling the base fee if two children are looked after, tripling it if 3 are looked after etc. as other authorities do.

2) A proposal that does somewhat address this disparity would be to use the £213,553 figure to increase the amount by which the fees paid increase as more children are taken on, keeping the base skill fee the same as current. The figure would fund a flat c. 25% increase on the base skill fee for each child taken on, and result in the below fee levels:

Skills Level	One child	Two children	Three children	Four children	Five children
1	£87.29	£109.18	£136.56	£170.81	£213.64
2	£119.63	£149.63	£187.16	£234.09	£292.80
3	£229.95	£287.62	£359.75	£449.96	£562.80
4	£315.98	£395.22	£494.34	£618.30	£773.36

*Red indicates where West Sussex would pay less than the average of Comparator Skills Fees, and green where WS would pay more

Possible Proposals

3) For indicative purposes, in order to make WSCC *more competitive* than the average of the comparator group, a model could be proposed where, like other LA's, the skills fee is simply paid per child. However, the cost of this, based on the current breakdown of carers by skill level and number of children fostered, would far exceed the £213,553 figure, totalling an additional £962,476. Offsetting that with the £ 213,553 comes to a cost of £748,923. The skills fee breakdown would look as below:

Skills Level	One child	Two children	Three children	Four children	Five children
1	£87.29	£174.58	£261.87	£349.16	£436.45
2	£119.63	£239.26	£358.89	£478.52	£598.15
3	£229.95	£459.90	£689.85	£919.80	£1,149.75
4	£315.98	£631.96	£947.94	£1,263.92	£1,579.90

Summary

- Of the proposals proposal 2 would incur no net cost if carried out alongside the proposal to reduce maintenance fees down to the comparator average, and would go some way to reducing the difference between WSCC fees and the comparator average once multiple children are fostered that was identified.
- Whereas proposal 3 of adopting the prevalent model at other LA's of paying skills fees per child, would (if carried out alongside the maintenance fee reduction down to the comparator average) have a cost of £ 748,923 but mean WSCC was more competitive than the comparator average for any number of children at every skill level other than Level 4.
- It is recommended that further work is undertaken with existing and previous foster carers to understand how much of an issue this is and if, for example, an increase can be targeted towards certain cohorts rather than across the board.

6b

Annex B

Review of the Beechfield Business Case

Beechfield Business Case for redevelopment – summary

A summary of West Sussex's current Business Case set within the local and national context

Local background

- Provides secure provision for up to 7 young people aged 10 to 17 at any one time.
- WSCC historically has little need for secure provision so has sold places to other local authorities at a rate of £5,400 per week
- July 2016 – 'Inadequate' Ofsted rating and subsequently closed in August.
- **WSCC currently losing c.£50k p/w against budget due to costs of retaining facility empty and not achieving income targets attached to service.**

National context

- **Limited supply** –Sharp decrease in the number of secure unit beds available across country.
- **DfE support** – DfE supportive of Beechfield continuing to supply region, so investing funds to update then rebuild the provision.
- **Future demand** – Demand is likely to exist for some complex cases. However, secure units are viewed as a 'last resort', due to high cost and limited outcomes. Councils are investing in earlier intervention to mitigate against escalating issues.

Three options for the future of Beechfield are examined in WSCC's business case:

1. Do nothing and close unit in three years when licence expires
Estimated cost - £725k p/a (Loss of budgeted surplus and cost of alternative provision)

2. Close the unit sooner
Estimated cost - £1.175m p/a (Loss of budgeted surplus and cost of alternative provision, plus repayment of £450k to DfE for unit renovation)

3. Build a new, larger unit with DfE grant
Estimated cost - £0 (However, dependent on high occupancy rate and WSCC would be liable for running costs)

The current Business Case favours Option 3, but there are many assumptions that sit behind this

Business case for redevelopment

- The current building is life expired and no longer fit for purpose. In order to reopen Beechfield, the DfE has provided funding of £450,000 as an interim measure to extend its operational life and ensure that it meets Ofsted and statutory requirements.
- Due to the national shortage of secure beds, the DfE would fully fund a new larger facility at Beechfield, at an estimated cost of £12m (including cost of demolition and £150,000 to fund design and planning)
- The new unit would be built elsewhere on the site while the existing unit continues to operate; once the new unit is operational, the existing unit would be demolished.

This section will examine West Sussex's current Business Case in two parts.

- **It will first examine Options 1 & 2 of in order to come to a conclusion as to whether to close the current Beechfield**
- **It will then move on to the viability of Option 3 – whether there is a sound case for the redevelopment of Beechfield**

west sussex county council

www.westsussex.gov.uk

Beechfield Business Case for redevelopment – review
Introduction and review of options 1 & 2: Do nothing (close unit in 3 years) or close the unit now?

Introduction

This section is an overview of West Sussex's current Business Case for Redevelopment. The conclusions drawn are based on data available at this time; before any final conclusions are drawn, further detailed modelling and a new Business Case needs to be developed. this is one of the first actions in the CLA Action Plan.

Review of Options 1 & 2

Current inaccuracies in the Business Case

In order to review the case for 'doing nothing' i.e. keeping Beechfield open for the next three years, or closing Beechfield as soon as possible, the costings for these options in the Business Case have been reviewed. Whilst the conclusions appear sound, the costings have been based on some inaccurate assumptions; therefore in order to see their true financial impact, they must first be refreshed.

- The Business Case has not included the losses, in terms of operating costs, the council will make whilst keeping Beechfield open. Combined, these have significant effects on the options' costings.

- **Staffing and running costs:** £45,900k/ week is likely to vary over time and is not currently accounted for in the Business Case.

- **Cost of finding alternative secure accommodation for West Sussex Children:** estimated in the Business Case at an annual cost of £240,000; this is estimated to be closer to £212,000 p.a.

Evidence behind refreshed costings

- **Staffing and running costs -** of the total figure of £45,900 pw, £18,300 is actual operating cost and £27,600 is the (accounted for in the Business Case) loss of income against budget. The figures in the actual Beechfield 16/17 Budget were used to remodel these costs, which have since been updated, in comparison to those used for the Business Case back in August 2015.

- **Cost of finding alternative secure accommodation for West Sussex Children** – the national average cost of a place in a secure children's home is £212,200 / year, (sourced from a report by the House of Commons, Justice Committee, Youth Justice, Seventh Report of Session 2012–13)

  These cost for Options 1 & 2 have been remodelled in both the short and longer term in the following two slides, to reflect these.

Beechfield Business Case for redevelopment
Modelling for Options 1 and 2

The below models the the refreshed cost of Options 1 & 2 in the Business Case, without the cost assumptions that sat behind those figures:

Refreshed Costs for Option 1- Do nothing	Total
Weekly cost of Beechfield (including income loss)	£45,900
Weeks shut for during renovation	34
Total running costs for period	*£1,560,600*
Average per child-cost of secure accommodation p.a.	£212,000
Number of full-year alternative secure accommodation places required over that period placement (1 WS child at any one time in Beechfield)	0.65
Total cost of alternative accommodation	*£138,615*
Total Cost of Do Nothing Up Until Re-opening in May	*£1,699,215*

Refreshed Costs for Option 2- Close the unit sooner	Total
Weekly cost of Beechfield (including income loss)	£45,900
Weeks before it can be shut (assuming shut by end of March '17)	30
Total running costs for period	*£1,377,000*
Number of places required over that period requiring placement (1 WS child at any one time in Beechfield)	0.5769231
Total cost of alternative accommodation	*£122,307.69*
Total cost of repaying renovation cost	*£450,000*
Total Cost of Closing By End of March '17	*£1,949,308*

Conclusion: The results of this modelling confirm that although the costs of Option 1 in the Business Case do not reflect the full costs to the Council of 'doing nothing,' it is still the most financially viable longer term option for **Beechfield to remain open by a sum of £250k.**

www.westsussex.gov.uk

Beechfield Business Case for redevelopment

Modelling: Extending costs to 2018/19, with a 'worst-case scenario' of 60% occupancy vs. assumed 88%

The below models the longer term costs, to understand the financial implications of keeping Beechfield open or closing it up until 2018/19:

Longer term costs for Option 1- Do nothing	Total
Total Cost of Do Nothing Up Until Re-opening in May 2017	*£1,699,215*
2017/18 operating costs minus 1 month	£876,700
2017/18 income minus 1 month	£1,317,525
2017/18 Budgeted Surplus Minus 1 month (as reopening from May)	*-£440,825*
2018/19 Operating Costs	£956,400
2018/19 Income	£1,437,300
2018/19 Budgeted Surplus	*-£480,900*
Total Costs over 2016/17 – 2018/19	£777,490

Longer term costs for Option 2- Close the unit sooner	Total
Total Cost of Closing By End of March '17	*£1,949,308*
2017/18 Cost of Loss of Budgeted Surplus Minus 1 month (as reopening from May)	£440,825
2017/18 Total cost of alternative accommodation	£212,000
2017/18 Budgeted Cost	**£652,825**
2018/19 Cost of Loss of Budgeted Surplus	£480,900
2018/19 Total cost of alternative accommodation	£212,000
2018/19 Budgeted Cost	**£692,900**
Total Costs over 2016/17 – 2018/19	£3,295,033

Conclusion: If these models are extended to 2018/19, Option 2, closing the unit sooner, is still a more expensive option, **costing £2.5m more** than keeping the unit open over the two year period. This is in large part due to not having to repay £450k to the DfE for the funding they provided for the unit's renovation.

*Calculated at £50k per week from Andy B spreadsheet

Beechfield Business Case for redevelopment

Review of Option 3 - Build a new, larger unit with DfE grant in further detail

Review of Option 3

In order to support a business case to build a new, larger Beechfield, West Sussex's secure accommodation needs a clearer vision and purpose.

There are two viable arguments for the purpose of Beechfield to West Sussex:
A) Delivering against the need of West Sussex's Children Looked After
B) A profitable income stream for Children's Services

Argument A

In order for the future Beechfield to deliver against a need of West Sussex's CLA, there needs to be a steady supply of demand.

- Historically, West Sussex children occupy an average of just under one of the seven beds.
- Though there has been a recent increase in WSCC's demand for secure accommodation (risen to an average of 2.04 CYP in Nov '15-'16), this was, almost without exception, for young girls who have been sexually exploited (CSE) and was used as it was the most suitable provision available, rather than the preferred option. Therefore, a development of new models of provision for CSE could better address this need (see CLA solution 10).

Conclusion: Based on the past demand for secure accommodation, it is not West Sussex children's needs which is driving the rebuild.

Argument B

In order for the future Beechfield to be a profitable income stream, two further questions must be examined:

- Is this a profitable income stream in the future - will there be a future demand for secure accommodation and, if not, how are West Sussex preparing for this?

- Are we maximising the profit from this income stream, and if not are there further options to do this?

These two questions will be examined further on the next two slides.

Beechfield Business Case for redevelopment
Review of Option 3 – Future demand for secure accommodation

Question 1: Will there be a future demand for secure accommodation and, if not, how are West Sussex preparing for this?

Current demand

- "The Government intends to align supply and demand more closely in future commissioning, partly to reflect the need for a more appropriate geographical distribution of places" (Justice Committee - Seventh Report: Youth Justice 2013). The report also highlights the need for children to be closer to home, have transition plans and not to mix offenders with welfare cases; this all suggest an increased need for secure provision.

- There is a national shortage in beds (which has led to West Sussex's DfE funding) - in 2003 the Youth Justice Board contracted with 22 secure children's homes to provide 297 places in England and Wales. There are now just 116 places left in secure children's homes for over 2,000 children who are imprisoned.

- However, despite this and the fact that the Business Case's view of demand is based on robust figures, this and its projection of 88% occupancy rate are still only based on current demand and historic rates of occupancy; long-term future demand must also be taken account of.

Current trends that could lead to falling future demand*

- **Costs, and impact of the Comprehensive Spending Review** –almost all LAs attributed the significant fall in demand in the first quarter of 2011 to local authorities reacting to the cuts in public spending

- **Secure placements seen as a 'last resort'-** many LAs only consider secure accommodation once all other alternatives have been exhausted.

- **Use of alternative provision in Las -** A number of LA managers spoke about having introduced systems and procedures to explore alternatives (e.g. intensive fostering) and as a result demand in some LAs has fallen

- **Concerns about quality and outcomes -** Six of the eight non-SCH LAs referred to shortcomings in the perceived quality of the provision offered by some SCHs, which made them more reluctant to use them

To take account of these trends, on the next slide, we have modelled a 'best case scenario' of 88% occupancy vs a 'worst case scenario' of 60% occupancy in order to take a view whether Beechfield's redevelopment would still be a profitable venture if demand falls.

west sussex county council

www.westsussex.gov.uk

Beechfield Business Case for redevelopment

Modelling: 'worst-case scenario' of 60% occupancy vs. assumed 88%

'Worst-case scenario' of 60% occupancy

Option	1 (2 x 5)	2 (2 x 6)	3 (2 x 7)	4 (3 x 5)
	£000	£000	£000	£000
Expenditure -Staff -Running costs -Total	1,528 134 (1,662)	1,818 160 (1,978)	1,853 182 (2,035)	2,207 188 (2,395)
Income (based on 60% occupancy minus 1 WS child)	1,328	1,647	1,966	2,126
Surplus	(334)	(331)	(69)	(269)

Occupancy assumed in the Business Case - 88%

Option	1 (2 x 5)	2 (2 x 6)	3 (2 x 7)	4 (3 x 5)
	£000	£000	£000	£000
Expenditure -Staff -Running costs -Total	1,528 134 (1,662)	1,818 160 (1,978)	1,853 182 (2,035)	2,207 188 (2,395)
Income (based on 88% occupancy minus 1 WS child)	2,072	2,540	3,008	3,242
Surplus	410	562	973	847

Conclusion

The results of this modelling show that a future fall in demand, leading to 60% occupancy, could have quite a severe impact on Beechfield's ability to be an income generator for West Sussex.

As a result the Council needs to ensure it has put measures in place to counteract this having a negative impact on future budgets. Some steps that could be taken are:

- Choosing a 'zoned' composition for Beechfield such as Option 3 or 4, which gives the flexibility with the ability to mothball one or two of the zones (although, as stated in the BC, any savings would depend on the ability to redeploy permanent staff or terminate any agency workers).

- Use of the zones as alternative types of provision with alternative therapeutic purposes, which could change to match changing demand. For example a zoned model with each zone providing for different specialist needs, e.g. CSE.

- Predict and model future trends: review and monitor changing needs and use data and predictive modelling to have an early view of future demand

Beechfield Business Case for redevelopment
Review of Option 3 – Maximisation of profit from the redeveloped Beechfield

Question 2: Are we maximising the profit from this income stream and, if not, are there further option to do this?

Current rates charged for Beechfield accommodation
- As a national resource, places are sold to authorities across the country at a rate of £5,400 per child, per week.
- It is understood that this is the second lowest charge nationally. Though On average, West Sussex children occupy just under one of the seven beds.

Other rates charged nationally:
- £6,468/week- Clare Lodge (Peterborough County Council)
- £6,125/week- Atkinson (Devon County Council)

Increasing rates for Beechfield
Though it is understood rates have been increased since from £5,110 in 2015/16, in order to increase the efficacy of Beechfield as a profit-making income stream, we will model for both:
- A conservative rise to **£6,000 per child, per week (11% increase on 16/17)**
- A more ambitious increase in rates to **£6,500 per child, per week (20% increase on 16/17 but still in line with competitors)**

It could also be speculated that if West Sussex choose to specialise in a secure unit that provided for a particular set of CYP needs, it could charge more, though there is little evidence to base this on; it must also be factored in that this would be likely to incur increased costs for specialist staff.

Option	1 (2 x 5)	2 (2 x 6)	3 (2 x 7)	4 (3 x 5)
Current rate @ £5.4k/ wk				
	£000	£000	£000	£000
Expenditure				
-Staff	1,528	1,818	1,853	2,207
-Running costs	134	160	182	188
-Total	(1,662)	(1,978)	(2,035)	(2,395)
Income (based on 88% occupancy minus 1 WS child)	2,190	2,684	3,179	3,425
Surplus	528	706	1,144	1,030

Rate @ £6k/ week				
Income (based on 88% occup'y minus 1 WS child)	2,444	2,983	3,532	3,806
Surplus	782	1,005	1,497	1,411

Rate @ £6.5k/ week				
Income (based on 88% occup'y minus 1 WS child)	2,636	3,231	3,826	4,123
Surplus	974	1,253	1,791	1,728

Conclusion: It can be seen that either a conservative or more ambitious increase in rates Beechfield charges for OOC children would mean a marked increase in surplus for WSCC, allowing Beechfield to better fulfil its role as an income generator. Using the Business Case's preferred Option 4, modelling suggests there will be a 104% increase in profit with the most ambitious increase in rates to £6.5k per child per week.

Beechfield Business Case for redevelopment

Review of Option 3 – Maximisation of profit in order to counteract a potential fall in future demand

Question 2: Are we maximising the profit from this income stream, and if not are there further options to do this?
- Can we use the increase in profit from increasing the Beechfield rates to counteract the cost to the unit of a possible fall in future demand?

Option	1 (2 x 5)	2 (2 x 6)	3 (2 x 7)	4 (3 x 5)
Rate @ £6,000/ week				
	£000	£000	£000	£000
Expenditure				
-Staff	1,528	1,818	1,853	2,207
-Running costs	134	160	182	188
-Total	(1,662)	(1,978)	(2,035)	(2,395)
Income (based on 88% occup'y minus 1 WS child)	2,444	2,983	3,532	3,806
Surplus	782	1,005	1,497	1,411

Option	1 (2 x 5)	2 (2 x 6)	3 (2 x 7)	4 (3 x 5)
Rate @ £6,500/ week				
	£000	£000	£000	£000
Expenditure				
-Staff	1,528	1,818	1,853	2,207
-Running costs	134	160	182	188
-Total	(1,662)	(1,978)	(2,035)	(2,395)
Income (based on 88% occup'y minus 1 WS child)	2,636	3,231	3,826	4,123
Surplus	974	1,253	1,791	1,728

Rate @ £6,000/ week				
Income (based on 60% occup'y minus 1 WS child)	1,560	1,934	2,309	2,496
Surplus	(102)	(44)	274	101

Rate @ £6,500/ week				
Income (based on 60% occup'y minus 1 WS child)	1,690	2,095	2,501	2,704
Surplus	28	117	466	309

Conclusion: It can be seen this increase in rates charged can also cause Beechfield to be profitable (for Option 3 and 4 at the £6,000 per child/ week rate and for all options at the £6,500 per child/week rate) at a 60% occupancy rate, therefore combatting a possible future fall in demand.

west sussex county council

www.westsussex.gov.uk

Beechfield's Business Case for redevelopment
Conclusion: It is recommended to develop further plans for the reconfiguration of Beechfield

Based on this initial review and the data available at this time, our recommendation is for Beechfield to re-open as soon as possible and begin to develop a new, more flexible unit alongside business as usual. However, a further Business Case will need to be undertaken to address several key questions.

Rationale behind this recommendation
- Though keeping Beechfield open in its current state will cost the Council £777.5k over the next two financial years, this is over £250k less than the costs incurred of closing Beechfield
- Demand still exists- it is just changing; as long as West Sussex puts measures in place to combat the potential for a fall in demand, this should remain a steady source of income
- Huge income generating potential, allowing West Sussex to subsidise other Children's programmes; this is especially if there is an increase in rates
- Ability to be innovative- this is an opportunity for West Sussex to become a market lead in secure accommodation and improve outcomes for children and young people in this type of provision

Further questions that need to be developed into business case
- Have West Sussex explored alternative solutions to secure accommodation? *(See case study)*
- Do West Sussex want to specialise in a particular type of secure provision, for example CSE, and if so, would this allow them to charge even higher rates?
- What is the best composition of secure accommodation in order to achieve the best outcomes for children?
- How will the Council manage a likely increase in DoL appeals, the cost of which (with an average of £1,277) need to be factored in?
- Even if demand remained consistent, allowing the maintenance of occupancy rate of 88% rate (the moving average of the current facility), there would still very likely be a period of under-occupancy initially as staff/demand adjusted to the increased capacity of the expanded facility - this needs to be factored in to business case calculations.

Case Study: MultifunC

MultifunC is a treatment programme for 14– 18 year olds who exhibit severe anti-social behavioural difficulties. MultifunC has been running in Sweden and Norway for several years, with a very high success rate (70%). It involves 6–9 months residential treatment followed by 3–6 months in the individual's existing social environment. The key component is that staff work intensively with the individuals' families as well as with the individual; in this it shares many characteristics with Intensive Fostering and with Multi-Systemic Therapy.

www.westsussex.gov.uk

6c

Annex C

Strategic Commissioning within West Sussex

The role of commissioning in West Sussex
Strategic objectives with regards to the commissioning role need to be defined, agreed and understood

The future of the current Commissioning function in Children's Services is uncertain and in the past has been too far divorced from the operational delivery of the Children's Service and is focussed on the procurement of traditional services to address specific issues.

A more strategic approach to commissioning of services could be considered which addresses the overall needs of families and more creative solutions to these needs on a more holistic basis. All sources of provision should be considered whether through formal procurement or other means e.g. voluntary supply, community involvement.

Concentration of resources could be on addressing children's and families' needs at or before the "front door" and at a family level. This implies a need to change the balance of resource in the Service with a greater concentration on focused early intervention and prevention services (primary demand management) and to triage and signposting when families come to the attentions of the Council (managing presenting demand). It is clear that Strategic Commissioning activity will have to support achievement of these objectives.

This suggests the following Strategic objectives:

- Realignment of the Commissioning function to deliver family focused outcomes working closely with the operational service
- A move to a more proactive and preventative focus on demand e.g. Family Support, Edge-of-Care, lifelong planning for transitions
- Commissioning and providing services that deliver outcomes at the family level and reduce long term demand
- To stimulate the market to provide alternative service provision outside the Council
- Greater emphasis on working with partners co-produce services that assist children and families to maximise their independence and self support
- Streamline operations in the Service with informed and empowered staff supported by enabling IT
- Re-examine traditional delivery models to determine the "Right Provider" of services or partnership arrangements into the future

In order for this approach to deliver the immediate benefits required, further consideration should be given to the commissioning and brokerage of services aimed at addressing demand through market management and collaborative approaches with children, families and partners.

www.westsussex.gov.uk
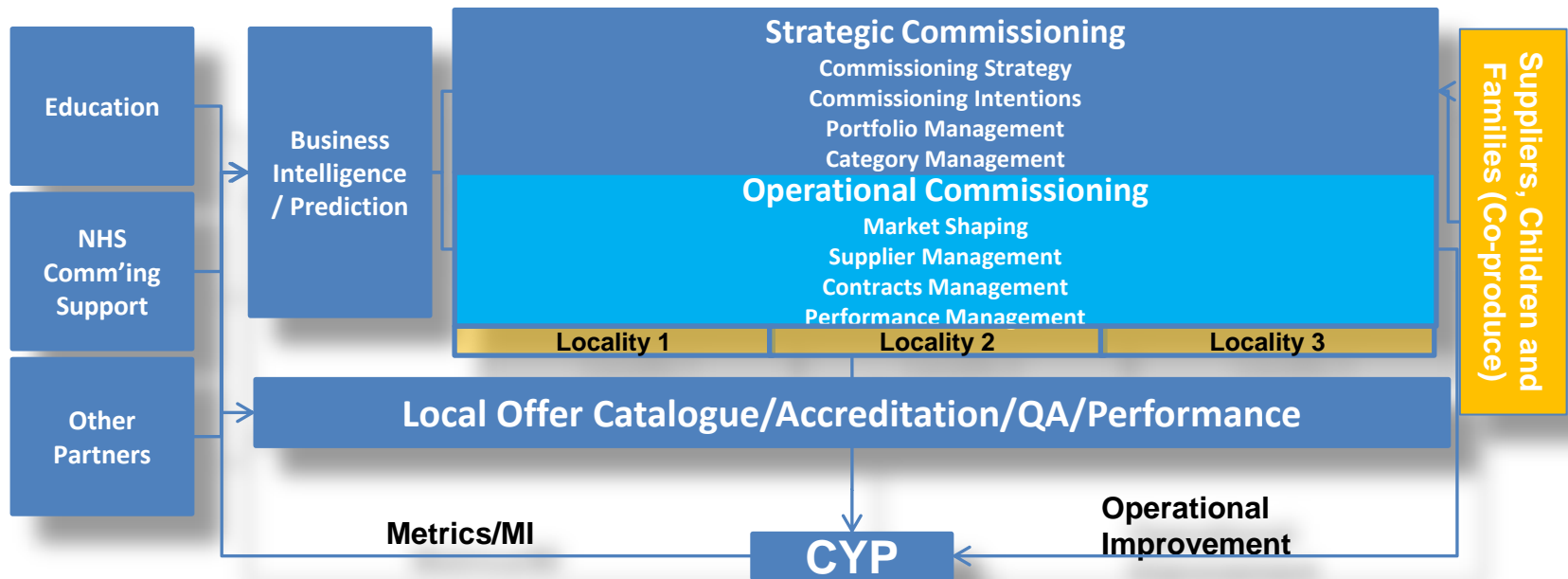
A model for commissioning

Designing effective integration between strategic and operational commissioning roles is critical to success

The resulting strategic and operational commissioning functions should be closely integrated with the operational delivery of the Children's Service through extensive use of business intelligence and management information.

The Strategic Commissioning functions would be responsible for the assessment of commissioning intentions in conjunction with: partner organisations; children and their families; and providers/potential providers of services. This function would also control the portfolio of commissioning activity to be implemented and managed by operational commissioning.

Business intelligence is a key element of the model, enabling Strategic Commissioning to commission, decommission, improve or evolve the range of services available to meet set outcomes for children and families in the County.

In this example, operational commissioning is shown at a locality level and could include micro-commissioning and market shaping functions to expand service availability specific to local needs.

Key considerations

West Sussex needs to build a commissioning function alongside cross-Council transformation activity

Should this model be taken forward for implementation there are a number of key questions to be considered:

What functions are to be included in the scope of commissioning?	*What is the split of these activities between Strategic and Operational Commissioning?*	*Should this structure be considered for Children's Services in isolation or should it be considered as part of the overall Council transformation programme, standardising practice across the Council?*	*How does the Council develop the necessary capabilities and capacity to implement this model?*	*How can the culture of Children's Services be changed to integrate the commissioned services into front-line operations?*	*To what extent can Strategic Commissioning be supported by existing business intelligence and how can this be supplemented?*	*How can co-production and provider/partner interaction become business as usual activity rather than ad-hoc?*

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

6d

Annex D

List of Consultees

Consultees

We worked with people from across the department at multiple levels during the engagement

Name	Position
Alison Nuttall	Head of Children's Commissioning
Amanda Brewis	Children's Contracts and Commissioning Manager
Amanda Radley	Strategic partnerships lead for high risk adolescents
Andy Bucknall	Finance Officer
Andy Constable	Senior Finance Assistant, Placement Finding, Fostering Adoption and Intervention
Ann Goldsmith	Interim Head of Children's Social Care
Annie MacIver	Director of Family Operations
Avril Wilson	Executive Director, Care, Wellbeing and Education
Berry Bonner-le-fur	Commissioning Manager, Learning Disabilities
Carl Burton	Principal Manager, Business Improvement
Caroline Lees	Service Manager, Child Disability Team
Cate Mullen	Principal Educational Psychologist
Catherine Galvin	Transformation Lead
Catherine Mouatt	Service Development Manager (including UASC)
Debbie Buckwell	Commissioning Manager, SEND
Deborah Myers	Director of Education and Skills
Fiona Morris	Principal Finance and Assurance Officer
Grainne Saunders	Parent Representative
Jane Taylor	Children's Services Commissioning Manager
Jo Collins	Business Development Lead, Fostering, Adoption & Intervention team
Joanna Earle	Education Policy Officer (Leading on SEND provision review)

west sussex county council

www.westsussex.gov.uk

Consultees

We worked with people from across the department at multiple levels during the engagement

Name	Position
Jon Philpot	Principal Manager, SEN and Inclusion
Julian Skeates	Registered Manager, Teasel Close
Karen Wells	Head of Contracts and Performance
Karen Young	Contracts Manager, Learning Disabilities, Mental Health and Substance Misuse services
Kevin Ball	Interim Head of Safeguarding (children)
Margaret MacKechnie	Non-disability Residential
Martin Cross	Children's Contracts and Commissioning Manager
Mary Blanchard	Service Leader - Fostering, Adoption & Intervention
Matt Ansell	Service Leader, Resilience and Permanence
Melanie Spencer	Group Manager Fostering North and Specialist
Michelle Sanders	Service Leader, Family Support and Protection
Miriam Hill	Senior Advisor for Inclusion
Natasha Edmunds (SRO)	Director of Transformation, Customer and Support Services
Sarah Foster	Group Manager, Fostering South and Placements Finding Team
Susan Coldham	Lead Manager Life Pathways
Vicky Wheatley	Project Manager (data lead)
Wendy Hill	Service Leader, Practice Improvement
Wendy Shepherd	Operations Manager, Learning Disability Service

1. Introduction

2. SEND

3. CLA

4. Enablers for Change

5. Next Steps

6. Annexes

6e

Annex E

List of References

References

National Context
1. 2016- 640, march 2015- 645, march 2012-670 / SFR41 LAC Statistical Neighbours spreadsheet
2. Directorate Care, Wellbeing and Education Family Operations 2016 – 2019 Business Plan, p.3
3. Children's services: spending and delivery Research report by Aldaba and the Early Intervention Foundation July 2016, p.23
4. LB report, p.23- other refs to be found in policy slide
5. https://webcache.googleusercontent.com/search?q=cache:0jJVkt1VCfwJ:https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/556331/SFR41_2016_Text.pdf+&cd=1&hl=en&ct=clnk&gl=ie#4

Local Policy
1. Family Ops v2 on a PAGE 210616.pdf
2. Future West Sussex Plan;
3. Directorate Care, Wellbeing and Education Family Operations 2016 – 2019 Business Plan, p.1
4. Special Educational Needs and Disabilities (SEND)Task and Finish Group Draft Terms of Reference, p.1

Transitions to adulthood – Supply Analysis
1. CLA / CWD data as a snapshot from CLA Placements data spreadsheet up to 12 Dec 2016

Introduction and scope
1. West Sussex Life 2017-19, p.109
2. Sufficiency Strategy West Sussex County Council Children's Services Sufficiency Strategy 2013-2016, p.5
3. ELT Briefing Residential Children's Homes- Shaping the future Service Provision

Demand analysis – Population numbers and needs
1. Children Looked After as at 31st October 2016 by primary need code (including UASC)
2. West Sussex Life 2017-19, p.109
3. DIQ- nov 16
4. DIQ nov 16

Beechfield Secure Unit – review of the business case
1. Understanding the Market for Secure Children's Homes Summary report A rapid response study for the Department for Education, Loughborough University

www.westsussex.gov.uk

Documents Reviewed

01. CSC structure - Practice Groups 1.10.16

16.17 Beechfield Budget

16.17 IH Residential Unit Cost V1.0

160718 CLT and CMG structure chart

2.Protected- Providers on DPS May 2014 + fee uplifts v62

2015-16 TPM Savings Information

2016.17 Savings.doc

All Spend v1 020816

Annex A Analysis

ASCH914-15_SupportedLivingFramework_Report

Beechfield occupancy 2014.15-2016.17

Beechfield redevelopment business case version 1

Budget savings since 2010

budget_book_2016_17

CAMHS Contract Data October 2016

CAMHS Contract Data October 2016

Children Looked After & Care Leavers31.10.2016

Children Looked After & Care Leavers31.10.2016

CLA Placements 2016 - 2017 - as at 12 Dec 16 - Anon

commisisoning team structure for PWC

Copy of DfES_Means_Test_Guidance_1207

Copy of KW External Spend Summary for PWC

CSOL Period 7 Monitoring Position

Data request - Children's Services Transformation Support 071016

DfES_Means_Test_Guidance_1207[1]

DIQ 14.11.16

Directorate Care, Wellbeing and Education Family Operations 2016 – 2019

Documents for PWC 171116 v3

ECS Structure March 2016 v2

ELT_Cabinet Briefing_Residential_Children's_Homes

EOI Formv4

Expensive placements

Family Operations Programme Master - draft 6

Family Ops v2 on a PAGE 210616

FINAL Market Symposium for Later Life KW

Foster Care Payment Accreditation Scheme April 2016

Fostering Investment Bid presentation 08 09 2016

Fostering Investment Plan - Business Case for Transformational Funding - Stage TWO vFinal 08 09 2016

Framework Tendered Prices from 1.11.2015

Future West Sussex Plan

G51 STATS

Health and Justice clinical pathway updated submission 14 09 16 v1

INMS Analysis by School 16-17

LAC Tender Docs

LD Commissioning Framework -Final February 2016

Monitor

Occupancy as at 31.03.16

Performance Report - Oct 16 v2

Provision Review - 20 Oct

Provision Review - 22 Sept

Provision Review Action Plan

Provision Review Pres

Schedule 3 - Specification _MasterCopy_AccommodationSupportServices - Final version

SEN DPS Tender Documents from InTend

Documents Reviewed

SEND Briefing July 2016 V1.0.pdf

SEND Ofsted Presentation DRAFT V0.4.pdf

South East Together - Common outcomes framework.pdf

Special Guardianship Agreement letter-KINSHIP.doc

Special Guardianship Financial Support April 2016.docx

Special Educational Needs and Disabilities (SEND)Task and Finish Group

Sufficiency Strategy v6 for Ofsted 26.10.15.docx

Supporting information FC enquiries and approvals by location 2015-2016 0.1v.docx

TF-EH Team Structure January 2016 without Grades.pdf

West Sussex High Level Review of Childrens Services v1.0 FINAL.pdf

West Sussex LTP 2016 (2).pdf

WS773 FS(C) 8 Assessment Form.pdf

WSCC CSOL Monitor P7 - MJ analysis.xlsx

WSCC CLA Statistical Neighbours - SFR41_2016_LA_Tables (1).xlsx

WSCC_Childrens_Spend_Analysis_1516.xlsx

WSCC_Facing the challenge_Report_v.11.pptx Draft Terms of Reference

WSCC - SEND strategy 2016.pdf

WSCC sufficiency_strategy 2015-17.pdf

west sussex county council

www.westsussex.gov.uk