



Children and Young people's Sufficiency Strategy 2018 - 2021

Determining outcomes for our children receiving support and care through developing provision sufficiency in West Sussex

January 2018

Introduction: Responsibilities for placements and sufficiency

What do WSCC need to achieve to meet the sufficiency duty?

Sufficiency duty

- All local authorities must demonstrate, within their commissioning strategies, how they will secure sufficient accommodation for Children Looked After within their area and where it is 'reasonably practicable' have strategies in place to deliver such services locally. Since April 2011 they must be able to demonstrate that they are in a position to deliver appropriate accommodation.
- Securing sufficient accommodation that will meet the needs of children who are looked after and others who need our support, in West Sussex is a vital step in delivering improved outcomes and life chances. The 'right child, in the right placement at the right time' is a vital factor in improving placement stability, which in turn is a critical success factor in relation to better outcomes for Children Looked After in particular.
- Sufficiency is not simply the provision of the required number of 'beds', but ensuring that the right support and care is in place. The authority has regard to the benefits of securing a range of accommodation through a number of providers which meets the individual needs of children and young people.

Commitment from West Sussex County Council

West Sussex County Council is an ambitious corporate parent for our Children Looked After (CLA) and Care Leavers. All CLA and Care Leavers will be placed within high quality and stable care placements, which have been identified as the most appropriate to meet their needs and which promotes permanence, secure attachments and ensures positive outcomes.

For the great majority of children, this will mean securing services which are local to their families and communities, within or close to, West Sussex. The drive to stay local and provide accommodation within West Sussex will also underpin consistent working together with key agencies and the market to meet the needs of our most vulnerable children supporting and re-parenting them to allow a successful transition to adulthood.

Principles adopted to address the sufficiency duty adopted in West Sussex

How will we work to achieve to develop the provision and meet the sufficiency duty?

- WSCC will continue to develop and commission services that will enable children and young people in our care, where appropriate, to live closer to their families and local communities working to develop the market in meeting this need
- WSCC aims to make fewer residential home placements for children and wherever possible and appropriate, make them closer to home. For some, a residential home will be the best environment to meet their needs, where this is the case there should be a positive choice of this type of provision
- There will be demonstrable and measurable positive outcomes for the young person in each placement and a plan for transition which will be child centred
- Wherever possible the best value for money option will be adopted where it is in line with the needs of the young person
- WSCC will focus on ensuring the availability, affordability and quality of all our placements by adopting a proactive, supportive and joint delivery approach with the market

Governance:

- Progress to deliver the sufficiency duty will be monitored by the Family Operations Transformation Board and The Quality & Development Board
- Responsibility for the actions and progress will be monitored through the Placement, Quality and Sufficiency group who are the owners of the strategy
- This document is underpinned by the Joint Strategic Needs Assessment for Children who are looked after (2017), the multi – agency Child Looked After and Care Leavers Strategy (2018-21) and The WSCC Commissioning Strategy for Children with Complex Needs 2017 -2021

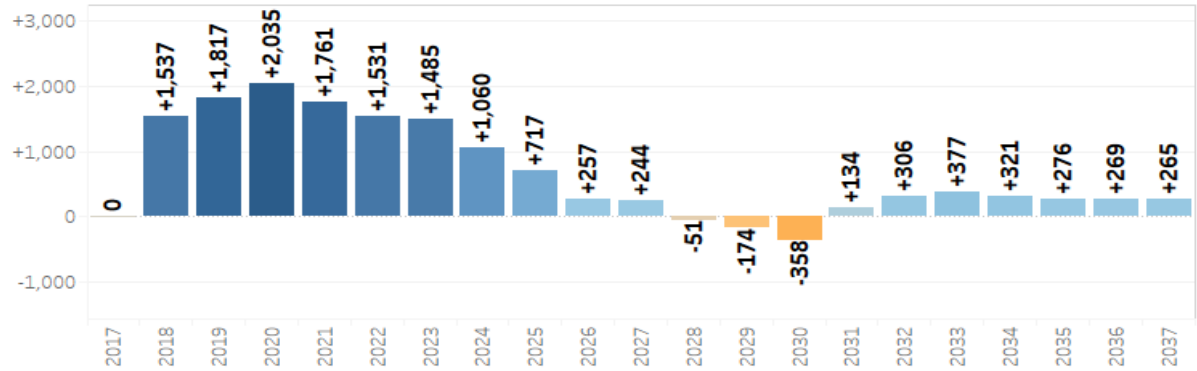
Demographic context

The child (0-17) population of West Sussex has been growing, and is projected to continue growing, at between 0.4% and 1.2% per year every year until 2024 (between 1,000 and 2,000 additional children living in the county each year)

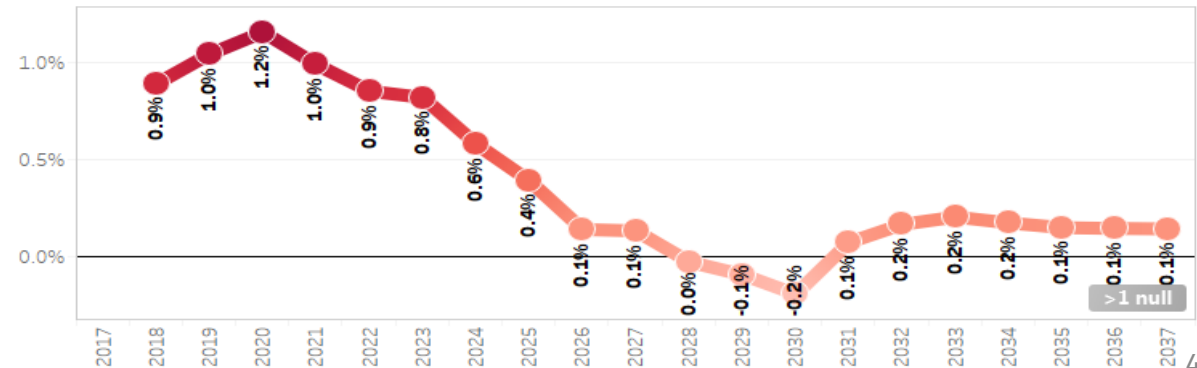
Projected Child Population (0-17) to 2037

Year	Projected 0-17 Population	0-17 as % of Total Projected Population
2017	172,669	20.3%
2018	174,206	20.3%
2019	176,022	20.4%
2020	178,057	20.4%
2021	179,818	20.4%
2022	181,349	20.4%
2023	182,834	20.4%
2024	183,894	20.4%
2025	184,611	20.3%
2026	184,868	20.2%
2027	185,113	20.1%
2028	185,062	19.9%
2029	184,888	19.7%
2030	184,530	19.6%
2031	184,664	19.5%
2032	184,970	19.4%
2033	185,347	19.3%
2034	185,667	19.2%
2035	185,944	19.1%
2036	186,213	19.0%
2037	186,478	18.9%

Year-on-year 0-17 Population Growth



Year-on-year 0-17 Population Growth as Percentage

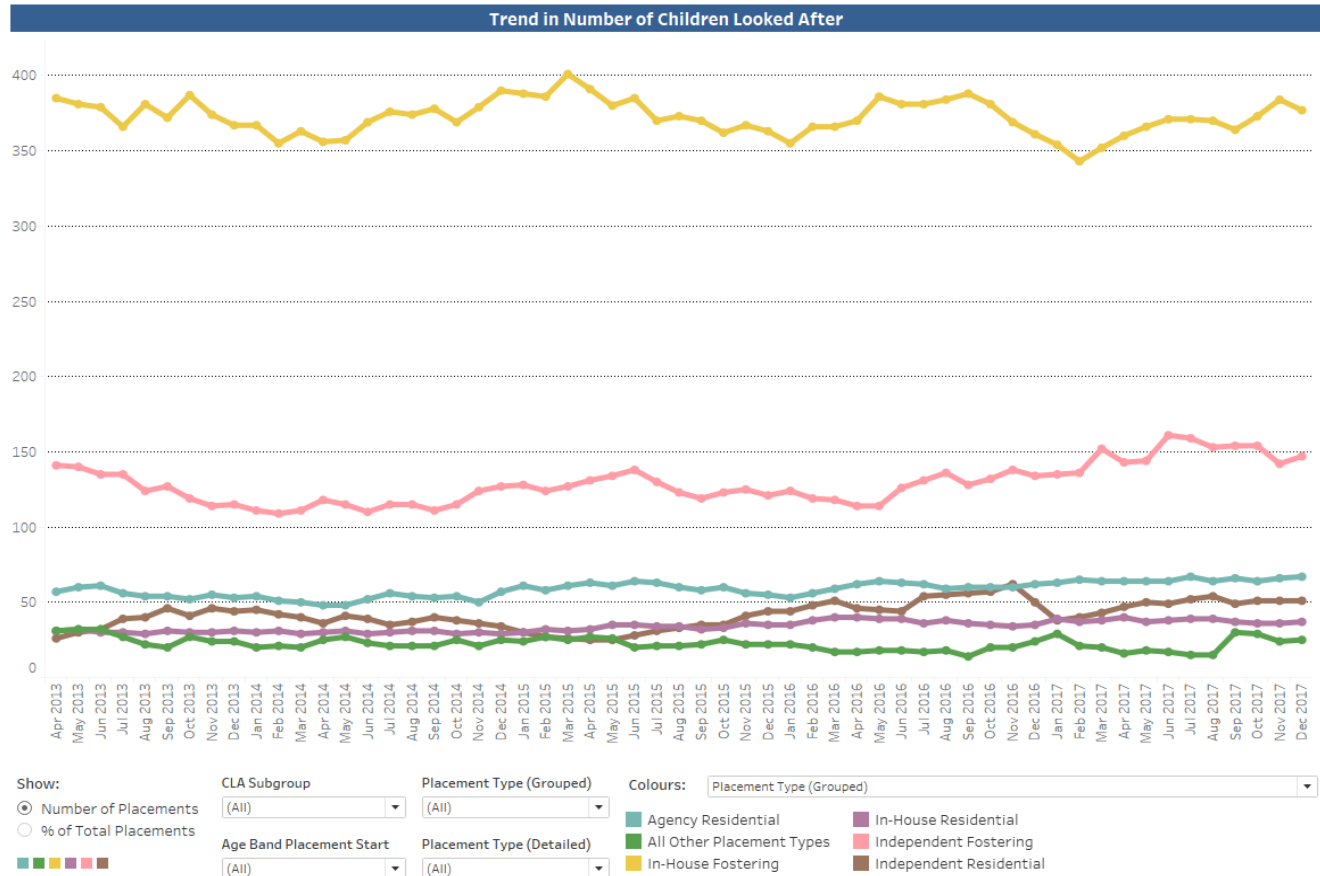


Characteristics of Looked After Children in West Sussex

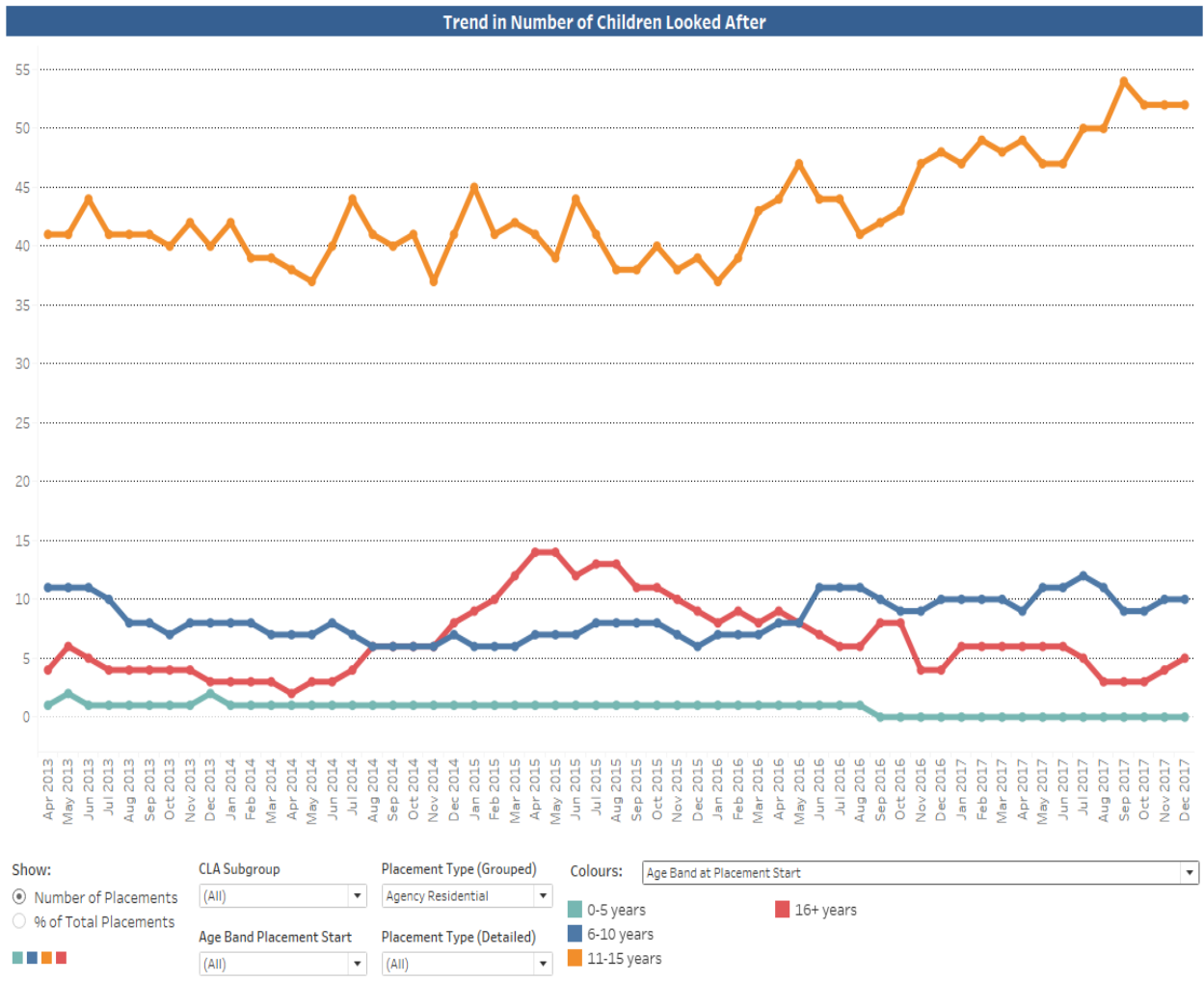
West Sussex number of children looked after 2013-17

Source: WSCC Finance - placements funded

- The number of children looked after by West Sussex County Council remained stable between 2015 and 2016
- The number fell over this period when unaccompanied asylum seeking children (UASC) are excluded from these figures
- With some fluctuation, the number of children who ceased to be looked after has remained fairly constant since 2012, whereas those who started to be looked after have demonstrated a rise over this period



Characteristics of Looked After Children in West Sussex



The demand changes in 2017:

- Since 1st January 2017 number of children who are looked after have increased from 669 to 711 in December 2017
- There has been a steady increase in UASC numbers (from 25 to 36) between 2012 and 2015, and a marked rise (from 36 to 63) between 2015 and 2016. During 2017 however number of UASC have continued to increase and on average we now have 80
- While there has been small increase in the number of UASC in the 11-15 years age group the majority of the rise in the number of UASC is among those aged 16+
- Numbers of agency residential placements fluctuate but with a general increasing trend – graph shows placements by age band

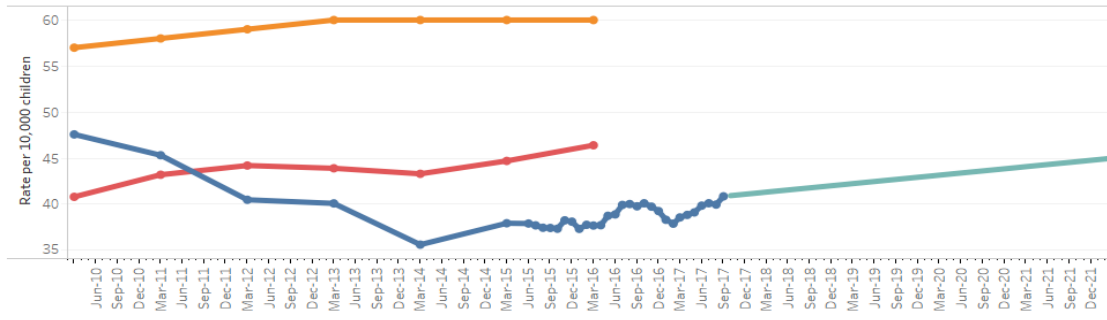
Changing demand

How can we expect change in demographic on the rate of CLA to impact on our ability to meet our sufficiency requirements?

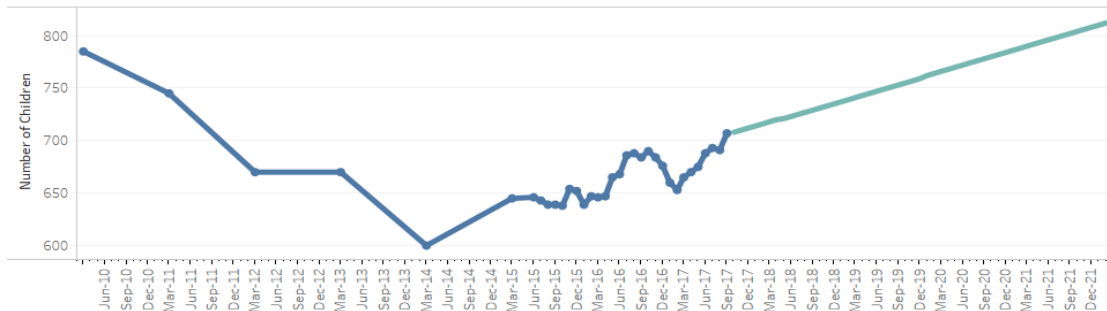
The rate of CLA is increasing steadily in West Sussex. If this trend continues towards the statistical neighbour rate of 45.1 in March 2017 (not shown on chart), then we could expect an additional 50 CLA within 2 years (to 2019) and a further 50 CLA over the following 3 years to 2022 aligned to population growth.

Alternatively, If the rate of CLA per 10,000 children in the population were to remain static, then the number of CLA in West Sussex would grow along with the child population. Over 10 years, this would amount to an additional 49 CLA, of which 28 could be expected in the first four years to 2021.

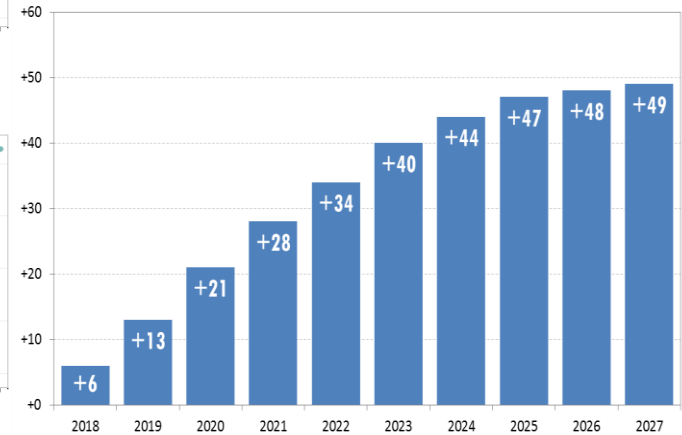
Children Looked After per 10,000 children in the population



Actual and Projected Number of Children Looked After adjusted for Population Growth



Cumulative Additional CLA due to Population Growth (Static CLA Rate)

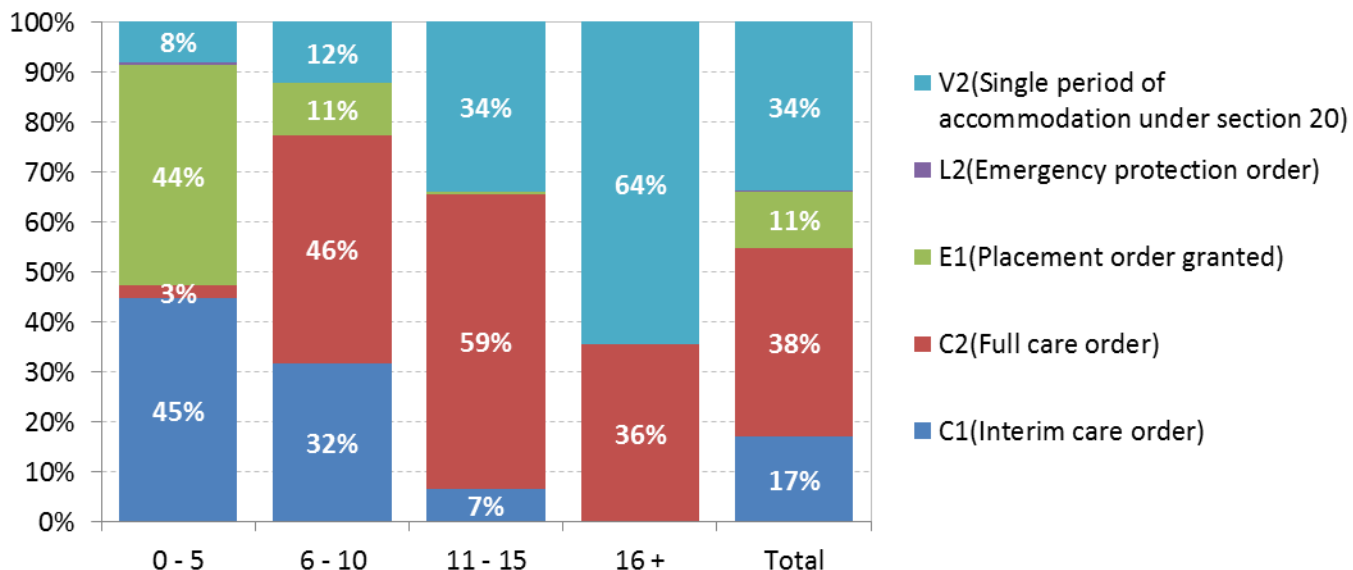


Legal Status of our CLA

Overall, just over a third of our CLA have a Full care order as their legal status, and a further third are Section 20.

However, this varies significantly by age; almost two thirds of CLA aged 16+ are Section 20.

Legal Status of CLA in West Sussex by Age Band - December 2017



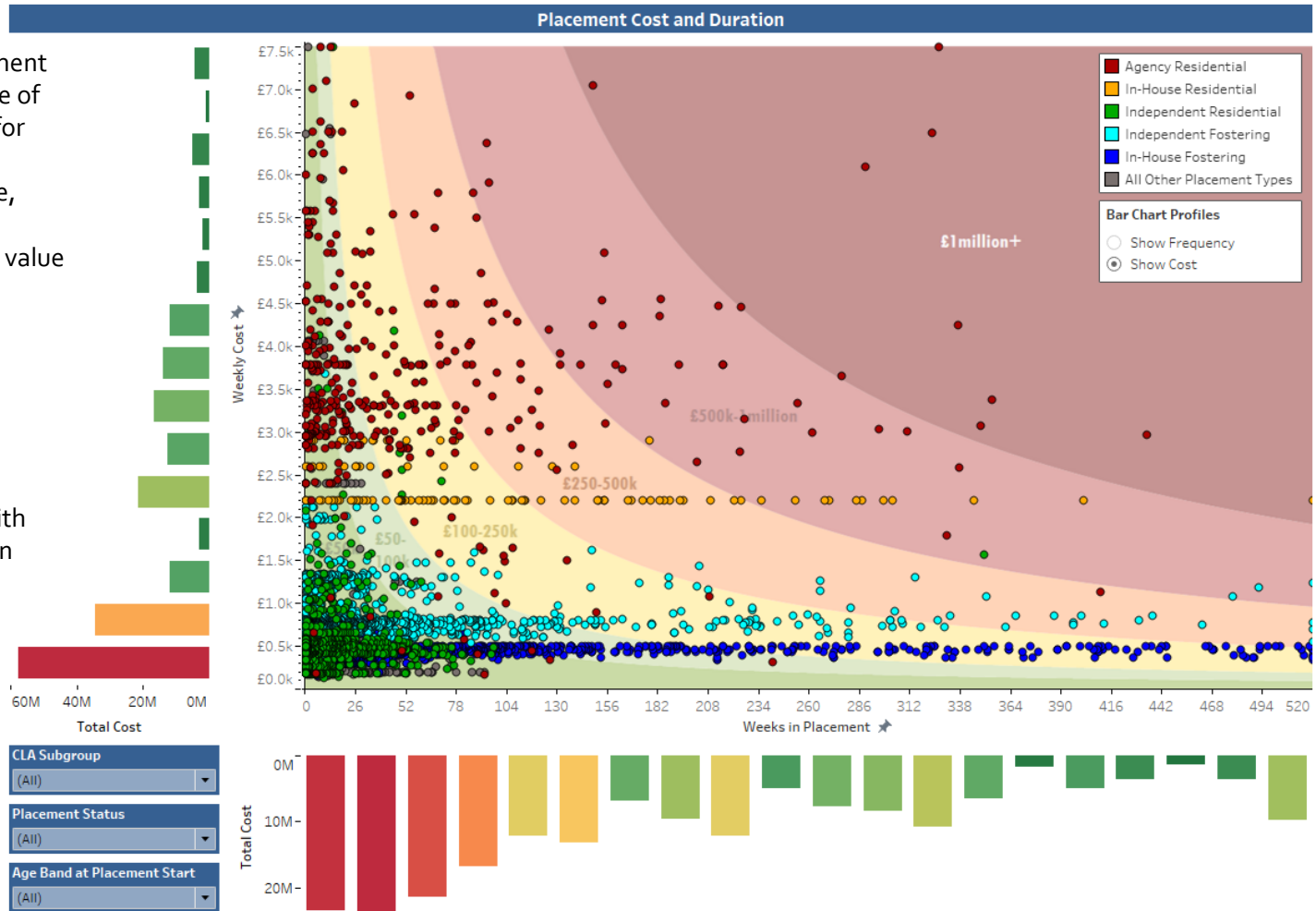
Legal Status	0 - 5	6 - 10	11 - 15	16 +	Total
C1(Interim care order)	67	39	15		121
C2(Full care order)	4	56	134	75	269
E1(Placement order granted)	66	13	1		80
L2(Emergency protection order)	1				1
V2(Single period of accommodation under section 20)	12	15	77	136	240
Total	150	123	227	211	711

Placement cost and duration of CLA 2013-17

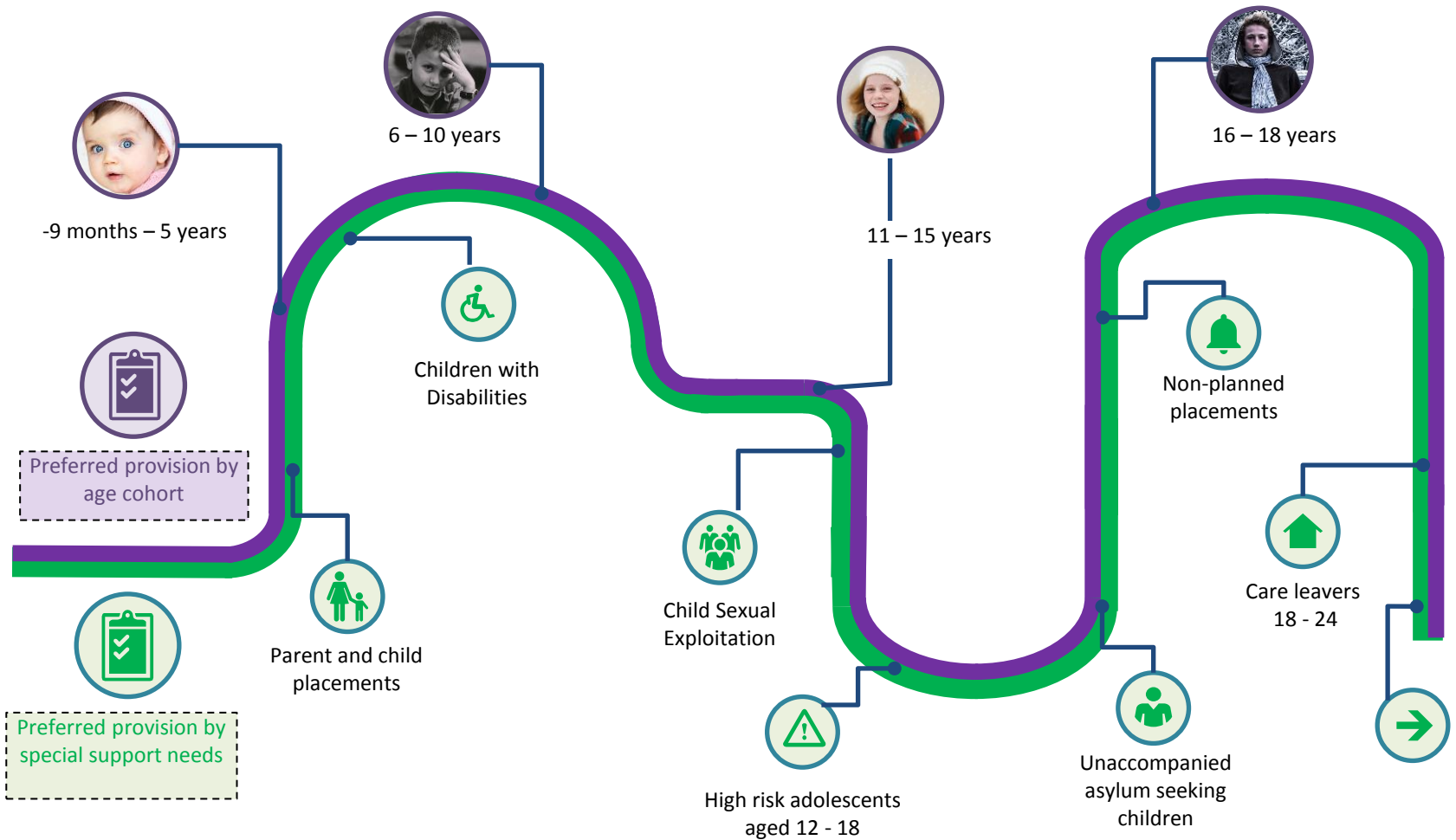
Analysis of the length of placement compared to cost shows the use of external high cost placements for significant lengths of time. Our priority is to reduce this reliance, where appropriate reduce the intensity of support and ensure value for money.

Targeted and timely reviews of these placements have been prioritised.

We aim to expand joint accommodation approaches with external providers to strengthen relationships with providers and jointly improve outcomes.



Describing our preferred provision options by age/specialist support needs



Determining preferred provision for age groups

Identifying the strategic approach for core placement provision



What?

...do we want a child or young person in this group to achieve from their placement, and why?

Age Group

- Early Years (0 – 5)
- Primary Age (6 – 10)
- Adolescents (11 – 15)
- Preparing for Adulthood (16+)



Which?

...type of provision is best suited to support this?

Types of provision

- Adoption
- Fostering
- SGO / Family Connection
- Residential Care
- Supported Lodgings / SIL
- Secure accommodation
- Other



Who?

...do we think can best help to deliver this?

Delivery

- In-house
- External
- Mixed offer
- Wrap around support



Children aged 9 months to 5 years

Required Child Outcomes



- Swiftly ensure basic care needs regarding safety, security and health are met
- Secure legal permanence at pace to achieve long term stability
- Repair any attachment issues and further build attachment
- Help child to reach development milestones and be ready to learn in education system
- If working with a pregnant mum, support her to prepare for parenthood

Which & Who? *(provision type)*

1. Return to family
2. Relative / Kinship (i.e. SGO)
3. Foster to adopt
4. Parent(s) & Child Placement

Considerations and activity to ensure sufficiency



- Investment in effective and stable provision for this age group can minimise the possibility of cycle of placement breakdowns throughout childhood
- Potential for a family support intervention to better prevent repeat removals into care from young parents will reduce future demand
- Closely monitor impact of PAUSE project for sustainable outcomes
- Dedicated resource and improved monitoring / tracking of Care Proceedings to enable better planning and quicker process increasing placement stability
- Consider introduction of Life Story at earliest appropriate age



Children aged 6 - 10

Required child outcomes



- Secure legal permanence at pace to achieve long term stability
- Repair any attachment issues and further build attachment
- Ensure educational continuity and support preparation for secondary school
- Meet therapeutic needs and develop resilience
- Support to develop social networks
- Encourage participation in activities, sports and hobbies

Which & Who? *(provision type)*

1. Return to family
2. Relative / Kinship (i.e. SGO)
3. Adoption
4. Fostering
5. Residential placement (in exceptional circumstances)

In-house:

- Explore opportunity for expanded SGO team fostering

External:

- Fostering – A main strategic partner, or continued use of multiple providers



Considerations and activity to ensure sufficiency

- It is likely that more complex cases will emerge within this age group, so better identification and earlier access to therapeutic and intensive support
- All provision should take in to account the requirement for contact with the child's birth family. If so geographic location of placement needs to be considered



Children aged 11 - 15

Required child outcomes



- Ensuring permanence arrangements which offer security of location and relationships
- Return home if appropriate
- Beginning the preparation for adulthood and independence – increased resilience
- Safe and secure care
- Educational stability
- Working with young person to establish their life aspirations

Which & Who? *(provision type)*

1. Return to family
2. Relative / Kinship (i.e. SGO)
3. Adoption
4. Fostering
5. Residential placement (in exceptional circumstances)

In-house:

- Specialist foster carers for more complex cases

External:

- Assertive outreach model which provides flexibility and fluidity

Considerations and activity to ensure sufficiency



- Potential use of predictive modelling with indicators such as contact with social care system and siblings in care to inform an 'edge of care' intervention
- Develop options to enable wider community networks to be mobilised to support engagement and resilience of placement
- Reparative contacts with family networks



Young people aged 16 - 18

Required Child Outcomes



- Preparation for adulthood
- Educational achievement in school, with a success factor of Maths and English GCSE / other qualifications
- Preparation for living an independent life, including progressing to further education and / or employment and finding a home
- Early identification and planning for transitions to Adults' Services if required
- Resilience & readiness – skills for adulthood

Which & Who? *(provision type)*

- Return to family
- Staying put
- Supported Accommodation
- Independent Living
- Training Flats
- * Mixed model, support from District & Borough Councils

Considerations and activity to ensure sufficiency



- Ensure provision for this group contains appropriate support to move on to independent living without ongoing reliance on formal support post-18
- If support from Adults' Services is likely, early identification joint planning / preparation undertaken to ensure successful transition
- Development of alternative models including training flats
- Reparative contacts with family networks

Determining provision for specialist support needs

The strategic approach for placements for children and young people with specialist support needs



What?

...do we want to achieve for this group, and why?

Specialist support group

- Child Sexual Exploitation
- Unaccompanied Asylum Seeking Children
- High Risk Adolescents
- Care Leavers
- Behaviour and emotional wellbeing
- Family and Placement Stability (*i.e. high risk of breakdown*)
- Emergency Placements
- Children with Disabilities
- Parent and Child



Which?

...type of provision is best suited to support this?

Types of provision

- Adoption
- Fostering
- SGO / Family Connection
- Residential Care
- Supported Lodgings / SIL
- Secure accommodation
- Other



Who?

...do we think can best help to deliver this?

Delivery

- In-house
- External
- Other specialist providers e.g. NHS trusts
- District & Boroughs



Provision of parent and child placements

Parent and Specialist child placements may be required either for developing effective parenting or to capture evidence for legal removal of the child

Required child outcomes



- Ensure parent and child are suitable to place
- Building support and capacity for parenthood
- Planning and effective transition to next placement

Which & Who? *(provision type)*

1. 'Time out' fostering model
2. Parent and child assessment provision
3. Foster care provision but with IPEH doing community assessment and support
4. Parents & child provision

Considerations and activity to ensure sufficiency

- Numbers for this specialist type of provision appear to be increasing, so need to ensure strategy for more proactive and preventative work is in place
- Successful placements will result in either permanence for the child with the birthparent or the child becoming looked after



Provision for children with disabilities

Required child outcomes



- Outcomes for a child with disabilities will reflect the core outcomes for their age as previously identified, with additional personalisation for their needs and strengths
- Education and health needs to be provided for appropriately
- Promote early help and transition to adulthood with a clearly articulated individual pathway

Which & Who? *(provision type)*

1. Specialist Foster Carers
2. Long term fostering
3. Specialist Adoption
4. Additional intensive support

Considerations and activity to ensure sufficiency

- Careful planning with social care and CCG's to identify early children and young people who will require specialist provision
- Family support and appropriate respite care can help maintain families



Provision for children at risk of sexual exploitation

Required child outcomes



- Staying safe and breaking the toxic network
- Ensure that provision is able to tackle a young person's fear of engagement from the outset
- Reduction in risk of being exploited
- Stabilisation in home and education
- Building resilience and moving to an ordinary life
- Engaging in healthy relationships
- Sexual health awareness

Which & Who? *(provision type)*

1. Stay with, or return to, family
 2. Kinship / wider family network
 3. Short term / emergency placement to disrupt grooming network
 4. Specialist therapeutic provision
- Increase use of therapeutic interventions and wrap around support
 - Consider step down from specialist provision

Considerations and activity to ensure sufficiency

- Placements tend to be of a high cost reflecting the risks. Numbers are increasing
- There is a market for providing specialist provision which needs to be developed. This could be done either by developing an in house specialism, or in partnership with a provider to improve outcomes and drive down costs
- Supporting and equipping WSCC children's homes to support delivery



Provision for high risk adolescents

Required child outcomes

- Preparation for adulthood
- Pathways to work
- Self-sufficiency
- Safe / resilient / ready
- Managed and smooth transition to Adults' Services if required
- Building strong and long-term sustained support networks
- Reduction of harm (from substance misuse / self-harm etc.)
- Developing hobbies, activities and interests



Which and who? (provision type)

1. Family
2. Kinship
3. Stay put in foster care if possible
4. Supported lodgings
5. Residential could be an option if best meets needs of young person
6. Specialist preventative provision

Considerations and activity to ensure sufficiency

- Placements tend to be of a high cost reflecting the risks and frequently breakdown due to the young persons chaotic behaviour
- The High Risk adolescent programme is seeking to find better ways to support these young people and outcomes of this work should shape future commissioning of placements



Provision for unaccompanied asylum seeking children

Outcomes

- Active management and resolution of legal right to remain
- Developing language skills
- Maintaining heritage and culture
- Addressing issues from trauma (war experiences)
- Establishing a social network
- Safety and protection from exploitative networks (self and others)
- Cultural cohesion
- Proactive health promotion
- Preventing radicalisation



Which & Who? *(provision type)*

1. Foster care (under 16)
 2. Supported lodgings or semi-independent living (over 16)
- *District & Boroughs using Controlling Migration Fund
- Establishing group of UASC with legal right to remain to be peer mentors to support

Considerations and activity to ensure sufficiency

- Numbers are increasing and are likely to increase further - Arrivals are unpredictable and flexibility is required within the system to respond to sudden demands for placements
- Monitor government funding available to support placements



Provision for non-planned placements

Required child outcomes



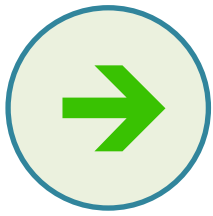
- Swift response to establish stability, safety and security underpinned by robust planning
- Close partnership working with joint strategy and planning to ensure a swift resolution to the immediate crisis

Which & Who? *(provision type)*

1. Dedicated accommodation (in-house or external) which could be 'pop-up' – 'place of calm'
2. Respite / 'crash pad' with a focus on return home or to placement in a tight timescale
3. Step up/down facilities to manage escalating behaviour

Considerations and activity to ensure sufficiency

- Recognition in placement of Behaviour and need e.g. Absconding, CSE, alcohol, verbally or physically challenging
- Develop providers resilience to manage this risk (through contracts and culture)
- Sometimes non-planned placements are dictated by court process so need to have a flexible available response.
- Explore options of in house supported short term provision



Provision for care leavers (16-25)

Required YP outcomes

- Graduated but 'staying attached'
- Preparation for adulthood
- Pathways to work
- Self-sufficiency
- Safe / resilient / ready
- Smooth transition to Adults' Services
- Long-term sustained support networks
- Proactive healthy living
- Preventing pregnancy / repeat removals
- Maximising ability to learn
- Financial literacy
- Consistency of relationships



Which & Who? *(provision type)*

1. Family
2. Kinship
3. Stay put in foster care if possible
4. Supported lodgings
5. Residential could be an option if best meets needs of young person
6. Training flats

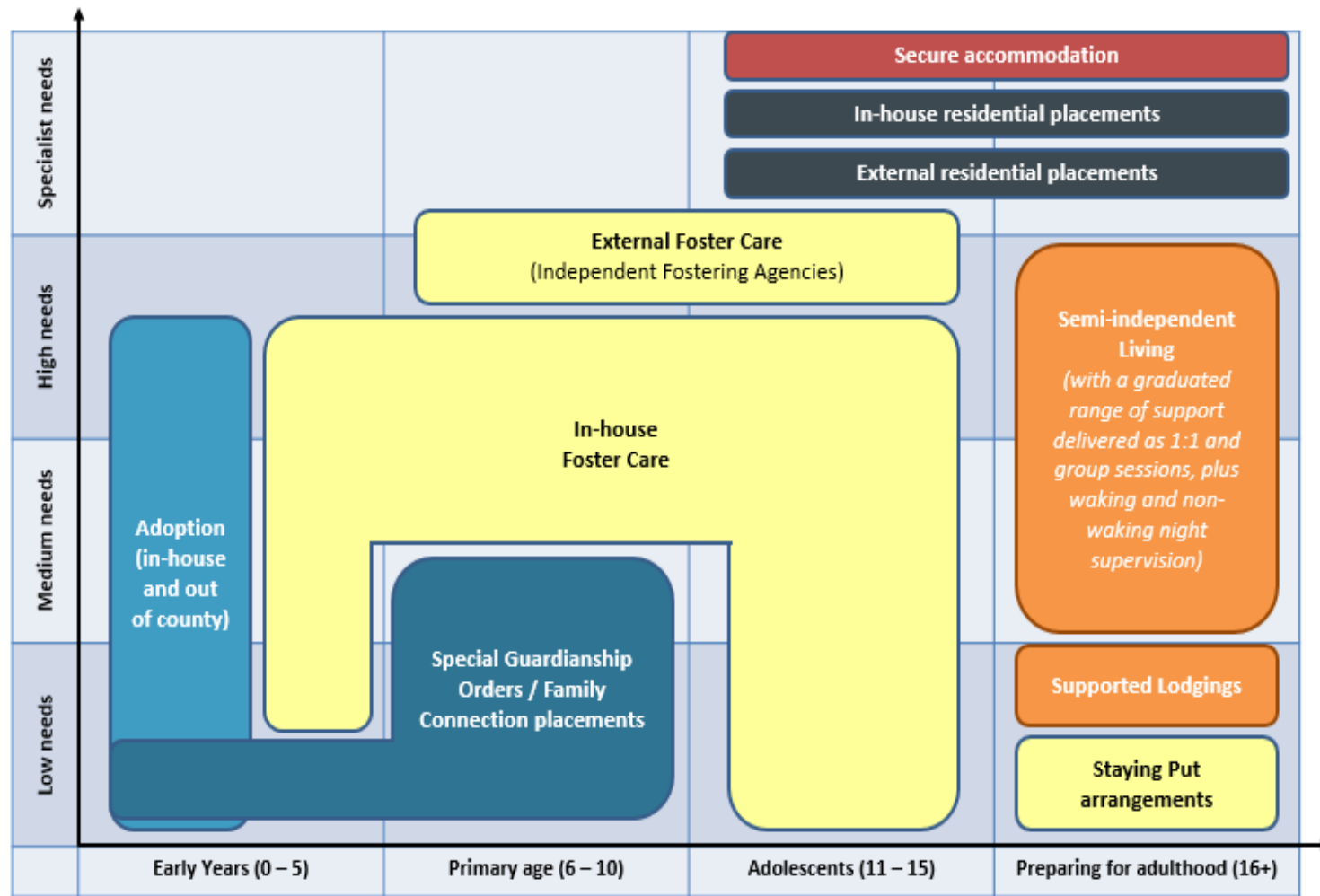
**Accommodation and support provision can be separate.*

Considerations and activities to ensure sufficiency

- Demand should be based on forward planning managing the journey of the young person through the care system
- Develop joint approach with District & Borough Housing Authorities to achieve greater stability and permanence

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



A decision on the placement of choice is driven by the needs, complexity and desired outcomes for the child. This model demonstrates our desired provision offer based on the needs of the child.

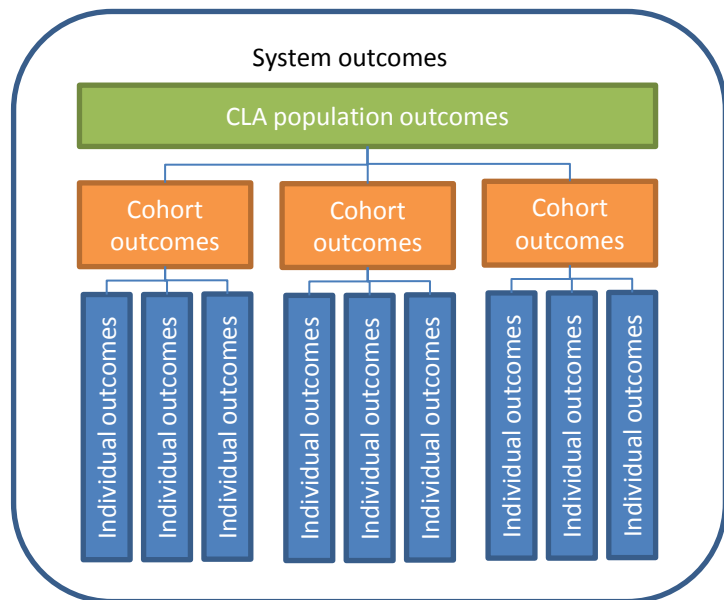
Key
Adoption placements
SGO / Family placements
Foster placements
Residential placements
Secure Unit placements
Semi-independent placements

Measuring outcomes and monitoring impact

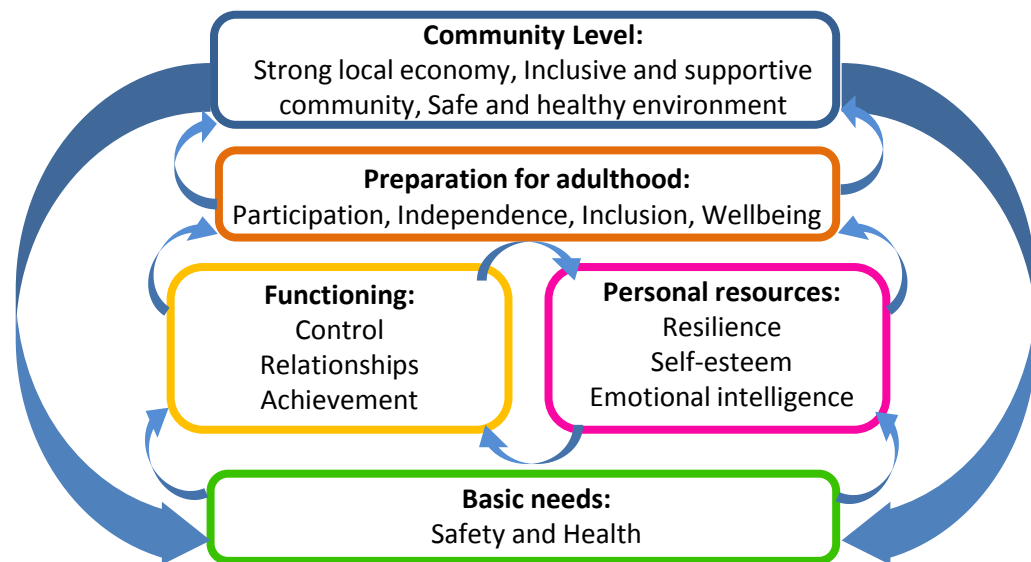
High-level considerations of how individual and system outcomes can be considered, measured and monitored

The priority will be to ensure that as part of placement planning we are able to define and measure placement outcomes at an individual, cohort and whole population level, as well as system outcomes. This will help to monitor the impact of placement decisions and overall placement strategy, as well as adapting and developing commissioning and practice.

- How can we measure outcomes for individuals?
- How can we measure system outcomes?



Individual to system outcomes flow model



Individual to system outcomes flow model

The challenge for West Sussex as a net importer of children who are looked after

Availability. Impact of other local authorities placing CLA in West Sussex - Availability

- As at December 2017, 326 Children Looked After were placed in residential and fostering care in West Sussex by 64 other local authorities. 171 by our neighbouring authorities.

Originating authority	Number of young people
Brighton and Hove Council	89 (27%)
Surrey County Council	41 (12%)
Hampshire County Council	26 (7%)

- Of 326 children placed, 236 were in foster placements and 72 in residential care
- The capacity of registered beds in residential care in West Sussex is 187. The council requires approximately 40 beds in addition to its own provision. However the volume of children placed by other local authorities restricts this demand. The supply deficit of London Boroughs is calculated at 600 beds

Affordability

Regional framework/Provider market:

Placements within the external market are commissioned through a sub-regional framework .

Across the region a number of similar frameworks are in operation.

The regional demand and deficit of supply has driven up prices across the South East as children from London Boroughs are placed in an adjoining or neighbouring area.

West Sussex has a number of examples where no children looked after by West Sussex are living in a locally based residential home.



Strategy for developing the market in West Sussex to ensure continued sufficiency

In order to have an effective Market Development strategy we must:

Understand existing and emerging trends in demand

In addition to increased volumes of children, West Sussex has seen a rise in the number of children and young people requiring specialist and targeted provision and similar increase in unknown children or young people in crisis. Their accommodation and support requirements are as varied as the young people themselves. Using evidence, insight and analysis we intend to respond appropriately to this increase in demand, complexity and volatility by developing new models of provision in response to cohort need and age of child.

Understand the Local market

Although there is a sufficient local supply of placements, neighbouring and London authorities place large numbers of CLA in West Sussex. This has led to an extremely competitive local market which in turn is limiting the supply available for our own children and driving up prices. We intend to monitor, manage and engage more proactively with existing and emerging suppliers to ensure a sustainable and affordable market.

How can we effect change in the local market of care providers?

- Share market intelligence: ensure providers understand the existing and emerging trends and demands
- Consider use of leased, owned or acquired assets to stimulate investment and sustain sufficiency
- Adopt a more proactive, supportive and proportionate approach to relationships with providers
- Jointly design, develop and deliver new and specialist types of provision with the market which reflect emerging specialist accommodation
- Redesign purchasing arrangements to strengthen availability and affordability of supply
- Sector segmentation to more fully understand and influence market forces

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Next Steps

Our Sufficiency Strategy not only represents our duty to children and young people, it outlines how we intend to work with partners and the market more in a more proactive, supportive and innovative way.

It compliments our Commissioning Strategy for children with Complex Needs 2017-2021 and 'The West Sussex Plan' which sets out how the council plans to shape its services for the next five years.

For more information about any of these documents please follow the links below:



Childrens
Commissioning Strategy -

[West Sussex Plan](#)

or contact Karen Wells Head of Market Development at West Sussex.
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