

Appendix 2



Torbay Council's

Children's Commissioning Plan and Sufficiency Strategy. 2014-2019

Children and Young people's Placements



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Introduction

The purpose of the Children's Commissioning Plan and Sufficiency Strategy is to set out how Torbay Council will meet the commissioning of services to meet the needs for children, young people and families requiring services provided by Torbay Council. Additionally the placement needs of current and future children in care and care leavers are identified in light of our understanding of their needs and current provisions.

This document sets out the current position and identifies the next steps that Torbay Council plans to take in order to commission services for children, young people and families. Torbay Council also to manage children's placement needs more effectively and achieve our aspiration to ensure sufficient local provision to enable choice and value for money.

In Torbay we endeavour to carefully match using a range of measures including the type and location of available placements to the needs of individual children. However we do currently need to place children outside of Torbay on occasions where an appropriate resource isn't available locally. In order to reduce this number we need to ensure there is sufficient choice of placements on offer to meet the needs of children and young people in Torbay.

This document is set within the context of national policy, legislation and guidance. It is linked to key local documents, in particular to Torbay Children and Young Peoples Plan 2019, Torbay Early Help strategy 2014, submitted to Health and Well Being Board June 2014 and Children's services 5 Year Forward Strategy June 2014.

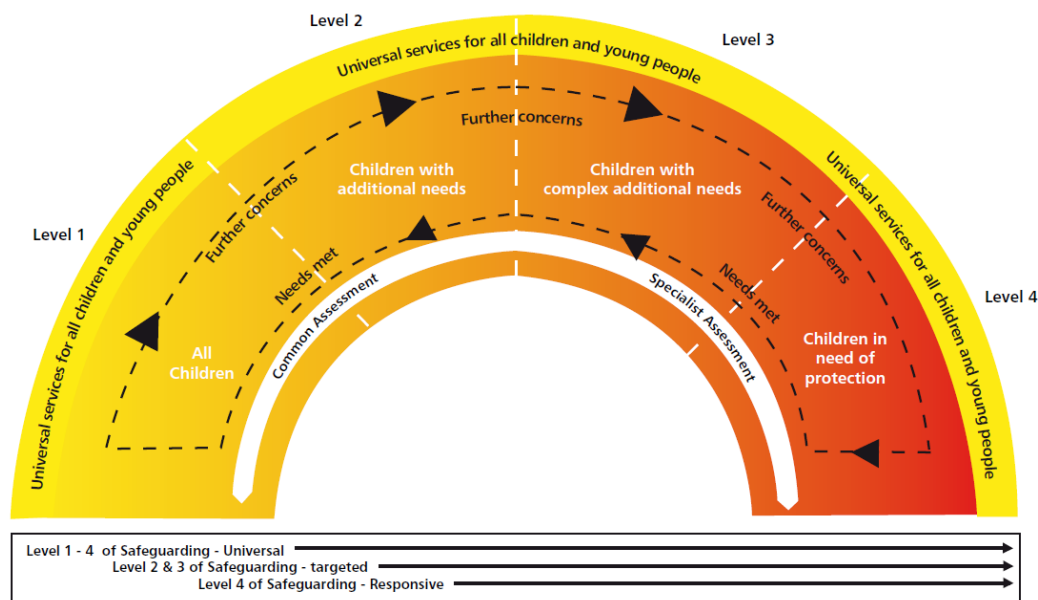
Local Authorities are required to take steps to secure, so far as is reasonably practicable, sufficient accommodation for children in care within their local area. In 2010, the Statutory Guidance for the Sufficiency Duty was issued. This guidance is explicit in placing a duty on Local Authorities to act strategically to address gaps in provision by ensuring that they include, in relevant commissioning strategies, their plans for meeting the sufficiency duty.

We know from research that maintenance of existing family ties, friendships and education, wherever possible, is crucial and significantly impacts on the likelihood of positive outcomes for

children. Local provision also makes it easier to ‘wrap’ services around children using local statutory and other services from a range of agencies in order to achieve better outcomes.

The Commissioning approach is supported by the newly formed joint commissioning partnership to ensure integration of Adults, Children and CCG Commissioning, a shared understanding, response and commitment to an effective partnership approach that secures good quality provision to meet local need.

The Children Act 2008 defines Sufficiency as “a whole system approach which delivers early intervention and preventative work to help support children and their families where possible, as well as providing better services for children if they do become looked after. For those who are looked after, Local Authorities and their partners should seek to secure a number of providers and a range of services, with the aim of meeting the wide-ranging needs of looked after children and young people within their local area.”



However, the scope is not restricted to just making good quality placements; the intention is to co-ordinate the range of activity across Children’s Services, including a clear focus on supporting families to stay together, wherever it is safe to do so, thus minimising the need for children to come into care, or supporting their timely return to their families.

The reduction in the level of funding for Local Authorities means that the focus on efficiency and value for money will be stronger than before. The challenge alongside this for Local Authority Children's Services will be to sustain or improve on service quality and good outcomes for service users.

To ensure that successful outcomes for young people are sustained, and the investment in placements by Children’s Social Care is effective, it is important that we help young people to make smooth transitions from placements into independence, or into adult social care or other services.

The interface between adult and children’s social care and other services is critical to the achievement of adult independence for our children and young people.

Working to ensure placements remain stable is also crucial as we know stability impacts significantly on outcomes. We also know that a child’s different levels of complexity of need and challenging behaviours crucially affects what type of placement is needed and available, as well as the likely outcome. Torbay is developing a therapeutic model of intervention to provide alternatives to care for adolescents where their behaviour and the family dynamic is the primary factor for accommodating them and also for those who could be re-united with their families. Investing in multi agency assessments and more effective support services has been successful in meeting the needs of families and children earlier and therefore the numbers of children coming into care has reduced in contrast to regional and national trends. However our Looked After Children LAC population has grown 17% per year since 2010/11 and over the past 4 years spend on placements for LAC has increased by £8.4m. We have seen an increase in demand from Older Children and Parent and child need. Finding, in particular, that we are placing these parents in residential units in order to assess their parenting capacity, but then having insufficient local provision to enable a return to a supported unit.

This strategy addresses the needs of children and young people from birth to the age of 21, (or 25 where children’s services continue to have statutory responsibility) including children and young people with disabilities who are, or who may be, accommodated. It meets the requirements of the sufficiency duty by collating needs and resource information and market analysis but also describes what needs to happen in relation to work with children in care or children at risk of coming into care.

The Commissioning and Sufficiency plan has identified **Six Strategic objectives**, all of which focus on reducing the numbers of children in our care where safe to do so, and using our resources in the most efficient and cost effective way. We have also identified key delivery activity for each objective. The document also includes some impact measures which will be monitored to evidence progress on delivery.

Strategic objectives and activity:



1. To support Children and Young People to remain safely within their family/ community. Improve early help offer, and support Looked After Children (LAC) to return to live with their families as soon as possible and where it is safe to do so.

We will deliver by :

- Providing access to early intervention and prevention services commissioned through our Early Help Strategy.
- Review our Children's Centres to ensure they target services for our most vulnerable families and extend the functional role and brief to support siblings of Under 5s up to age 11, whilst retaining their core offer and focus on universal provision.
- Align our work with the Troubled Families programme aimed at supporting families with multiple needs
- Identify new investment and re- commissioning opportunities to create new initiatives for preventing the need for care.
- Commission a New CAMHS provision to include Child Sexual Exploitation and Sexually Harmful Behaviour and Self Harm
- Development of the Children's Community Hub
- Work with adults to improve access to drug/alcohol, misuse services
- Identify increasing numbers of extended family members or kinship network who have capacity to provide care.
- ensure that suitable provision is developed for 16 to 17 year old young people who become homeless.
- Develop a to increase the use of Staying Put provision
- Review use and cost of remand provision for young people

This contributes to CYPP Priority: Children Have the Best Start in Life, and Children and Young People will be safe from harm, living in families and Communities.

Children's Service Forward Strategy: Right Child. Right place Right Time Better Outcomes in the Community

Children's needs are best served in their own families if this can be safely supported. Helping families stay together must therefore be a key focus for all Children's Services. Early identification of need and effective early intervention is essential. Early intervention and prevention services can reduce the number of children and young people reaching the threshold for care and needing to become LAC, avoid repeat entry into care or support them to return safely to their families in a timely manner.

We must manage risk effectively with families that are approaching the threshold for care, and work to ensure the right children come into care at the right times, and are supported to leave at the right time. We will provide a range of effective interventions which support families to make changes whilst always ensuring that children and young people are kept safe.



2. To provide and commission the right mix of placements and support locally where possible to meet identified needs of children who are or may become Looked After (recognising that in some cases placements beyond a 20 mile radius in residential settings may be a positive option) as cost effectively as possible; the services provided should contribute positively to improving outcomes, maximising the child's potential and improve stability.

We will deliver by:

- Recruit more in-house foster carers with the right combination of skills to meet the needs of children and young people in our care.
- Explore the use of KEEP + Intervention provision for carers
- Work in partnership with Independent Fostering Agencies, to negotiate the best possible price with them for existing placements, and commission future placements through the Preferred Provider Framework which will achieve efficiencies through reduced unit costs and inclusion of support services
- Review the role of Access to Resources, Permanence and SEN/ DIS panels to promote greater understanding of need and improve placement commissioning both in-house and external.
- Put in place a performance monitoring process to establish a better understanding of the needs of children coming in and out of care on a monthly basis, and to monitor the use of in-house and external placements. Role of review officer's feedback on placements to be improved.
- Specifically commissioning services to meet the needs of children and young people requiring specialist provision including parent and child placements complex residential placements and placements for Children with Disabilities.

This contributes to: CYPP Priority: Children and Young People Lead a Healthy and Happy Life, Children have the best start in life

Children's Services Forward Strategy: Right Child, Right Place, Right Time Efficiency and effectiveness, Performing Better as a Team

We need to be sure that we have the right range of placements to meet the assessed needs of Looked After Children. As a result of rising numbers of Children in Care, we do not currently have enough capacity in our in-house fostering service to meet the statutory requirements of placing within 20 miles of their homes. This means we have increased our use of Independent Fostering Placements. We particularly need foster carers who can manage challenging and risk taking behaviour, provide care for sibling groups and disabled children, and placements of parents and child.



3. To plan effectively for Looked After Children to ensure they have stability and permanence, do not remain in care longer than is necessary and leave care positively. In particular supporting a successful transition into adulthood, and increasing permanent placement choices in fostering and adoption.

We will deliver by:

- Focus on improving social work practice in relation to assessment and outcome based Care Planning, direct work with children, and management oversight of this work.
- Work closely with our partners to ensure the right support services from education, CAMHS, health and other universal and early intervention services are available to LAC, in order to prevent unnecessary placement breakdown, and meet identified needs.
- Promote detailed transition plans and develop services which enable successful transitions to adulthood

***This contributes to: CYPP Priority: Children and Young People lead a Healthy and Happy Life, Opportunities to participate and engage in community life
Children's Services Forward Strategy: Right Child. Right place Right Time, efficiency and effectiveness, Performing Better as a Team***

Having a clear Care Plan in place is essential for children and young people in care, not only to ensure that they come into and exit care at the right times, but to meet our statutory obligations under the Care Planning Regulations. We need to ensure that children do not 'drift' through care, but have clearly-planned processes which allow them to be reunited with family and friends where possible, have stable, supported and well matched placements with alternative carers and exit the care system in a timely and positive way at whatever age this happens.

In order to support this we will:



4. To continue regional partnership working, and increase local provider offer to improve the quality of placement provision so that the aspiration to use only Ofsted graded good or outstanding provision is eventually achieved.

We will deliver by:

- Providing regular reports for all Looked After Children placed in Torbay, including provider Ofsted status
- Regularly inspect and review all providers
- Use regional partnership working to effectively understand the quality of provisions and the areas in which they are most skilled
- Review the provision for SEN
- Continue partnership conversations to develop further local joint commissioning opportunities.

*This contributes to: CYPP Priority: Right Child, Right place, Right time, Children and Young People lead a Healthy and Happy Life,
Children's Services Forward Strategy: Right Child. Right place Right Time, Better Outcomes in the Community, efficiency and effectiveness, Performing Better as a Team*



5. To ensure we achieve, value for money, effective contract management, flexibility of provision and Quality

We will deliver by:

- Reviewing the Placement process, to ensure clear accountability, quality assurance and robust contract management is in place for all contracts.
- Ensuring the IPA element of the contract are completed monitored and assessed against quality and compliance measures. Appointing a Peninsula Consultant to undertake benchmarking and value for money analysis on all providers within the peninsula region
- Continue to participate in the Peninsula Partnership to ensure appropriate Market development and framework provision to meet need.
- Gain feedback from social workers and IRO service on service providers and quality based on outcomes for children and young people

This contributes to: Children's Services Forward Strategy: Right Child. Right place Right Time, efficiency and effectiveness, Performing Better as a Team



6. Embed an approach that provides quality information to children, young people and families, carers and professionals and recognises and encourages feedback.

We will deliver by:

- Work with providers to ensure good communication and information sharing
- Ensure the voice of the child is part of placement provision decision process, and that they understand reason for placement
- Development of the role of community directory and co – production of Torbay wide information and Advice Services
- Development of the Children's Community Hub

*This contributes to: CYPP Priority: Children Have the Best Start in Life, Children and Young People lead a Healthy and Happy life, Children and Young People will be safe from harm, Living in families and Communities, Opportunities to participate and engage in community and public life.
Children's Services Forward Strategy: Right Child. Right place Right Time*

Corporate Parenting

When they are elected, all councillors take on the role of 'corporate parent' to children looked after by their local authority. They have a duty to take an interest in the wellbeing and development of these children, as if they were their own. Although the lead member for children's services has particular responsibilities, the role of corporate parent is carried by all councillors, regardless of their role on the council. In Torbay the corporate parenting group meets regularly and meetings are held in two forums, the officers group and the members group. The groups take a very active interest in the quality of placements offered to children looked after by Children's Social Care. Senior Children's Social Care Managers meet with the group and report on current issues affecting children in care. Feedback on children and young peoples achievements are given to the group.

The Voice of the Child

Our commissioning and sufficiency strategy places the voice of the child at the centre of its activities, for all services established for children and young people, we take account of the views of those they are designed to serve. This means not only asking what services should look like, but also obtaining feedback about the experiences of using those services and considering how this feedback then creates a loop back into commissioning. Torbay's Participation Strategy supports the voice of the child at all levels of need and seeks to embed service design, delivery and feedback, with particular focus on listening and enabling those children and young people involved in our Child in Need, Child Protection and Children Looked After Services.

The Peninsula Procurement and Commissioning Partnership Current Arrangements

Torbay is a member of the Peninsula Commissioning and Procurement Partnership for children and young people's placements which is a longstanding collaboration between Cornwall Council, Devon County Council, Plymouth City Council, Somerset County Council, and Torbay Council.

Member authorities have an agreement to collaborate on the commissioning and procurement of independent sector foster care, children's homes and residential and day independent special school placements. These authorities have jointly tendered for services since 2009 and co-operate on the monitoring of the quality of provision undertaking joint site visits and investigations.

In 2012/13 the partnership started a major procurement exercise to retender the suite of Open Framework Agreements which underpin the commissioning of children's homes, day and residential special schools and fostering agencies provided by the independent sector.

The Peninsula frameworks tender opportunity will be open several times a year for new applications until March 31st 2017 in order to increase supply.

Once a provider is awarded a framework contract the provider is approved to supply individual placements to all five authorities, these are accessed using Individual Placement Agreements and contracts. In 2013 a new type of provision is being included for the first time which focuses on the delivery of accommodation and support for 16-25 year olds, with a specific focus on 16 -18 year old care leavers and those who meet Local Authority thresholds. Devon, Plymouth and Torbay will be the three authorities using this framework list currently.

Other Joint Commissioning

There are a small but significant number of placements for children and young people that are jointly funded by health or education, usually because of the high level of complex need and challenging behaviour of the children concerned. Torbay also commissions some services jointly with individual or groups of Peninsula member authorities where all the five member authorities do not wish to participate. Plymouth initiated a joint cost and volume contract for fostering with Devon and Torbay which has delivered significant savings

The Torbay Needs and Options Appraisal Process

The Peninsula Commissioning and Procurement Partnership Framework Agreements do not commit Torbay Council to expenditure with the suppliers on the framework. This commitment is only made when individual placement contract decisions are made. The Torbay needs and options appraisal system ensures that for all new placements, or placement moves, mini competitions are undertaken. This allows value for money judgements to be made at the point when each placement decision is made. Through improving market management, the availability of alternative placements is improving, and this is increasing our ability to improve quality and secure savings over time.

However it is important to note that wherever we are not able to secure a placement in Torbay this leads to a move for children away from family and friends as well as possibly a move of school. Placement stability is known to be key in attaining good educational and other outcomes for children. So Torbay is starting work with providers locally and in conjunction with the peninsula to improve placement supply closer to Torbay, as well as reducing the number of placement breakdowns that can then lead to out of area placements, to reduce disruption caused to established networks and schooling for a child or young person. Torbay is undertaking a review of the Placement Process to reflect the increase use of in house Foster placements and improve, accountability, quality and monitoring.

Deprivation

2009 figures show that just under one quarter (24.3%) of children under the age of 16 live in poverty across Torbay, this is higher than the England average of 22.0%. However, across Torbay's most deprived communities the proportion of children living in poverty is much higher again. The difference in life expectancy is as much as 7 years between our most deprived and most affluent wards.

Hotspots of child poverty, multiple deprivation, high levels of crime and unemployment are well documented locally in Tormohun, Ellacombe, Roundham with Hyde and Watcombe. However, within the wards of Blatchcombe and St Mary's with Summercombe there are pockets of deprivation and high proportions of children living in poverty.

Ethnicity

So far Torbay has not encountered difficulties in placing children due to particular ethnic needs.

Further research to be completed/ added.

Children with Special Educational Needs and or Disabilities

A recent change in legislation within Special Education Needs has developed how children are identified as in need. Previously a statement of Special Educational Needs (SEN) may be offered to students with significant needs and this is now replaced with an Education Health and Care Plan. Torbay is proactively working with this new guidance and promoting more joint working and increase in joint commissioning of services.

The numbers of children with a Special Education Need are quite small but 20.4 % of children in care have a statement. Services to Disabled Children are varied and include a range of services. The commissioning of services to meet the need of children and young people with disabilities is ongoing and focuses on a range of needs. This includes the commissioning of overnight short break services for disabled children.

The fostering service has a specialist role in the recruitment and support of foster carers who provide short breaks to children with disabilities. Further recruitment of foster carers with a range of specialist skills to meet the needs of children with disabilities and special educational needs is actively being undertaken.

Child and Adolescent Mental Health

One in four children will experience some form of emotional or mental health problem during their childhood and given the strong link between inequalities, and child and adolescent mental health the deprivation statistics for some localities are likely to impact on the mental health of children in Torbay. We also understand the increased levels of emotional challenge and trauma that children in care face.

Children living in deprived areas in Great Britain are more than twice more likely to have mental health problems than children in wealthy areas. Children and young people who are looked after and also young offenders have particularly high levels of mental health problems.

Torbay is in the process of writing a CAMHS Service Development Plan. This will be developed following a gap analysis, risk assessment of continuing to meet levels of urgent referrals and impact this may have on thresholds for routine work, and specifically for Looked After children.

Substance misuse

See appendix data

Teenage Pregnancy

Rates of teenage pregnancy in Torbay continue to be on a downward trajectory. A Teenage Pregnancy Partnership Plan is in place, and is currently being refreshed to ensure that we have the right services in place to better target those most vulnerable young people with clearer guidance around sexual exploitation, relationship violence and abuse and to counter low self esteem and aspirations.

Domestic Violence

Domestic violence is a significant feature in the lives of the children that receive support from the council. National research suggests that nearly 70% of children subject to Child Protection plans come from families where there are parental issues with domestic violence, mental health and alcohol and substance misuse. Local audits and research indicate that this is the case in Torbay. The recently commissioned Integrated Domestic Abuse Service, run by Sanctuary Supported Living, started September 2014.

The service also includes:

- Independent Domestic Violence Advisors (IDVAs) working with all high-risk cases through the Multi-Agency Risk Assessment Conference (MARAC)
- Outreach support
- Non statutory voluntary community perpetrator programme
- Support programmes for adults
- Tailored support for children and young people
- A survivors' group, designed to empower and assist participants to recognise an abusive relationship
- A telephone helpline for clients to help combat isolation
- Partner Link Work incorporating the Building Better Relationships Programme (funded by Probation)

Offending

Risk factors that appear to be implicated in the causes of anti-social behaviour and offending relate to individual children, their families, friends and peers, their education, and the neighbourhoods in which they live. The actual numbers of CYP coming to the attention of the criminal justice system through the court process is smaller and historically has significantly reduced from the levels seen 5 years ago. However there are increasing numbers now being dealt with via out of court disposals which allows the Youth Offending Team to intervene at an earlier stage. Whilst the numbers are lower the complexity and risk within the cases is greater.

Early Help: The Early Help Strategy

Torbay published an Early Help Strategy in September 2014. This describes a Partnership commitment to support the identification of early need for support and to co-commission services with local communities that will prevent the escalation of risk and need. Four priorities for Early Help are:

- **Children have the best start in life**
- **Children and young people lead a happy and healthy life**
- **Children and young people will be safe from harm living in families and communities**
- **Opportunities to participate and engage in community and public life**

Those families identified under the 'Troubled Families' programme will be at the heart of our Early Help offer. Evidence nationally shows that these families are faced with a minimum of eight complex issues and that, without intensive support to turn them around, are likely to require intensive services at high cost and with increasing risk of poor long-term outcomes.

Children or Young People with High Levels of Complex Need

For children with the most complex needs that Children's Social Care looks after achieving good outcomes is a challenge and trends suggest that the needs of this group are increasing. These children are at risk of developing mental health problems, achieving poor educational outcomes and of experiencing multiple placement breakdowns unless effective interventions by social workers and placement providers working together in a family approach to a clear care plan are effective. CAMHS staff, Children's Social Care, the Virtual Schools team and substance misuse and other providers make significant contributions to care plans for this group of looked after children Torbay has already been successful in encouraging the development of independent sector foster care provision to accommodate children and young people with challenging behaviours and complex needs. We will as part of an invest to save initiative look to develop KEEP + to support foster placements, to further reduce those who would have been living in residential settings in the past. Further work is needed however and Torbay intends to continue this process to increase the number of providers able to offer placements with good outcomes for this group. and also to introduce a therapeutic programme for these young people to enable them to remain at home or to stabilise within a placement.

Secure settings

Secure settings are used very occasionally on welfare grounds for short periods for small numbers of young people and demand fluctuates. The nearest secure children's home is in Exeter and is run by Devon County Council. Torbay use of the welfare secure units is identified on an individual basis when secure accommodation is required for a young person. Any young person secured on criminal grounds (remanded) would be placed by the Youth Justice Board with the nearest facility being in Bristol. Any secure remand would be paid for by the local authority so the Youth Offending Team offer robust alternatives to the court where possible. However, a serious offence committed by more than one person under the age of 15 could potentially cause an upsurge in costs, which can create some volatility in the remand budget.

Parent and child placements

These placements provide accommodation for both parent and child together whilst the parent is being assessed, usually mothers and babies either in a residential setting, community based assessments or foster care. There are five Residential Family Centres registered by Ofsted in the South West, one run by Cornwall County Council and the rest by independent sector providers.

Parent and child foster care is provided by independent sector providers in the community under the cost and volume contract for fostering. Places are sometimes court ordered at short notice. It can be difficult to find placements with prices varying greatly. Some placements require high levels of supervision because of high levels of risk which leads to higher costs.

Torbay is actively recruiting foster carers to provide assessment and placements for Parent and their children within.

16+ pathways to independence

There are a number of placement options open to young people beyond 16, to help them move on from being looked after into independence and adulthood. In 2013 the Peninsula has developed a specific 16+ specification and included these types of placements in the Peninsula tender for the first time.

The Leaving Care Service supports all young people who are eligible to leaving care services from the age of 16. There are a range of placement types and options available to young people ages 16 to 25.

Staying Put is a new initiative link to recent legislative changes which enables young people to remain in their foster placement beyond 18. The placement ceases to be a foster placement and becomes a staying put/supported lodging arrangement, where the young person is expected to contribute towards the cost of the placement, either through earnings or housing benefit.

For in-house placements staying put arrangements are made directly with the foster carer. In the independent sector these are made on a spot purchase basis.

The specification for the Cost and Volume foster contract ties independent sector providers to the principle of offering staying put placements when appropriate. Providers have submitted indicative prices as part of the most recent tender. Work is under way with the Cost and Volume providers to include more detail in the specification.

Supported Lodgings are provided for young people aged over 16 usually purchased using a block contract with a voluntary sector supplier. These are similar to foster placements in that they place the young person in a family setting with a host rather than a foster carer, but are designed to encourage independence skills, with a view to moving the young person into their own accommodation as soon as is practical.

Torbay is currently working on a Prevention of Youth Homelessness Pathway and strategy and will seek to re-commission its local services once this is completed.

The payments consist of a 'rent' payment to the host, a payment to the provider to cover management costs, and a contribution from the young person.

For the first time in April 2013 the Peninsula Framework retender included the above 16+ services in the tender opportunity. An element of the 16 to 25 year old provision is unregulated, so the inclusion of these services will allow the authorities to work together to quality assure these services.

Adoption

Section to be added

CSE

Torbay are signed up to the peninsula framework for CSE and have agreed a set of tools and minimum data set. We are in the process of devising the pathway and protocol to ensure all agencies are clear and engaged in the process. This will give a consistency to the work and a clear pathway for young people to access support and intervention regarding CSE. Large scale police operations can impact on resource and services need to be responsive when needed.

Sufficiency Analysis / next steps Actions

Torbay is meeting the sufficiency duty from the point of view of purchasing placements for children from a range of providers, however closer examination of the market reveals that there is a need to:

- Increase the availability of placements within the Torbay area across a range of placement types.
 - improve the quality of some provision, in particular children's homes.
 - work with regional partners to increase the options for children if their needs are very specialist and only one provider is available locally.
 - increase placement supply within 20 miles radius of Torbay in order to reduce the numbers of children that have to be placed outside of this area so that outcomes are improved for these children and they are nearer family and friends and can remain at the same school if possible. increase placement stability for children and young people.
 - increase foster care placements in the following areas:
 - parent and child foster carers;
 - foster carer for sibling groups;
 - risk taking teenagers with complex and challenging needs (such as at risk of substance misuse and/or sexual exploitation and or with behaviour management or mental health issues);
 - children who pose a sexual risk;
 - and children who need to be placed away from other children for a period of time.
 - Foster Carers able to take a child in an emergency
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Commissioning/ Sufficiency Performance Monitoring

Performance monitoring/ Governance will be overseen by the Corporate Parenting group and Health and Wellbeing Board. The document is included as part of the Market Position Refresh of data as an additional Appendix.

An Action Plan will be developed to support the implementation of the strategy and the key Commissioning Objectives.

The strategy will be updated on an annual basis (within 6 months in first year) to reflect changes in needs or supply information, and respond to emerging policy initiatives.

All partners should be supported to recognise their role in implementation, through leadership, communication, supervision to promote good care planning practice, and clear accountability frameworks.

Key Impact Measures for Commissioning and Sufficiency Strategy Actions

The following impact measures have been identified as the key indicators of the success of the strategy and will be closely monitored and reported on formally every six months for the duration of the strategy, linked to the Business plan.

Financial Year	IN-HOUSE	ISP	RESIDENTIAL	OTHER
	% of CLA	% of CLA	% of CLA	% of CLA
2014/15	40%	18%	15%	27%
2015/16	43%	16%	14%	27%
2016/17	47%	14%	13%	26%

Overall Number of LAC – 5 year strategy says we will achieve 72 per 10K by March 2019 this equates to 180 (see table below)

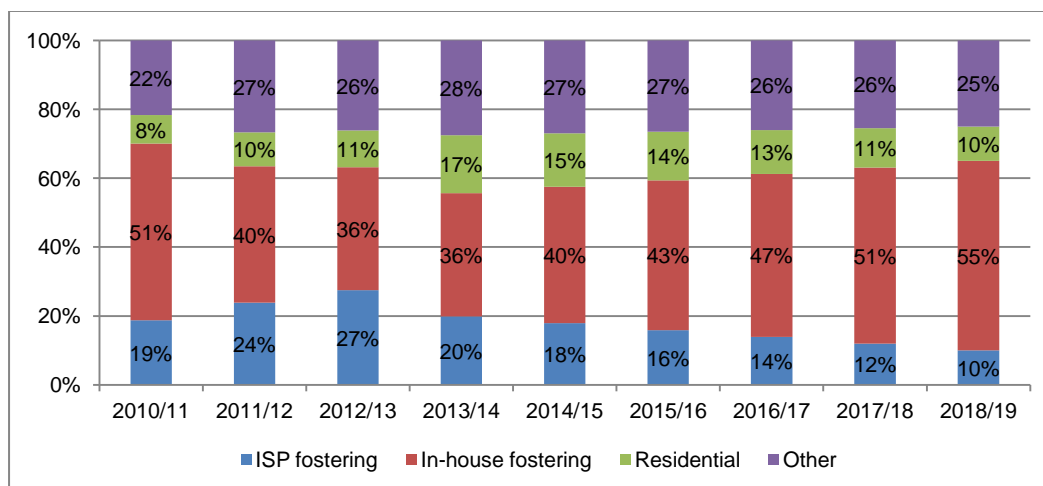
Year	Strategy year	Nos in care	Rate per 10K
2014/15	Year 1	305	122
2015/16	Year 2	274	109
2016/17	Year 3	242	97
2017/18	Year 4	211	84
2018/19	Year 5	180	72

Current and Projected Spend on placements with independent providers

Number of Children beginning/ceasing to be LAC per month, by area and age band

Proportion of Residential, In-house Fostering, IFA fostering and supported living placements

As per the 5 year plan



Reduce the number of LAC placed outside of Torbay radius (no officially agreed target with members yet but we are currently above the national average for children placed 20+miles away so we should have a target of reducing this to national levels over the 5 years of the financial plan) –

Year	Strategy year	% placed 20+ miles from Torbay
2014/15	Year 1	23.7
2015/16	Year 2	20.8
2016/17	Year 3	17.9
2017/18	Year 4	15
2018/19	Year 5	12

Numbers of Looked After Children placed for adoption and made subject of SGO (no officially agreed target with members yet but we have agreed with members that our numbers of adoptions need to stay at or above 25/26 and we are just below the national levels for SGO disposals but to stay at or above this would require us to make 30+ SGOs every year)-

Year	Strategy year	SGO's started	
2014/15	Year 1	31	
2015/16	Year 2	26	
2016/17	Year 3	26	
2017/18	Year 4	26	
2018/19	Year 5	26	

Level of capacity, referrals to and actual placements made in in-house foster service

Net gain of in-house foster placements by locality and placement type – plan was to increase the % of fostering placements in house to equal 70% of all those in foster care currently we are at 62%.

Successful independent living for 18 plus year olds – A positive outcome for young people is to remain in their supported lodgings, foster care placements post 18 until they are ready to leave and become independent. Whilst a positive outcome for young people this increases has created a need for more long term foster placements and supported lodgings providers.

Length of time in placements - in principal we need to shorten the average length of placements but this has not been worked up as a target Complaints and quality issues/ changes made to services – link to QA priority work - draft Version 10 22.10.2014

Appendix 1

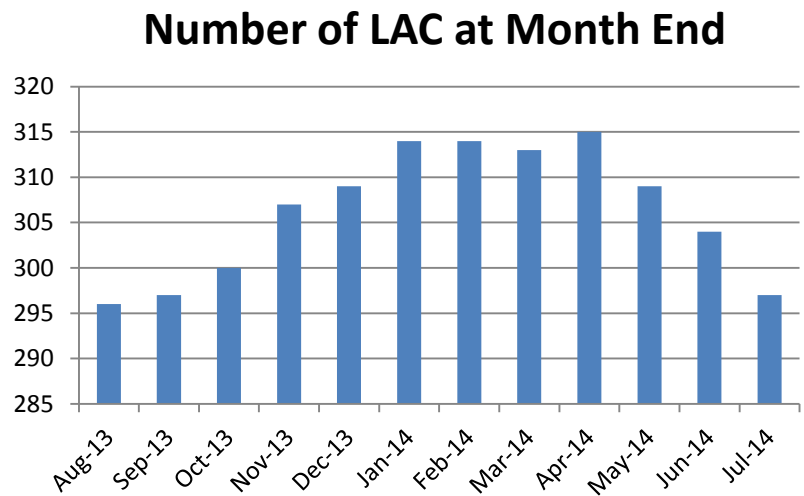
Demand – Referrals to Children’s Social Care and Numbers of Children in Care

The number of children being referred to Children Services increased by 10% in 2013/4. The authority receives relatively high numbers of referrals compared to national and regional benchmarks.

Month	Police	Agency	Anon	Education	Health	Housing	LA	Other LA	Prisons	Probation	Other	Total
Jul-13	39	21	23	41	32	2	28	2	0	35	12	237
Aug-13	50	19	31	2	58	2	20	3	0	51	5	242
Sep-13	47	21	14	36	35	4	22	7	0	33	11	232
Oct-13	46	12	4	41	36	2	28	15	2	36	9	235
Nov-13	71	18	1	69	32	1	37	14	0	22	6	271
Dec-13	43	7	6	46	16	0	22	11	2	18	5	176
Jan-14	53	16	6	26	23	1	32	10	0	21	9	202
Feb-14	29	14	2	50	44	1	19	10	2	14	2	187
Mar-14	40	25	14	43	34	0	21	10	0	22	6	216
Apr-14	43	10	19	24	22	1	4	9	0	25	6	164
May-14	37	14	13	50	51	1	19	4	0	26	10	232
Jun-14	47	23	4	53	34	1	29	12	0	38	3	251
Jul-14	66	22	41	32	50	6	10	11	4	84	7	336

While the number of Looked After Children has been increasing, these figures are declining. This may be due to summer months with people on holiday, children moving into 16+ accommodation or the result of the preventative work carried out in the local communities.

Age at 31 March 2014	Boys	Girls
Under 1	8	2
1 - 4	25	22
5 - 9	37	41
10 - 15	78	47
16 - 17	17	37
18+ in community home	0	0
Total	165	149
total LAC March 31st 2014	314	



Appendix 2

Supply – Torbay’s Placements for Children in Care

Local Provision

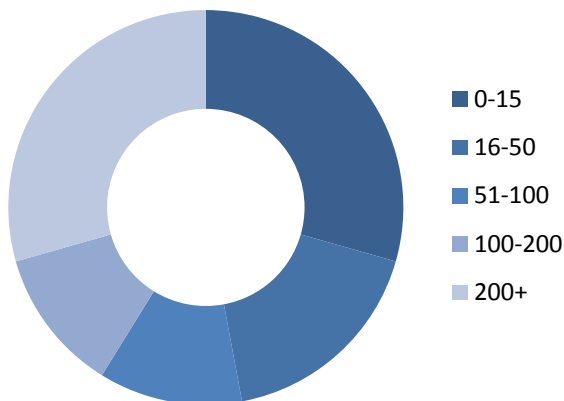
The most up to date statistics on the type of placements in use in both the independent sector and in-house by Torbay on one day, June 14 are as follows.

Local overview – fostering

Data needed

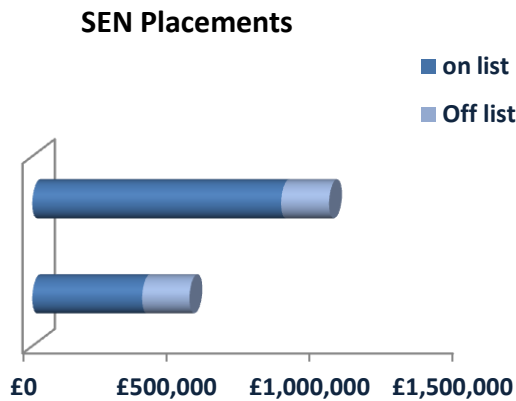
Local over view - Children’s homes

Children’s Residential Placements distance from Torbay (miles)



Some placements out of area are necessary for safeguarding, however, this pie chart highlights the need for more specialist care within our area.

The average annual cost of placements ON the preferred supplier list is £166,906, and £193,326 for the placements OFF list.

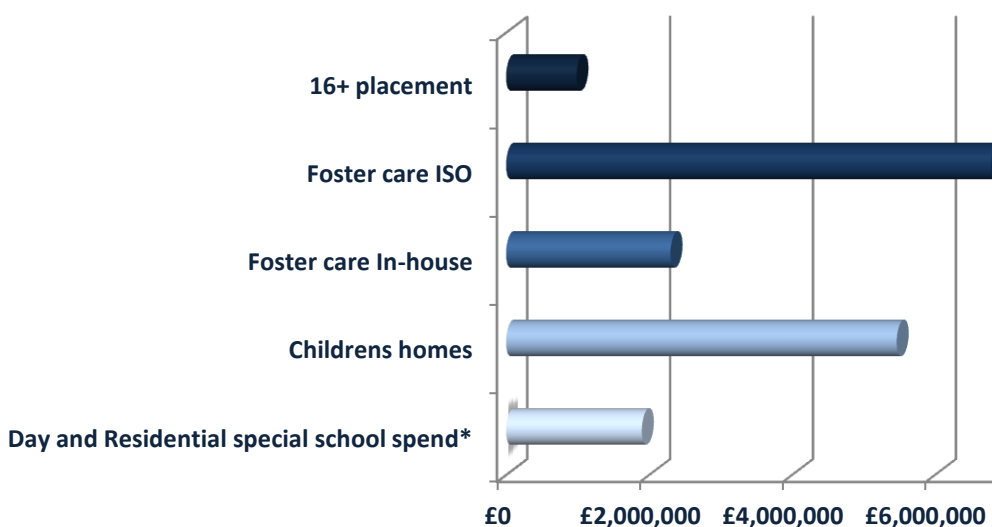


Local Overview of Non-maintained and Independent Sector residential Schools

Of the 19 children currently in non maintained and independent sector residential special schools, 3 are in non maintained special schools - this is based on 2 education and 1 joint funded education/social care health. There are 16 children in independent sector special schools, of this 14 are funded by social care and Education jointly and 2 by Education alone these 2 have emotional, behaviour difficulties. Some may be placed after difficulties have occurred in their previous placements. The schools provide weekly, term-time or full boarding and are based outside the Torbay boundary. Where possible we would aim to place within our local area but there are occasions where the most suitable placement cannot be found within this area.

The type of placement by sector and funding arrangements at the end of April 2014 snapshot was as follows:

Financial Overview of Torbay children’s placements April 2013 – March 2014



The total spends for the financial year 2013-2014 shows £17.4 million spend. Within foster care £2.3million was spent in-house and £6.7million spent in the independent sector. It is estimated that the full cost of placing a child with in-house foster care is 50% less than through the Independent sector

Quality Issues

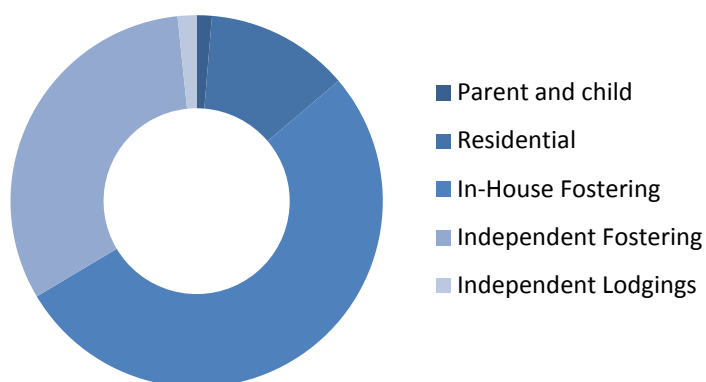
Torbay Council aspires to use providers of children's social care placements graded good or outstanding by Ofsted the national regulator.

At the beginning of 2012, Ofsted introduced a number of radical changes covering much of their social care inspection activity toughening up the inspection framework. (Source Ofsted Annual Report 2011/12.) An amended inspection framework for children's homes and foster care was introduced in April 2012.

Torbay is working with Peninsula partner neighbour local authorities to improve the quality of provision by regularly monitoring providers, carrying out site visits and offering regular provider forums.

We are looking to further develop relationships with existing and potential providers to collaboratively meet and exceed the expectations of Ofsted, to ensure excellent quality of care for

our children and those placed within our area from other authorities. Further we are thinking about new solutions to the growing needs of the children and families within our area and encouraging the right providers to invest in Torbay.



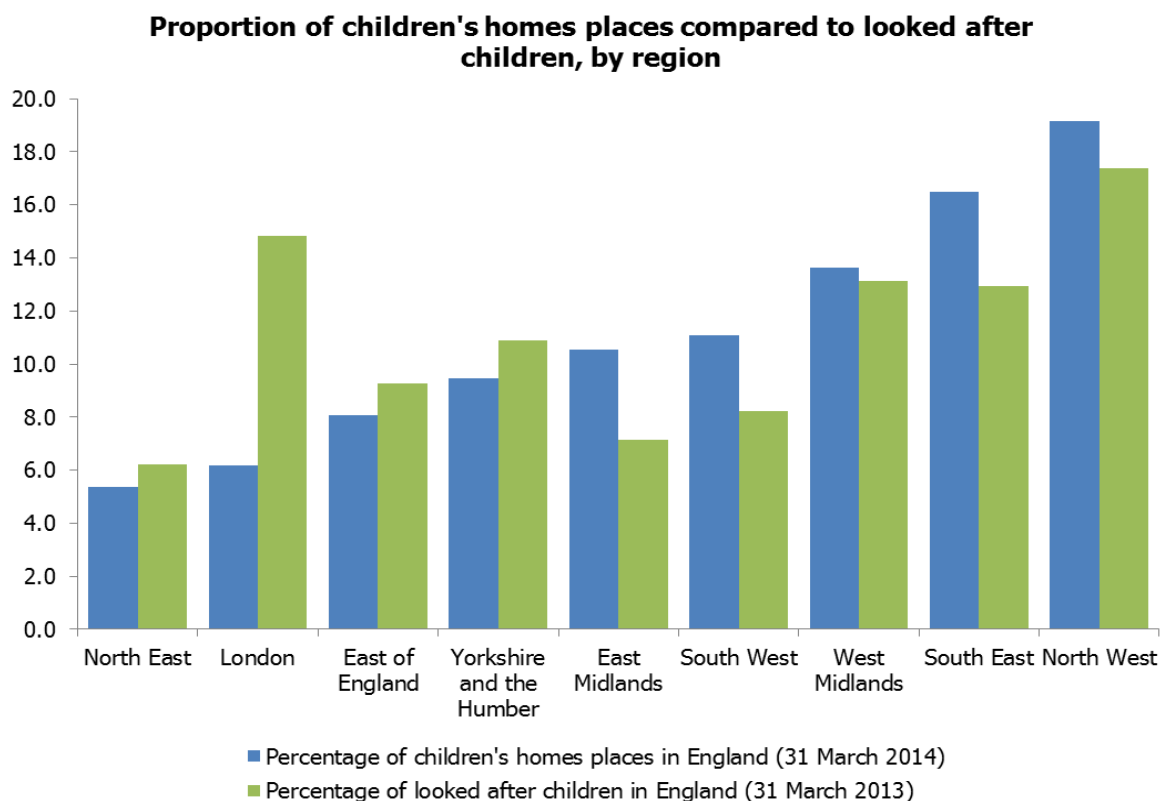
Children Homes

The current national percentage of good or better children's homes is 72%.¹² The change to the Ofsted frameworks has been felt in the Peninsula area and has increased the number of children's homes in particular receiving an inadequate inspection grading.

Between the introduction of the revised children's homes inspection framework on 1 April 2012 and 31 December 2012, nationally 16% of homes received an outstanding overall effectiveness grade. This compares to 27% in the first nine months after the introduction of the children's homes inspection framework in April 2011.

Nationally five per cent of homes have received an inadequate overall effectiveness grade between the introduction of the revised framework on 1 April 2012 and 31 December 2012. This is an increase of three percentage points, from 2% in the first nine months after the introduction of the children's homes inspection framework in April 2011.

Torbay are seeking to identify key providers who have the capacity, ability, a proven reputation and high Ofsted results in the care of looked after children. In collaboration we intend to progress their market place position to one that will fit with the needs of the region that they are situated in.



Foster Care

Between the introduction of the new fostering inspection framework on 1 April 2012 and 30 September 2012, nationally 12% of fostering services received an outstanding overall effectiveness grade, this is a decrease from 30% in the first two years of the inspection cycle between 1 April 2010 and 31 March 2012.

Special Schools

Of the 50 residential special schools inspected in this period nationally 28 (56%) were outstanding for overall effectiveness, 15 (30%) were good, five (10%) were adequate and two (4%) were inadequate.

The Peninsula Regional picture

This graph shows that the South West have 11% of the children's homes places in England and 8% of England's looked after children. While this appears a healthy position, often children with specialist needs cannot be placed within Torbay, the Peninsular or even the South West. Torbay is working independently and together with the Peninsula to plan strategies to enhance the required market place to ensure sufficiency supply and value for money. While it is sometimes necessary for children to be placed out of area, we need to make sure that this only happens due to the child's specific safeguarding needs rather than lack of specialised providers.

The current numbers of outstanding and good providers in the Peninsula region is being affected by the toughening of the Ofsted grading system that is leading to changes of grading locally. There is a need to drive up quality of provision locally.

At the time of data collection the South West had ? outstanding providers. Torbay has ? Torbay Council in house fostering service was graded ? by Ofsted in ?.

On Peninsula Framework	Total	Outstanding	Good	Adequate	Inadequate	Suspended	Not Inspected
All Ofsted graded provision							
Total	129	12 (9%)	66 (51%)	29 (22%)	0	17 (13%)	5 (4%)
Lot1							
	86 (67%)	6 (7%)	42 (49%)	18 (21%)	0	16 (19%)	4 (5%)
Lot 2							
	15 (12%)	5 (33%)	9 (60%)	1 (7%)	0		
Lot 3							
	28 (22%)	1 (4%)	15 (54%)	10 (36%)	0	1 (4%)	1 (4%)
On Peninsula Framework							
Not Ofsted Regulated							
Lot 4							
	59	n/a	n/a	n/a	n/a	1 (2%)	n/a

*Source Children's homes inspection outcomes Oct to Dec 2012 Provisional Ofsted 04a1212CSC data children's homes

New framework tender fourth quartile, 2014

All providers within the Peninsula area are able to apply online via Pro Contract to the Framework of preferred providers with opportunities to join every six months. With the exception of the 16+ category, each provider is challenged on Complaints, Safeguarding, Challenging Behaviour and Safer Recruitment. The 16+ providers must score a minimum of 5 out of 10 or above in each of the three quality questions set.

Future Progress

The Peninsula commissioning and procurement partnership are focuses on the new Parent and Child Residential Family tender which is being led by Somerset and is a great opportunity to improve this provision which is very low in the area.

Gaps

- Learning disability placements
- Parent and child placements

The other placement area where there is a need to drive up quality locally is in the 16+ providers. These services are not regulated by Ofsted. In order to assist these providers specific guidance was produced after round one of the Peninsula tender process. Further development work is taking place regionally with Peninsula partners to improve the quality of these independent sector services.

Ofsted grades of Children's Homes within the Peninsula Area*

Within the Peninsula Area		Outstanding	Good	Adequate	Inadequate	Closed	Not Inspected
All Ofsted graded provision	TOTAL 118	8 (7%)	58 (31%)	43 (23%)	1 (1%)	0	8 (7%)
Children's Homes							
Cornwall	14 (12%)	0	9 (64%)	5 (36%)	0	0	0
Devon	40 (34%)	2 (5%)	26 (65%)	7 (18)	1 (3%)	0	4
Plymouth	6 (5%)	0	1 (17%)	3 (50%)	0	0	2 (33%)
Somerset	43 (36%)	3 (7%)	15 (35%)	23 (53%)	0	0	2 (5%)
Torbay	4 (3%)	0	4 (100%)	0	0	0	0
Within the Peninsula Area		Outstanding	Good	Adequate	Inadequate	Closed	Not Inspected
Residential Schools							
Cornwall	1 (1%)	0	1 (100%)	0	0	0	0
Devon	5 (4%)	1 (20%)	1 (20%)	3 (60%)	0	0	0
Plymouth	0	0	0	0	0	0	0
Somerset	2 (2%)	1 (50%)	0	1 (50%)	0	0	0
Torbay	0	0	0	0	0	0	0
Secure Units							
Cornwall	0	0	0	0	0	0	0
Devon	1 (1%)	0	1 (100%)	0	0	0	0
Plymouth	0	0	0	0	0	0	0
Somerset	0	0	0	0	0	0	0
Torbay	0	0	0	0	0	0	0

Information taken from Children's Homes List for Lac 20140602. June 2014

Action to improve quality

Torbay and Peninsula authorities have clearly signalled to local providers that the aim is to favour placements with good or outstanding providers and the authorities are actively working to assist more providers to reach this standard.

Also providers graded as inadequate by Ofsted are not eligible to join the Peninsula provider list.

The new framework list that first came into use on April 1st 2013 now has 141 sites listed for use offered by 39 organisations. Because this tender opens several times a year until March 31 2017 more providers will come onto the list on a regular basis each year increasing the supply of placements locally. For example in the current application round open at the moment over 20 further providers have applied to join the list

In the last tender round, 33 organisations submitted an application and 8 were successful. This resulted in 174 sites being added and 50 organisations on the framework. This result shows that the LA's expect a high level of quality and safeguarding for our placed children as well as value for money. Providers are encouraged to re-apply at the next round and offered support to improve their applications where necessary. The peninsula is approaching the deadline for the new tender applications, but it is unknown how many new providers will be applying. Successful providers will be added to the framework in December.

From information available publicly from Ofsted March 2013, within the Peninsula there are:

- 3 boarding schools with 429 places
- 113 children's homes with 415 beds, 86 in the private sector with 253 beds
- 5 further educational colleges with residential accommodation of 440 places
- 5 residential family centres with an estimated 27 places
- 1 secure home with 8 beds
- 13 Residential special schools with 560 places and
- 7 residential special schools > 295 days per year with 199 places

In the broader SW region in total (ie these figures already include providers listed by Ofsted in each Peninsula local authority area) there are 61 independent sector providers registered with Ofsted that could potentially come onto the Peninsula frameworks.

Recent national analysis of the independent sector foster care market indicates that the Peninsula has a similar pattern of provision to other peripheral areas in the UK such as the North East ie the big three foster care agencies have a larger share of the local market (@60% as opposed to @40% elsewhere). A strategy of ensuring a diverse market with mid-range competitors to the large nationals would be in the interests of ensuring sufficient supply and increasing value for money to maximise the purchasing power of the Peninsula authorities.

It is also notable that providers that enjoy a near monopoly as a regional supplier are less likely to be receptive to negotiation on price or other issues. The current co-ordinated Peninsula response to developing these markets and communicating with these suppliers is helpful.

Market Analysis

Most of the regional children's placement market of both children's homes and fostering is under pressure because of the increase in the numbers of children coming into care across the region, and the rise in the complexity of their needs.

Although there is currently a list of 141 provider sites available on the Peninsula frameworks list it has not always been possible to match a child to a placement within the local area., and this has knock on implications for outcomes for children and young people, as well as cost implications for the statutory and other agencies working with Torbay children in care.

☒☒We have particular shortages of foster care placements in the following areas: parent and child foster carers; foster carer for sibling groups; children from minority communities; young people on remand; risk taking teenagers with complex and challenging needs (such as at risk of substance misuse

Sufficiency of placements for looked after children

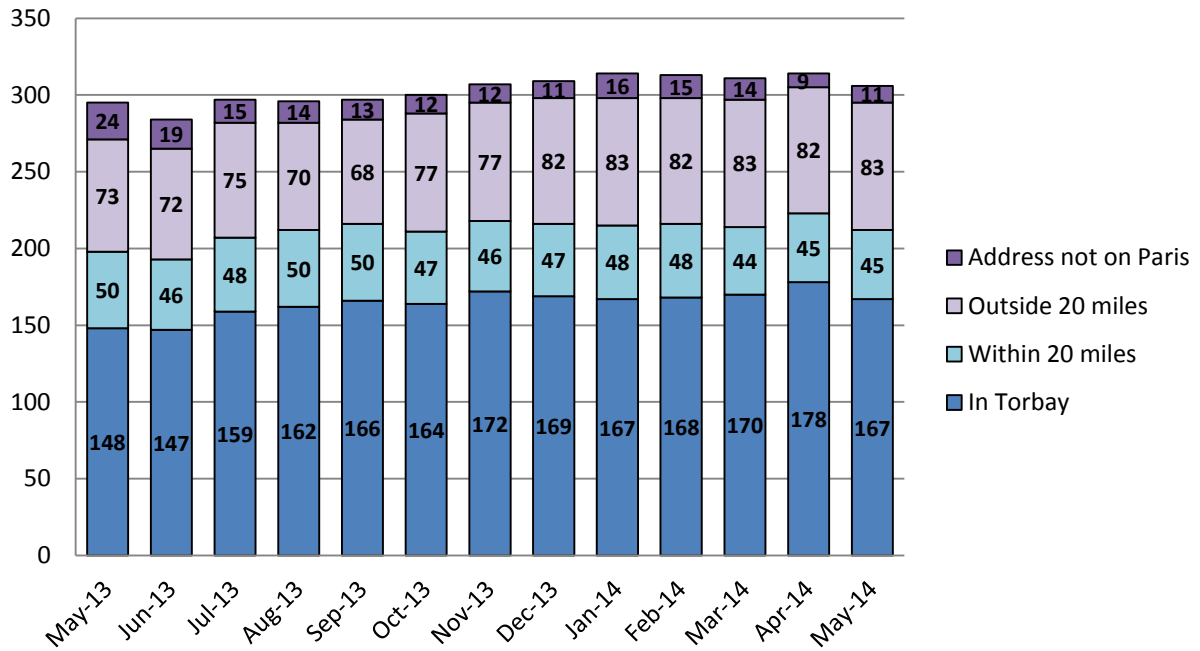
On April 2014 ? children were looked after by Torbay. Of these:

241 were placed in foster care.

39 were placed in children's homes, hostels or secure units and 4 were placed in residential special schools.

Within the 20 mile Torbay boundary the following placements are potentially available to meet the demand for placements – potentially possible if the registration details are looked at– spk to Bob Lord but we can say now :-

Children Looked After Placement Distances



Address not on Paris = Children placed for adoption

Dec 2014.