

Children in Care Placements Commissioning and Sufficiency Strategy

2019 – 2022

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Derby City Council

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If you are a provider and would like more information or considering provision in Derby,
please contact:

ChildPlacementsTeam@derby.gov.uk on 01332 64 2699

1. Introduction

The Derby 2019 – 2022 Placement Sufficiency Strategy details how Derby City Council intends to meet the ‘Sufficiency Duty’¹ set out in Section 22G of the Children Act 1989. It:

- Sets out the Council’s vision and approach to meeting its responsibilities to provide secure, safe and appropriate accommodation to children in need, children in care and care leavers over the next three years,
- Is informed by current and anticipated sufficiency requirements, market changes, gaps and opportunities, drawing on a wide range of available national, regional and local data, and
- Identifies the key challenges that we face in achieving sufficiency and our approach to overcoming them.

Consideration has also been given to the independent report, Foster care in England (February 2018). Sir Martin Narey and Mark Owers's independent review of the fostering system in England contains recommendations to the government about improving foster care, noting a key focus is improving relationships with providers is critical. Providers themselves will need to have an integral role in sufficiency planning and be given greater opportunities to become involved in market development.

2. About Derby

Derby City is city built on science and industry. It’s a diverse, compact city of 30 square miles in the East Midlands with a population of 257,000 people including 59,670 children and young people under the age of 18.

There are a number of challenges:

- The city is divided into 17 wards and is ranked as the 55th most deprived local authority, with some of our wards being the most deprived in the country.²



257,000
Population of derby



90%
Satisfaction with
Derby as a place to
live



£54,700
Gross Value Added
per worker



£28,650
Average earnings
of residents



55th of 326 authorities
Deprivation

A raft of local intelligence ensures we continually review our approach to meet the needs of children and young people.

¹ Duty to take steps that secure, so far as reasonably practicable, sufficient accommodation within the authority’s area which meets the needs of children that the local authority are looking after; and whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the local authority’s area (‘the sufficiency duty’).”

² Derby has been identified as a social mobility cold spot, thereby benefitting from the Department for Education (DfE) Opportunity Areas programme of additional funding for Children and Young People

Vision for the City

Our Council Plan³ 2019-2023 outlines our vision for Derby. For children and young people this is about providing the ambition and opportunity to succeed, be healthy and happy:

Vision	Derby – a caring and successful city at the heart of the Midlands, proud of its heritage and ambitious for the future		
Themes	A city with big ambitions	A city of health and happiness	A council focussed on the things that matter
Focus	Regeneration Economy Transport Skills Culture	Health and wellbeing Leisure Children and adults Housing Neighbourhoods	Delivering for Derby Engaged Modern and efficient Value for money
	Closing the Gap		
Values	We're bold	We're strong	We care about Derby
	Great people, working as one team		
	We're here for Derby		

Working together to close the gap

Working together to target services effectively towards vulnerable groups including children in care, new communities and children living in poverty, to increase their opportunities, reduce inequalities and improve outcomes against the Boards' four priority outcomes...

Children, young people and their families are safe

Children and young people are supported to achieve and become work ready

Improved health, emotional well-being and mental health for children and young people

Vision for Children

Derby's Children and Young People Plan⁴ 2018 - 2020 sets out the wider context for working in partnership in children's services in Derby City, outlining the work of the Children, Families and Learners Board, with the aspiration...

Key challenges

- Derby is a small, culturally diverse city with a population of 251,423 representing 182 nationalities.
- The population of Derby is younger, and more deprived than the England average and there are some significant gaps between the health and well-being of residents across the different wards of the city and pockets of diverse communities.
- Unemployment, domestic abuse, alcohol and substance misuse, and immigration all impact on the volume and complexity of needs presented by children and young people. Derby's Children in Care (CiC) population has been increasing over the last 12 months⁵ and is now at a 5 year high, higher than both the national average and average of its statistical neighbours.
- Increases in the number of children and young people requiring placements and changes in the needs of those young people, combined with a shrinking public sector, legislative changes (particularly from welfare reform) and local factors have all impacted upon local sufficiency requirements.
- Improving outcomes for children in care, particularly those highly complex children and young people, who often have multiple needs and display highly challenging behaviours which lead to placement instability and escalating care needs, is a challenge.

³ www.derby.gov.uk/council-and-democracy/vision-derby/working-in-partnership/

⁴ www.derby.gov.uk/council-and-democracy/councillors-democracy-elections/policies-and-plans/partnership-working/

⁵ to 31 March 2019

3. Commissioning Direction

Commissioning Intentions

We aspire to provide every child and young person with the best possible local placement (where appropriate), which meets their needs, wishes and feelings and provides them with the opportunity to thrive and achieve.

- Reduce the use of high cost placements through increased local sufficiency and by developing a wider range of placements to meet need.
- Aim to place a minimum of 75% of all children and young people 'locally', i.e. within 20 miles of the centre of Derby. For those placements made outside of the local area, we will strive to ensure equality of service offer,
- Listen to the voice of children and young people and use their feedback to inform and influence services
- Secure the best possible placement for every child and young person, considering their needs and wishes,
- Drive to measure children and young people's outcomes across all placements, developing an understanding of what does and does not work and acknowledging when something needs to change, and
- Continually review our offer, practice and commissioning activity in light of changing demographics, need, feedback and constraints.

Key sufficiency challenges

- **The number of children coming into care continues to rise.**
- **There is difficulty securing local foster and residential placements - more young people are placed 'at a distance' than we would like.**
- **There is difficulty finding foster placements for young people with complex and challenging behaviour and needs, particularly teenagers, and for households which reflect the background of our children.**
- **More placements are needed for large sibling groups, and specialist placements for those with complex needs such as risk of:**
 - **Child Sexual Exploitation**
 - **Offending behaviours**
 - **Physical and learning disabilities and**
 - **Mental health issues such as self-harm, and drug use.**
- **There are reducing numbers of 'in-house' fostering households.**
- **There has been an increase in number of Unaccompanied Asylum Seeking Children.**

Commissioning Strategy

- **Make best use of all existing provision**

All placements referrals (for both internal and external residential homes, foster carers, supported accommodation) are routed through the One Stop Shop, the single point of access for referrals for any placement type for Children in Care and Children in Need. Placements are always sought with in-house provision prior to considering services from external providers.

We work closely with our in-house provision determine local availability: The Council operates a number of children's homes which are being refocused to support step down, and a Corporate-wide initiative to increase the number of in-house foster carers is in place, focussing on Marketing & Sales, and Pathways to Approval. External provision sourced is external residential homes, foster placements and supported accommodation. A further review of inhouse residential provision is planned.

- **Ensure consistent, quality and cost effective provision**

Our focus is ensuring good outcomes - best value, driving up quality and ensuring early intervention leading to de-escalation of need and greater placement stability for better outcomes for our children and young people. We recognise that the more we achieve in terms of placement stability and improved outcomes for our children and young people, the greater our influence is on costs and value for money – partnerships and collaboration with providers is key to achieving both aims.

A monthly Residential Panel reviews and explores care plans for step down for children/young people in Residential Care.

- **Apply a range of commissioning approaches**

We continue to work with internal and external provision and commission through a range of mechanisms (such as frameworks, Dynamic Purchasing Systems, block and spot contracts) to ensure availability, quality and best value of services.

Commissioning approaches will be council specific and/or via regional/sub-regional partnerships addressing common needs and challenges. All commissioning will be strategic and needs-led, with robust procurement and contracting. There will be a drive for collaboration between partners, commissioners, the market and children and young people, to develop an outcomes focused market.

- **Work with providers**

We know that sometimes our commissioning approach may be difficult for providers, and by active market engagement we want to work better together. We hold market engagement events for providers, and have developed the D2N2 framework in partnership. We regularly meet with providers and listen and respond to the sector.

- **Listen to the voice of the child**

We will work directly with the Children in Care Council⁶ and network for Care Leavers when undertaking commissioning or development activity to ensure their views are central to decision making, and seek views from Social Workers and Independent Reviewing Officers and to understand

⁶ www.derby.gov.uk/health-and-social-care/children-and-family-care/children-in-care/children-in-care-council/

the individual needs, wishes and feelings of children and young people when sourcing individual placements⁷.

When asked what makes a good foster or children's home placement, the children and young people said they wanted a homely and friendly placement.

They were clear that they want to be listened to and have a say in their care, and emphasised the importance of having a robust health and safety in place at the placement. They told us they want a supportive and nurturing environment, where they feel safe and cared for and want to be able to talk to their foster carers and residential staff about their problems and have carers that are encouraging, caring and will give them good advice.

- **Jointly commission**

We will continue to build upon strategic relationships with other local authorities to achieve greater regional and sub-regional collaboration for future commissioning. We aim to inform, share intelligence, derive learning and best practice, achieve economies of scale and consistency from activity and develop a strong collaborate market position.

Local authorities deploy significant resources on placements for a small number of the most complex children and young people and we envisage being better able to meet these needs by working collaboratively.

- We source IFA and Childrens Homes placements through the D2N2⁸ CiC framework (see *D2N2 CiC Market Position Statement 2019*⁹, live from February 2020), whilst previously being part of the East Midlands Regional Children's Framework (EMRCF).
- D2N2 have formed a Regional Adoption Agency hosted by Nottinghamshire County Council and accepting adopters from across the East Midlands.
- We have been successful (with Nottingham City and Nottinghamshire County Councils) in applying for investment funding via Social Impact Bonds (SIB). This outcomes based contract will support de-escalation from residential care, foster placements at risk of breakdown (particularly where escalation to residential settings is likely), reunify children in care with primary carers / birth family, and provide Edge of Care services.
- We are currently working with D2N2 on:
 - Emergency assessment units supporting time-limited emergency placements, and move on into a more stable and longer term solutions;
 - Up to 12 weeks stepdown provision to support move on from secure/complex/specialist residential placements.
 - Block contracts with providers to deliver specialist, high needs placements.
- We continually seek to joint plan and joint commission between the service areas of Health, Education and Social Care¹⁰ as required by the Children and Families Act, sharing accountability, driving efficiencies, outcomes and preventing duplication. Complex Cases Panel specifically considers joint funded packages.

⁷ www.derby.gov.uk/council-and-democracy/your-voice-children-young-people/

⁸ D2N2 includes Derby City Council, Derbyshire County Council, Nottingham City and Nottingham County Council

⁹ www.derby.gov.uk/health-and-social-care/children-and-family-care/children-in-care/care-leavers-children-in-care/

¹⁰ Children and Families Act 2014 - Joint commissioning for CYP with Special Educational Needs and Disabilities

- **Local Placements for Local Children**

Where appropriate, the aim is for children and young people to remain living locally¹¹, taking into consideration maintaining a young person's educational, health, social and cultural connections and access to resources. The ambition is for 75% of all CiC to be placed locally. At 31st March 2019, of all CiC placed with external providers, 62% were placed within 20 miles of Derby, rising to 70% within 20 miles when considering all placements.

Where it is not possible to secure a local placement, the remaining matching criteria will be prioritised and we will evidence that it has done all that is reasonably practicable to secure a suitable placement.

We continue to work robustly and collaboratively with the provider market to understand who is placed within Derby and who the main providers are, and this is a key area of focus going forward.

- **Innovation**

We will continually review the needs across our areas and consider commissioning differently; different services or in a different way. We have been successful in applying for social investment funding for a SIB with DN2 partners, which focuses on social funding and outcome based commissioning. We are reviewing our approach to providing accommodation for unaccompanied asylum seeking children, focussing on housing partnerships. We have recently undertaken a full review of our approach to fostering recruitment, resulting in a Corporate priority focus.

¹¹ We define a 'local' placement as anywhere within a 20 mile radius from Derby City Centre

4. Recommendations to improve sufficiency

1 Best use of existing provision

- Review the configuration of inhouse residential provision, considering the feasibility of smaller homes
- Development of in-house semi-independent provision for USAC
- Make best use of inhouse availability information
- Increase the availability of in-house foster carers through Corporate Fostering Recruitment approach, payments for Skills and holistic packages of support
- Develop specialist inhouse foster carers (Permanancy scheme)
- Consider the availability of larger properties for inhouse carers with more children

2 Consistent, quality and cost effective value for money provision

- Regular review of placements
- Improvement in efficiency of contracting, quality assurance and supporting processes (ongoing)
- Clarification for staff regarding unregulated placements (Unregulated Placements Guidance)

3 Applying a range of commissioning approaches

- Consideration of block contracts
- Work with DN2 partners to deliver an Outcomes based model using social investment

4 Working with providers

- Improvements to payment systems
- Regular provider forums and meetings

5 Joint Commissioning

- Deliver a D2N2 framework for CiC placements (post EMRF), to improve access to local placements across the D2N2 footprint
- For D2N2 (phase 2) to meet the needs of CiC with block contracts for emergency provisions for fostering and residential placements
- Consider join-up of local sufficiency availability data
- Consider emerging health needs for UASC
- Work with NHS Derby and Derbyshire Clinical Commissioning Group to commission new arrangements supporting the emotional health and wellbeing for CIC, from April 2020, supporting placement stability
- Continue to work with partners in health to commission and fund appropriate placements for children in care who have complex health needs with supportive joint funding arrangements/pooled budgets where appropriate

6 Local placements for local children

- Support delivery of outcome based initiatives for children in care and on the edge of care (ie remain with family, reunification to family, stabilisation with carers, step down from residential), working with partners through a social impact bond.
- Review current model of Supported Accommodation, ensuring it best meets need in light of local changing demands, recommissioning Q2/2020
- Consider the feasibility of smaller inhouse residential homes

7 Innovation

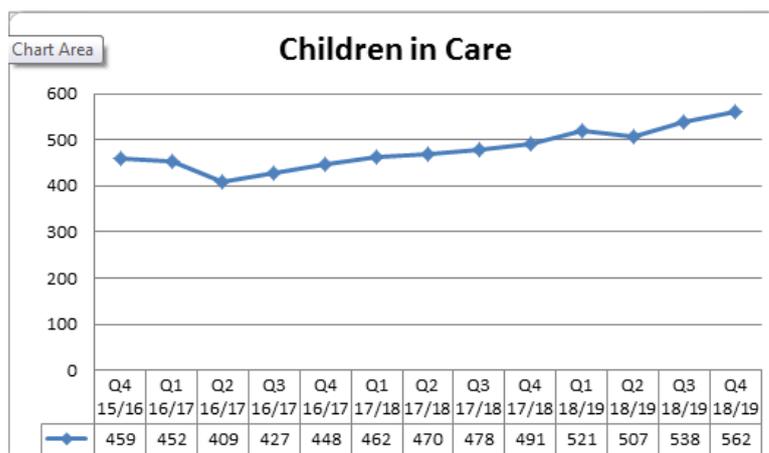
- Targeted early help interventions for edge of care, including adolescent groups

- Consideration of *DfE Supporting Families: Investing in Practice Fund* for rollout of best practice initiatives
- Use of Social investment for outcome based commissioning

Appendix 1: Children in Care Population Analysis (as at 31 March 2019)

Number of Derby Children in Care

The number of children in care in Derby continues to rise, from 491 at the end of March 2018, to 562 at the end of March 2019 and expected to further increase to March 2020.



Age and Gender

There has been an **increase in the percentage of children aged under 1** (6.9% / 39 babies).

Young people aged 10-15 years are the largest age group for entering care and this group has the largest percentage of children (40.0% / 225 children).

A total of 68 young people aged 16 or 17 were admitted into care, equating to **23% of all admissions into care during 2018-19** and an increase from 14% seen in 2018-19.

This is mainly due to the increase in UASC.

Of the 562 children in care at 31st March 2019, 57.3% were male.

The number of white british children entering care has reduced, with all other ethnicity groups increasing.

Approximately 25% of Derby's population are from Black and minority Ethnic (BME) communities. There is a disproportionate increase in numbers of children coming into care from the Roma community originating from Eastern Europe.

Number of Children in Care by Ethnicity at 31 March 2019

Ethnic Origin	Number	Percentage
Asian or Asian British	44	7.8%
Black or Black British	38	6.8%
Dual Heritage	69	12.3%
Gypsy/Roma	29	5.2%
White British	334	59.4%
White Other European	32	5.7%
Other	16	2.8%
Total	562	100%

Placement type

- 72% of children in care were in foster placements compared to a national average of 75%.¹²
- **69% of children and young people were placed in external provision, compared to 48% 3 years ago.**
- This directly correlates with an increase in the numbers of children in care and reduction in the number of inhouse foster carers.
- External placements are commissioned when an inhouse placement cannot meet need and/or complex and specialist placement options need to be explored.

¹² DfE Children looked after in England (including adoption and care leavers) year ending 31 March 2014

Of those in foster care, 74% of children and young people are with an IFA (compared to 58% in Dec 2016), a proportion which is continually increasing.

More large sibling group placements (5 or 6) are needed.

Specialist placements for those with complex needs/at risk, are also needed, ie

- Child Sexual Exploitation
- Offending behaviours
- Physical and learning disabilities
- Mental health issues such as self-harm, and drug use.

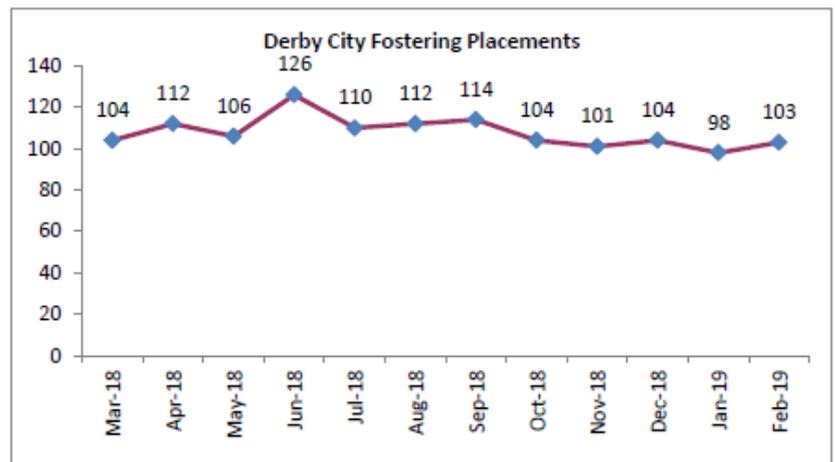
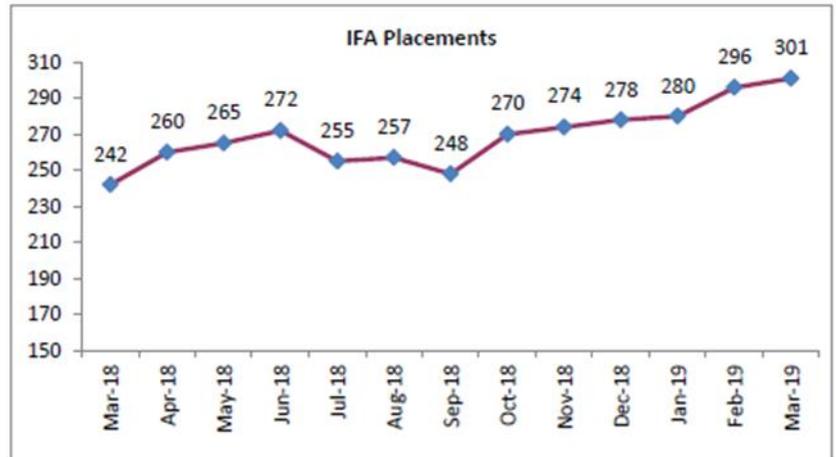
The number of inhouse fostering placements has reduced each year,

as at 31 March 2019 representing 26% of the total fostering placements in total.

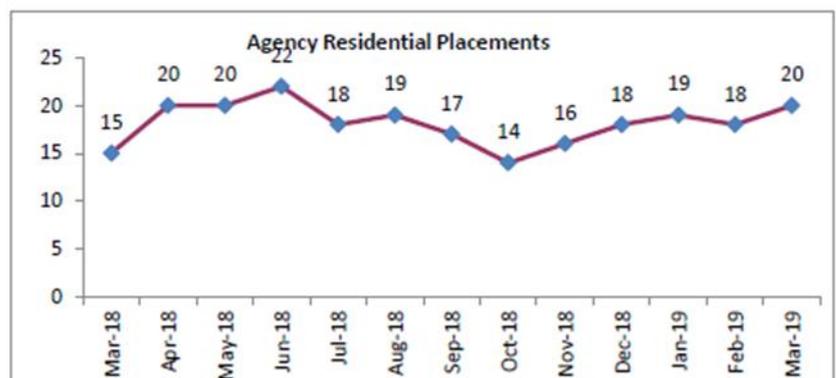
More local placements are needed for:

- **adolescents with challenging behaviour**
- **young people at risk of CSE,**
- **teenagers with complex mental health problems**

Independent Foster Agency placements [Also see D2N2 Placements Market Position Statement¹³]



External Residential Homes



¹³ D2N2 Placements Market Position Statement available at <https://www.derby.gov.uk/health-and-social-care/children-and-family-care/children-in-care/care-leavers-children-in-care/>

Derby City Council homes are currently rated by OFSTED as: Good (x3), Requires improvement (x1), Inadequate (x1).

There has recently been a programme of refurbishments and rebuilding and a **planned reduction in the overall number of residential units** from 39 to 24.

Internal Residential Homes (as at 31 December 2019)

Provision	Number of Places
Home A	4
Home B (specialist disability)	5
Home C	6
Home D	5
Home E	4
Total	24

Secure

7 young people were placed in Secure Units, YOI or Prison, an increase from 3 young people at 31st March 2018. The rise in placements within secure settings is due to an increase in high level needs young people that have required a secure placement at a distance from Derby City to ensure their safety.

Semi-independent provision

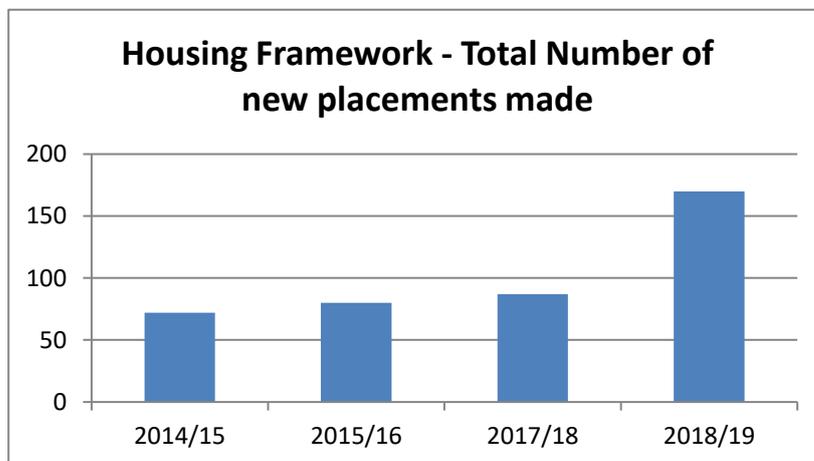
An Accommodation and Support framework (Housing Framework) and Nottingham City High Needs framework are used to support 16 and 17 year olds (children in care/children in need 16/17 years and Leaving Care, with a block contract for 5 emergency beds.

A new DPS¹⁴ will be implemented during Q2/2020 and this area is under review for 2021 onwards.

Previous support packages ranged from 5 hours to 25 hours.

There has been a significant rise in late 2018/19 from Unaccompanied Asylum Seeking Children (UASC) requiring placements whilst age assessments take place, impacted by a local resettlement centre.

As at 31 March 2019, there were 74 placements in total comprising 62 Children in Care (inclusive of 38 UASC) and 12 Children in Need.



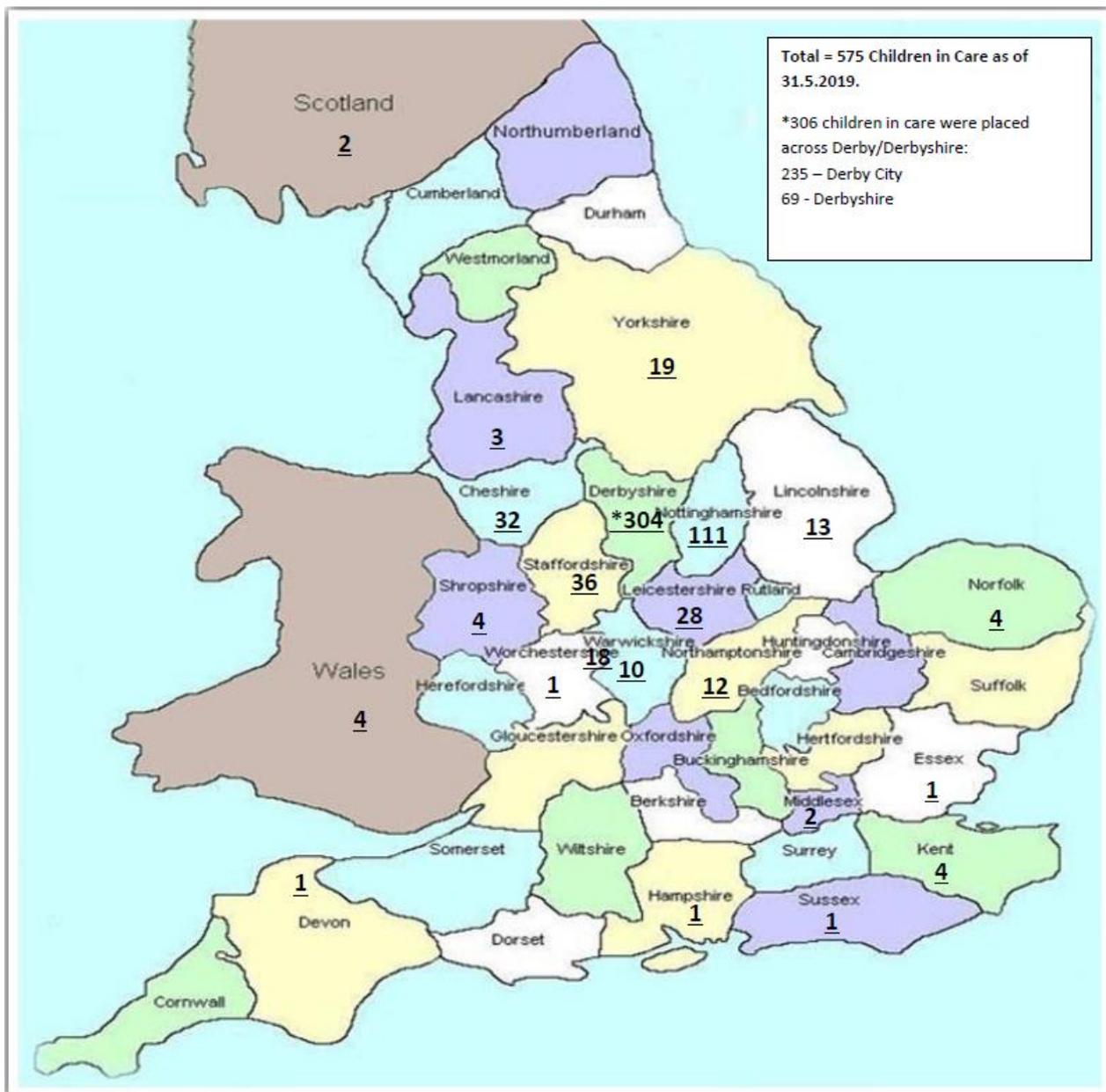
¹⁴ DPS - Dynamic Purchasing System

Where are our Children in Care?

60.3% of all Derby's children in care cohort are placed outside the Derby City Council local authority boundary; this includes those placed in Derby City Council and independent provisions.

Due to the compact nature of Derby, we also consider the distance of young people over twenty miles as a key indicator.

Children in Care placed in foster, residential and semi-independent placements both through local authority and private provision as of 31 May 2019



As at July 2019, there were 70 LAC placed in Derby by other Local Authorities. Of these, 31 were placed in residential settings and 39 in fostering placements.

Appendix 2: References

In developing this Strategy and on-going plan for sufficiency, Derby City Council is mindful of the regulatory and legislative requirements. These include:

- Care Planning, Placement and Review Regulations 2011
- Fostering Regulations (2011) and Minimum Standards (2011)
- Adoption Regulations (2014) and Minimum Standards (2011)
- Children's Homes Regulations 2001, amended 2013
- Children and Families Act 2014
- Staying Put guidance, Planning Transitions to Adulthood for Care Leavers, 2014
- The State of the Nation Children in Care and Care Leavers Survey 2015
- The Children Act 1989 and the Children and Young Persons Act 2008
- Working Together to Safeguard Children 2015
- The Care Standard Act 2000
- The Children's Home's (England) Regulations 2015, including the Quality Standards (2015)
- Fostering Services (England) Regulations 2011
- The UN Convention on the Rights of the Child (Article 12)
- The National Standards for The Provision of Children's Advocacy Services 2003
- Care Planning and Fostering (Miscellaneous Amendments) Regulations 2015
- Promoting the education of looked after children 2014
- Promoting the health and wellbeing of looked after children 2015

We can give you this information in any other way, style or language that will help you access it. Please contact us on: 01332 64XXXX
Minicom: 01332 640666

Polish

Aby ułatwić Państwu dostęp do tych informacji, możemy je Państwu przekazać w innym formacie, stylu lub języku.

Prosimy o kontakt: 01332 64XXXX Tel. tekstowy: 01332 640666

Punjabi

ਇਹ ਜਾਣਕਾਰੀ ਅਸੀਂ ਤੁਹਾਨੂੰ ਕਿਸੇ ਵੀ ਹੋਰ ਤਰੀਕੇ ਨਾਲ, ਕਿਸੇ ਵੀ ਹੋਰ ਰੂਪ ਜਾਂ ਬੋਲੀ ਵਿੱਚ ਦੇ ਸਕਦੇ ਹਾਂ, ਜਿਹੜੀ ਇਸ ਤੱਕ ਪਹੁੰਚ ਕਰਨ ਵਿੱਚ ਤੁਹਾਡੀ ਸਹਾਇਤਾ ਕਰ ਸਕਦੀ ਹੋਵੇ। ਕਿਰਪਾ ਕਰਕੇ ਸਾਡੇ ਨਾਲ ਟੈਲੀਫੋਨ 01332 64XXXX ਮਿਨੀਕਮ 01332 640666 ਤੇ ਸੰਪਰਕ ਕਰੋ।

Slovakian

Túto informáciu vám môžeme poskytnúť iným spôsobom, štýlom alebo v inom jazyku, ktorý vám pomôže k jej sprístupneniu. Skontaktujte nás prosím na tel.č: 01332 64XXXX Minicom 01332 640666

Urdu

یہ معلومات ہم آپ کو کسی دیگر ایسے طریقے، انداز اور زبان میں مہیا کر سکتے ہیں جو اس تک رسائی میں آپ کی مدد کرے۔ براہ کرم 01332 64XXXX منی کام 01332 640666 پر ہم سے رابطہ کریں۔



Derby City Council