Developing commissioning of placements for children in care
Welcome

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Chair, Resources & Sustainability Policy Committee, and Corporate Director – Children, Young People and Education, Kent County Council
Sir Alan Wood
Chair, Residential Care Leadership Board
South London Regional Commissioning

Louise Mackender De Cari – RB Greenwich
David Borland – RB Greenwich
Mel McArthur - SLCP

05/07/2018
South London Commissioning Programme

12 South London Boroughs working together with a common aim of commissioning good quality placements for children and young people which meets their needs and delivers their outcomes in an efficient way across 2 strands SEND and Looked After Children.

- Following success of SEND project, eight Boroughs have agreed to work on a similar project for Looked After Children
- Project will learn from SEND
The overall aim of the project is to put in place a sub-regional framework which will help target reductions in SEN costs through obtaining improved rates with a group of preferred independent providers to the benefit of Croydon and its partners.

The South London Commissioning Programme

How we came together to speak with “One Voice”

Problem
No of SEN statements increasing year on year.
Limited capacity in the market which was costly and complex to manage
Overlap of providers across authorities

Initial meeting
On the 14th November 2012 Croydon held a meeting with:
• Sutton
• Kingston
• Bromley
• Bexley
To discuss actions and experiences
Impact of other arrangements
Benefits & Risks
Performance management

Process
Common objectives while being flexible to local priorities
Clear success criteria
Establish a clear starting point for each borough on joint working.
Sign up at senior level and commitment of resources,
Ability to demonstrate benefits for providers
Be clear of scope and whether we are only looking at SEN commissioning
Need to consider cost of SEN transport as headline placement cost is not always a true reflection of the total cost

Solution
The South London Commissioning Programme

Key principles for joint working

When attempting to implement a greater sub-regional working it is essential that all authorities involved come together to agree a set of key principles that will underpin this work.

Quality – use good quality providers that are happy to dialogue and work with the Council to support best outcomes for Children and support the Council’s key objectives when making placements. This will be evidenced through their OFSTED rating, however will also be informed by our experience;

• Quality at a fair price – We are willing to pay more for more specialist / higher need placements. Although we will allow flexibility in the cost of specific placements, placements of similar levels of support should be of a similar cost;

• Performance Management – All providers must work to achieve positive outcomes, provide evidence to demonstrate progress and achievements of the child in placement and expect regular monitoring visits;

• Value for Money– Providers must assist the Council to achieve value for money across its placements, and so must be willing to look at and examine areas for cost reduction such as volume discounts.
### The South London Commissioning Programme

**Levels of working together**

<table>
<thead>
<tr>
<th>Increased joint working, increased complexity and time to develop and introduce</th>
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<tbody>
<tr>
<td>No Joint working, each Borough works independently of each other.</td>
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<tr>
<td>Data Shared between authorities to understand key providers; areas of spend and variance in cost for similar placements.</td>
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<tr>
<td>Separate commissioning teams go to market together to negotiate with providers to agree consistent inflationary uplifts, possible volume discounts.</td>
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<tr>
<td>Jointly procured contractual arrangements with providers such as a SEND DPS across a number of authorities. Continue to purchase in separate teams but through unified process.</td>
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<tr>
<td>Fully integrated commissioning with one commissioning team across the partnering authorities. All placements made through this team and through single process (where possible).</td>
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The South London Commissioning Programme

Governance arrangements

Collaboration Agreement

- Individual Project Agreement
- Contractual Agreement with Platform Supplier
- Contractual Agreement with Core suppliers of service
The South London Commissioning Programme

Governance arrangements

- Terms of Reference
- Project Board
- Operational group
  - Working Group Procurement
  - Working Group Finance
  - Working Group IT
**ICT Platform: What is a DPS and how does it work?**

### Registration, accreditation and enrolment

- **Register parent company** at [http://ict.provider/#](http://ict.provider/#)
- **Accreditation** - standard CCS questions
- **Enrolment of supplier** – policies and service and strategic outcomes

Approval received. Able to offer new placements to South London boroughs.

Receive email alerts and log in online to view placement requests.

### Placement commissioning

- **Providers consider appropriate placement requests**
- **Log on to view more information**
- **Respond with placement offer** - including how you will meet needs, outcomes & costs

If shortlisted, opportunity to further review needs

Shortlist based on price and quality score from enrolment

Quality score based on inspections and strategic & service level outcomes

**Accreditation – standard CCS questions**

**Enrolment of supplier** – policies and service and strategic outcomes

**Providers consider appropriate placement requests**

**Log on to view more information**

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Impact of SEND DPS

• Since June 2016 (SEN DPS go live) the 10 Boroughs have commissioned approximately 367 new NMI school placements spending approximately £11.8m annually. Source: Borough data provided in September 17.

• The cost avoidances associated with the DPS commissioned placements was £199k which equated to approximately 11% savings on the transactional spend. Source: Programme data.

• There are other benefits associated with commissioning new placements via the DPS and due to a more efficient consultation process being in place it is likely that Boroughs will see savings associated with better use of staff time and increased capacity which is not currently calculated or monitored via SLCP.
DfE Innovation Proposal

• Our proposal addressed are linked directly to the first two recommendations made in Sir Martin Narey’s review of residential care:
  
  • “An early priority for the DfE must be to facilitate the improvement of local and regional commissioning skills. Simultaneously, DfE must require local authorities to come together into large consortia for the purpose of obtaining significant discounts from private and voluntary sector providers.”

  • “I recommend that the DfE urge local authorities and consortia, and all providers, to subscribe to Link Maker.”

• The proposal states that the South London Boroughs will jointly develop a sub-regional commissioning arrangement to improve outcomes for looked after children and young people. Including:

  ➢ **Standardising best practice**;
  ➢ **Maximise our purchasing power** to secure efficiencies;
  ➢ developing a **joint sufficiency plan** and **market position statement**;
  ➢ **encouraging diversity** in the residential and foster care market; and
  ➢ **improving placement choice** and **stability**.
LAC Commissioning Project

12 South London Boroughs working together with a common aim of commissioning good quality placements for children and young people which meets their needs and delivers their outcomes in an efficient way across 2 strands SEND and Looked After Children.

• Following success of SEND project, eight Boroughs have agreed to work on a similar project for Looked After Children
• Project will learn from SEND

• Croydon will be part of the Residential side only as it has an extant IFA Framework
• Other Boroughs may join in due course as existing arrangements expire
LAC Project Aim and Approach

Collaboration across boroughs and political boundaries for a common goal – establishing an integrated solution to enable the commissioning of **good quality residential care and fostering placements** that achieve the **best outcomes** for our children and young people in an **efficient way**.

- DfE Innovation Fund;
- Formalising the partnership as a foundation for future development;
- Working with the regions and sub-regional alliances to identify synergies and avoid duplication; and
- Working with Central Government to inform national policy.

- Simplifying Contract Management arrangements;
- Agreeing a protocol for collaborative action where service quality deteriorates from year two;
- Implementing e-contracting; and
- Developing a consistent approach to quality assurance.
South London Commissioning Programme
IFA & Residential Provider Event identified 7 key themes

- All Providers want more input from C&YP in the process

- Information regarding children and young people needs improvement.
  - Child’s input is really important. E.g. previous education placement, finances, needs of the child, reason the previous placement broke down.

- Strong input from C&YP who should be able to access information about the different providers and add a wish list.
  - System needs to be proactive and have alerts re referral closure, or updated, different professionals can add information to referral

- Define what Therapeutic care means.
  - Strong input from C&YP who should be able to access information about the different providers and add a wish list.

- Health & Education
  - What are the requirements. How are costs split and agreed on (tripartite funding)

- Therapeutic Care
  - Define what Therapeutic care means.

- Referral / Forms
  - Work with and understand how other arrangements work
  - Don’t undermine but compliment

- Contract
  - Streamline contracts
  - One standardised contract

- IT Systems
  - Work with and understand how other arrangements work
  - Don’t undermine but compliment

- Sub Regional Arrangements
  - Work with and understand how other arrangements work
  - Don’t undermine but compliment

- Child Centred Approach
Work undertaken so far:

- Analysis of spend over 3 years
- Analysis of 903 data returns over 3 years
- Deep Dive of Residential cohort as of the 31st March 2018
- Provider Engagement launch
- Researched sub – regional arrangements on a national level
- Provider survey launched
- Needs analysis commenced for IFA foster carers across partner boroughs
- Shared learning across Innovation partners
- C&YP engagement event 1st August 2018
- Requirements gathering investigation to understand:
  - People, Places , Process
- Production of process maps for all eight boroughs
- Referral form analysis
Next steps:

✓ Determine an Integrated Commissioning Solution (ICS) collectively with Local Authorities (LA), Providers and Children & Young People

✓ Procure an Information Technology (IT) platform to support the management of the ICS

✓ Produce a Market Position Statement (MPS) which will help to develop the market by identifying needs and gaps

✓ Work with Key stakeholders including new entrants into the market though continuous engagement

✓ Work with Placement Officers, Social Workers and LA personnel to ensure the system is used in a proactive way to yield the most savings
Programme staff profile

Potential annual spend

<table>
<thead>
<tr>
<th>SEND – Borough Contributions</th>
<th>LAC – DfE funding</th>
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</thead>
<tbody>
<tr>
<td>£156,185</td>
<td>£383,709</td>
</tr>
</tbody>
</table>

Total programme annual spend £539,894
Key Contact

Check out our website:

http://www.slcp.org.uk

Connect with us here on Twitter:

https://twitter.com/slcp

Email:
slc.lac@croydon.gov.uk
ADCS Summer Conference - Workshop

Valuing Care

Marion Ingram, Operations Director,
Hertfordshire County Council
5th July 2018
What is Valuing Care?

A new approach to capturing, quantifying and tracking the needs and outcomes of children in our care by:

- Introducing a consistent measurement approach
- Capturing and rating the needs of children entering care
- Evidencing how children’s needs and outcomes change

Then:

- Aggregating needs and cost intelligence to underpin needs-based population-level commissioning

Hertfordshire, Oxfordshire and Central Bedfordshire have developed this new way of working and are sharing learning and combining market development influence through the Valuing Care programme co-ordinated by iMPOWER Consulting. The programme is open to new members.
The Outcomes Challenge

Assessment is partial, inconsistent and based on risk not strengths

The child’s story is reduced to a ‘label’ by the time of placement

There is no baseline of what the child needs and what they are aiming for

Potential providers price in uncertainty and risk, due to limited/the wrong information

Placement and containment become good enough. There is no accountability for adding value to the life chances of children
The Financial Challenge

1. The relationship between placements spend and need / outcomes for LAC is unclear
2. Placement commissioning and brokerage judgments are inconsistent and inequitable
3. Financial planning and control is not possible and value cannot play a role in practice
4. Budgets are not ‘right-sized’ and spend cannot be explained in the context of needs / outcomes. We manage by anecdote
5. Unforeseen ‘overspend’, loss of credibility and strategic learning opportunity missed
The Opportunity and Ambition...

**Current system**

- Cost
- Lack of ‘outcomes’ for inspection
- Presenting behaviour & risk
- Reactive
- Containment
- Measurement of outputs
- Commissioning by anecdote
- Provision not meeting need
- Erratic spend & opportunistic
- Savings
- Fragmented professional silos

**Valuing Care**

- Value
- Clear story on improvement
- Holistic view of need
- Proactive
- Ambition
- Measurement of impact
- Evidence based partnerships
- Provision shaped to meet need
- Investment & financial control
- Consistent needs led conversation
The Needs Measurement Tool uses the 12 indicators set out below grouped into six ‘Outcome Bee’ domains.
<table>
<thead>
<tr>
<th></th>
<th>Description</th>
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<tbody>
<tr>
<td>1</td>
<td>Has a physical health need that requires additional support</td>
</tr>
<tr>
<td>2</td>
<td>Needs support with their emotional health or diagnosed / undiagnosed mental health condition</td>
</tr>
<tr>
<td>3</td>
<td>Needs support and encouragement to form positive and healthy attachments and friendships, free from any form of exploitation.</td>
</tr>
<tr>
<td>4</td>
<td>Needs support to make safe decisions around the use of drugs; alcohol and sexualised behaviour</td>
</tr>
<tr>
<td>5</td>
<td>Has an assessed learning difficulty or disability and requires additional support to manage this</td>
</tr>
<tr>
<td>6</td>
<td>Has a lower level of educational progress and therefore requires additional support to achieve at the expected level in school.</td>
</tr>
<tr>
<td>7</td>
<td>Needs support to manage emotions; respond to stress and to self-regulate or observe appropriate boundaries.</td>
</tr>
<tr>
<td>8</td>
<td>Needs support to engage in social activities in their community.</td>
</tr>
<tr>
<td>9</td>
<td>Needs support in developing age-appropriate self care skills.</td>
</tr>
<tr>
<td>10</td>
<td>Need support in setting age-appropriate goals and objectives</td>
</tr>
<tr>
<td>11</td>
<td>Needs support to ensure wishes, opinions and feelings are known.</td>
</tr>
<tr>
<td>12</td>
<td>Needs support to understand their identity, their life story and to develop positive self-esteem.</td>
</tr>
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Challenging our assumptions...
Starting to compare...

Average needs occurrence by placement

Average needs score by placement

In County
Out of County

HCC  OCC  Overall

Starting to compare...
And seeing the similarities

Peak needs at 7/8 and 12 years.
For the first time we can identify and target support needs at the point of placement

We can set needs-led goals and measure progress towards achieving them, as a team around the child

We can map changing need over time

Young people and their carers are fully involved

We can see this for each child, and for all children in care

Valuing Care – seeing what we are achieving…
Valuing Care: from Cost to Value

Cost vs weighted need

[Graph showing cost vs weighted need]
What Providers have told us

- Too much detail within placement referral forms
- Want consistency in the information they receive
- Require clear information which helps identify the needs of the child
- Wish to know what the children and young people want
- Need to evidence and celebrate successful outcomes and value added
- Want to agree on future goals and placement support
- Would like strategic commissioning discussions to be founded in more intelligent analysis of need
**Early feedback**

- **CHICC:** we like that the positives come first, better talking about needs than risks.
- **Provider:** We can’t price effectively without the right info.
- **Brokerage:** Focused on the child’s needs and the support required.
- **Provider:** It will help us with Ofsted by giving extra measures and layers of evidence.
- **CHICC:** the placement request form gets to the good stuff straight away.
- **Provider:** We’ll use it whether or not the council does.
- **Swers:** Really powerful in a multi-disciplinary conversation.
- **Provider:** L/T it will help the relationship with the market.
- **Swers:** Gives the team a common language around the child's needs and the support required.
- **Brokerage:** Helps us be clear with our expectations of providers.
- **Provider:** It will help us with Ofsted by giving extra measures and layers of evidence.
Realising the Benefits:

Changing the conversation, child by child

**Short term**
- Better referrals
- Improved matching conversations, incl. in-house
- Better targeted support
- Focussed ambition-setting
- Targeting need reduction in existing placements at review
- Using needs ‘intel’ to discuss basis for additional supports (and costs / price)
- Low value (vs ‘high cost’) placement reviews

**Medium term**
- Targeted step-down (PBR option)
- Targeted reunification opportunities
- Basis for contract management
- Improved permanence planning and action
- Outcomes basis for innovation, investment, sufficiency planning and commissioning

**Long term**
- Needs-based market shaping
- Volume commitments based on needs profiles
- New supply centred on local need
- Needs-based pricing
- Consistent resource allocation and ability to explain spend / forecast
- Greater financial control

✓ Looking for win-win with providers, stimulating more of the provision we need
✓ Engaging providers at a local, regional and national level, but as three councils!
Valuing Care: last thoughts...

1. Can this approach help us engage collectively with ‘the placement market’ regionally or nationally?

2. Can the approach provide a new way of working in other areas where we have need and demand which it would help to quantify and analyse? SEND? Adoption Support? Early Help?

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@SSHerts1
Questions?

Have you considered joining the ADCS Resources & Sustainability Policy Committee?

Visit [www.adcs.org.uk/committees/rspc](http://www.adcs.org.uk/committees/rspc) for further information