

Commissioning Strategy 2017-2020

Appendix B

Children's Services Readiness for Adult Life

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1. Executive Summary

This commissioning strategy reviews how Children's Services is performing to ensure that Lincolnshire children and young people are ready for adult life, adopting a Signs of Safety approach to understand what is working well, what we are worried about and establishes priorities to address what we are going to do about it.

The objectives we will accomplish in order to ensure that positive outcomes for children and young people are achieved include:

Outcome 1: Young people are supported to reach their potential

- **Objective 1** - Develop and implement an Intense Needs Supported Accommodation strategy to reduce the demand of provision and manage the sufficiency of supply.
- **Objective 2** - Work collaboratively with the Greater Lincolnshire LEP and the national Careers and Enterprise Company in a pilot to help strengthen connections between businesses and schools across Lincolnshire.
- **Objective 3** - Transform the way in which we engage and interact with those young people who demonstrate high risk taking behaviours (YOS, anti-social behaviour, substance misuse etc.) in order to develop a relationship based practice approach to improve their outcomes.

Outcome 2: Care leavers are safe and are able to lead independent lives

- **Objective 4** - Agree commissioning intentions beyond the end date of the existing Leaving Care contract to provide stability for existing care leavers and staff.
- **Objective 5** - Undertake a review of the Leaving Care service to determine the most effective commissioning route to meet the needs of care leavers.
- **Objective 6** - Respond to the new legislation which will extend the Local Authority and partner agencies responsibilities towards care leavers.

Outcome 3: Vulnerable young people are appropriately supported to be able to succeed as their peers

- **Objective 7** - Determine an appropriate means of measuring progress and outcomes of young carers as part of the council-wide commissioning strategy.
- **Objective 8** - Establish a 'Caring to Learn' partnership as part of the Partners in Practice programme to enhance educational outcomes of LAC.
- **Objective 9** - Provide a tender submission to the YJB to deliver secure accommodation beyond the end of the existing contract.
- **Objective 10** - Evaluate future options in supporting the sufficiency of the welfare and criminal justice market through the LSU, including options for developing welfare provision.
- **Objective 11** - Integrate the Youth Offending Service into locality teams to support children and families at an early stage and reduce reoffending rates.

In achieving these outcomes, services will be commissioned to ensure they provide children, young people and their families with the right support, of the right quality, in the right place, at the right time and for the right price.

2. Background & Introduction

The principles of Readiness for Adult Life (RfAL) are that all young people should have an equal opportunity to do well, to lead happy and fulfilled lives and make their own choices to shape the direction of their own lives.

This commissioning strategy has been developed following an interpretation analysis of a number of factors including:

- Performance data and management information
- Finance position
- Local and national marketplace
- Policy and Practice
- Stakeholder engagement
- Direction of travel

Deriving this information has taken place utilising a number of formats comprising; desktop analysis, multi-disciplinary stakeholder discussion and service expert gatherings. The strategy is supported by and is embedded in conjunction with a number of key strategies and policies including (not an exhaustive list);

- Early Help Strategy
- Joint Strategic Needs Assessment
- Joint Health & Wellbeing Strategy
- Child Poverty Strategy
- LAC Strategy
- LAC Placement Sufficiency Strategy
- Participation Strategy
- Youth Housing Strategy
- Care Leaver's Charter
- Joint Commissioning Framework for Children and Young People (CYP) with Special Educational Need and Disability (SEN&D)
- SEND Code of Practice 0-25 years 2015

Whilst this strategy is focussed on the outcome of RfAL, there are many interdependencies with the other Children's Services commissioning strategies; Readiness for School, Learn and Achieve and Safe and Healthy. The strategy forms part of the Council's Business Plan outcome that; '*the health and welling of the population is improved, people remain independent for longer and feel responsible for the future*' and has an impact on the other commissioning strategies which support this outcome.

Many of the transitions young people undertake can shape the next few years of their lives but the transition to adulthood is particularly significant as many of the choices taken at this time can have long lasting consequences which shape the future of that young person as an adult within the community. Although much transition planning may start within the school and home environment during adolescence, young people may have been thinking about their future plans for some time.

Common issues such as leaving school can feel like a huge step, but transition planning for some young people is also about their journey in leaving Children's services and entering Adult services, whether that is in relation to mental health services, social care or disability related services. This collection of moves is part of transitioning to Adulthood and where collaborative working between the Council, schools and health partners is essential to ensure young people are supported to reach their potential.

3. Scope of the Commissioning Strategy

The strategy will support the Five Children's Commissioning Rights which aims to ensure that we provide children, young people and their families with:



The service components in scope of the RfAL Strategy have a total funding allocation of £4.9m (16/17 year-end budget) and are broken down as follows:

- Supported Accommodation (£0.9m) – provision which has been outsourced to provide county-wide support and accommodation to vulnerable young people who are homeless or at risk of homelessness.
- Leaving Care services (£1.96m) –outsourced provision providing help to young people whom have previously been looked after by the Local Authority to develop the life skills they will need to look after themselves.
- Support for Young Carers (£0.23m) – commissioned in-house to provide information, advice, guidance and support to c1,200 young people registered as Young Carers in Lincolnshire.
- Positive Activities for Young People (£1.48m) – delivered through the Lincolnshire Youth Hub which consists of a number of teams, both in-house and community grant funded, that are an integrated part of the drive to support and empower the most vulnerable groups of children and young people.
- Secure Accommodation (-£0.34m) – an in-house mixed gender 12 bedded Secure Children's Home, working with those aged 10-17, providing the highest level of care and education for young people placed via the courts for youth justice or welfare reasons.
- Youth Offending Service (YOS) (£0.67m) – the service is currently delivered in-house through a dedicated, central team aiming to prevent youth offending; working with offenders to avoid re-offending; and engage victims and offenders in 'restorative justice'.

4. Where We Are Now

A detailed analysis of the performance of existing services supporting this strategy can be found within the Performance Metrics document at Appendix A. The following extracts identify the prominent measures and performance information supporting this commissioning outcome.

Lincolnshire County Council received an Ofsted inspection in 2014. The single inspection of "Children's Services and review of the LSCB" returned the following findings:

Children who need help and protection	"Good"
Children looked after and achieving permanence	"Good"
Experiences and progress of care leavers	"Good"
Adoption Performance	"Outstanding"
Overall Performance	"Good"

These findings put Lincolnshire ahead of the majority of other Local Authorities in the East Midlands. Overall, however, the national trend shows a significant number of LA's (51%) are performing at a rate of "Requires Improvement".

The table below shows the 2016/17 targets for Readiness for Adult Life within the Council Business Plan.

Measures Measures are how we will monitor and report progress in achieving the outcome.	Annual Target April 16 – March 2017	Actual Performance and Tolerance as at 31 March 2017
Achievement gap between disadvantaged pupils and their peers at key Stage 4 (Smaller percentage is better)	In line with National	Actual: 32% Tolerance: Upper 1%point Lower 2% points
16-18 year old Looked After Children participating in Learning (Higher percentage is better)	85%	Actual: 77.94% Tolerance: Upper 87.5% Lower 78.8%
Care Leavers in Suitable Accommodation (Higher percentage is better)	90%	Actual: 93.3% Tolerance: Upper 98% Lower 86%
Juvenile first time offenders (Lower number of offenders is better)	203 young people	Actual: 265 young people
Victim Engagement (Higher percentage is better)	25% (April 2015 – March 2016)	Actual: 63.6% (April 2015 – March 2016)
Juvenile Reoffending Rates (Lower percentage is better)	34.8% (January 2015- December 2015)	Actual: 32.9% (October 2013 - September 2014)

In addition to the Council Business Plan, there are a number of Children's Services key performance measures (2016/17) for the directorate:

- % of 16-18 year olds not in education, employment or training (smaller percentage is better)
 - Q4 Target: 3.5%
 - **Q4 Actual Performance: 3.57%**
- % of 16-18 year olds with an unknown situation (smaller percentage is better)
 - Q4 Target: 4%
 - **Q4 Actual Performance: 18.18%**
- Care Leavers in Education, Employment or Training (higher percentage is better)
 - Q4 Target: 66%
 - **Q4 Actual Performance: 67.5%**

Whilst many targets are being met or exceeded there are a number which are under-performing which will require a review and subsequent actions to improve performance.

Supported Accommodation

Supported Accommodation for young people in Lincolnshire is currently commissioned through a contract (value £0.87m p/a) with an external supplier which acts as the lead organisation of a collaboration of four other suppliers. The contract runs until 30/06/18 with an option to extend for a further 2 years. The service provides support for young people aged 16-17 years old and care leavers aged 18 – 21 years (up to 24 years where they are in higher education) who are homeless or at risk of homelessness. The service is available for young people that have been identified by Children's Services and will already have received help with homeless prevention and housing advice, together with an assessment of their support requirements.

The young person will receive support to develop life skills, manage their accommodation and develop and sustain their ability to live independently in the community. This support will enable them to access independent accommodation as soon as possible i.e. at the point where they are able to successfully maintain a tenancy. Equally, the young person will receive support to foster good family relationships to enable them to return home where safe and appropriate to do so. County wide provision includes: general needs, complex needs, young parents and emergency accommodation.

Based on the May 17 contract ratings, the service is rated as **Good**, with a risk rating of **Green**, collectively identifying that the provision is successful and that there are no specific concerns. The length of stay for placements between 0-3 months is 42% and up to 6 months is 65%, enabling many young people to live independently or to return home.

Overall, almost 92% of young people are supported to move-on within twelve months of accessing supported accommodation, with over nine-tenths of those recording a 'positive' move-on i.e. a planned move helping to move on to suitable and appropriate accommodation, including returning home. Re-referral rates are low at less than 7.5% indicating that the overwhelming majority are successful in their move-on accommodation.

Around 200 young people are supported each year and nearly 100 at any one time within supported accommodation, removing the threat of homelessness, and helping nearly 60% to, for example, remain in or return to education, employment or training. Whilst in supported

accommodation, young people are helped to develop their support plan within six weeks, reviewing every six weeks thereafter, linked to a Young Person's Outcome Star that allows them to subjectively monitor their progress in areas related to Readiness for Adult Life such as accessing 'work and learning', managing 'money and rent', and developing 'practical life skills' etc.

Occupancy levels have fluctuated overall between 80-100%, with some areas such as South Kesteven and East Lindsey showing sharp, dramatic variances month by month. It is a requirement for occupancy levels to remain high in order for the supplier to be able to recover costs through the retrieval of benefits from the District Council. Occupancy levels in certain areas will require immediate review to ensure the service continues to deliver value for money for the Council and is best placed to meet the needs of the young people.

Given the nature of the provision and the complexity of need of the young people, it is acknowledged that there are instances where untoward incidents will occur. On average there are 8 serious incidents across the provision per month, however it is concerning that 68% of such incidents occur at the Lincoln accommodation, requiring a review of why incidents are so prominent in the Lincoln area. There is a correlation between this and the number of tenancies at risk, of which the Lincoln area represents 56% of the whole provision.

Leaving Care services

Young people leaving care are aged 16 to 18 and have previously been looked after by the Local Authority. The Local Authority has a duty to continue to provide support to these young people until they are 21 years old or to 25 if they are in Further Education (wef March 2018).

The Leaving Care service is a statutory service (Care Leavers (England) Regulations 2010 and the Children Act 1989) commissioned through a contract with a single external supplier (value £1.13m p/a), which ends on the 31/03/18, with the option to extend for a further 2 years. The service to Care Leavers includes:

- Personal Advisers to provide information, advice, support and coordination of services
- Pathway planning preparation and reviews
- Planning and arranging suitable accommodation for Care Leavers to transition to independent living
- Providing and developing a scheme to Care Leavers and other homeless 16-17 year olds assessed as requiring Supported Lodgings i.e. they are not yet ready for semi-independent/independent living
- Planning and arranging Education, Employment and Training opportunities and preparing and encouraging Care Leavers to take up these opportunities
- Promoting Care Leavers' health and wellbeing and access to healthcare services
- Preparing Care Leavers for their transition to adulthood including developing financial capability, accessing other agencies support and teaching life skills

Based on the May 17 contract ratings, the service is rated as **Good**, with a risk rating of **Green**, reflecting how well the service consistently performs well against contractual targets. The data below reflects the cohort of Care Leavers supported by the "Leaving Care" Service:

- During 2016-17, an average of 95% of eligible care leavers were living in suitable accommodation (target of 90%), with any placed in unsuitable accommodation being temporary placements whilst alternative accommodation is arranged.
- During 2016-17, an average of 69% of eligible care leavers were in Education, Employment or Training (target of 65%); some care leavers are unable to access EET

- due to personal circumstances or health issues and receive support from Barnardo's to access opportunities that are appropriate when they are ready.
- During 2016-17, an average of 99% of eligible care leavers had a Pathway Plan (target of 100%), with an average of 88% of plans reviewed and updated on Mosaic within timescale i.e. every 6 months (target of 90-100%).

Support for Young Carers

Young carers can be a member of any family, from any background, and in any situation. The Lincolnshire Young Carers service is an in-house provision which helps and supports children and young people up to the age of 18 who are helping to care for someone at home. Young carers may be supporting a parent, brother, sister, grandparent or any other relative who suffer with some form of disability or limiting condition.

Providing emotional support, particularly where the person in need of care has a mental health condition or who misuses substances, can be very challenging. It often means increased and unplanned peaks of caring responsibilities, which can be very difficult to balance with everyday commitments. Lincolnshire Young Carers offers a comprehensive service which includes an assessment of needs, signposting and the provision of advice and guidance. There is also the opportunity to join groups and activities with other young carers.

The service operates collaboratively with the Council's wider carers support service; 'Carers First', and as at May 2017, there were 1,174 young people registered as young carers in Lincolnshire, although based on national statistics, it is estimated that there are between 7,000-8,000 young carers within Lincolnshire. The average age of young carers at the point of referral is 9.7 and the average age of those being supported is 13.

Positive Activities for Young People

Activities are coordinated through the Lincolnshire Youth Hub (LYH), an in-house service which consists of a number of teams that are an integrated part of the drive to support and empower the most vulnerable groups of children and young people.

Positive Futures aims to increase access to sport, social and positive activities in areas of Lincolnshire which suffer some of the greatest social and financial disadvantage. The project aims to change lives and communities by giving sport and volunteering opportunities to young people in disadvantaged neighbourhoods. 2016-17 has been a successful year which has seen Positive Futures grow and develop its offer.

During the year; 2,733 sessions and events were delivered and 2,779 Individual young people attended project sessions generating a total number of 28,037 session attendances. An additional 3,215 people have attended Positive Futures events and 36 young people have volunteered giving 2,950 hours. The total attendance figure at sessions and events laid on by Positive Futures since it began in 2009 now stands at almost 185,000.

Youth & Community teams directly deliver youth work sessions in 7 areas of high deprivation where communities have not come forward to take this on, on a voluntary basis. Attendance varies with the most popular sessions attracting over 30 young people on a weekly basis. The delivery of summer activities was a new area of development for the Youth Hub Youth & Community teams. Hundreds of children, young people and families attended these events during the summer period. In quite a few cases this may have been the only holiday activity they had that year. Over 1,000 young people attended the activity days across all 4 quadrants and following this a number of young people then went on to join the youth clubs following attending camp or an activity day. Over 50 young people aged

between 8 and 18 attended the Residential camps. Over 24 young people have joined a local youth club following attending a summer activity.

The **Participation Team** has remodelled the structure for the Children in Care Council, "Voices 4 Choices". This has resulted in 4 local groups rather than one county group; early attendance looks promising and this is a key area for development in 2017/18. Work developed through listening to Looked After Children (LAC) includes: the development and delivery of foster carer training, appointment of 2 Transition Social Workers have been recruited into the LAC team to support children and young people going into care, '10 things I want from my Social Worker' pyramid to communicate what LAC need from their social workers. The team also lead on work to ensure that all teams across Children's Services are listening to CYP and are acting on what they say.

The **Lincolnshire Council for Voluntary Youth Services (LCVYS)** is an external entity, commissioned (value £0.1m p/a) to provide a wide range of support to its member groups including; training, networking, advice and guidance for the voluntary youth services across Lincolnshire. LCVYS and Young Lincolnshire provide a range of activities and projects for young people with opportunities locally, regionally and nationally. LCVYS provides accredited awards and training to young people, volunteers and youth workers. There has been an increase in paid membership to LCVYS over the last three years. Membership is now 44 distinct groups, some of whom have numerous 'branches' (such as the Scouts or Young Farmers). LCVYS have provided small grants to multiple associations, resulting in 7,588 young people accessing youth groups. Through workshop delivery, covering core training and safeguarding across the county, 482 children & young people/ Youth Workers/ Volunteers have engaged in accredited training, non-accredited training, network events and projects directly with LCVYS during the past year. LCVYS members have reported over 660 accredited awards over the year.

Secure Accommodation

Lincolnshire Secure Unit (LSU) is the Council's in-house, mixed gender, 12 bedded Secure Children's Home, working with those aged 10-17, providing the highest level of care and education for young people placed via the courts for youth justice or welfare reasons. The unit is commissioned by the Youth Justice Board (YJB) for 11 beds until March 2018 and the LSU will be seeking Council authorisation in the autumn of 2017 in order to tender to retain the contract. The remaining bed is utilised for welfare placement provision, and overall operates an annual income target of £2.23m which has been exceeded in 2016/17.

The unit offers a wide range of courses including GCSE's, BTEC, Entry Levels and Functional Skills. The unit strives to raise self-esteem, change behaviour and improve motivation. At the last full Ofsted inspection (January 2011), the unit's education provision was judged to be Good. An interim inspection (July 2016) concluded that the unit has "maintained its effectiveness".

Nationally there is a shortage of welfare bed provision for young people that meet the criteria set out in Section 25 of the 1989 Children's Act, with a recent occasion where 33 different Councils were seeking to place in the one bed available nationally. Consideration will need to be given to the composition of future YJB and welfare beds tendered for and to consider an assessment to be able to increase the capacity of the LSU in order to cater for the growing demand of welfare bed provision.

Youth Offending Service (YOS)

The Lincolnshire Youth Offending Service was set up under Section 38 of the Crime and Disorder Act 1998 which places (on the local authority) a statutory duty to provide youth justice services in its area. Section 39 of the Act requires areas to establish Youth Offending Teams, and Section 40 requires that each year, a Youth Justice Plan is formulated and implemented.

The YOS works in partnership with criminal justice services and with services for children and young people to create safer communities and improve the well-being of young people across Lincolnshire. It engages with the Local Criminal Justice Board (LCJB), Lincolnshire County Community Safety Board, the Community Safety Partnerships (CSPs), the Multi-Agency Public Protection Arrangements (MAPPA), and Lincolnshire Safeguarding Children's Board (LSCB).

The Youth Offending Service partnership remains a critical element of an effective criminal justice system and has demonstrated considerable successes over recent years which include far fewer young people entering the criminal justice system and significantly fewer young people in custody, with the number of young people committing offences falling by nearly 80% since 2005/06.

Data to March 2016 shows 0.17 Lincolnshire young people per 100,000 10-17 year old population sentenced to custody compared to 0.46 in the Midlands and a national average of 0.44. The number of first time entrants to the criminal justice system for Lincolnshire is 426 per 100,000 of the juvenile population, compared to 477 for the Midlands but 357 for England. In terms of reoffending rates in the following 12 months, Lincolnshire's rate (32.9%) is in the lowest quartile of local authorities – 25/140 – and compares favourably with both the Midlands (35.4%) and national average (37.6%).

Behind the improvements are initiatives such as the establishment of: a school engagement project; the Young Person's Advisory Group (designed to enhance relationships between young people and the Police); a dedicated team to work with LAC; the Status programme (to engage young males through group intervention techniques); a research project into adolescent (to) parental abuse; a PACE Protocol (to avoid the overnight detention, following charge, of young people in police custody).

5. Cross-Cutting Considerations

5.1. Other Commissioning Strategies

There are a number of inter-dependencies between the Readiness for Adult Life Commissioning Strategy other Commissioning Strategies within the Council.

Children are Safe and Healthy - This commissioning strategy aims to ensure all children and young people will be safe and healthy. The growth in Intense Needs Supported Accommodation (INSA) placements has a clear correlation with the Supported Accommodation service and how this can be commissioned in the future to support this cohort of young people and prevent escalation of need.

INSA provision is commissioned within the independent and voluntary/community sector and provides accommodation and support to those young people with highly complex, compounded needs to the cohort assisted within the supported accommodation service. Formal reporting relationships are within the Safe and Healthy commissioning strategy, however there is significant correlation with supported accommodation provision and the desired outcomes for these young people are equally within RfAL.

Children's mental health services also feature within this strategy which has implications for the transition into adult mental health.

Learn and Achieve - This commissioning strategy aims to ensure all children and young people will learn and achieve, enabling them to reach their potential. The school improvement element of this significantly supports the effects education provision has on a young person's readiness for adult life, both academically and socially.

A key focus for this strategy includes services for C&YP with Special Educational Needs and Disabilities (SEND) which has implications for the transition into adult services and the Adult Specialities commissioning strategy.

Adult Specialities - This commissioning strategy aims to improve outcomes for adults with mental health, learning disabilities and/or autism. There is a key link within this strategy for the transformation arrangement for those C&YP, mainly within SEND provision who, as part of reaching adulthood, will transition from Children's Services into Adults. An Education, Health and Care (EHC) plan will have been completed for most young people with support needs who are referred to Adult Care. This will reflect their needs in relation to Education, Health and Care to enable them to pursue their goals to live as independently as possible. Transition preparations for young people with SEND, and an EHC plan, begin in year 9 (age 13-14).

Before the young person turns 18 a Transition Assessment must be carried out if it is considered that the young person is likely to have care and support needs when they turn 18. Not all young people who have care and support needs will be known to Children's Services but may have support needs when they turn 18.

Transition Assessments need to be carried out early enough so that the right care and support is in place should the young person move into Adult Care and to enable this service to plan its own commissioning strategy to be able to meet emerging needs.

Mental Health services across Children's and Adult services are currently commissioned through an agreement with Lincolnshire NHS Partnership Foundation Trust (LPFT). There are clear, established pathways for C&YP to provide the appropriate care and support through transition to adult services where needed.

Carers - This commissioning strategy aims to ensure that carers feel respected and are able to balance their caring roles and maintain their quality of life. This is a joint strategy for all young and adult carers.

Enablers and support to the Council's outcomes - This commissioning strategy includes the enablers required to support the delivery of the Councils agreed outcomes, such as ICT, Property, People Strategy, Commissioning and Strategic communication.

How we do our business - This commissioning strategy includes the overarching governance and standards for the Council, including decision making through the democratic process.

Protecting the Public - This commissioning strategy covers all of the work required in order to protect the communities in Lincolnshire. Activities and outcomes within the RfAL strategy supports priorities such as preventing and reducing crime and reducing anti-social behaviour mainly through the focus of the youth offending service.

Wellbeing - This commissioning strategy aims to assist improvements in the health and wellbeing of the population as a whole, it covers advice, information and preventative services. There are inter-dependencies with the RfAL strategy with regards to effective sexual health advice and support, Housing and the treatment of substance misuse.

5.2. Council Service Areas

Beyond Children's Services, there are key dependencies for this strategy in meeting the needs and outcomes with other service areas across the organisation.

Adult Care and Community Wellbeing – Specifically concerning the support provided following the transition of young people with SEND into the specialist adult services team, supporting those with learning and physical disabilities. The carers service is also pivotal at a strategic level in supporting the needs of young and young adult carers.

Public health functions are a key enabler in young people being ready for adult life through the support provided with housing, sexual health services and healthy lifestyles.

Environment and Economy – this strategy can positively affect areas such as economic growth in having young people with the right skills for employability in those sectors decisive to the local employment sector.

Resources/ Communities – this strategy can positively affect areas such as public protection in terms of the prevention and reduction of crime, including fires and their consequences, and anti-social behaviour.

5.3. Joint Strategic Needs Analysis (JSNA)

The JSNA is a shared evidence base made up of commentaries and data sources which reports on the key areas of health and wellbeing in Lincolnshire. Each topic area assesses the current picture in Lincolnshire, existing services and looks ahead to potential future level of need to support effective service planning and commissioning. The following topics have been considered as part of this strategy:

- Education Attainment: Key Stage 4 – having a specific focus on the achievement gap between disadvantaged pupils and their peers at key Stage 4.

- Looked After Children – considering improved transition into the leaving care service and the need to tackle the growing issue of intense needs supported accommodation.
- Mental Health & Emotional Wellbeing – understanding the impact this has on homelessness and the effects on young people, including vulnerable groups such as care leavers and young carers.
- Young People in the Criminal Justice System - ensuring continuity of health care for children and young people from secure settings (LSU) back to the community and centring on reducing the number of first time offenders, decreasing reoffending rates and prioritising restorative justice.
- Carers – linking in with the Joint Carers Strategy and Commissioning Strategy.
- Housing & Health – focusing on the links with the Lincolnshire Youth Housing Strategy 2013 – 2018 and provision of suitable supported accommodation.

5.4. Additional Considerations

In addition to other Council service areas, strategic partners such as Lincolnshire Schools, Health providers, Police and District councils are critical in their contribution to young people being ready for adult life. Appropriate educational, social and emotional skills developed whilst at school are paramount as young people progress through adolescence into adulthood. Collaborative working with the Lincolnshire Learning Partnership will enable the Council to monitor and influence the impact that schools have on young people to meet the outcomes set out in this strategy.

District Councils have a key role to play in supporting the housing needs of young people who are homeless or are at risk of being homeless under Part 7 and Section 188 of the 1996 Housing Act. The Council works closely with Districts as part of the delivery board overseeing the Lincolnshire Youth Housing Strategy, which seeks to bring key partners and stakeholders together to create coordinated and joined up services for young people across Lincolnshire who experience difficulties with housing. All partners across Lincolnshire are committed to ensuring that all young people experiencing difficulties with housing receive the help and support that they need. The strategy considers the whole youth housing pathway and identifies opportunities for effective service delivery right from areas of early intervention and education through to independence and the support to succeed.

Youth Offending service involvement in MAPPA necessitates close partnership working with the Police and criminal justice system - to help prevent and reduce juvenile criminal activity - as well as with District Councils to prevent and reduce anti-social behaviour. The impact of health services will continue to be monitored within the joint Women & Children's Commissioning group as a core component of the Joint Commissioning Board.

In the development of future Commissioning Plans to enable this strategy to succeed, it will be essential to ensure that a number of additional statutory elements are considered, including: the Social Value Act, Section 11 (safeguarding) of the Children's Act, Section 17 Crime & Disorder Act, Information Governance, Equality & Diversity and, Business Continuity & Resilience.

6. Summary of Analysis Findings

6.1. Analyses Undertaken

The following analysis activities have been carried out:

- Political priorities / risks – through engagement with the Executive portfolio holder as part of Executive Directorate Management Team meetings (DMT) along with desktop analysis – see Appendix B
- Demographic and stakeholder engagement feedback – various engagement activities are undertaken in relation to the specific commissioned services set out in this strategy. An overview can be found in Appendix B.
- Legal framework, national and local policy and guidance – a desktop analysis has been undertaken as set out in Appendix B
- Current performance – analysis has been produced within Appendix A.
- Available resources now and in the foreseeable future – a financial summary, including identified pressures and saving requirements can be found in Appendix A.
- Market offers (external / internal) – an overview of the marketplace is available in Appendix B.

6.2. Interpretation of Analysis

We interpreted the above analyses to identify emerging issues and other factors that we need to take into account for this Commissioning Strategy - a summary of this interpretation is detailed below utilising a Signs of Safety approach.

What is working well?	What are we worried about?
<ul style="list-style-type: none">• Children's Services 'Good' Ofsted rating• High numbers of Care Leavers in employment, education or training• High numbers of Care Leavers in suitable accommodation• High numbers of Lincolnshire 16-18 year olds in employment, education or training• Proactive engagement with the Supported Accommodation contract to ensure value for money• Performance of Leaving Care Service in supporting young people transition to young adulthood• Appointment of transition Social Workers to help support children and young people going into or leaving care	<ul style="list-style-type: none">• Monitoring the cohort of "NEET – unknown" status of young people, but with minimal resources to affect change.• Offering continued promotion of 16 year old's participating in learning within a reduced funding allocation• A widening gap in attainment for Lincolnshire LAC/FSM cohort in comparison to their peers• High cost of intense needs supported accommodation• Ongoing relationships with Districts as new legislative requirements are enacted• High volume of placements within intense needs supported accommodation• Lack of internal KPI monitoring the progress and outcomes of young

<ul style="list-style-type: none"> The appointment of a Practice Supervisor to lead on ensuring the preparation of young people for adult life The development of a "skills for adult life" booklet, created in conjunction with young people Strong and sufficient marketplace in the provision of supported accommodation for young people A collaborative all-age strategy for supporting carers. Numbers of young people accessing Early Help and Young Carers support, to help them to improve their outcomes LSU success in delivery of the YJB contract and ability to fill the welfare bed provision. Potential for developing welfare bed provision within the secure accommodation marketplace Juvenile reoffending rates are decreasing The wide range of support services within the Lincolnshire Council for Voluntary Youth Services which engage with young people across the county The growth of membership within the LCVYS The delivery of "Moving on" programmes supporting families who are on the Early Help pathway to transition from targeted support back to universal provision 	<ul style="list-style-type: none"> carers Financial pressures of sustaining support for young people Low numbers of young people accessing carers support potentially indicating high numbers of unidentified carers Need to ensure ongoing viability and sustainability of the LSU by ensuring it is successful in the YJB bid If grant funding to support the maintenance of the LSU was to cease, this would result in an increased expectation for LCC to part or fully fund modernisation work within the LSU, adding a considerable pressure to the budget Risk of outsourcing statutory Leaving Care function and potential future market appetite for the delivery of the service The sufficiency of INSA provision within Lincolnshire Recent growth in youth offending population
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6.3. Conclusions from Interpretation

What are we going to do about it?

- Develop and implement an Intense Needs Supported Accommodation strategy to reduce the demand of provision and manage the sufficiency of supply.
- Work collaboratively with the Greater Lincolnshire LEP and the national Careers and Enterprise Company in a pilot to help strengthen connections between businesses and schools across Lincolnshire.
- Transform the way in which we engage and interact with those young people who demonstrate high risk taking behaviours (YOS, anti-social behaviour, substance misuse etc.) in order to develop a relationship based practice approach to improve their outcomes.

- Agree commissioning intentions beyond the end date of the existing Leaving Care contract to provide stability for existing care leavers and staff.
- Undertake a review of the Leaving Care service to determine the most effective commissioning route to meet the needs of care leavers.
- Respond to the new legislation which will extend the Local Authority and partner agencies responsibilities towards care leavers.
- Determine an appropriate means of measuring progress and outcomes of young carers as part of the council-wide commissioning strategy.
- Establish a Caring to Learn partnership as part of the Partners in Practice programme to enhance educational outcomes of LAC.
- Provide a tender submission to the YJB to deliver secure accommodation beyond the end of the existing contract.
- Evaluate future options in supporting the sufficiency of the welfare and criminal justice market through the LSU, including options for developing welfare provision.
- Integrate the Youth Offending Service into locality teams to support children and families at an early stage and reduce re-offending rates.

7. Options for Final Outcomes and Future Delivery

Outcome 1: Young people are supported to reach their potential.	
Supported Accommodation	
<p>Timely and effective support for young people accessing this provision is essential to ensure that their issues do not escalate into crisis and they can repair relationships with their families and return home. The support also focuses on future life choices; supporting young people with their options concerning learning, training, work and how to be able to live more independently.</p>	Potential Risks <ul style="list-style-type: none"> • Willingness of supplier to extend existing contract agreement. • Sufficient provision is available within the Lincolnshire marketplace. • Existing supplier is able to adjust composition to meet demand. • There is sufficient resource with Early Help teams to help support transition back home and to prevent escalation of need. • Capacity is available to meet the needs of vulnerable young parents.
<p>The service is contracted until 30 June 2018, with the option to extend for a further 2 years. Further extension and re-provision of the contract will need to consider the overall volume and composition of support levels and capacity for greater support to those young people with more complex needs.</p> <p>Consideration will also need to be given to the provision commissioned to support those with intense needs as part of the Safe and Healthy strategy and adults within the Wellbeing strategy.</p>	Policy <ul style="list-style-type: none"> • Section 17 of the Children's Act 1989 • Section 20 of the Children Act 1989 • Section 11 of the Children's Act 2004 • Lincolnshire Youth Housing Strategy • Lincolnshire Homeless Strategy
Positive Activities for Young People	
<p>The Lincolnshire Youth Hub offers universal and targeted support to young people, providing access to a range of positive activities and opportunities to engage in community groups in order to help young people make the right, informed choices in their lives.</p>	
Service Delivery <p>The Hub comprises a mix of in-house services and grant developments with LCVYS. The service actively engages with key partners and voluntary/community groups and has already undergone previous reform to its current limited offer. The support to LCVYS is in</p>	Potential Risks <ul style="list-style-type: none"> • Any further cuts to service delivery would seriously impact the provision of support on offer to young people. • Sustainability of groups supported through LCVYS.

place until 31 March 18 where future commissioning intentions will be agreed.	
Policy	Finance
Statutory requirement is to ensure that positive activities are promoted and that all children and young people know what is available and how to access it.	There are no further savings identified from this service following the de-commissioning of the careers and supporting attendance services.

Outcome 2: Care leavers are safe and are able to lead independent lives.

Leaving Care

The Leaving Care service is fundamental to ensuring that as looked after children transition from the Council's care into independence they are suitably equipped to progress their lives. The service prepares care leavers for their transition to adulthood through developing financial capability, teaching life skills, ensuring appropriate access to healthcare services, arranging Education, Employment and Training opportunities and ensuring they live in suitable accommodation.

Service Delivery	Potential Risks
The service is contracted until 31 March 2018, with the option to extend for a further 2 years. The service is a statutory requirement of the Council and wider provision within the marketplace is extremely low, with few Councils outsourcing this type of service. Ongoing intentions regarding the contract extension will need to be confirmed at the earliest opportunity, followed by a detailed review for the future commissioning intentions of the service.	<ul style="list-style-type: none"> Lack of competition in the marketplace could drive up costs. Service funding has remained static and has been dependent upon contributions from the service supplier. Service is perceived as autonomous of the Council by care leavers and any potential in-sourcing could affect engagement. Reduced levels of control as core statutory function of the Council is outsourced
Policy	Finance
<ul style="list-style-type: none"> Leaving Care Act (2000) Children Act (1989) Children and Young Persons Act (2008) Children and Families Act (2014) Children and Social Work Act (2017) Lincolnshire Care Leaver's Strategy 	The level of funding apportioned to this service has remained static for a number of years, resulting in the current contract requiring the input of addition funds from the supplier of £0.172m per annum. The sustainability of the service within this financial envelope will need thorough consideration as part of the commissioning review.

Outcome 3: Vulnerable young people are appropriately supported to be able to succeed as their peers.	
Support for Young Carers	
The service is vital in enabling young carers to have the same opportunities as their peer groups, ensuring that their carer role does not impact on their ability to develop and grow as an individual. As part of an integrated early help support, the service provides carers with information, advice and guidance and opportunities to access support groups and activities specific to them as a carer.	
Service Delivery	Potential Risks
The service was previously outsourced but was brought in-house in 2015 as part of an integrated early help offer. The service continues to work closely with the outsourced Carers First service and contributes towards the Council's integrative Carers commissioning strategy.	<ul style="list-style-type: none"> Provision of the service as part of a broader early help offer may dilute the specific focus on the young carers as they will be offered a service in context of a number of service priorities. Unknown number of carers across Lincolnshire based on national estimates and known levels of support provided.
Policy	Finance
<ul style="list-style-type: none"> Children and Families Act (2014) Care Act 2014 	The variance between the current numbers of young people supported and the potential numbers of carers across Lincolnshire based on national estimates would create a financial pressure on the existing budget.
Secure Accommodation	
The Lincolnshire Secure Unit (LSU) provides secure accommodation and education provision for young people aged 10-17 who are placed via the courts for youth justice or welfare reasons. A key component of the service is to provide appropriate education provision and life skills so that when released, the young people can integrate back into their communities without re-offending.	
Service Delivery	Potential Risks
The provision is primarily commissioned by the YJB, along with the separate capacity for the purchase of a welfare bed. The existing contract with the YJB will cease on 31 March 18 and it will be essential to ensure the LSU is successful in the future tender to continue its operation. There remains wider market opportunities in the provision of welfare bed provision which need to be explored further.	<ul style="list-style-type: none"> Ensure successful submission and award for forthcoming YJB tender opportunity. Demands from YJB for further cost reductions in times of austerity. Reduced investment from DfE in maintaining the secure accommodation estate. Reduced requirement for welfare bed provision.

Policy	Finance
There is no statutory duty on the Council to provide this provision although it does contribute to the Looked After Children's (LAC) Strategy.	The income received from the YJB and the separate charging for the welfare bed provides a surplus which is reinvested into wider Children's Services delivery. This will require further analysis and forecasting as part of the re-tender and a full return on investment model in the scoping of a separate welfare unit.
Youth Offending Services (YOS)	
The YOS works in partnership with criminal justice services and services for children and young people to create safer communities and improve the well-being of young people across Lincolnshire. It has demonstrated considerable successes over recent years which include far fewer young people entering the criminal justice system and significantly fewer young people in custody	
Service Delivery	Potential Risks
The service is now embedded within the Children's Services locality model, working with young offenders to reduce reoffending rates and enhance victim engagement through restorative justice programmes, alongside delivery of targeted preventative services. Consideration will also need to be given to the Protecting the Public commissioning strategy and the need to ensure the public feel protected and vulnerable people are safeguarded.	<ul style="list-style-type: none"> Recent increase in youth offending population presents future funding risk if trend continues Increasing numbers and complexity of young people becoming known to Children's Services through offending activity and associated behavioural issues
Policy	Finance
<ul style="list-style-type: none"> Children's Act 1989, including guidance on LAC and Youth Justice Legal Aid, Sentencing and Punishment of Offenders Act 2012 National Protocol for Case Responsibility LCC Protecting the Public Commissioning Strategy 	There are no further identified savings targets allocated against this area; however, an increase in the numbers and complexities of young people coming into contact with youth offending services as a result of behavioural issues is increasing demand for remand carers and/or intense needs supported accommodation services.
Additional Services	
There are a range of interdependent services within other Children's Services and wider Council commissioning strategies which are fundamental to the success of this outcome. Specifically the Learn and Achieve strategy has a significant impact on the successful outcomes for children and young people with Special Educational Needs & Disabilities and the Safe and Healthy strategy makes a strong contribution to this outcome for LAC, care leavers and teenage parents.	

8. Future Strategy

Outcome 1: Young people are supported to reach their potential.			
What will we do?	When?	Who will do it?	Are there any risks?
Develop and implement an Intense Needs Supported Accommodation strategy to reduce the demand of provision and manage the sufficiency of supply.	December 17	Children's Corporate Parenting Manager	<ul style="list-style-type: none"> Adequate resource to develop preventative support for young people. Sufficient demand to attract private investment of provision into Lincolnshire. Successful engagement from key strategic partners
Work collaboratively with the Greater Lincolnshire LEP and the national Careers and Enterprise Company in a pilot to help strengthen connections between businesses and schools across Lincolnshire.	March 18	Children's Education Strategy Manager LCC Enterprise Commissioner	<ul style="list-style-type: none"> Endorsement and engagement from an appropriate number of businesses and education providers
Transform the way in which we engage and interact with those young people who demonstrate high risk taking behaviours (YOS, anti-social behaviour, substance misuse etc.) in order to develop a relationship based practice approach to improve their outcomes.	July 18	Assistant Director, Children's Services Children's Locality Service Manager	<ul style="list-style-type: none"> Interim effect on KPI's during the transition period. Engagement and buy-in from other agencies supporting this cohort of young people.
How will we measure these actions are improving this outcome?			
Percentage of 16-17 year olds not in education, employment or training (smaller is better)			
Percentage of 16-17 year olds with an unknown situation (smaller is better)			
Percentage of 16-17 year olds not in education employment or training or are Unknown (smaller is better)			

Outcome 2: Care leavers are safe and are able to lead independent lives.			
What will we do?	When?	Who will do it?	Are there any risks?
Agree commissioning intentions beyond the end date of the existing Leaving Care contract to provide stability for existing care leavers and staff.	July 17	Children's DMT Children's Commissioning	<ul style="list-style-type: none"> Supplier is not willing to extend contract Supplier is unable to provide additional funding to support delivery Restrictive timescales to implement an alternative commissioning approach
Undertake a review of the Leaving Care service to determine the most effective commissioning route to meet the needs of care leavers.	August 18	Children's DMT Children's Commissioning	<ul style="list-style-type: none"> Future funding requirement due to growth in LAC population Sufficiency of supplier market to provide effective services
Respond to the new legislation which will extend the Local Authority and partner agencies responsibilities towards care leavers.	April 18	Children's Corporate Parenting Manager	<ul style="list-style-type: none"> Adequate resource to respond to the new legislation and any additional responsibilities this will bring. Appropriate level of engagement from partner agencies in response to their growing responsibilities.
How will we measure these actions are improving this outcome?			Target:
The number of care leavers turning 19 years of age in the year who are living in accommodation that is deemed "suitable" (bigger is better)*			90%
The number of care leavers turning 19 years of age in the year who are in either Education, Employment or Training (bigger is better)			70%

Outcome 3: Vulnerable young people are appropriately supported to be able to succeed as their peers.			
What will we do?	When?	Who will do it?	Are there any risks?
Determine an appropriate means of measuring progress and outcomes of young carers as part of the council-wide commissioning strategy.	December 17	Children's Team Manager with Carer Responsibility	<ul style="list-style-type: none"> Ensuring unidentified carers are accessing support.
Establish a Caring to Learn partnership as part of the Partners in Practice programme to enhance educational outcomes of LAC.	October 17	Children's Virtual Head Teacher	<ul style="list-style-type: none"> Sufficient provision to provide coverage across Lincolnshire. Engagement from schools.
Provide a tender submission to the YJB to deliver secure accommodation beyond the end of the existing contract.	October 17 – March 18	Secure Unit Manager Children's Commissioning	<ul style="list-style-type: none"> Ensure successful submission and award for forthcoming YJB tender opportunity Demands from YJB for further cost reductions in times of austerity Reduced investment from DfE in maintaining the secure accommodation estate
Evaluate future options in supporting the sufficiency of the welfare and criminal justice market through the LSU, including options for developing welfare provision.	October 17 – March 18	Secure Unit Manager Children's Commissioning	<ul style="list-style-type: none"> Reduced requirement for welfare bed provision
Integrate the Youth Offending Service into locality teams to support children and families at an early stage and reduce reoffending rates	October 2017	Sponsor: Jo Kavanagh (?) Lead: Andy Cook	<ul style="list-style-type: none"> Potential upheaval of reconfiguration of Youth Offending service and implications for recruitment and retention of staff
How will we measure these actions are improving this outcome?			Target:
16-18 year old Looked After Children who are participating in Learning (bigger is better)*			87%
Achievement gap between disadvantaged pupils and their peers at key Stage 4 (smaller is better)*			3 % points below nat. ave.
Percentage of 18-24 year old SEND participating in Learning (bigger is better)			90%

Percentage of 18-24 year old SEND who are in an unknown situation (smaller is better)	5%
Percentage of 16-17 year old SEND participating in Learning (bigger is better)	98%
Juvenile first time offenders* (smaller is better)	203
Victim Engagement* (bigger is better)	25%
Juvenile Reoffending Rates* (smaller is better)	34.8%

*Indicates KPI within the Corporate Business Plan

9. Review Timetable

Action	From	To	Lead
Engage with strategic leads for interim progress monitoring	December 17	January 18	Children's Commissioning
Provide interim progress report to Children's DMT	February 18	February 18	Lead Officers Children's Commissioning
Update commissioning strategy following review	February 18	February 18	Lead Officers
Collate annual review progress monitoring	May 18	June 18	Children's Commissioning
Monitor progress of interdependent commissioning strategies and evaluate impact	May 18	June 18	Lead Officers Children's Commissioning
Draft Annual Commissioning Strategy Review Report to Children's DMT	July 18	July 18	Lead Officers Children's Commissioning
Annual Commissioning Strategy Review Report to C&YP Scrutiny Committee	September 18	September 18	DMT Lead Officer

10. Appendices

Appendix A

Performance Metrics

- Performance Data Overview
- Financial Data Overview



RFAL Appendix A
Performance Metrics.

Appendix B

Influential Overview

- National and Local Policy
- Stakeholder Engagement
- Marketplace



RFAL Appendix B
Influential Overview.

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