‘Getting placements right – the first time, every time, on time to support our looked after children to thrive and achieve’. 
1.0 Purpose
In line with the Surrey Corporate Parenting Board Strategy 2015 – 2018, this Placement Strategy outlines what we will do to ensure that we have sufficient placements for all our looked after children and young people. The strategy focuses on ensuring that the placements available meet the needs of our children and young people and support every child to feel safe and confident about their future.

2.0 Vision
Every Surrey looked after child and young person will have a stable home that meets their needs, wishes and feelings and provides them with the opportunity to thrive and achieve.

3.0 Values
In Surrey, we are committed to blending a restorative and pedagogic approach to care that supports our looked after children, their families and the people involved in their care. This includes:

- Listening to our children and involving them fully in plans about their lives and their home.
- Being responsible for looking after our children and doing what we promise in our corporate parenting pledge.
- Building trust in our children, their families and the people that care for them, including our staff.
- Respecting the needs and wishes of our looked after children.

4.0 Context
It is a regulatory requirement for all local authorities to develop sufficient placements to meet the needs of looked after children. In Surrey, the majority of our looked after children are placed in foster-care (approx. 76%) and the remaining children are in residential homes (approx. 13%), independent living or placed for adoption.

Historically, our numbers of looked after children have remained fairly stable. However, in the last year we have seen a significant increase alongside a changing needs profile, including a 100% increase in numbers of unaccompanied asylum seeking children (UASC) – Surrey is now the third largest receiving County for UASC. We need to monitor these trends to identify any enduring patterns and impact on longer-term planning.

We know we don’t have enough placement choice and enough foster-carers who live in Surrey therefore too many children have to live elsewhere. From 2015, the Surrey Corporate Parenting Board prioritised work on developing ‘Placement Choice and Stability’ to ensure that we meet the requirements of our Sufficiency Duty.
5.0 Since 2013:

One of the single most important factors in providing the best care for our children is to ensure that they are able to live in stable placements. This has been an area of focus for the last five years. The key national indicator to monitor the number of children who have had 3 or more placements in a year has improved in Surrey from 13% (2010) to 8% in 2015 – which is now the 8th best in the Country.

However:

- Recognising a changing needs profile, the overall proportion of our looked after children placed with a Surrey foster-carer has reduced.
- The proportion of looked after children placed with an independent sector foster agency (IFA) has increased resulting in a significant overspend on placement budgets.
- More looked after children were placed in a children’s home because of a complex needs profile.
- Too many of our looked after children were placed out of Surrey because the right placement was not available in Surrey – we have not improved our performance on placement sufficiency and as a result, 22% of our looked after children are living outside of Surrey borders and more than 20 miles from their originating home.
- With regard to children at substantial risk (including child sexual exploitation and trafficking), we face an ongoing need to develop practice and expertise to keep our children safe.
- Key policy changes include Staying Put - which offers the chance for former looked after children to stay put with their former foster-carers – this has increased the potential for permanency but has also reduced the pool of potential carers for new children coming into care.

This Placement Strategy for looked after children should be viewed alongside appendix 1 which provides more detail on the process and findings to update this Strategy focusing on an assessment of placement need; a comparison between our placements position in 2013 with 2015; regional and national links; and future projections to inform our refreshed strategic priorities.

6.0 Surrey Placements for Looked After Children Outcomes Framework

The following outcomes have been developed to align against this strategy to monitor progress to deliver our vision for looked after children, young people and families in Surrey. The outcomes framework has been adapted from the South East Together Placements Outcomes Framework which is presented in more detail in appendix 2. In Surrey, we have prioritised the outcomes of improving permanence and participation for all our looked after children.
**Outcome 1** – Basic Needs: Safety and Physical Health  
**Outcome 2** – Personal Resources: Resilience, Self-Esteem, Emotional Intelligence  
**Outcome 3** - Functioning: **Permanence**, Relationships and Achievement  
**Outcome 4** – Lifelong wellbeing: **Participation**, Independence and Inclusion  
**Outcome 5** – Healthy community: strong local economy, inclusive and supportive, safe and healthy environment

7.0 Surrey Placement Strategy 2016 – 2019 commissioning intentions focus on:

1. Increasing our recruitment and retention of foster-carers in Surrey to provide more placement choice for our looked after children

In 2013-2015:

We’ve made some progress to improve our policies and procedures to recruit and retain more foster-carers through the family values project but we need to do more to embed these changes and continue to improve practice sustainably.

By 2018, we will:

- Aim to recruit at least 16 more Surrey-based carers who are willing to care for teenagers 11+, sibling groups and UASC and 6 enhanced carers for children with disabilities and or complex needs (increasing our fostering market share to 73%).
- Improve provision of same-day placements.
- Reduce the negative impacts of change between placements, ensuring children are informed and involved in any changes to their placements.
- Embed restorative practice and train more staff and carers in social pedagogy to offer children emotional support and practical ‘hands-on’ action.
- Embed risk assessment as best practice for all front-line staff to ensure a joined-up response to needs.
- Develop short break and respite options to support families at risk of breakdown and children on the edge of care.
- Implement the Surrey Staying Put Policy.

How will we do this?

- We will deliver a fostering recruitment and retention strategy which builds on the learning and best practice to drive improvement and service delivery.
- We will continue to work with a range of stakeholder networks in Surrey to ensure that supporting our looked after children to achieve permanence is everyone’s priority.
How will we know we are making a difference?

- Increase % of looked after children achieving permanence and improved participation in education, employment and training outcomes.
- Increase provision of foster-placements within Surrey specifically for teenagers, sibling groups, those with complex needs and unaccompanied asylum seeking children (UASC).
- Recruitment of an additional 16 foster-carers within Surrey willing to care for teenagers by March 2017 and to aim for 100 extra carers by March 2019.
- Recruitment of 6 enhanced carers within Surrey by March 2017.
- Reduction in proportion of our looked after children placed in independent sector foster placements.
- Reduction in the number of placement moves that Surrey children experience.

2. Working with Independent Sector Fostering Agencies (IFAs) to improve placement choice and quality of provision enabling our looked after children to achieve permanence

In 2013 - 2015:

We worked closely with some providers to improve the quality and monitoring of services to better understand the difference that the services are making to the lives of our looked after children. We need to build on this learning working collaboratively with our neighbouring local authorities and the independent sector to deliver outcomes-based services that complement our local fostering offer.

By 2018, we will:

- Maintain a strong visible presence and consult directly with the market, articulating a clear direction for what is required internally and externally to best meet the needs of our children and deliver improved outcomes for permanency and participation.
- Have more local provision on or just beyond our county borders to meet the needs of unaccompanied asylum seeking children (UASC), sibling groups, teenagers (specifically boys aged 16+), complex needs, those at risk of child sexual exploitation (CSE) and other risk-taking behaviours.
- Reduce the reliance on out of county placements, particularly for those children and young people placed more than 20-miles from their originating home.
- Ensure that all placements are quality assured and promote the overall safety and care of the children and young people placed and that this is evidenced through improved outcomes for our children.
- Ensure a standardised approach to support young people to Stay Put if this is the right placement choice.
How will we do this?

- Embed a permanent procurement strategy which includes a regional outcomes-based IFA Framework, direct management of two outcomes-based block contracts for IFA provision and ongoing market development working with our collaborative partners.

How will we know we are making a difference?

- Increase the % of looked after children achieving permanence and improved participation outcomes.
- Increased provision of same-day placements.
- Reduce the number of unplanned placement endings.
- Evidence progress on individual outcomes tracker, supporting young people to make a positive difference.
- Reduce the number of children and young people placed 20 miles or more from originating home.

3. Developing a Surrey Residential Strategy for Looked After Children to provide more Surrey based care

In 2013 – 2015:

We continued to deliver a high-quality residential service working with 7 Surrey children’s homes and 1 specialist home for children with disabilities to meet the residential needs of many of our looked after children. Moving forward, we need to agree a long-term residential strategy to complement this offer, developing our residential strategy to consider the needs for looked after children including children with disabilities (CWD) and unaccompanied asylum seeking children (UASC) placing more children in county and delivering improved outcomes for those in residential care.

By 2018, we will:

- Implement a 5-year residential care strategy for looked after children which includes detailed plans on the development of Surrey’s own residential offer for looked after children.
- Ensure availability of specialist provision for those at risk of child sexual exploitation and other high-risk taking behaviours and for children with disabilities.
- Embed risk assessment as best practice for all front-line staff to ensure a joined-up response.
- Trial the commissioning of alternative provisions i.e. Secure Children's Homes or non-secure alternatives and consider opportunities to develop regional arrangements.
- Commission placements for residential assessments more effectively and efficiently.
How will we do this?

- We will develop two additional homes to the Surrey Children’s Home Offer to ensure that more looked after children, specifically those with higher needs including those at risk of child sexual exploitation, can live in county.

How will we know we are making a difference?

- Increase the % of looked after children achieving permanence and improved participation outcomes.
- Decrease the number of unplanned placement endings.
- Decrease the percentage of children in care who have three or more placements in the year.

4. Developing the market to ensure that we have a strong-mixed economy for residential provision in and close to Surrey-borders to meet the needs of our looked after children

In 2013 – 2015:

We were part of the Mid Southern Regional Residential Collaborative joining up with our regional partners to improve market provision to the West of the County. Although this did not bring any new providers to the market, the collaborative framework secured prices and standardised operational procedures to improve the quality of the service offered. Moving forwards, we will continue to develop our working relationship with the independent residential sector through collaborative work to develop more placement choice and to deliver improved outcomes for our young people.

By 2018, we will:

- Maintain a strong visible presence and consult directly with the market, articulating a clear direction for what is required internally and externally to best meet the needs of our children driving innovation in the market place.
- Work closely with our regional colleagues including the South East Together Collaborative and the Mid Southern Residential Collaborative to ensure that Surrey is best placed to develop the residential market on or near the county borders to meet the needs for residential provision.
- Reduce the reliance on out of county placements and particularly for those children and young people placed more than 20-miles from their originating home.
- Have a clear process in place to ensure that any secure placement needed can be agreed at the right time in the right place.
- Commission residential assessments more effectively as part of overall Placement Strategy.
Implement outcomes-based monitoring to ensure that all of our children and young people are placed in quality assured residential provision and are making progress and are happy where they live.

How will we do this?

- We will have a strong mixed economy to complement the Surrey Children’s Home Offer through regional collaborative frameworks (East and West of county) and through direct block contract work with specified providers.

How will we know we are making a difference?

- Increase the % of looked after children achieving permanence and improved participation outcomes.
- Decrease the number of unplanned placement endings.
- Decrease the percentage of children in care who have three or more placements in the year.
- Decrease the number of children and young people placed 20-miles or more from originating home.

5. Ensuring sufficient provision is available for looked after children with disabilities to meet their needs

In 2013 – 15:

We developed our plans to recruit and retain more foster-carers to include specific targets around carers who are willing to care for children with disabilities and maintained a dedicated residential home specifically for children with disabilities. Moving forwards, we need work with the market to develop our offer for residential and foster-care to ensure that we have more placement choice within a mixed market.

By 2018:

- The numbers of looked after children with disabilities have remained fairly stable over the last 5+ years. We will use this trend to model the provision needed moving forwards focusing on percentages living in foster-care, residential, with a parent or carer with parental responsibility and those living in an NHS placements.
- We need to recruit and retain more foster-carers who are able to care for children with disabilities and this is a core part of the Surrey fostering recruitment strategy as well as the market development work with the independent sector. Over the last 18 months, we have supported more children with disabilities to live with a Surrey foster-carer (7% in 2014 to 19% in January 2016). We will continue to improve our practice and procedures to recruit and retain more carers and create more placement choice. We will continue to also work with the independent sector to
ensure foster-care placements are available on or near our county borders to complement our in-house provision and place our children closer to home.

- For those children to whom residential provision is more suitable, we will look to develop the market as a mixed economy between Surrey provision (1 children’s home) and provision within the independent sector to ensure we can meet the needs of children and young people with disabilities.

How will we do this?

- Moving forwards, we will work closely with colleagues in education to ensure that the needs of looked after children with disabilities, specifically those who need a residential school, are included as part of the overall SEND 2020 strategy. As an example, we currently have seven residential schools that offer a residential and educational package. However none of these schools offer placements to children with severe learning difficulties or severe autism and challenging behaviour and so most children with these needs will be placed in NMI provision, including out of county placements. If Surrey were able to offer residential learning packages for this group of children it may reduce the number becoming looked after, however if they were also using residential short breaks it is likely that they would still need to be looked after due to the number of nights they are away from home.

How will we know we are making a difference?

- Increase the % of looked after children achieving permanence and improved participation outcomes.
- Decrease the number of unplanned placement endings.
- Decrease the percentage of children in care who have three or more placements in the year.
- Decrease the number of children and young people placed 20-miles or more from originating home.

6. Developing a care-leavers accommodation strategy to ensure that the right provision is available at the right time to support young people to transition to independence successfully

In 2013 – 2015:

We prioritised focus on increasing the range of 16+ accommodation working with colleagues through the supported accommodation framework as well as developing our staying put and supported lodgings arrangements. We need to continue to develop these relationships to ensure that we have more suitable, local provision for 16+ to offer placement choice as part of the care planning and pathway planning process.
By 2018, we will:

Have a clear strategy and placement offer in place for 16+ supported accommodation ensuring provision for Care Leavers to include:
- Placement provision for 100 Care Leavers in Supported Accommodation to include provision of Training Flats and Same Day Placements.
- Provision for 100 Care Leavers in Supported Lodgings or Staying Put arrangements.
- Reduce the reliance on out of county placements, particularly for those children and young people placed more than 20-miles from their originating home.
- Young people have the skills for a successful and fulfilling future when moving into independent living including the provision of information about the choices they have and their support network.
- Embed risk assessment as best practice for all front-line staff to ensure a joined-up response.

How will we know we are making a difference?
- Increase the % of young people who achieve improved participation outcomes (PETE).
- Decrease the number of young people placed 20-miles or more from originating home.
- Provision for 100 Care Leavers in Supported Accommodation by May 2018 to include 6 Training Flats and 10 Same Day Placements.
- Transition to independence outcomes tracker for all care leavers (TBD).

7. Implement a Permanence Strategy to strengthen care planning procedures and the stability of placements as part of the overall work programme to deliver the Surrey Placement Strategy for Looked After Children

By 2018, we will:
- Have a standardised approach to permanence planning across all areas which is child-focused and improves outcomes for all children in care.
- Improve the consistency of planning for children.
- Ensure that all children who go missing in Surrey have a return interview by an independent professional.

How will we know we are making a difference?
- Looked after children, carers and key stakeholders will report positive improvements for permanence practice and planning.
- More looked after children will be in the same placement for over 2.5 years.
- Decrease the percentage of children in care who have three or more placements in the year.
Our Commitment

- Place a minimum of 90% (fostering) and 80% (residential) of children and young people ‘locally’. For those placements made outside of the local area, Surrey County Council will ensure that the same levels of monitoring and quality standards are applied.
- Articulate to providers what excellent outcomes look like for each child and young person and explore incentives for excelling achievements.
- Measure children and young people’s outcomes using a standardised approach across all placements, ensuring an understanding of what does and does not work and acknowledging when something needs to change.
- Listen to children and young people and maximise opportunities for their feedback to inform and influence service delivery.
- Provide quality, standardised ‘life skills’ development support and entitlements for young people transitioning into independence.
- Implement effective early intervention, for example;
  - Financial commitment where a specialist/therapeutic placement is required, for a period of time determined by a qualified professional
  - Ensure that all eligible young people are engaged in the Family Nurse Partnership
  - Escalate and recommend change when a young person has experienced multiple placement breakdowns

8.0 Monitoring Progress

This Placement Strategy for Looked After Children will be monitored by the Surrey Placement Strategy Board for Looked After Children. Progress will be reviewed on a bi-annual basis.

The Placement Strategy Board reports to the Surrey Corporate Parenting Board and will ensure that outcomes are achieved through the delivery of this strategy to make a difference to the lives and prosperity for all our looked after children.
Appendix 1

Surrey Looked After Children
Placement Strategy 2016-2019
Needs Analysis

1. Introduction
In Surrey, we believe that for most children and young people the best place to live and
grow-up is with their family of origin and wherever possible we will support parents and or
the extended family who need assistance to do this. Unfortunately, for some children this is
not possible. In this instance, Surrey strives to find a placement for the child, either
through foster-care or residential care, that is in the best interest and meets the needs of
the child with the ultimate aim of achieving permanency and improved wellbeing.

Surrey’s Looked After Children Placement Strategy 2016-19 sets out Surrey’s approach to
meet the ‘sufficiency duty’ for all of our looked after children to achieve sustained
improvement to the lives of children, young people and their families. This document
provides a comparative analysis of Surrey’s placement data between 2013 and 2015.

2. Background
Section 22G of the Children Act 1989 requires a council to take steps, as far as reasonably
practical, that secures accommodation for looked after children within the authorities area
and which meets the needs of those children (“the sufficiency duty”). In 2010, Statutory
Guidance on securing sufficient accommodation for looked after children was published
outlining how councils should carry out their duty under the Children Act 2011. From April
2011, working with partners, local authorities are required to secure, where reasonably
practicable, sufficient accommodation for looked after children in their local authority area.
Local authorities are required to have a:

- Number of accommodation providers in their area.
- Range of accommodation capable of meeting needs.

Surrey County Council is committed to improving outcomes for all looked-after children,
ensuring that their welfare is safeguarded and protected. It is important that our looked
after children have the same opportunity to develop relationships as those children who live
with their own parents. The development of safe, stable and secure relationships with
adults is fundamental, supporting the development of secure attachment that persist over
time and wherever our looked after children are living. A placement that is most suited to
the needs of a looked after child or young person, that does not change, will improve the
likelihood of a child or young person feeling happy and safe within that setting.
3. The National Picture in a Snapshot

3.1 Fostering

The number of children placed in foster care across England and Wales has steadily increased over the last seven years. In March 2015 there were 52,050 looked after children in foster placements in England and Wales, representing 75% of the total looked after children (Department for Education, 2015). This represents an 8% increase from the 2011 figures. Statistics indicate that children tend to remain in foster care for longer than previously and, for some, fostering becomes a permanent arrangement. Local authorities have to use independent agency carers to meet those needs which cannot be met by internal foster-care provision. On the 13 May 2014 a new duty on local authorities across England and Wales came into force under part five, ‘Welfare of Children’ (98), of the Children and Families Act 2014. The act introduced a ‘Staying Put’ arrangement which requires local authorities to ‘facilitate, monitor and support’ Staying Put arrangements for all young people that are fostered, until they are 21 (or 25 if in full-time education), if they and their foster-carer want this. Through this provision, the young person becomes a care leaver.

3.2 Adoption

In March 2015, 3,320 looked after children were placed for adoption, which represents 5% of all looked after children. While the number of adoptions rose from 2011 to 2014, in 2015 there was a 15% reduction in adoption (DfE, 2015). There has been a rise in the number of former looked after children who have ceased to be looked after over the past five years, due to adoptions and special guardianship orders (SGOs). However, the number of children in care who found permanent long-term homes through SGOs only increased by 5% (compared with a 20% rise in 2012) (DfE, 2015). The DfE has pledged four further years of funding from 2016 for post adoption support.

3.4 Residential Care

In March 2015, there were 6,570 children living in children’s homes, hostels and/or secure accommodation. For more than a quarter of children in children's homes, they have had at least five previous placements.

3.5 Children and Families Act (2014)

The Act reforms the systems for adoption, looked after children, family justice and special educational needs. Key developments including the new requirement placed on local authorities to allow young people living in foster-care to stay with foster-carers until they are 21-years will feed into the development of this strategy.
4. **Looked After Children in Surrey – Placement Summary**

In 2015, there was an average of 826 looked after children in Surrey, ranging from 771 to 884 over the course of the year. This compares with an average of 834 in Surrey in 2013.

As at December 2015 the placements of Surrey’s looked after children were as follows:

- 77% (682 children) were placed in foster-care (compared with 629 children in December 2013)
- 14% (125 children) were placed in a residential home or residential school (compared with 107 children in December 2013)
- 4% (38 children) were placed for adoption (compared with 42 children in December 2013)
- 1% (5 children) were placed with parents (compared with 11 children in December 2013)
- 4% (34 children) were placed within another placement, i.e. lodgings (compared with 42 children in December 2013)
- 20% were placed in an out of county (OOC) placement outside the local authority border and more than 20 miles from their originating home (compared with 19% in December 2013)
- 68.5% of looked after children under 16, who have been looked after continuously for at least 2.5 years, were in the same placement for the last two years or placed for adoption (compared with 67% in December 2013)
- 43% of Surrey’s looked after children were female (compared with an even split in December 2013)

Surrey has seen a significant increase in unaccompanied asylum seeking children (UASC) over the course of 2015; as at December 2015 there was a total of 158 looked after UASC compared with 77 in December 2013. The placement details of UASC as at December 2015 are as follows:

- 138 UASC were placed in foster care (compared with 60 in December 2013), of these:
  - 11% (16) were placed in Kinship foster care within Surrey
  - 4% (6) were placed in Kinship foster care outside of Surrey
  - 84% (116) were placed in IFA provision
- One UASC was in a Surrey owned residential children’s home (which remains the same for December 2013)
- 12 UASC were living in a supported lodgings placement (compared with 7 in December 2013)
- 7 UASC were missing from agreed placement (compared with 9 in December 2013)
- 84% of all UASC placements were outside of Surrey’s borders (compared with 90% in December 2013)
The above data shows a sharp increase in the number of foster placements and residential placements since 2013, but a decrease in the number that are placed with parents and in other accommodation options such as supported lodgings. The increase in foster placements could be attributed to the significant increase in UASC within Surrey, who were largely placed in independent foster care provision. The sharp increase in UASC will also have an impact on the gender divide of Surrey’s looked after children as the majority of Surrey’s UASC are male. However, the rise in UASC does not explain the increase of residential placements since 2013.

4.1 Of those children in foster-care:

As at December 2015:

- 46% (317) of foster-care placements were with SCC carers
- 17% (119) of foster-care placements were with kinship foster-care
- 36% (246) of foster-care placements were with IFA placements

4.2 Of those in a residential placement:

As at December 2015:

- 25% of children in a residential placement were in a SCC placement (compared with 33% in December 2013)
- 36% were in an Independent Children’s Home
- 18% were in a children’s residential school (CWD)
- 1% were in a secure children’s home (including those on youth justice orders – less than 1% of looked after children)
- 12% were in a specialist placements (family assessment, NHS, parent and child foster-care)
- 6% were missing/absent from their placement
- 60% of looked after children in a residential placement (excluding CWD) were male

4.3 Children with Disabilities

As at January 2016 57 children and young people with disabilities were looked after and open to the Children with Disabilities team. Of these children and young people:

- 19% (11) were living with a Surrey foster carer (compared with 7% in March 2014)
- 3% (2) were living with an Independent foster carer (compared with 17% in March 2014)
- 19% (11) were living in an Independent Residential Home (compared with 35% in March 2014)
- 12% (7) were living within a Surrey Children’s Home (compared with 5% in March 2014)
- 42% (24) were living in a Independent Residential School (compared with 36% in March 2014)
- 2% (1) was living with a parent or carer with parental responsibility
- 2% (1) was living in an NHS placement
- 40% (23) were living outside of Surrey’s county boundary
- 9 of the 57 looked after children with disabilities were living in Health provision (registered with Ofsted and/or CQC) and 4 of these were living in short breaks over 75 nights.

Of these children and young people, 88% were aged ten to 17 (which remains stable with the March 2014 87%) and 38% of children within this age bracket were either 16 or 17.

The nature of the disabilities our children and young people had were as follows:
- 18% (10) behaviour
- 21% (12) communication
- 3% (2) consciousness
- 19% (11) diagnosed with Autism or Asperger's syndrome
- 2% (1) hearing
- 14% (8) learning
- 8% (5) mobility
- 2% (1) vision
- 11% (6) were disabled under DDA but not in the categories
- 2% (1) not recorded

The category of needs were:
- 39 N2 Child’s Disability
- 8 N1 Abuse or Neglect
- 6 N4 Family Acute Stress
- 4 N5 Family Dysfunction

The Legal status of these placements were:
- 43 Accommodated under S20
- 13 Care Order S31 CA 1989 (of these children and young people 8 were living with a foster carer and 75% of these were with a Surrey foster carer)
- 1 Placement Order

The stability rate for children with disabilities is around 88%, which is relatively stable in comparison with other looked after children and the 2013 rate. Since 2013, more children with disabilities are living with a Surrey foster carer and far fewer are living within IFA provision. The number of children with disabilities living in a residential school has remained stable from 2013-15.
5. **A summary of needs by placement**

5.1 **Fostering Summary**

5.1.1 **Surrey Foster-care Service**

As at December 2015 there were 310 SCC foster carers, of these:

- 273 are general foster carers (compared with 226 in December 2013)
- 7 are parent and child foster carers (compared with 10 in December 2013)
- 8 are enhanced foster carers (compared with 5 in December 2013)
- 26 are short breaks carers

In terms of SCC general foster-carers, there were:

- 58 approved to care for children as part of a sibling group (compared to 70 in December 2013)
- 7 short breaks carers that are also approved to offer respite to general carers
- 5 on the Emergency Duty Team rota (compared with 4 in December 2013)

Moreover, there were:

- 36 supported lodgings providers and 12 transfers from IFAs with a staying put arrangement
- 47 Staying Put foster carers
- 49 Black, Asian and Minority Ethnic (BAME) carers
- Two Lesbian, Gay, Bisexual and Transgender (LGBT) carers

Two foster carers adopted their foster children in 2014/15 and one foster carer has adopted their foster child/ren so far as at December 2015 in 2015/16.

Across the UK there is an estimated shortage of 9,000 foster carers. In accordance with the national picture, Surrey also faces a shortfall of foster carers and finds it particularly difficult to find carers for teenagers, sibling groups and UASC. In early 2014 iMPOWER conducted research for SCC on the motivations of Surrey’s foster carers, to enable the Fostering Service to target future foster carers more effectively. While in 2014-15 the number of enquiries declined by 66% compared to the 2011-12 level of enquiries, the conversion rate from enquiry to approval has increased. Consequently, the quality of fostering enquiries has improved over the past four to five years. SCC’s approval rate is now higher than some neighbouring authorities.

The Surrey Fostering Recruitment Strategy 2016-18, addresses SCCs challenges for recruitment and provides further information on the action plan that has been developed in accordance with iMPOWER.
5.1.2 Independent Foster Agencies (IFAs)

There has been a significant increase in the number of placements needed in 2015, due to the increase in numbers of UASC presenting to SCC. UASC were placed in IFA's across the following areas: Croydon, Hillingdon, Brent, West Sussex, Merton, Newham, Kent, Milton Keynes, Hampshire, Middlesex, Buckinghamshire, Bromley, Lewisham, Ealing, Epsom and Ewell.

5.1.3 Children With Disabilities

Children with disabilities encompass children with both physical and behavioural difficulties who have their own unique needs and carers. Placements for children with disabilities are limited, both in terms of SCC foster care and IFA provision. A foster placement will be sought for the majority of children with disabilities, but these are extremely difficult to find for children over 10 years old with complex behavioural or physical needs. Many of the children with disabilities started with a foster placement, but difficulties can arise with the placement as they get older. It is crucial that any foster-carer that looks after a child with disabilities has access to respite.

Placement changes for children with disabilities can be particularly traumatic; particularly if this has an impact or leads to a change in the carers that deliver care packages and plans.

5.1.4 Staying Put

In December 2015 a Deep Dive was conducted on the number of care leavers ‘Staying Put’. This researched revealed that there were 117 care leavers that were living with their foster carers in a staying put arrangement.

Table 1: Care leavers living with their former foster carers as at December 2015

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<th>CWD</th>
<th>Other</th>
<th>UASC</th>
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<tbody>
<tr>
<td>% of Young People in this category</td>
<td>2%</td>
<td>71%</td>
<td>27%</td>
</tr>
</tbody>
</table>

Source: Children’s Services Commissioning Deep Dive, December 2015

Surrey is developing a way of accurately recording the number of care leavers that are Staying Put with their former foster carers.

5.2 Residential Provision Summary

For a small number of looked-after-children, a residential children's home or school will be the best environment to meet their needs and help them to succeed. Being with a larger staff group and alongside their peers in a residential placement offers some looked after children and young people a greater variety of relationships and allows 24-hour support to be provided for the highest levels of need and the most challenging types of behaviour.
The table below shows a breakdown of the total number of looked after children within each placement and the number placed out of county.

The three tables below show the breakdown of the types of placements used and how many children are living in each placement type, the average age at the start of placement and the current age of children and young people in Surrey’s residential provision.

Table 2: Residential provision overview

<table>
<thead>
<tr>
<th>Type of residential provision</th>
<th>Number of looked after children 2015</th>
<th>Number of looked after children 2013</th>
<th>Number placed out of county 2015</th>
<th>Number placed out of county 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secure unit</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Children’s Homes</td>
<td>82</td>
<td>80</td>
<td>37</td>
<td>24</td>
</tr>
<tr>
<td>Residential schools</td>
<td>24</td>
<td>24</td>
<td>17</td>
<td>19</td>
</tr>
<tr>
<td>Residential Care Home</td>
<td>5</td>
<td>5</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Other residential settings (parent and child and NHS etc)</td>
<td>12</td>
<td>28</td>
<td>12</td>
<td>16</td>
</tr>
<tr>
<td>In lodgings, residential employment or living independently</td>
<td>26</td>
<td>15</td>
<td>12</td>
<td>12</td>
</tr>
</tbody>
</table>


Table 3: Average age at the start of residential placement start

<table>
<thead>
<tr>
<th>Average age at placement start (in years)</th>
<th>CwD</th>
<th>Other</th>
<th>Average (all CYP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children’s Home</td>
<td>11</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td>Mother and Baby Unit</td>
<td>&lt;1</td>
<td>&lt;1</td>
<td>&lt;1</td>
</tr>
<tr>
<td>NHS hospital/nursing care</td>
<td>15</td>
<td></td>
<td>15</td>
</tr>
<tr>
<td>Residential Care Home</td>
<td>13</td>
<td>10</td>
<td>12</td>
</tr>
<tr>
<td>Residential School</td>
<td>12</td>
<td>14</td>
<td>12</td>
</tr>
<tr>
<td>Secure Unit</td>
<td>14</td>
<td></td>
<td>14</td>
</tr>
<tr>
<td>Young Offenders Institute</td>
<td></td>
<td></td>
<td>17</td>
</tr>
<tr>
<td><strong>Average of all CYP</strong></td>
<td><strong>12</strong></td>
<td><strong>11</strong></td>
<td><strong>12</strong></td>
</tr>
</tbody>
</table>

Source: Children’s Performance Team, December 2015

The following sections detail what residential provision we use to meet the needs of our looked after children and young people.

5.2.1 Surrey Children’s Homes

SCC has seven children’s homes with placements for 40 children and young people. SCC also has two additional homes which are used for short-breaks for children with disabilities,
one of which offers three placements for long-stay children and young people. Each of these homes has a different Statement of Purpose to ensure that the best possible match can be made for the young person based on their need. Sometimes in-house placements cannot be used due to matching considerations, the needs of the child and/or the needs of existing children in the placement.

The quality of Surrey’s residential provision has been rated by Ofsted as ‘Good’ or ‘Outstanding’ and recognised nationally by the government; Surrey has provided evidence to the Lord Lamming review on how it has helped to reduced reoffending for children in care and one of Surrey’s homes has been used as an example children’s home.

A Five Year Residential Strategy 2016-2021 is currently being developed to inform the future development of Surrey’s residential offer to looked after children. The project will inform decision making around what the increased capacity within Surrey should look like.

As at October 2015 the occupancy rate was 83% for 2015/16. Please see below for an overview of children and young people placed in Surrey’s Children’s Homes as at October 2015.

- The age range of children was from 11 years and ten months to 18 years and seven months with an average age of 14 years and seven months (compared with 10 years and one month to 17 years and six months in September 2013)
- The average length of placement is 16 months (compared with 2 years and one month in September 2013)
- Three young people had experienced an adoption breakdown and two young people had experienced a long term placement breakdown
- 83% of the young people displayed challenging behaviours
- 83% have, or continue to have, support from CAMHS
- 45% have historically displayed propensity to abscond
- 45% have self harmed (including attempted suicide)
- 38% have witnessed and/or been a victim of domestic abuse
- 31% have been affected by parental substance misuse
- 30% are at risk of child sexual exploitation (CSE)
- 24% have disclosed CSE
- 24% misused substances
- 17% have experienced a permanent school exclusion
- 14% are involved in offending behaviours
- 10% have displayed sexually harmful behaviour

Other needs include ADHD, mild learning difficulties, Aspergers and Enuresis/soiling problems.

Of the 35 young people that left a SCC Children’s Home between January 2014 to February 2015:
24 were planned moves
7 were unplanned moves
4 were short term stays (emergency placements)

5.2.2 Independent Residential Provision - Surrey young people placed in independent residential accommodation (non CWD).

As at September 2015 44 children and young people (excluding CWD) were residing in an Independent Residential Home.

- The age of young people in these placements ranged from seven years and seven months to 17 years and 11 months (which remains almost the same as the September 2013 snapshot)
- The average age of these young people when placed was 15 years (which remains the same as the September 2013 snapshot)
- The average length of placement was one year and six months (which remains in line as the September 2013 snapshot)
- 81% were male (compared with 68% male in September 2013 snapshot)
- 67% of original placements were in foster care (compared with 50% in the September 2013 snapshot)
- Placements were spread across 18 different agencies

As determined by a September 2015 snapshot of 17 young people in Independent Residential Placements (excluding CWD and Residential Schools):

- 70% struggle with their mental health and/or have accessed, or are accessing, the 3Cs Service
- 59% displayed challenging and aggressive behaviours in placement
- 53% have historically displayed propensity to abscond
- 47% witnessed domestic abuse in their birth home
- 47% mother and/or father misuse substances
- 35% had self harmed (including attempted suicide)
- 35% had a history of offending
- 24% had experienced a long-term placement breakdown
- 24% displayed harmful sexualised behaviours
- 24% were at risk of CSE
- 23% had disclosed historical CSE
- 18% misused substances

The key need leading to placement of the 43 children and young people placed in independent residential provision over the 18 months prior to December 2015 (excluding four young people whose files were confidential) was:

- 23% were at risk of CSE
- 21% were moved due to extremely challenging behaviour
- 15% displayed potentially harmful sexualised behaviour
- 13% displayed aggressive behaviour
- 10% frequently absconded
- 10% displayed serious self harm and anxieties
- 5% were involved in frequent offending
- 3% had parents sabotage the placement, leading to placement change

Between July and December 2015, 57 referrals to independent residential provision were for same day placements (48% of all independent residential referrals during this period).

5.2.3 Children with Disabilities - including those who also access education on the premises (based on January 2016 snapshot):

11 children were living in independent residential provision and seven children were living in Surrey’s own children’s homes. 24 children were living at a Residential School making up 42% of all placements for children with disabilities. Some children with disabilities will greatly benefit from a residential school due to the consistency that this type of placements provide (this is particularly important for children and young people with learning difficulties or Autism).

There are seven residential schools that offer a residential and educational package. Currently, there is no suitable provision for children with disabilities that suffer with mental illness – SCC has flagged this with the Government as it is a national problem.

Of the children with disabilities living in a residential school, as at January 2016:

- 71% (17) had been in their current placement for over one year
- 21% (5) had been diagnosed with Autism or Aspergers Syndrome
- 88% (21) were in the placement due to the child’s disability (N2), 8% (2) were in placement due to the families acute stress (N4) and 4% (1) was in a placement due to family dysfunction (N5).

Of the children with disabilities living at Ruth House, as at January 2016:

- 1 had been in this placement for over one year
- 1 had been diagnosed with Autism or Aspergers Syndrome
- 2 were in placement due to the child’s disability (N2), 1 was in placement due to family acute stress (N4) and 1 was in placement due to family dysfunction (N5).

5.3 Specialist Residential Centres and Accommodation

In addition to the above provision, where needs permit, SCC may need to utilize specialist residential provision for children and young people.
5.3.1 Amber

The purpose of Amber is to support young people that have alcohol and drug dependencies and/or have been involved in crime. Amber provides support in a safe space that enables young people to rebuild their lives. Up to four young people can access Amber Provision, funded by the YSS, Public Health and Surrey’s Care Leavers Service for up to six months. If a young person requires longer than six months at Amber, they will be placed in a ‘charitable bed’ which is not funded by SCC. Young people can access Amber from the age of 18.

5.3.2 Secure Placements

A small number of secure placements are needed each year. As at December 2015, two young people were placed in a Secure Children’s Home. The table below shows the number of secure placements (both Welfare and YOI) at the end of each quarter in 2013, 2014 and 2015.

Table 4: A) Number of secure placements and Young Offenders placements at the end of each quarter 2013-15 and B) the average nights per placement type

<table>
<thead>
<tr>
<th>Table 4A</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Total placements</th>
<th>Total young people</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secure Unit</td>
<td>5</td>
<td>6</td>
<td>2</td>
<td>13</td>
<td>10*</td>
</tr>
<tr>
<td>Young Offenders/Penal Institution</td>
<td>2</td>
<td>10</td>
<td>10</td>
<td>22</td>
<td>16*</td>
</tr>
<tr>
<td>Total number of placements</td>
<td>7</td>
<td>16</td>
<td>12</td>
<td>35</td>
<td>26*</td>
</tr>
</tbody>
</table>

*3 young people had both types of placement in the period 2013-15

<table>
<thead>
<tr>
<th>Table 4B</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Overall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secure Unit</td>
<td>113</td>
<td>193</td>
<td>12</td>
<td>134</td>
</tr>
<tr>
<td>Young Offenders/Penal Institution</td>
<td>93</td>
<td>78</td>
<td>90</td>
<td>85</td>
</tr>
<tr>
<td>Overall average</td>
<td>108</td>
<td>121</td>
<td>77</td>
<td>103</td>
</tr>
</tbody>
</table>

Source: Children’s Performance Team, February 2016

5.3.4 Family Assessment Units

Between March 2014 and April 2015 27 children entered a Family Assessment Placement with their mother and/or father (this compares with 20 children entering family placements in 2013). As at September 2015 there were 10 children in Independent Family Units, either with their mother and/or father. These placements help inform decision making relating to the living arrangements of children in the long term. The placements try to create a nurturing environment for parents and their children.
A snapshot of nine of these families as at September 2015 shows that:

- The average age of the child in a family placement was 6.8 months.
- The average age of the birth mother was 27 years old.
- The average length of placement was 3.5 months, with the longest lasting nine months.
- In 66% of cases either the mother and/or father were misusing substances.
- In 34% of cases either the mother and/or father had been a looked after child.
- In 66% of cases domestic abuse was a current concern and in 22% of cases a historic factor.
- In 33% of cases either the mother and/or father had disclosed experiencing child sexual exploitation and/or physical abuse.
- In 88% of cases either the mother and/or father was experiencing poor mental health, and of these 25% had self harmed (including attempted suicide).
- 77% of placements were with Jamma Umoja.

5.4 Independent and Semi-Independent Accommodation

As at December 2015 there were 36 semi-independent placements, one third (12) of these where for UASC. Supported accommodation placements provide integrated packages of support for vulnerable young people. SCC commissions trainer flats, hostels, support for young parents and young people with additional needs, move on accommodation and supported lodgings.

6. Young people becoming looked after aged 16 and over

The initial placement type for young people first looked after aged 16 and over varies depending on their needs. Of the UASC within this group 89% were placed in foster care at initial placement and of the other looked after young people (excluding CWD) 36% were placed in a foster placement. 17% of non UASC (excluding CWD) were placed in a Youth Offending Institution and 26% were placed in private provision both inside and outside of Surrey.

7. Concluding Themes

Since 2013/14 there have been some significant changes in the demand and use of certain placement types.

Surrey has experienced an increase in demand for:

- Independent foster provision, attributed to the increase in UASC being placed in out of county foster care
• Independent residential placements (excluding CWD). The percentage of children and young people whose original placement was a foster placement, prior to an independent residential placement has increased in 2015 from 50% to 67%
• Surrey foster carers for CWD
• Placements for male looked after children, which has risen from 50% to 57% of all looked after children within Surrey
• Family placements, which has seen an increase demand in 2014/15 of 35%
• Supported accommodation
• Emergency out of hours placements and support options

Surrey has experienced a decrease in demand for:

• Independent foster placements for children with disabilities, which declined from 17% in March 2014 to 3% in January 2016
• The number placed in another placement such as supported lodgings

Surrey has had a consistent need for:

• Residential schools
• Surrey’s Children’s Homes
• Surrey foster carers

8. Chapter References

9. Governance and Next Steps
The Surrey Looked After Children Placement Strategy (2016 – 2019) outlines our approach to meet the ‘sufficiency duty’ for all of our looked after children to achieve sustained improvement to the lives of our children, young people and their families from 2016 - 2019.

Delivery of the strategy depends on a co-ordinated and sustained approach across key stakeholders within the Children, Schools and Family Directorate and the Corporate Parenting Board network.

The Placement Strategy Group for Looked After Children will be tasked with coordinating the delivery of the Surrey strategy and will receive bi-annual reports on progress to deliver the strategic intentions. The group will report to the Corporate Parenting Operational Group who report to the Surrey Corporate Parenting Board. Progress reports will be available to the Corporate Parenting Board network.
Appendix 2

The Surrey Looked After Children Placements Strategy Outcomes Framework

This outcomes framework has been developed using the South East Togetherness Partnership framework to underpin a more systematic approach to improving outcomes for children and young people. The framework is a dynamic document which is open to change and iterative improvement. It is the product of discussions with children and young people; providers from foster care, residential and special schools; parents and commissioners from across the South East Togetherness partnership.

Components of the outcomes framework

The outcomes framework is made up of components:

1. **Basic needs.** These outcomes are usually required before the other outcomes can be progressed. Physical health and safety are the bottom two steps in Maslow’s hierarchy of needs and are also recognised as fundamental human needs in the wider academic discussion of ‘need theory’.

2. **Personal resources.** These outcomes are important features of a person’s internal life, which may be described as their character, personality or outlook. They are internal resources which a person is able to bring to bear on situations that arise in life.

3. **Functioning.** These outcomes focus on functioning, which is how an individual interacts with the external world. When someone is functioning well, they are able to satisfy their psychological needs (for control over their own life, relationships with others, and achieving competence in their abilities) and experience good overall feelings about life.

4. **Lifelong outcomes.** These outcomes are shaped by the four life outcomes from *Preparing for Adulthood*, which collates the learning from a range of transition programmes that helped young people – particularly those with special educational needs or disabilities – to transition into adulthood and lead fulfilling lives. We would expect children and young people to achieve these outcomes as they reach adulthood if the other eight outcomes are being achieved.

5. **Community outcomes.** These are outcomes achieved for the wider regional community. They are being included in the framework in order to show that when children and young people achieve their individual outcomes, this also improves the outcomes of society, economy and environment more broadly, and that these community outcomes help reinforce the work that providers do in supporting children and young people’s outcomes.

6. **Accountability.** Providers are only held accountable for measuring and reporting on outcomes they directly influence. The placing of the accountability line varies according to the age of the children and young people that providers work with.

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1 South East Togetherness is a group of 15 local authorities involving: West Sussex County Council, East Sussex County Council, Surrey County Council, Kent County Council, Brighton & Hove City Council, and The South London SEN Commissioning Partnership