

# Children's Services Overview and Scrutiny Panel

Date: **Thursday 13 March 2014**

Time: **2.00pm**

Venue: **Edwards Room, County Hall, Norwich**

**Persons attending the meeting are requested to turn off mobile phones.**

## **Membership**

Mrs J Chamberlin (Chairman)

Mr R Bearman  
Mr D Collis  
Mr D Crawford  
Mrs M Dewsbury  
Mr C Foulger  
Mr T Garrod  
Ms D Gihawi  
Mr P Gilmour

Mr B Hannah  
Mr M Kiddle-Morris  
Mrs J Leggett  
Mr J Perkins  
Mr M Sands  
Mr R Smith  
Dr M Strong  
Miss J Virgo

## **Parent Governor Representatives**

Dr K Byrne  
Mrs S Vertigan

## **Church Representatives**

Mrs H Bates  
Mr A Mash

## **Non-Voting Schools Forum Representative**

Dr L Poliakoff

## **Non-Voting Cabinet Members**

Mr M Castle	Education and Schools
Mr J Joyce	Safeguarding Children

**Non-Voting Co-opted Advisors**

Mr A Robinson	Norfolk Governors Network
Ms T Humber	Special Needs Education
Ms V Aldous	Primary Education
Vacancy	Post-16 Education
Ms C Smith	Secondary Education

**For further details and general enquiries about this Agenda  
please contact the Committee Officer:**  
Catherine Wilkinson on 01603 223230  
or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

# **A g e n d a**

## **1. To receive apologies and details of any substitute members attending**

## **2. Minutes**

**(Page 7)**

To receive the minutes of the meeting of the Children's Services Overview & Scrutiny Panel held on 23 January 2014.

## **3. Members to Declare any Interests**

If you have a Disclosable Pecuniary Interest in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a Disclosable Pecuniary Interest in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter.

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an Other Interest in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

If that is the case then you must declare an interest but can speak and vote on the matter.

## **4. To receive any items of business which the Chairman decides should be considered as a matter of urgency**

## **5. Public Question Time**

Fifteen minutes for questions from members of the public of which due notice has been given.

Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk or 01603 223230) by **5pm on Monday 10 March 2014**. For guidance on submitting public questions, please view the Council Constitution, Appendix 10.

## 6. Local Member Issues/Member Questions

Fifteen minutes for local members to raise issues of concern of which due notice has been given.

Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk or 01603 223230) by **5pm on Monday 10 March 2014**.

## 7. Cabinet Member Feedback

i.) Education and Schools

ii.) Safeguarding Children

## 8. Children's Services Integrated Performance and Finance Monitoring Report for 2013/14 (Page 24)

Report by the Interim Director of Children's Services

## 9. Update on Quality Assurance Activity within Children's Social Care (Page 54)

Report by the Interim Director of Children's Services

## 10. Scrutiny Working Group - Pathway Planning for Care Leavers (Page 61)

Report by the Chairman of the Members' Working Group

## 11. Admission Arrangements for September 2015 (Page 96)

Report by the Interim Director of Children's Services

## 12. Sustaining High Quality Leadership in Norfolk Schools (Page 103)

Report by the Interim Director of Children's Services

## 13. Norfolk Youth Justice Plan 2014-2015 (Norfolk Youth Offending Team Service Plan) (Page 111)

Report by the Interim Director of Children's Services

## 14. Children with Disabilities (Page 149)

Report by the Interim Director of Children's Services

## 15. Child and Young Person Teams Response to Looked After Children Reduction Strategy (Page 176)

Report by the Interim Head of Commissioning (LAC & Edge of Care)

## 16. Early Help Offer (Page 190)

Report by the Interim Director of Children's Services

## 17. A New Strategy for Early Years Services in Norfolk (Page 254)

Report by the Interim Director of Children's Services

## 18. Scrutiny Forward Work Programme (Page 320)

Report by the Chairman

## Group Meetings

Conservative	1:00pm	Colman Room
UK Independence Party	1:00pm	Room 504
Labour	1:00pm	Room 513

Liberal Democrats

1:00pm

Room 530

**Chris Walton**  
**Head of Democratic Services**

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NR1 2DH

Date Agenda Published: 5 March 2014



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## **Children's Services Overview and Scrutiny Panel**

**Minutes of the Meeting Held on Thursday 23 January 2014  
2:00pm Edwards Room, County Hall, Norwich**

### **Present:**

Mrs J Chamberlin (Chairman)

Mr R Bearman  
Mr B Bremner  
Mr D Collis  
Mr D Crawford  
Mrs M Dewsbury  
Mr C Foulger  
Mr T Garrod  
Mr P Gilmour

Mr B Hannah  
Mr M Kiddle-Morris  
Mrs J Leggett  
Mr J Perkins  
Mr M Sands  
Mr R Smith  
Dr M Strong  
Miss J Virgo

### **Parent Governor Representatives:**

Dr K Byrne

### **Non-Voting Cabinet Member:**

Mr M Castle  
Mr J Joyce

Education and Schools  
Safeguarding

### **Non-Voting Co-opted Advisors:**

Mr A Robinson  
Mr A McCandlish  
Mrs C Smith

Norfolk Governor Network  
Primary Education  
Secondary Education

## **1. Apologies and substitutions**

- 1.1 Apologies were received from Ms D Gihawi (Mr B Bremner substituting), Mrs S Vertigan, Mrs H Bates, Mr A Mash, Dr L Poliakoff, Ms V Aldous (Mr A McCandlish substituting) and Ms T Humber. Apologies were also given by the Interim Director of Children's Services and the Interim Assistant Director, Improvement as they had been called to another urgent meeting.

## **2. Minutes**

- 2.1 The minutes of the meeting held on 21<sup>st</sup> November 2013 were received and signed as an accurate record. Mr R Smith recorded his thanks to officers for the comprehensive and cross-referenced written responses to questions from members.

- 2.2 The Chairman gave the following updates in relation to the minutes:

- A second round of workshops was being developed to take place in

February, during which Members would be asked to agree a series of visits to test the reported performance information, and report findings to the March meeting.

- The requested briefing on Restorative Approaches had been included within the January edition of the Improving Times. Officers were asked to ensure that the co-opted members of the Panel were receiving this publication.

### **3. Declarations of Interest**

3.1 There were no declarations of interest.

### **4. Items of Urgent Business**

4.1 There were no items of urgent business.

### **5. Public Question Time**

5.1 The Public Questions for the meeting are attached at Appendix 1.

### **6. Local Member Issues/Member Questions**

6.1 There were no local member questions.

### **7. Cabinet Member Feedback**

#### **7.1 Safeguarding**

7.1.1 The Cabinet Member for Safeguarding reported that the Directions Notice had been received, which required an Improvement Plan to be in place within two months of the date of the Notice. The Norfolk Safeguarding Children Board and the Improvement Board would comment on the Plan, and the date for final submission was mid-February. There was a need to examine strategic leadership, the sustainability of the Improvement Plan, and to demonstrate how the Overview and Scrutiny Panel had dealt with the problems in the department. Information was being supplied on a weekly basis from the agency appointed to recruit additional social workers. On 17<sup>th</sup> January the website had received 911 hits, which had risen to over 3,000 within the week.

#### **7.2 Education and Schools**

7.2.1 The Cabinet Member for Education and Schools reported that key stage 4 attainment results had been disappointing, with Norfolk slipping a further 20 places down the league tables. Although the authority was moving in the right direction it would take time for improvement to show within results and statistics.

7.2.2 During a discussion, the following points were noted:

- The decision to rescind the motion regarding the senior management structure was not expected to have a substantive effect on the OFSTED judgement of the Council. However it would result in some staff remaining in post longer than expected, including interims.



- The Cabinet Member confirmed that he would write to the EDP clarifying that the recent league rankings announcement was part of the overall picture, and was based on results from summer 2013.
- The Chairman highlighted to Cabinet Members a Scrutiny Report prepared by the Community Services Panel on Fuel Poverty which included a section on children, in particular relating to the links with low educational achievement. They were asked to ensure, through the appropriate Cabinet member, that papers such as this to be routinely referred to the Children's Panel for information.

## 8. **The Directions Notice issued to Norfolk County Council in respect of Children's Services**

8.1 The annexed report (item 14) by the Director of Children's Services was received. The report dealt with the Directions Notice issued by the Department for Education (DfE) on the 18<sup>th</sup> December 2013.

8.2 During the discussion, the following points were noted:

- The transition to the new governance arrangements would need to be as smooth as possible, with clear support for the department by councillors.
- It was agreed that the risk of failure in relation to the Improvement Plan would be reported within the next performance papers.
- It was confirmed that if the DfE were not satisfied with the progress made by Norfolk County Council, they could order alternative arrangements for the running of Children's Services in Norfolk.
- OFSTED would be returning to the authority to make checks on management and governance arrangements. They would expect to receive clear plans for improvement, followed by evidence that this is being embedded and that improvement is being sustained.

8.3 The Panel **RESOLVED** the following recommendations:

- To note the contents of the Directions Notice and the current programme of work in place to ensure full compliance with the content of the Notice.
- Agree that the work to respond to this notice should be carefully monitored during the transition to the committee system of governance, and ensure that members are also supported through this transition to maintain governance.
- To note risks to the Council, and to request inclusion of departmental risk register information in future performance reports.

## 9. **Children's Services Integrated Performance and Finance Monitoring Report for 2013-2014**

9.1 The annexed report (item 8) by the Interim Director of Children's Services was received. The report provided Members with an update on Children's Services

performance and finance monitoring information for the 2013/14 financial year. It was noted that paragraphs 1.2 to 1.5 of the report set out the corporate risks however further information would be provided in future.

9.2 During the discussion the following points were noted:

- There were sufficient places available to cover the additional load relating to the increased participation age in education and training. Schemes such as training or apprenticeships were applicable and there was a reliance on further education providers and work based training providers to absorb much of the extra demand. The local provision network in each district would examine the needs of industry and the economy. A progress report around this would be provided (Appendix 2).
- Although the statistic of 43.5% attainment in Early Years was concerning, the national average of 52% was equally concerning. Focussed work was underway around Early Years provision, ensuring that families were tuned in with the challenges.
- The number of looked after children was down by three, and there had been no significant changes in the numbers since November 2013.
- Education challenge was a major innovation, and the council was bringing in external expertise, some of whom already worked in Norfolk schools.
- It was agreed that the number of schools in each OFSTED category would be further broken down into types of school, and supplied as a written response (Appendix 2).
- There was an ongoing commitment to staff training and development, including the Best Practice training.
- A report would be presented to the March 2014 meeting detailing progress with the scheme to provide dedicated social workers in six school clusters.
- The Council routinely scrutinised the ability of governing bodies to self-evaluate, and was part of the regular reviews. This would influence the council's view of the school.
- Development of better standards within pre-school provision was central to the work within the Children's Centres. The strategy aimed to help parents to raise ambition and gain skills to help children to learn to read, realising that everyone had a role to play in early development. The council worked with key partners to identify delivery of services where a family was susceptible to poor parenting. A new Early Years strategy was being developed which would be reported in March.
- SureStart was still part of the Early Years provision. Take up of places in Children's Centres was improving, with Dereham cited as an example rising from 12% to 70% take up following targeted promotion. This was a key part of the strategy.
- The revenue budget showed an overspend due to the pressure of looked

after children costs; and due to pressure on the special educational need transport costs.

- The reduction within school balances related to removal of budget when a school converted to an academy. Some reduction also related to planned spending by schools.
- The use of Family Assessments had increased, and a quality framework had been introduced. There was evidence that Family Assessments were improving, however it was too early to evidence whether outcomes were improving.
- The Cabinet Members confirmed that they were happy with improvements in Children's Services to date.
- School governance was central to improvement. A successful recruitment campaign had resulted in volunteers coming forward to become governors. A 'governor hub' online area had been launched. Governing bodies should be reflective of the community, and be clear on the role of each governor. This would result in better links between the school and the community.

9.3 The Panel **RESOLVED** to note the general direction described and endorsed the new reporting format, subject to inclusion in future reports of the departmental risk register and detail about progress with reducing looked after children numbers.

## 10. Putting People First: Service and Budget Planning 2014/17

10.1 The annexed report (item 9) by the Interim Director of Children's Services was received. The report set out the latest information on the Government's Local Government Finance Settlement and specific information on the financial and planning context for Children's Services for the next three years. It set out any changes to the budget planning proposals for Children's Services and the proposed cash limit revenue budget for the service based on all current proposals and identified pressures and the proposed capital programme. The Cabinet Member for Safeguarding Children and the Cabinet Member for Education and Schools gave a presentation outlining service-specific responses to the Putting People First consultation (Appendix 3 to these minutes).

10.2 During the discussion the following points were noted:

- The budget being presented to Cabinet on Monday would include some revisions to the proposals published within the papers. Cabinet were expected to discuss reasonable risk around the Willows project in light of the most current information, and hoped to free up some money which was originally ringfenced for the Willows and which would be allocated to services to reduce savings requirements. This included committing an additional £3m funding to Children's Services to consolidate the improvement programme of safeguarding children, and retaining the post-16 educational transport subsidy for 2014/15. It was important to ensure that improvement continued at an accelerated pace which was not driven by budget constraints.
- It was confirmed that comments submitted with this consultation would be

considered when making budget decisions throughout the three year period from 2014 to 2017. Although the post-16 educational transport subsidy was remaining within the 2014/15 budget, no decisions had been made for future years.

- The wider benefits of restorative justice were highlighted as these could result in financial savings elsewhere in the work of Children's Services, Norfolk County Council, and partnership agencies.
- Free school meals funding was an important source of income for schools as it provided wider educational opportunities. It was the responsibility of the parent to register their eligibility, and it was acknowledged that proposals to offer free school meals to all infant school aged children could affect the parent's incentive to register. This would in turn have an effect on school funding in later phases. It was agreed that a link to the report presented to Panel in March 2013 on free school meals would be circulated (Appendix 2 of these minutes). It was acknowledged that the importance of registering for free school meals should be impressed upon the parents. Initiatives such as use of card payment could be introduced so that children were not exposed to stigma in receiving free school meals. It was noted that the link between registration of take-up of a free school meal and additional pupil funding as well as school OFSTED rating was not generally understood by the public.
- Officers were confident that savings could be made to the Looked After Children budget. New strategies around the movement of children in and out of the care system would address this issue.
- The proposed ICT savings related to rationalisation of software licences, together with negotiating bulk purchase where these had previously been bought individually. This would not affect the hardware supplied to staff.
- The importance of the music service and music lessons was highlighted. Although orchestras would continue, it was suggested that reduction of funding for lessons would result in fewer players in the orchestras, which provided a source of income through concert ticket sales. The contribution of music to the education of children was acknowledged.
- The Chairman thanked officers for the preparation of the papers, and thanked all those who had offered responses to the Putting People First consultation.

### 10.3 The Panel **RESOLVED**

- To note the provisional financial settlement for 2014-15 and the latest planning position for Norfolk County Council.
- To note the updated information on spending pressures and endorse the savings proposals for Children's Services as a result of responses received to the Putting People First consultation.
- To recommend to Cabinet the comments of the Panel as outlined above.

## 11. Update on Norfolk Family Focus

11.1 The annexed report (item 10) by the Interim Director of Children's Services was received. The report outlined the background to the local delivery of the Troubled Families Programme and progress to date, and highlighted current issues. It was noted that in relation to the DCLG funding claim, the Department had confirmed that they would not be expecting this to be repaid, recognising the cost of collecting evidence data.

11.2 During the discussion the following points were noted:

- Additional practitioners were being recruited, together with provision of more administration time, to allow increased capacity to work with more families.
- Further information would be provided regarding the impact that improved IT provision would have on Norfolk Family Focus, following the implementation of Digital Norfolk Ambition (Appendix 2).
- Families in need would be given immediate attention through the Programme as they were identified. It was agreed that information about the number of families who dropped out of the programme would be provided (Appendix 2).
- It was suggested that a real, anonymous example could be provided to illustrate the Family Story Board Journey. This could be provided within one of the workshop sessions.
- The Norfolk Family Focus Programme was linked in partnership with the Family Intervention Programme. This was provided by one commissioned organisation with an improved contract. However, it was not clear how this would be provided after 2015.

11.3 The Panel **RESOLVED** to note the report and to receive a further update report in six months.

## 12. Private Fostering Arrangements in Norfolk

12.1 The annexed report (item 11) by the Interim Director of Children's Services was received. The report provided an overview of the recent OFSTED inspection of private fostering arrangements in Norfolk, noting the low number of private fostering arrangement notifications which needed to be addressed by means of a marketing strategy.

12.2 During the discussion the following points were noted:

- It was acknowledged that in many cases, it was appropriate for a child to be placed with a person that they knew, however in all cases these fostering arrangements should be registered with the local authority.
- The benefits of notification included access to valuable advice and support, which would be emphasised within the communications strategy.

- Performance against statistical neighbours around private fostering would be reviewed once the latest figures were received. The last data set had shown that Norfolk was average which required improvement, however other authorities had reported similar issues.
- Concern was expressed regarding the suggestion that known cases of private fostering should be reported, however it was confirmed that Members of the Council did have a statutory duty to report any cases that they became aware of as part of their safeguarding role. The ultimate aim was the safety of a child, and the council wished social workers to be viewed as supportive rather than inhibitive. It was advised that Victoria Climbié had been in a private fostering arrangement.
- In relation to the February 2013 OFSTED inspection, significant improvement had been made in the assessment process which included scrutiny by a manager. Significant improvement had also been made regarding the timeliness and process of reporting.
- Work was underway to share knowledge with Suffolk County Council around service delivery and processes.

12.3 The Panel **RESOLVED** to note the report and endorsed the need to continue to raise awareness of private fostering arrangements within Norfolk's professional and public communities by means of the Private Fostering Communications Plan.

### 13. **Update on Recruitment and Well-Being Activity**

13.1 The annexed report (item 12) by the Interim Director of Children's Services was received. The report gave an update on the major investment in frontline social care following the two 'inadequate' judgements in relation to Safeguarding Children, and Looked After Children. It was noted that the recruitment campaign was in its early stages and a further update report would be brought to the Panel. 7 applications had been made, a further 9 had been filled in but were waiting submission, and there had been 70 expressions of interest. Newly Qualified Social Workers would form the next phase of recruitment, however they would need a reduced caseload and greater supervision. Work was underway with the UEA to see how this could be achieved.

13.2 During the discussion the following points were raised:

- Strong partnership links with UEA were in existence, with Norfolk County Council providing them with most of their Assisted and Supported Year in Employment (ASYE) placements. There was the potential to develop this further with a bespoke training 'academy'.
- Training was available to managers around sickness absence management. The department was good at dealing with long term sickness, however there was a need to address all elements of sickness absence.
- Although the council would welcome increased opportunities to assist family support workers to qualify as social workers, there was not an affordable training programme (that the council could fund) available to achieve this.

The recognised qualification route would cost £8,000 per year. Support was available for staff around for finding bursaries, together with time off for study and placement working.

- The time spent filling in paperwork had been significantly reduced with the use of technology, freeing up social workers to make maximum use of their time in face to face contact.

13.3 The Panel **RESOLVED** to note the report, commending the action being taken and progress being made to get staff in place, and noting that a further update report would be presented in May, and a report into staff well-being in July.

#### **14. Report in respect of the Multi-Agency Safeguarding Hub (MASH)**

14.1 The annexed report (item 13) by the Interim Director of Children's Services was received. The report provided an overview of the MASH in Norfolk, which evolved from a co-location of elements of Police Public Protection and representatives of Children's Social Care, sharing information to better safeguard children and vulnerable adults. It was noted that the challenge of technology was being addressed by exploring shared IT systems which could help pass information between all agencies. Difficulty also existed around the Police referral rates, with no mechanism for filtering by the Police.

14.2 During the discussion the following points were raised:

- The MASH worked in partnership with voluntary agencies in Norfolk.
- The Police were fully engaged with day to day work within the MASH, with specialist officers appointed to that area. High profile cases were highlighted and would be considered a priority.
- A Project Officer was in place, with a defined work plan including a reporting schedule to the MASH Board.

10.3 The Panel **RESOLVED**

- To note the report and commend the direction of travel.
- To endorse the work underway for enhanced data sharing between partners.
- To receive a further update report in six months time.
- That a visit be set up for the Chairman and Vice Chairman to attend a MASH Board meeting.

#### **15. Scrutiny Forward Work Programme**

15.1 The annexed report (item 15) by the Interim Director of Children's Services was received. The report asked Members to consider a refreshed scrutiny forward work programme.

15.2 During the discussion the following points were raised:

- The Chairman of the Pathway Planning for Care Leavers Working Group reported that visits had been made to the looked after children's teams, the disability team, the asylum seekers team and the emergency response team. The Working Group was formulating its recommendations, and was hoping to speak with foster carers and young people. It was expected that a report would be presented at the next meeting.

15.3 The Panel **RESOLVED** to make the following amendments to the Forward Work Programme:

- March 2014 add:- Looked After Children Reduction Strategy; and Early Help Strategy, including progress and impact of the pilot to deliver early help services through a locality, needs-led approach.
- May 2014 add:- success of the recruitment campaign (back office support, number of newly qualified and experienced social workers, progress with the in-house academy); and report on the progress being made to ensure that the correct level of additional learning places were available, following the Government's raising of the participation age.
- July 2014 add:- Norfolk Family Focus update; staff well-being (outcome of staff survey and sickness absence analysis); and MASH update.
- January 2015 add:- Private fostering arrangements.
- To receive a briefing on the educational arrangements of church schools.
- To receive a briefing on education and health information relating to young people who are in secure accommodation within the County, particularly those ages 16 – 18 years old.

The meeting closed at 5pm.

**CHAIRMAN**



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## Public Questions

**5.1 Two Questions from Gemma Adams:**

- 5.1.1 The A parents guide to admissions to schools in Norfolk” states: If you believe there are exceptional reasons why your child should start school in the following year. We would expect there to be significant educational and/or social reasons supported by an appropriate professional.**

**The DfE's 'Advice on the admission of summer born children' doesn't mention the need for professional support or exceptional reasons.**

**I would like the council to consider that it is not applying the spirit of the advice to its admission policy and making it harder for parents to delay children than the DfE intends.**

Answer from the Cabinet Member for Education and Schools:

The Norfolk's Parents guide to school admissions advises parents how their application will be considered if they seek a place outside their child's chronological age group. It was produced to satisfy the requirements of the statutory School Admissions Code (2012) which states that an admission authority must consider any request for an alternative year group. The original guidance sought to clarify the information which would support a request.

- 5.1.2 Does the council plan on updating the policy to reflect the DfE's advice as other council have done so (eg Hampshire) to allow for greater flexibility with reception starting age?**

Answer from the Cabinet Member for Education and Schools:

Revised guidance has been produced to clarify the position following the non-statutory advice published by the DfE in July 2013 regarding summer born children and deferred admission. This has been confirmed by NPLaw as meeting the requirements of the statutory code and the more recent non-statutory guidance. The guidance is significantly expanded and highlights the complexity of decision making as more schools become own admission authorities with transfers to academy and voluntary aided status. The request must be considered by the admission authority for each preferred school but where a request to defer until the next academic year is accepted by an admission authority the application cannot be considered until the following year. It is possible that despite agreement to defer for a year that a place cannot then be offered to the family.

Updated guidance is now available online for all parents and this will be sent to any parent who has queried the approach in relation to summer-born children seeking to defer a Reception place since the new guidance was issued.

**Children's Services Overview and Scrutiny Panel**  
**Thursday 23<sup>rd</sup> January 2014**

Agenda Item Number/ Minute Number	Report Title	Action	Response
9	Performance and Finance Monitoring	Update of the plans in place to meet demand for additional places following raising of the school participation age	<p>In 2014/15, there could be as many as 2000 additional 16-18 learners seeking education and training places. This is an estimate based on what we anticipate the number of learners will be, an estimate of Education Funding Agency (EFA) funded places based on 2013/14 learners, an estimate of the number of apprenticeships and an estimate of the number of learners from outside Norfolk taking Norfolk places.</p> <p>The estimate is based on us achieving the 2014 Raising Participation Age targets for both Yr 12 and 13. It is worth noting that in 2012 we estimated there would be a shortfall of 750 places and there were actually 1800 additional places.</p> <p>As learning providers are funded for the following year on the current number of students there is an expectation that they will grow provision to meet demand in advance of attracting the funding.</p> <p>We have made learning providers aware of the need to grow the capacity and highlighted the type and levels of provision required through:</p> <ul style="list-style-type: none"> <li>• 11-19 Education &amp; Training Strategy Group</li> <li>• Local Provision Networks</li> <li>• Focussed work with individual providers</li> <li>• Apprenticeship strategy/Norfolk</li> </ul> <p>We have supported providers to bid for the Demographic Capital Growth Fund which will result in new provision and facilities for 120 – 140 students with learning difficulties and disabilities at City College Norwich and Sidestrand School .</p>

			<p>Learners with Learning Difficulties and Disabilities are one of the local authorities target groups to increase participation.</p> <p>We have highlighted gaps in provision to the EFA and were successful in gaining additional funding for provision in the north of the county and have influenced the nature of the ESF funded provision to include re-engagement provision outside of the urban areas and to target teenage parents.</p> <p>For further details, please contact Karin Porter, Participation Strategy Manager, in the Education Partnership Service. <a href="mailto:karin.porter@norfolk.gov.uk">karin.porter@norfolk.gov.uk</a></p>
9	Performance and Finance Monitoring	Break down the number of schools in each OFSTED category into types of school	<p>There are currently 18 Norfolk schools with published Ofsted outcomes indicating they require either special measures or serious weaknesses. 14 are primary phase schools. 4 are secondary phase. 14 are in special measures (11 out of the 14 of the Primaries and 3 out of 4 of the secondaries.</p> <p>2 schools are Academies – both are secondary phase. 1 is an academy conversion (Christian) and 1 is a sponsored academy.</p> <p>2 are church schools, 1 is a VC under the Ely Diocese, and 1 is a VA with the Norwich Diocese. 1 secondary academy retains a Christian denomination.</p> <p>Of the 14 primary phase schools 12 are primary schools and 2 are junior schools. 6 of the schools have numbers on roll for 120 pupils or fewer, 3 have fewer than 100, 2 have fewer than 50 pupils. 3 schools have numbers on roll of 121 to 220 and the remaining are over 220. 1 of the secondary phase schools has fewer than 500 pupils on roll.</p> <p>3 schools are in Breckland District, 2 are in Great Yarmouth, 2 are in Norwich, 4 are in the North and 7 are in Kings Lynn and West Norfolk District.</p>
10	Putting People First: Service and Budget Planning 2014 - 2017	Provide a link to the March 2013 report on Free School Meals	<p><a href="http://www.norfolk.gov.uk/Council_and_democracy/Your_Council/Committees/DisplayResultsSection/Papers/index.htm?Committee=Childrens%20Services%20Overview%20and%20Scrutiny%20Panel">http://www.norfolk.gov.uk/Council_and_democracy/Your_Council/Committees/DisplayResultsSection/Papers/index.htm?Committee=Childrens Services Overview and Scrutiny Panel</a></p> <p>Select 14/03/2013 – Agenda – report is on page 91.</p>
11	Norfolk Family Focus	Provide further information on the impact that	Digital Norfolk will provide Norfolk Family Focus with a technical ability to identify families more efficiently. It will also provide better performance monitoring, quality assurance and more efficient operational case management. The team are also

		improved IT provision will have on Norfolk Family Focus, following the implementation of Digital Norfolk Ambition	working with Digital Norfolk to create a citizen portal so that families can participate in the creating and monitoring their own "story boards" which are presented in the NFF report to Overview and Scrutiny. The impact we hope this will have will be that families feel able to have more control over their plans and support them to better engage within the community and be less reliant on public services, and should lead to better outcomes for families.
11	Norfolk Family Focus	Provide information on the number of families who drop out of the programme.	Currently with the families we have worked with in year 2 we only have a "drop out" rate of 10% .Families will sometimes disengage for periods of time, however the ethos of Norfolk Family Focus is to ensure families know support is available to them and offer an " open door " to families when they need it. Although at times families will disengage at certain points, they are offered the opportunity to contact the NFF service should they feel they need further support at a later stage. Families take up this offer at varying intervals.



### Feedback 'Norfolk Putting People First' Budget Consultation 2014/17

Children's Services  
Safeguarding Children – James Joyce  
Education & Schools – Mick Castle

### Financial background

- £189 million gap to make up by 2016/17
- Proposals amounting to over £134 million savings identified so far – with more to be identified in years 2 & 3
- Around 56% of these are from “cutting our own costs” including efficiency measures, better procurement, improved technology and income generation

### The consultation – a quick overview

- Responses received by email, letter, online, telephone and social media
- Over 4,400 respondents submitted over 15,000 comments
- In addition there were petitions with over 2,100 signatures

### The consultation – a quick overview

- Panel feedback will form part of the consultation and will inform Cabinet's recommendations to be presented at their meeting on the 27<sup>th</sup> January

### The council's priorities (Excellence in Education, Real Jobs, and Good Infrastructure)

- General support for priorities but council challenged to deliver them
- Many respondents felt that supporting vulnerable people, public safety or the environment should be a priority

### The council's approach and strategy for bridging the funding gap

- Some support for the approach – “sound”, “pragmatic”, “common sense” – but should the council be more radical?
- Divided opinions on outsourcing services, technology and selling assets
- The council should reduce bureaucracy and “red tape” through more collaboration, better processes and improved procurement

### Most commented-on proposals

- P27 Reduce the transport subsidy for students aged 16-19 generated the most responses in the whole consultation
- Responses about libraries generated a lot of responses – making up 6 of the top 10 responded-to proposals
- Many respondents felt that overall the council's package of proposals affected vulnerable people the most

### Freezing Council Tax

- Around 26% of respondents supported the freeze – usually on principle or on the basis of affordability
- Around 55% of people in favour of an increase in Council Tax. The vast majority of these suggest a small increase (1-2% or in line with inflation)
- Many respondents wanted clarity about what any increase would be spent on

### Children's Services budget proposals

- |    |  |
|----|--|
| 21 | Increase the number of services we have to prevent children and young people from coming into our care and reducing the cost of looking after children   |
| 22 | Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill  |
| 23 | Reduce the funding for restorative approaches  |
| 24 | Stop our contribution to the Schools Well Being Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools |
| 25 | Change how we support childminders, nurseries and other childcare providers in response to the Children and Families Bill  |
| 26 | Reduce the cost of transport for children with Special Educational Needs   |
| 27 | Reduce the transport subsidy provided to students aged 16-19   |
| 28 | Reduce the amount of funding we contribute to the partnerships that support young people who misuse substances and young people at risk of offending   |
| 29 | Reduce funding for schools crossing patrols  |

### Overview

- 1,756 responses to Children's Services proposals and an additional 1,579 petition signatures
- Young people participated through consultation events, postcard campaigns, online and paper petitions, social media and organised protests
- The Children's Services proposals that generated the most responses were post-16 transport subsidy (P27) and the Music Service (P24)

### Looked After Children

- Reducing the cost of looked after children (P21) received significant support
- Generally people support the principle of earlier intervention and keeping children with their families where possible
- Many respondents qualified their support with caveats about children not being put at risk
- Some concern about having a target for numbers of looked after children

### Safeguarding

- Keeping all children safe – residents feel this remains important and this was often cited as a proviso to changes being accepted in proposals around Looked After Children (P21), SEN provision (P22 & 27) and school crossing patrols (P29)
- Protecting the most vulnerable – residents feel that this is a key role for NCC and was cited in relation proposals about SEN (P22&27), Looked After Children (P21), Youth Offending and substance misuse (P28)

### 16-19 Transport

- To reduce the transport subsidy provided to students aged 16-19 (P27) was the proposal that had the most responses in the whole consultation – and the least support
- Impact on rural areas and family finances as well as participation in post-16 education
- Concerned about further education becoming “unaffordable” for some; for others choices of course will be limited to their nearest college

### Responses relating to the Music Service

- P24 proposes stopping our contribution to 4 distinct services: Music, Healthy Norfolk Schools, Teacher Recruitment and Schools Wellbeing
- Many people only responded in relation to one or two service areas and may have supported cuts in one area but not in another
- The majority of responses about just one service related to the Music Service and most were opposed to any cut

### Other comments

- **Alternatives** – many alternatives were put forward by residents, all detailed in the report and appendices. There was frequent support for greater use of volunteers and for more partnership working including with public, private and voluntary sector organisations
- **Need more information** – particularly in response to ‘P22 Changing SEN Services’ – residents felt the proposal lacked detail and that more work was needed

### Other considerations

- Important disproportionate impacts were identified on protected groups through Equality Impact Assessments
- Overall there will be a significant impact on children and young people, particularly vulnerable and disabled children, their families and carers
- Some mitigating actions suggested through EQIAs

### Finally...

- Thank you to everyone who has contributed to the consultation
- Lots of time spent preparing and submitting written views and attending events
- Every response has been read and considered
- Responses have, and will continue to, inform how we shape services and mitigate risks as we make savings

**Children's Services Integrated Performance and  
Finance Monitoring report for 2013-2014**

Report by Interim Director of Children's Services

**Summary**

This report provides Members with an update on children's Services performance and finance monitoring information for the 2013/14 financial year and on progress in particular the Council's response to:

- the Ofsted focussed inspection and inspection of support for school improvement through the strategy 'A Good School for Every Norfolk Learner.'
- the Ofsted inspection of child protection and looked after children which consists of two programmes of work which are running concurrently – four operational improvement plans and a strategic improvement plan.

The report and accompanying performance scorecards for the four operational improvement plans are structured around key priority areas and include an update against milestones set out in the plans. The style of the report is evolving in order to include a more focussed performance view and greater information on our own performance against national trends where available as well as providing evidence of impact.

Key highlights on support for school improvement include:

- More schools actively engaging in Norfolk to Good and Great (N2GG)
- More headteachers of good and outstanding schools engaged in school to school support
- Primary schools indicate more children on track for better Early Years and Key Stage 2 outcomes
- Support for secondary school improvement needs to focus on improving the percentage of pupils on track to achieve better outcomes in 2014
- Participation in Norfolk at age 16 and 17 have improved significantly and is above the national average for those aged 16, and closer to the national average for age 17.
- Primary inspection outcomes are improving slightly
- Secondary inspection outcomes are improving.

Key highlights on child protection and Looked after children improvement include:

- A reduction in the waiting times for children and family's needs to be assessed with weekly trend data showing that most areas of assessments and review are improving month on month and there is a clear action plan to address areas on underperformance
- A continued fall in the number of unallocated children in need cases with clear and smart plans to reduce this number down to zero within defined timescales
- A strategic approach to reducing the numbers of looked after children by focussing



on three cohorts: children aged over 17 years in care; children aged 13+ on the verge of entering care; children under 2 years who are subject to legal proceedings placing them in care

- More looked after children with care plans in place and more of these plans are of an improving quality and showing improving compliance
- There is month on month increasing partnership activity to address the delivery of Early Help services through a systematic and needs-led approach

Based on the position at the 31 January the latest financial monitoring for Children's Services:

- The Children's Services revenue budget shows a £1.126 million or 0.6% projected overspend for the year.
- The Schools Budget variations are contained within the approved contingency fund.
- The Children's Services capital budget shows a £0.291 million or 0.7 % projected underspend for the year.
- The level of projected school balances at 31 March 2014 is £21.631 million.
- The level of projected balances and provisions at 31 March 2014 is £20.018 million

### **Recommendation**

Children's Services Overview and Scrutiny Panel is asked to

- (1) consider the paper and to offer comment on the information contained within this report and the style of reporting
- (2) give support for the general direction described.

## **1. Background**

- 1.1 Improvement in Children's Services has been given high priority by the newly elected Administration in Norfolk with a strong, determined focus on safeguarding and support and challenge for schools. Our first priority is to make sure that all children are safe and achieve the best possible educational outcomes. We will then build dynamic, self-assured, forward thinking, sustainable services that are valued and recognised as outstanding by all service users, staff, auditors and inspectors. We will increasingly work with all our partners to ensure we provide a consistently high quality service that achieves the best possible positive outcomes and impact for children and families. We will get it right for every child every time.
- 1.2 This report summarises our progress against the operational improvement plans and strategic plans using performance measures contained in the scorecards and associated information and data to demonstrate progress and highlight issues. The report also demonstrates mitigations against the three corporate risks that children's services are currently reporting which are:
- 1.3 Risk 1 – Failure to demonstrate the pace of improvement that will quickly impact positively on children and families in Norfolk and thereby satisfy DfE and HMI (RM14147)

- 1.4 Risk 2 – Over-reliance on interim and agency staff will result in unsustainable improvement in services to children and families (RM14148)
- 1.5 Risk 3 – The number of looked after children continues to rise demonstrating failure in early help services and putting increasing pressure on children's services budgets (RMK13906).
- 1.6 These risks are regularly reviewed by the both the CS Leadership Team, by the Chief Officer group and are reported and reviewed at each Audit Committee meeting. A copy of the most current risk register is attached as Appendix A and the current risks are those identified when the risk register was reviewed at the end of quarter 3.
- 1.7 The information below shows in some detail how these risks which are currently rated as "Amber – Some concerns" are being systematically mitigated.

## **2. The Council's response to the Ofsted Focussed Inspection and Inspection of Support for School Improvement**

- 2.1.1 As reported previously the focus for supporting school improvement remains to:
- raise standards across all key stages;
  - improve the quality of teaching and learning;
  - improve the quality of leadership and management;
  - Improve the quality of monitoring and evaluation.
- 2.1.2 The strategy 'A Good School for Every Norfolk Learner' includes the post Ofsted action plan for supporting school improvement. This plan is routinely and systematically monitored and reviewed through Education Service meetings, Education Senior Leadership team meetings, the Education Service Improvement Board (which has membership from the Headteacher Associations, Council Members, Unions and Norfolk Governors Network) and the Children's Services Performance and Challenge Board. In addition to this external scrutiny has been secured to ensure that evidence of impact of actions to support school improvement is robust and expertly presented.

## **2.2 Key messages about Support for School Improvement**

- 2.2.1 100 Norfolk Schools are now actively engaged in Norfolk to Good and Great N2GG). A bespoke programme is devised of both challenge and support which makes effective use of the Norfolk Integrated Education Advisory Services (NIEAS) and external programmes and individuals from within and beyond Norfolk.
- 2.2.2 System leadership in Norfolk is accelerating significantly in order to engage all headteachers of good and outstanding schools that would continue to meet the Ofsted criteria for these judgements. By February 2014 80% of Norfolk headteachers leading good or better schools are engaging in system leadership and are working towards or already providing some form of support for weaker schools. This exceeds the April 2014 milestone of 75% in the Post Ofsted action plan for school to school support.

## 2.3 Education Performance

- 2.3.1 The summary milestones report (page 1 of Appendix B) remains as previously reported to January Children's Service Overview and Scrutiny Panel.
- 2.3.2 The performance report for Aim 1 – Raise Standards at all Key Stages (page 2 – Appendix B) provides a summary of the headlines using the data collected from our schools of concern and those identified by Ofsted and the local authority to require improvement. The data is collected half termly and the latest column – 'Norfolk Aut 2' (page 2 of Appendix B – 8<sup>th</sup> column) shows the end of term teacher assessment data 2013. The data is provided by the schools and indicates the teacher assessments for children and young people at each key stage that are on track to make the expected level by the end of the key stage in summer 2014. The data for each individual school is collated for monitoring purposes, but is also analysed individually school by school and a response is provided by the Achievement Service to each headteacher summarising the data provided and any issues arising from it. The Education Intervention Service use this data with each school to ensure that robust and accurate processes are in place to assess children's levels of attainment and progress, and to challenge underperformance or poor progress.
- 2.3.3 In the Early Years Foundation Stage schools are indicating that 51% of pupils are likely to be on track to achieve a 'Good Level of Development' by the summer 2014. The 2014 target is 55% and so this needs to improve this term by a further 4%. Schools of concern (SCC) are showing a predicted improvement of 16% for summer 2014 from the 2013 outcomes. They also indicate a 1% improvement on their predictions for the second half of the autumn term. The progress towards the LA target is therefore amber.
- 2.3.4 At Key Stage 2 schools are indicating that 74% of pupils are likely to be on track to achieve a Level 4 + in reading, writing and mathematics. This is 3% short of our 2014 target of 77%. Targets for schools of concern (SCC) and those requiring improvement (RI) are higher to reflect the significant arrangements for supporting their accelerated improvement. The autumn term 1 data from schools showed that predictions for this attainment were high and would mark a significant improvement compared to the 2013 outcomes. During the term these predictions have been modified and now show a slight drop on the first half term data collection. For the end of autumn term 2013 these predictions are likely to be more realistic and more reliable than the first data collection. For schools of concern they indicate a possible improvement of 17% achieving the expected level. For RI schools the indication is a 7% improvement. The progress towards the LA target at Key Stage 2, for 2014, is therefore amber.
- 2.3.5 At Key Stage 4 schools are indicating a marginal improvement of 2% compared to 2013 outcomes. This is 5% below the LA target for 2014. The predictions from the schools are cautious and they are being challenged by Intervention Advisers and the N2GG programme. Schools of concern are predicting a slight drop in outcomes, and RI schools a rise of approximately 8%. It is hoped that future reporting will include progress data from LA maintained schools and Academies once a protocol has been agreed.

- 2.3.6 The participation of 16 and 17 years olds in education, employment and training indicate a significant improvement. The most recently published national figures show that Norfolk figures for up to December 2013 are above the national. For age 17 the national remains higher than Norfolk.

## **2.4 Ofsted Outcomes**

- 2.4.1 Outcomes in Ofsted inspection (page 3 of Appendix B) indicate a continued improvement. Since July 2013 there has been an improvement of 2% of Norfolk Primary schools being judged good or better by Ofsted. With inspection largely in inverse proportion to success this is not a surprising rate of improvement. This percentage improvement is the same as the national improvement at 2% from July 2013 to December 2013. However schools participating in N2GG are improving quickly and more recent outcomes of school inspections during the autumn term 2013 indicate that this rate of improvement is improving. For example 71% of the schools inspected this term have achieved a 'good' outcome. (Some of these outcomes are provisional.) The current overall percentage of primary schools in Norfolk judged good or better remains below the national average of 80% published in December 2013.
- 2.4.2 The percentage of secondary schools judged good or better has improved by 8% (each secondary schools is worth 2%) since July 2013, which is close to the national figure published in December 2013.
- 2.4.3 The percentage of schools judged by Ofsted to require a category of concern (either special measures or serious weaknesses) has increased by 1% in Norfolk. The evaluation of the outcomes of the work of the Intervention Service for December 2013, using the LA risk assessment and the more detailed LA scoping audits indicates that a further 6 schools inspected during the autumn term 2013 schools were at risk of an Ofsted category of concern prior to the LA intervention.

## **3 The Council's Response to the Ofsted Inspection of Child Protection and Looked After Children**

- 3.1 In addition to implementing actions set out in the updated strategic and operational improvement plans and submitted to DfE on February 24<sup>th</sup> 2014, activity in Children's Services has been based around the key principles which have been shared widely to inform the way of working with staff and partners. These are getting the basics right, improving partnership working, improving leadership and governance, and tackling performance.

### **3.2 Update on the Strategic Improvement Plan.**

As reported previously this report is concerned with three important priority areas for improvement: Practice Standards, People and Performance and Quality.

### **3.3 Practice Standards**

"Recording is a key social work task and its centrality to the protection of children cannot be over-estimated. Getting effective recording systems in place to support

practice is critical.”(*The Munro Review of Child Protection: Final Report – A child-centred system 2011*).

- 3.3.1 Over the past 5 months the CareFirst system has received a full overhaul with child protection and Looked After Children (LAC) reporting processes now robust and effective. Feedback from staff has been universally positive.
- 3.3.1 A ‘Sustaining Best Practice’ project has been planned and will be driven by project management discipline to ensure adherence to timescales and milestones. This project forms a key plank of the revised strategic improvement plan.
- 3.3.2 Understanding and application of thresholds across the partnership of children’s services delivery has been identified as a focus of work over the next few months.
- 3.3.3 A full week’s audit of compliance against the new practice standards as evidenced through Carefirst records has shown that there is some evidence of improved practice however there are still issues to be addressed which are related to the quality of front line management.
- 3.3.4 As reported to OSP previously there are a significant number of activities and initiatives already in train to address the quality of front line management. A full evaluation of each of these will be available later this year and in the meantime further audits and weekly performance monitoring and resulting actions will take place. In addition, Ingsons will return to carry out further development and improvement work with social work teams over the next three months.

#### 3.4 **People**

There is a continued requirement for locum staff to meet the demand for our services. In addition to the extra capacity approved last year, there are a further 20+ agency staff covering vacancies, long term sickness and staff on maternity leave.

- 3.4.1 The market for recruitment of further agency Social Workers through Comensura is depleted. Over 200 CVs were considered as part of the previous exercises to provide additional capacity.
- 3.4.1 Gaps in the establishment have a significant impact on our capacity to respond in a timely way to children in need, including those in need of protection.
- 3.4.2 In terms of permanent social worker recruitment we currently have 45 Newly Qualified Social Workers (NQSWs) in our established team structures. This means that once they complete their Assisted and Supported Year in Employment (ASYE) there will be an additional 45 Level 2 Social Workers. However, these staff need additional supervisory support and a protected caseload. We cannot safely take any more NQSWs into our current teams.
- 3.4.3 There are issues to address as teams across the county have lost temporary staff and replacement is elusive. The biggest challenge currently facing the service is attracting sufficiently able social care staff. There are a range of strategies being employed to begin to deal with this including:

- A national recruitment campaign
- A limited 'grow your own' arrangement
- Two/Three Newly Qualified Social Worker teams being supported and developed by experienced Team Managers we have recruited from outside NCC
- A Public–Private Partnership, providing a team of Social Workers hitting our performance 'hotspots'.

### 3.5 Performance and Quality

- 3.5.1 The numbers of referrals to MASH continues to rise steadily, with an upward trend of referrals with an outcome of Initial Assessment (I.A.).
- 3.5.2 I.A.'s undertaken are, by and large, undertaken within Duty and Assessment teams. There are three across the County, one in each division. They vary in size and seem to have been added to at times of pressure. These are the teams who deal with Child Protection enquiries alongside I.A.s and are the assessment 'front door', first response to children at risk of harm. It is imperative that these teams work efficiently and have capacity to respond to demand.
- 3.5.3 Currently there is a piece of work being undertaken to review the effectiveness and efficiency of the Multi Agency Safeguarding Hub (MASH) against agreed thresholds and this is likely to impact on the numbers of IA's generated via MASH.
- 3.5.4 The development of our Early Help offer and closer working with police around the C39D issue (referrals from the police) will reduce IA demand. Reduction in our Looked after Children numbers will also influence the skills mix we need for the future. Ultimately, we will need a structural change to support new ways of working but now is not the time for this so we need to find a medium term solution that will put us in a good position once we are ready to move forward with a sustainable structure.
- 3.5.5 There is currently no established way of projecting activity through to 2014/15. During 2013 we undertook 8341 I.A.s. Based on current volumes and the rate of increase we have experienced since 2011 it is not unreasonable to expect to deliver an additional **8.4%** IAs in 2014/15. This means that we are likely to be required to deliver between **8,500 and 8,700** I.A.s in 2014/15. During 2013 **1589** Section 47 (child protection) enquiries were carried out. The need for more capacity alongside more efficient and effective ways of working is apparent.
- 3.5.6 Having produced a dataset and now reporting on this monthly as well as weekly for the key indicators of front-line practice, work is underway to produce a dashboard of indicators that can more easily demonstrate the key risk areas of practice and therefore areas for priority action. It will be important to choose the right indicators that properly indicate performance across a whole area of children's services work and do not skew the view of performance either positively or negatively. It is anticipated that this dashboard will be available from March 31<sup>st</sup>.
- 3.5.7 Front line team managers and divisional managers are continuing to meet monthly to address areas for action identified in the performance data. It is clear that the additional capacity offered by the agency social workers has made an impact in

terms of compliance and timeliness of social work practice. However work is now underway to make sure that the gains achieved are sustained. Information given below in the safeguarding section explains how this is being addressed.

3.5.8 The refocus on achievement of positive outcomes and impact for children and families is shifting the emphasis for practitioners away from inputs and outputs. This is evidenced through the Operational Managers weekly reports where systematic, weekly written evidence is being provided, filed and held as evidence of improvements over time. These evidence files will be available for review teams and Ofsted inspectors when they re-visit Norfolk.

3.5.9 Preparation work is underway for the Eastern Region Peer Review which will take place week commencing 31<sup>st</sup> March. Data and information will be shared with the review team from 17<sup>th</sup> March. The key lines of enquiry for this review are:

- Overall improvement and progress since last Ofsted inspection
- The quality of practice, management and supervision
- Effectiveness of the NSCB
- Workforce Strategy
- The Effectiveness of 'Front Door' arrangements and thresholds
- Strategies to reduce the number of Looked After Children

### **3.6 Update on the Early Help Operational Improvement Plan**

#### **3.6.1 Family Support**

The number of Family Support Assessments has increased by 10% with an annual target of 30%. Therefore this area of work is on target. The number of assessments judged as adequate or better is currently showing as 76%. The target in the Early Help Improvement Plan for March 2014 is 75%. Therefore this indicator has exceeded the target.

3.6.2 There is a target of 100% for meaningful involvement of children and young people in the family support process. We are currently unable to report on this as information is not yet available.

3.6.3 The target for April 2014 to reduce the number of families from stepping up to social care from family support was 18%. While the county-wide percentage remains at 22%, in the best performing division (Breckland) this has reduced to 16%. The lessons learned from this division will be applied to other areas of the county. Across the county 64% of family support processes have ceased because the family's needs have been met.

#### **3.6.4 Troubled families**

Evidence shows that families are achieving 61% of the outcomes identified with them through the Family Focus story boards. This is having a significant positive impact on the lives of all family members.

#### **3.6.5 Children In Need (CIN) performance**

Progress is being made towards the targets as set out in the Early Help Improvement Plan. Managers have been tasked with providing strategies to ensure that all teams meet the ambitious targets that have been set and that milestones are achieved.

- 3.6.6 In the recent Ingson's review of compliance and practice standards, 80% of cases reviewed evidenced that the needs of the child were set out in a clear, concise and specific way and this is evidence of good practice. Ingson's also assessed whether the overall CIN plan was SMART and focused. Results were a little more mixed in this area, but generally there was evidence of good practice. Most encouragingly, there was clear evidence in some cases reviewed of outcomes being achieved and of new needs and outcomes being identified showing that care planning is clear and focused but also a dynamic process which accommodates changing events.

**3.6.7 Take up of two year old places**

98% take up of 2 year old places has been achieved based on the spring target of 1168 children (1139 children). Take up from priority areas (high social deprivation) is 87%. The approach to marketing and customer journey is being adapted to address this discrepancy. Fuller detail is available in the separate report on Early Years presented to the OSP.

**3.6.8 Children's centre registrations and take up by target groups**

The drive to increase registrations has had the effect of developing the capacity of Children's Centres to improve. Overall contact and registration figures continue to rise. In May 2013 registrations were at 27,000; at the end of February 2014 registrations are at 36,000. Lead Partners report that the registration drive has had an impact on the overall capability of their centres, including a greater understanding of the communities they service.

**3.6.9 Improvements in the CAMHS targeted service (Point 1 contract)**

The Q1 Year 2 data submitted shows a marked improvement over both the previous Quarter and the overall Year 1 performance. Five out of the 6 KPIs are now RAG Rated as Green, compared to just 1 at the end of the previous Quarter (September 2013). Importantly, by the end of Q1 the number of clients waiting 4 weeks or longer reduced to zero.

- 3.6.10 There are further improvement targets that will take Point 1 up until March 2014 to deliver fully. Commissioners need to see the improvement sustained through this quarter and next.

- 3.6.11 Performance against one KPI (minimum volume of Talking Therapy sessions), while improving, remains Red and is unlikely to turn Green for some time beyond March 2014.

- 3.6.12 For the first time, an adequate volume of some outcome data has been submitted. Return rates for some of the measures is below the required level, but all showed a very significant increase. This data adds helpful depth to the understanding of overall performance. There is further development and improvement to be delivered in terms of outcome data return rates and reporting, but it appears the service is now able give the lead commissioner meaningful data about impact and the overall client experience.



3.6.13 Demand (referrals) for the PIMHS service line/team appears to have increased. There is further improvement required, but some promising signs of the PIMHS Team's promotional work beginning to reap rewards.

3.6.14 For specialist CAMHS services the performance picture is more complex partly because the CAMHS part of the contract held by CCGs with Norfolk and Suffolk Foundation Trust is not as robust as it could be. This is being addressed.

**3.6.15 Parenting support**

There are currently four providers delivering parenting support across the county. A range of performance data shows that these companies are delivering satisfactorily. 849 families were involved in the programme in 2012- 2013 and between 85% and 100% of families demonstrated positive impact in validated assessments of performance.

**3.7 Update on the Looked After Children Operational Improvement Plan**

3.7.1 The Looked After Children (LAC) population has taken 16 years to reach its present position, and the high numbers of LAC in Norfolk is not a sustainable or desirable position. Actions that have been taken to reduce the numbers of LAC and ensure the best possible outcomes for these children and young people include the work indicated below.

3.7.2 The LAC hub has now been reinvigorated and empowered to challenge poor performance and is already improving compliance. The single biggest issue remains non-compliance with health assessments, these lay with other (ie non NCC) health agencies. It is Norfolk Children's Services responsibility to ensure these take place and we are taking a robust approach with health agencies outside Norfolk when issues are raised.

3.7.3 The biggest dilemma that older Looked After Children face is the "Catch 22" of inability to obtain employment whilst in care; inability to leave care and obtain appropriate accommodation because they are unemployed. There is only so far that this can be progressed through engaging the Private Sector. An embryonic initiative has been started which supports the transfer of older Looked After Children into private accommodation. As part of this initiative, NCC underwrites / guarantees the young person's rent for 2 years after leaving care. This ensures that the "Corporate Parent" supports "Corporate Children" into independence.

3.7.4 Adoption data presents a mixed picture with regard to performance and timeliness. There are clearly areas where Norfolk performance is better than national and statistical averages and areas where it is worse. The decision made in March 2013 to focus on children who waited longest has impacted on performance data but represents improved outcomes for children, LAC reduction, and cost savings. The service has fully implemented the Adoption reform agenda in line with government timescales and all adoption applications since July have been processed within timescales.

- 3.7.5 Norfolk's adoption performance is improving. The current 'in year' data is significantly better than the 3 year average and this is likely to continue improving, however the key performance indicators are reported as a three year average and take into account historical delays.
- 3.7.6 39 adoption cases have been investigated in detail where one or both of the key performance targets for adoption have been missed. In these cases 26 of them (56%) have been as a result of delays in proceedings. Other key factors have been delays in sibling separation (6 cases), delays in assessing foster carers (7 cases). We are actively addressing all these issues as part of our LAC Improvement Plan.
- 3.7.7 Recent adoption reforms will only have an impact from July 2013 (Adoption Action Plan and new Public Law Outline) whilst the scorecard next year will be based on data from April 2011 to March 2014. Small numbers of children who are hard to place and cohorts of siblings can have a disproportionate impact on the performance data.
- 3.7.8 The Adoption reform Grant has assisted in
- recruiting a record number of adopters (69)
  - increasing the number of interagency matches by 7 to 24
  - matching 100 children in a year
  - increasing the number of adoption orders granted by 16 to 72.

These achievements might well occur in a year where our scorecard position deteriorates, however we will continue to be tenacious and child focused in searching for adopters for all children and particularly those with multiple needs and or developmental uncertainty.

### **3.8 Update on Child Protection Operational Improvement Plan**

#### **3.8.1 Core Assessments on time**

In mid-September there were almost 300 core assessments (CAs) out of time. By early December this had fallen to around 100. Since that time, improvement has continued but at a more modest rate. The current number of CAs out of time is 61 (as at March 3<sup>rd</sup> 2014). An urgent priority is to address those CAs that are the significant outliers.

#### **3.8.2 Initial Assessments on time**

These assessments are undertaken by the three Duty Teams, which are the teams under greatest pressure and most susceptible to the vagaries of threshold decision making. There have been slight variations over the past few weeks however these stubbornly remain at around 200 out of time and the significant outliers are being addressed as a matter of urgency.

#### **3.8.3 Strategy Discussions on time**

Good performance has been achieved on this performance indicator quickly and this has remained in control with only 6 outliers shown as at 3<sup>rd</sup> March 2014. This is likely to be a timing issue with recording on CareFirst. .

#### 3.8.4 **Section 47s (Child Protection assessments) on time**

By mid-December every Section 47 assessment was completed on time over 2 consecutive weeks however this excellent performance has gradually slipped to 39 in week commencing 24<sup>th</sup> February 2014.

#### 3.8.5 **CP monitoring visits completed on time**

In September 2013 there were 140 'out of time' visits. This figure is now 18 as at week commencing 24<sup>th</sup> February 2014. We receive explanations for each of these 'out of date' cases weekly. Very often the visit is out of time because of older children specifically avoiding their social worker. This is not an uncommon phenomenon.

#### 3.8.6 In order to achieve the gains described above the following strategies have been applied:

- Duty and Safeguarding teams have habitually worked on Saturdays to deal with backlog.
- 'Down days' have been employed and teams have covered for each other to facilitate this.
- Overtime has been paid however this can only be a short term measure and it is of concern that to continue use of overtime may 'burn out' our social workers.

#### 3.8.7 There are issues to address as teams across the county have lost temporary staff and replacement is elusive. The biggest challenge currently facing the service is attracting sufficiently able social care staff. There are a range of strategies being employed to begin to deal with this:

- A national recruitment campaign
- A limited 'grow your own' arrangement
- Two/Three Newly Qualified Social Worker teams being supported and developed by experienced Team Managers we have recruited from outside NCC
- A Public-Private Partnership, providing a team of Social Workers hitting our performance 'hotspots'.

### 4. **Managing our Resources**

#### 4.1 The original 2013/14 Children's Services revenue budget was £176.637 million. This has been increased to £181.087 million as a result of £2.950 million additional strengthening safeguarding services funding and £1.500 million additional for school improvement. There is no Local Authority funding of schools as they are funded completely by the Dedicated Schools Grant.

#### 4.2 **This year end monitoring report shows a projected overspend of £1.126m for the year.**

The following summary table shows by type of budget, the actual spend for the year. The table shows the variance from the approved budget both in terms of a cash sum and as a percentage of the approved budget.

## Revenue – Local Authority Budget

Division of service	Approved budget £m	Forecast Outturn £m	Forecast +Over/- Underspend £m	Forecast +Over/ Underspend as % of budget	Variance in forecast since last report £m
<b>Spending Increases</b>					
Looked After Children - Agency	24.506	27.356	+2.850	+12	+0.036
Residential /Kinship payments	1.665	2.165	+0.500	+30	
Special Education Needs - Home to School Transport	10.336	11.537	+1.201	+12	+0.183
Homelessness – Southwark judgement	0.000	0.110	+0.110	n/a	
Ofsted unregulated accommodation -16/17 year olds	1.026	1.426	+0.400	+39	
In-house fostering	7.000	7.800	+0.800	+11	
Disabilities Joint protocol with Community Services	0.000	0.400	+0.400	n/a	+0.400
<b>Spending Reductions</b>					
School Pension /Redundancy costs	4.095	3.536	-0.559	-14	+0.100
Looked After Children Legal	4.041	3.611	-0.430	-10	
Looked After Children Transport costs	0.752	0.587	-0.165	-22	
Advice and Guidance Services	1.752	1.545	-0.207	-12	
Business Support	6.476	6.136	-0.340	-5	-
School Crossing Patrols	0.405	0.305	-0.100	-25	-0.010
MASH project	0.807	0.702	-0.105	-13	
School Sports Facilities	0.250	0.215	-0.035	-14	
Early Years	4.601	3.369	-1.232	-27	-0.332

Services					
Targeted Support Teams	1.090	0.850	-0.240	-22	
Clinical Commissioning Team	1.153	0.633	-0.520	-45	-0.120
Children's Centre Support	1.000	0.796	-0.204	-20	
Computing costs	0.541	0.441	-0.100	-18	
School Psychology Service	1.241	1.200	-0.041	-3	
Education Improvement	3.606	3.514	-0.092	-3	
DSG Early Years contribution	0.000	-0.500	-0.500	n/a	
Use of unconditional grants and contributions reserve	0.000	-0.200	-0.200	n/a	
Children's Services training	0.296	0.231	-0.065	-22	-0.065
<b>Total</b>			<b>+1.126</b>		<b>+0.192</b>

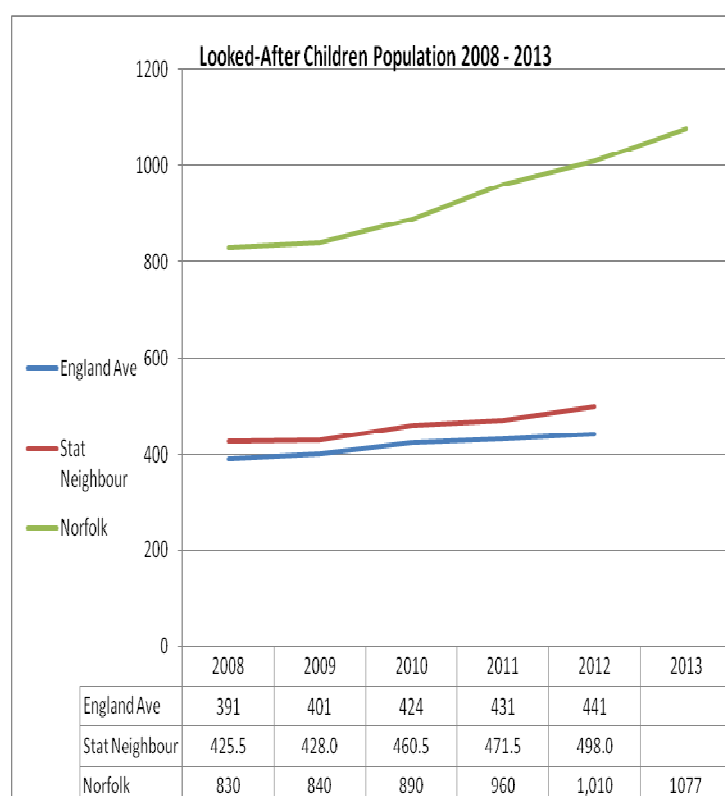
The main reasons for the variances are shown in the following table:-

Division of service	Forecast +Over/- Underspend £m	Reasons for variance
<b>Spending Increases</b>		
Looked After Children (LAC) - Agency placements	+2.850	Additional number of Looked After Children. The budget was set with an estimated incremental increase of 40 LAC children by 31 March 2014. At 30 November 2013 there were already an additional 62 Children.
Residential/Kinship payments	+0.500	Increased number of payments to prevent children coming into care
Special Education Needs - Home to School Transport	+1.201	Additional cost of school transport to Specialist Resource Bases and Short Stay Schools
Homelessness – Southwark judgement	+0.110	Additional costs in finding accommodation for 16/17 year olds to prevent homelessness
Ofsted unregulated accommodation -16/17 year olds	+0.400	Leaving Care additional cost of accommodation for 16/17 year olds on a spot purchase arrangement
In-house fostering	+0.800	Additional number of foster carers and higher accreditation payments.
Disabilities Joint protocol with Community Services	+0.400	Payments to adults with disabilities to aid parenting for their children.
<b>Spending Reductions</b>		

School Pension /Redundancy costs	-0.559	Reduced number of school teachers being made redundant
Looked After Children Legal	-0.430	Reduced cost of legal services
Looked After Children Transport costs	-0.165	Tighter control on non public transport use
Advice and Guidance Services	-0.207	Reduced running costs
Business Support	-0.340	Savings on staff vacancy costs and reduced Running costs
School Crossing Patrols	-0.100	Savings on staff vacancy costs
MASH project	-0.105	Savings on staff vacancy costs
School Facilities	-0.035	Reduction of accommodation costs
Early Years Services	-1.232	Savings on Early Years training and Development and refund on Speech Therapy Service Level Agreement
Targeted Support Teams	-0.240	Turnover of staff and delay in recruitment to vacancies
Clinical Commissioning Team	-0.520	Delay in recruitment to team and reduced therapy costs
Children's Centre Support	-0.204	Reduced cost of Children's Centre support
Computing costs	-0.100	Reduced cost of annual contracts
School Psychology Service	-0.041	Deletion of annual training subscription.
Education management	-0.092	Deletion in management posts following restructuring
DSG Early Years contribution	-0.500	Additional Dedicated Schools Grant contribution to Early Years Services
Use of unconditional grants and contributions reserve	-0.200	Unused unconditional grants written off to revenue
Children's Services training	-0.065	Additional grant to support social worker training

## 5 Looked After Children

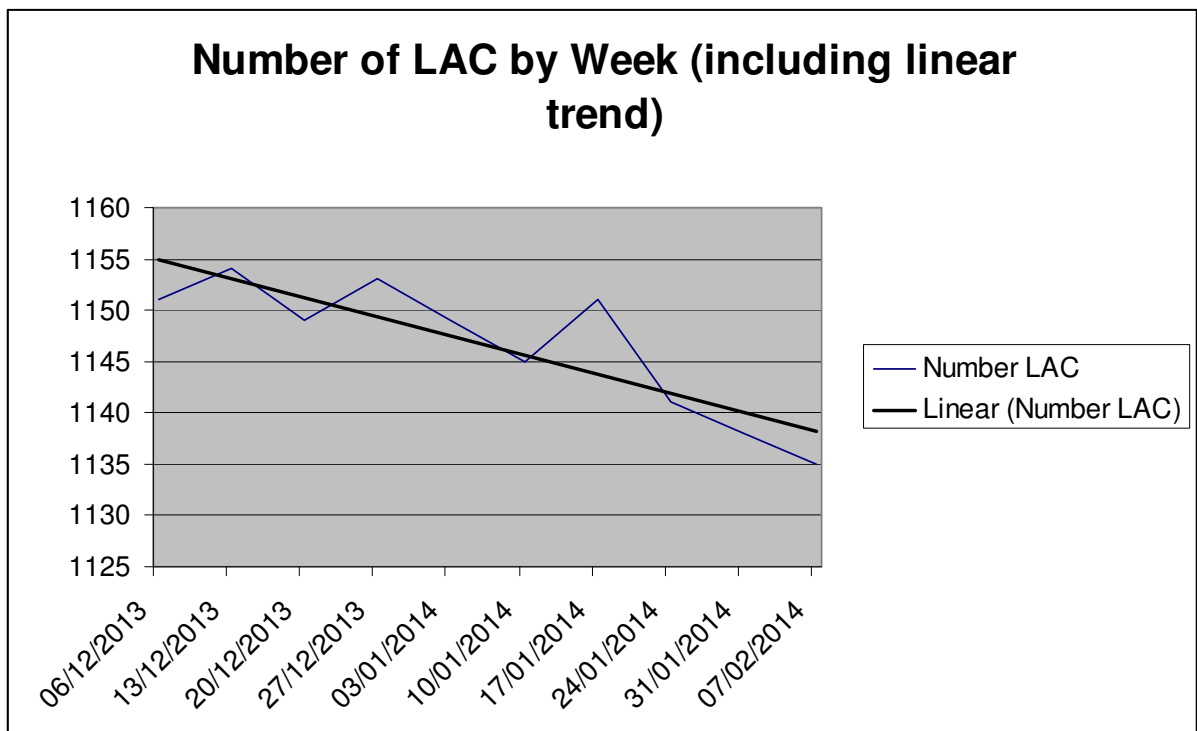
5.1 Looked After Children remains to be an area of budgetary pressure. The graph below shows the population when compared to Norfolk's statistical neighbour average.



5.1.1 In order to address this and bring the number of Looked after Children in Norfolk in line with the benchmarking average a Looked After Children reduction plan has begun. This focuses on a three main streams of activity.

- The first deals with the early help offer and edge of care work that is centred on working with families and children to try and help children remain in their family setting.
- The second addresses the current cohort of looked after children to try and return them to a stable family environment, which could be through a number of routes including special guardianship orders, adoption, and reunification.
- The final stream is looking at the re-profiling of the placement mix, focussing on the use of residential accommodation which is currently above the national average.

The following graph shows the number of Looked After Children since this strategy has been implemented.



Given that the changes to the looked after children numbers are happening towards the end of the financial year and the financial forecast figures have already included an expected impact of the strategy, the forecast has remained relatively stable.

## 6 Revenue – Schools Budget

The Dedicated Schools Grant funds the Schools Budget. The Schools Budget has two main elements, the amounts delegated to schools and the amounts held centrally for pupil related spending. The amount delegated to schools includes a contingency which was allocated to schools for specific purposes.

The Dedicated Schools Grant can only be used for specified purposes and must be accounted for separately to the other Children's Services spending and funding.

### Variations on Dedicated Schools Grant Funded Budgets

The variations are presented in the same way variations within the budget for Local Authority services are being reported. The following summary table therefore shows for budgets with an in year variances, the actual spend for the year. The table shows the variance from the approved budget both in terms of a cash sum and as a percentage of the approved budget.



## Revenue – Schools Budget

Division of service	Approved budget £m	Forecast Outturn £m	Forecast +Over/- Underspend £m	Forecast +Over/ Underspend as % of budget	Variance in forecast since last report £m
<b>Spending Increases</b>					
Non Maintained Schools Education	11.442	11.729	+0.287	+3	
Early Years 1-2-1 Special Education Needs	0.380	0.711	+0.331	+87	+185
School staff redeployment	0.162	0.223	+0.061	+38	
<b>Spending Reductions</b>					
School Maternity	1.415	1.335	-0.080	-6	
School carbon credits	1.000	0.560	-0.440	-44	
Early years 2 year old places	4.609	3.509	-1.100	-24	
Early years 2 year old infrastructure	1.809	3.909	-0.900	-50	
Minority Achievement Service	0.725	0.625	-100	-14	-100
Post 16 High Needs DSG funding	-444.114.	-444.669	(+)0.555	n/a	(+)0.555
School Central spend	2.315	4.811	+2.496	+108	+0.470
<b>Total</b>			<b>0.000</b>		

The main reasons for the variances are shown in the following table:-

Division of service	Forecast +Over/- Underspend £m	Reasons for variance
<b>Spending Increases</b>		
Non Maintained Schools Education	+0.287	Additional cost of children being educated in non-maintained education provision
Early Years 1-2-1 Special Education Needs	+0.331	Additional SEN support for young children early
School staff redeployment	+0.061	Additional cost of school staff redeployments
School Maternity	-0.080	Reduced number of school staff on maternity leave
<b>Spending Reductions</b>		
School Maternity	-0.080	Reduced school claims on the school maternity fund
School carbon credits	-0.440	Reduced costs of school carbon credits
Early years 2 year old places	-1.100	Reduced number of Early Years 2 year old placements
Early years 2 year old	-0.900	Reduced cost of Early Years 2 year old

infrastructure		placements infrastructure costs
Minority Achievement Attainment Service	-0.100	Savings on restructuring of service and delay in recruitment to vacancies.
Post 16 High Needs DSG funding	(+)0.555	Additional post 16 High Needs DSG funding. Funding for FE Colleges now routed through the Local Authority.
School Central Fund	+2.496	Use of the schools contingency fund as a result of the above

## 7 Monitoring of budget investment decisions

As a result of the inadequate Ofsted inspection for safeguarding and subsequent improvement board and the more recent Ofsted inspection of Looked After Children and inspection of Local Authority support to Schools a number of immediate actions have been taken or identified to address the findings. The Local Authority initially identified £250k as a contribution to the costs of this improvement, this was further supplemented with a number of other announcements of funding. One off funding of £1.5m has been identified for school improvement and £2.7m has been identified for social care improvement. Additionally funding is available from the adoption reform grant, which is the grant that has been allocated to local authorities to support them to deliver against the government's reform programme. The table below summarises the areas this investment is being made in.

Area	Activities	Improvement Funding	Adoption Reform Grant
		£m	£m
Social Care	Improvement activities and support	0.400	
	Social care resource	2.550	
	Improvement resource and system enhancement		0.580
Education	External review of strategy	0.300	
	System enhancement	0.300	
	Evaluation and Intervention in underperforming schools	0.700	
	Improved commissioning arrangements	0.200	
		4.450	0.580

The improvement activities are following the improvement journey and as such at the year end there will be a number of activities that are either continuing or committed to start in the next financial year and are included in the above financial plan and the funding has been earmarked for these purposes in a separate reserve.

## 8 Capital Programme

	2013/14 £m	Future Years £m
Approved Budget	42.301	97.366
Forecast Outturn	42.010	97.207
<b>Variation from Approved Budget</b>	<b>-0.291</b>	<b>-0.159</b>

The 2013/14 approved capital budget contained £66.556 million of estimated payments in 2013/14. Since approval the approved budget has decreased by £24.255 million to £42.301 million. This is due to re-profiling of projects from prior years.

The projected 2013/14 outturn based on the latest monitoring information is £42.010 million.

**This year end monitoring report shows a projected £0.291 million or 0.7% capital budget underspend for the year.**

All funding has been committed to individual schemes and programmes of work.

The reasons for the variance is analysed in the following table.

### Capital Programme - Variances

Scheme or programme of work	Approved 2013-14 capital budget £m	Forecast 2013-14 capital outturn £m	Slippage since the previous report	Reasons
Surestart Extended schools	0.290	0.080	-0.008	Savings on project costs
Swaffham Children's Centre	0.113	0.077	-0.036	Savings on project costs
Toftwood Junior school	0.070	0.038	-0.032	Savings on project costs
Special school Specialist Resource Bases	0.063	0.013	-0.050	Savings on project costs
Specialist schools	0.093	0.000	-0.093	Savings on project costs
Other minor variations	41.672	41.600	-0.072	Savings on project costs
<b>Total</b>	<b>42.301</b>	<b>42.010</b>	<b>-0.291</b>	

## 9 School Balances

The Scheme for Financing Schools in Norfolk sets out the local framework within which delegated financial management is undertaken. In respect of budget plans the expectation is that schools submit budget plans:

- at the end of the Summer term, taking account in particular the actual level of balances held at the end of the previous financial year;
- at the end of the Autumn term, taking account in particular of staff and pupil on roll changes;
- and if necessary, during the Spring term.

Based on budget information provided by schools the original projection of balances is as follows:

### School Balances as at 31 March 2014

Title/description	Balance at 31-03-13 £m	Forecast balance at 31-03-14 £m	Total variance £m	In year variance £m	Academy variance £m
Nursery schools	0.082	0.056	-0.026	-0.026	0.000
Primary schools	17.797	12.966	-4.831	-3.292	-1.539
Secondary schools	10.205	5.987	-4.218	-1.741	-2.477
Special schools	1.336	0.868	-0.468	-0.468	0.000
School Clusters	3.485	1.754	-1.731	-1.731	0.000
Partnerships	0.212	0.000	-0.212	-0.212	0.000
Short Stay Schools	0.307	0.000	-0.307	0.000	-0.307
<b>Total</b>	<b>33.424</b>	<b>21.631</b>	<b>-11.793</b>	<b>-7.470</b>	<b>-4.323</b>

## 10 Children's Services Reserves and Provisions

A number of Reserves and Provisions exist within Children's Services. The following table sets out the balances on the reserve and provision in the Children's Services accounts at 1 April 2013 and the balances at 31 March 2014.

The table has been divided between those reserves and provisions relating to Schools and those that are General Children's Services reserves and provisions.

### Children's Services Reserves and Provisions

Title/description	Balance at 01-04-13 £m	Forecast balance at 31-03-14 £m	Variance £m	Reason for variance
<b>Schools</b>				
Transport Days Equalisation Fund	0.690	0.249	-0.441	Increased number of home to school/college transport days in the 2013/14 financial year as a result of the timing of Easter.

Schools Contingency Fund	10.030	10.711	+0.681	Contribution from Early Years 2 year old provision etc (£1.874m) less investment in high need provision (£2.000 m) and post 16 High Needs funding (£0.555m)
Schools Non-Teaching Activities	1.010	1.010	0.000	
Building Maintenance Partnership Pool	0.322	0.322	0.000	
School Sickness Insurance Scheme	1.428	1.128	-0.300	Additional school sickness claims
School Playing surface sinking fund	0.409	0.409	0.000	
Education Provision for Holiday Pay	0.018	0.018	0.000	
Non BMPP Building Maintenance Fund	1.522	1.273	-0.249	School becoming an Academy
Norfolk PFI Sinking Fund	1.711	1.711	0.000	
<b>Schools total</b>	<b>17.140</b>	<b>16.831</b>	<b>-0.309</b>	
<b>Title/description</b>	<b>Balance at 31-03-13 £m</b>	<b>Forecast balance at 31-03-14 £m</b>	<b>Variance £m</b>	<b>Reason for variance</b>
<b>Children's Services</b>				
IT Earmarked Reserves	0.459	0.175	-0.284	Use of reserves
Repairs and Renewals Fund	0.211	0.141	-0.070	Use of reserves
Grants and Contributions	5.119	2.199	-2.920	Use of reserves
Children's Services post Ofsted Improvement Fund	0.000	1.500	+1.500	Profile of improvement activities continues through 2014.
<b>Children's</b>	<b>5.789</b>	<b>4.015</b>	<b>-1.774</b>	

<b>Services total</b>				
<b>Total</b>	<b>22.929</b>	<b>20.846</b>	<b>-2.910</b>	

## 11. Resource Implications

- 11.1 **Finance:** Paragraph 2.3 of this report sets out the additional funding for the improvement activities and the monitoring of these budget investment decisions.
- 11.2 **Staff:** The 'Norfolk to Good and Great' programme is being led by a senior education professional, Denise Walker, and the programme will benefit from input from external partners. Additional improvement advisers and intervention officers, including those to serve as Education Challenge Partners, will be recruited as associates. The intention would be to minimise the number of additional staff appointed to Norfolk County Council and instead to share such responsibility with school partners. Additional Social workers have been recruited to support the social care improvement work.

## 12. Other Implications

### 12.1 Equality Impact Assessment (EqIA)

This report and the Appendices summarise performance and financial information on a wide range of activities. Many of these activities have a potential impact on children and young people or staff. Where this is the case, an equality assessment has been undertaken at an early stage to ensure that the Council has due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations in Norfolk.

### 12.2 Impact on Children and Young People in Norfolk

Measuring performance against the improvement plan actions and the core performance processes is used to monitor progress against the plans objectives and the impact for the children and young people. The changes are designed to minimise the impact on children and young people and maximise the allocation of resources to priority areas.

### 12.3 Any Other implications

The approach is subject to an accompanying communication plan that alongside briefings sets out a methodology for an interactive dialogue between staff and managers on performance and outcomes. One key message that we have to convey is that in robustly tackling the capture of performance data so that decision-making and performance management is improved there will be a short period where performance appears to dip. This is a natural consequence of beginning to do the right things right and we will plan for this through all our communications channels

## 13 Section 17 – Crime and Disorder Act

There are no specific implications. The inspection framework includes an assessment of how well Children's Services is working with partners to achieve

shared priorities including reviewing how it is delivering safer and stronger communities for Norfolk.

**14. Risk Implications / Assessment**

Risks to improving performance are contained within the Children's Services risk register. These continue to be monitored and reported regularly to the Chief Officer Group and to the Audit Committee and are set out in an Appendix to this report.

**15. Action Required**

Children's Services Overview and Scrutiny Panel is asked to

- (1) consider the paper and to offer comment on the information contained within this report and the style of reporting
- (2) give support for the general direction described.

**Background Papers**

None

**Officer Contact**

If you have any questions about matters contained in this paper please get in touch with:

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact Yvonne Bickers 0344 800 8020 or 0344 800 8011 (Textphone) and we will do our best to help.

Children's Services Overview and Scrutiny Panel 13 March 2014																					Appendix A			
Appendix A																								
Risk Register - Norfolk County Council																								
	Risk Register Name		Children's Service CSLT																Red					
	Prepared by		Steve Rayner									High							Amber					
	Date updated		December 2013									Med							Green					
	Next update due		March 2014									Low							Met					
CDGSTP	Area	Risk Number	Risk Name	Risk Description	Date entered on risk register	Inherent Likelihood	Inherent Impact	Inherent Risk Score	Current Likelihood	Current Impact	Current Risk Score	Tasks to mitigate the risk	Progress update	Target Likelihood	Target Impact	Target Risk Score	Target Date	Prospects of meeting Target Risk Score by Target Date	Risk Owner	Reviewed and/or updated by	Date of Review and/or update			
C	CS	RM14147	Failure to improve at the required pace	CS Teams do not show the improved performance at the speed which is acceptable to DfE and Ofsted	01/12/2013	2	5	10	2	5	10	Additional capacity in leadership and management in place. Additional social worker capacity in place. Robust and systematic performance management structures and processes established.	Robust, systematic performance management structures and processes in place. Embedding of these is now the focus	2	4	8	31/03/2016	Amber	Sheila Lock	Helen Wetherall	10/12/2013			
C	CS	RM14148	Overreliance on interim capacity	Overreliance on interim capacity at leadership and management levels and in social worker teams leads to unsustainable performance improvement.	01/12/2013	4	5	20	4	5	20	Succession Planning. Skills and knowledge transfer from interim to permanent staff.	Succession planning begun. Soft market testing being carried out. Skills and knowledge transfer to full time permanent staff taking place although not yet embedded.	2	4	8	31/06/2014	Amber	Sheila Lock	Helen Wetherall	10/12/2013			
C	CS	RM13906	LAC Overspend	Looked After Children's budget could have significant overspends that will need to be funded from elsewhere within Children's Services or other parts of Norfolk County Council.	18/05/2011	4	4	16	4	4	16	LAC Reduction Strategy agreed by CSLT	Strategy agreed and implementation underway. LAC population to reduce by 200 by February 2014 and further target reductions to be agreed by CSLT in January 2014.	2	4	8	31/06/2014	Amber	Sheila Lock	Helen Wetherall	10/12/2013			



## Norfolk Children's Services Education Improvement Plan Scorecard

Norfolk County Council (NCC) is committed to achieving the very best outcomes possible for Children and Young People. We will do this by embedding 4 key principles which are:

- Getting the basics right
- Leading and managing well
- Effective performance management
- Productive and purposeful partnership working

Central to this is our vision for children and young people:

*"We believe that all children have the right to be healthy, happy and safe; to be loved, valued and respected; and to have high aspirations for their future."*

February 2014

**Improving Times**  
...in Children's Services



## Summary Milestones – ‘A Good School for Every Norfolk Learner’ Strategy for Supporting School Improvement 2103 - 2015

By	Milestone (Strategy Plan - page 9)	RAG	Comments
Sep-13	Every Chair of Governors and headteacher knows whether it is a school causing concern, school requiring improvement or a provider of system leadership	😊	All schools risk assessed. Letters to all Heads and CoGs July 2013. Revised Sept/Oct 13
By Dec 2013	Norfolk strategic plan is scrutinised and evaluated for potential impact on Norfolk outcomes	😊	ISOS review carried out Oct 2013. Report published Nov 21st 2013. Recommendation adopted in revised plan.
	100% of schools of concern have undertaken a review of governance (if they have not done so within the last year)	😐	LA Governors Services working through all SCC. Have recently increased capacity in order to accelerate Reviews.
	100% of governing bodies of cohort 1 schools in N2GG have a plan of action which has been evaluated and agreed by the LA	😊	30 N2GG cohort 1 schools have agreed plan in place.
	80% of pupils in schools causing concern are on track to make expected progress	😐	School data collected and analysed by Nov 22nd 2013. Primary schools of concern indicate 77% of pupils are on track. Secondary schools indicate 55%
		😞	
	80% of pupils in RI schools or those at risk of RI are on track to make expected progress and to attain at least in line with national expected level	😐	School data collected and analysed by Nov 22nd 2013. Primary schools of concern indicate 77% of pupils are on track. Secondary schools indicate 55% Note that the number of secondary schools of concern, that are not Academies is only 3. (The LA does not have, as yet, any protocol for collecting data from academies.) The Intervention service and N2GG will be using the school data to challenge both accuracy of teacher assessments and poor predictions for 2014.
		😞	
	All schools in Ofsted categories have had financial delegation removed or have an Interim Executive Board in place	😊	All in Ofsted Special measures have had financial delegation removed. 3 schools have an Interim Executive Board in place.
	All schools in Ofsted categories are working with the LA and DFE to become a sponsored Academy	😊	Grade 4 schools - process begins within 1 week of Ofsted judgement.
	All good or better schools, as judged by Ofsted and LA, are engaged in or working towards system leadership	😐	All good or outstanding schools have been contacted. Training to accredit new Norfolk System leaders has been scheduled for January.
	All milestones for improvement are being fully met	😐	4 milestones are fully met. 4 are partially. 2 of these have been addressed with an increase in capacity to accelerate progress. This will enable the more ambitious milestone for April 2014 to be met. 2 are directly dependent on primary schools as are reliant on pupil progress data. Intervention Officers from our Intervention Service and the N2GG programme will be focusing on this to improve the acceleration of pupil progress. 2 are not met and are directly dependent on secondary schools as are reliant on pupil progress data. Intervention Officers from our Intervention Service and the N2GG programme will be focusing on this to improve the acceleration of pupil progress.

**Education Performance Report Summary**  
**December 2013**

Key		
Green (G)	Performance is on target, no action required.	*Latest – represents the latest value and rating available at the time of reporting
Amber (A)	Performance is slightly off-track.	
Red (R)	Performance is worse than the target, action required.	
Frequency	Frequency of reporting is given against each measure - available Monthly [M], Quarterly [Q], Bi-annually [B] or Annually [A], some measures with © against are cumulative figures so data cannot be compared month to month as numbers will always increase.	

# Aim 1: Raise Standards at all Key Stages

Percentages represent the percentage of pupils.

	LA Category (No. of schools)	2012		2013		Norfolk Aut 1	Norfolk Aut 2	Norfolk Spr 1	Norfolk Spr 2	Norfolk Sum 1	Norfolk Sum 2	* Latest Rating	Norfolk 2014 Target
		Norfolk	National	Norfolk	National	Half termly pupil progress data, collected from schools causing concern & requiring improvement (LA maintained schools only)							
1.1 Improve Early Years outcomes  (% achieving a Good Level of Development)	All	N/A	N/A	45% (307)	52%	51% (307)	51%					A	55%
	SCC			39% (58)		54% (52)	55%						50%
	RI			39% (83)		59% (81)	59%						50%
1.2 Improve outcomes at Key Stage 2  (%achieving Level 4+ in Reading, Writing and Mathematics)	All	69%	75%	71% (287)	75%	76% (291)	74%					G	77%
	SCC			59% (66)		77% (58)	76%						79%
	RI			68% (88)		77% (84)	75%						81%
1.3 Improve outcomes at Key Stage 4  (%achieving 5 GCSE 5A*-C including English and Maths)	All	56%	59%	54% (51)	60%	55% (51)	56% (51)					R	61%
	SCC			45% (3) (47% inc. Academy9)		42% (4/5)	44% (5)						58 (56% inc. Academy)
	RI			48% (12) (49% inc Academy18)		52% (9/10)	57% (10)						62% (61% inc Academy)
1.4 Increase participation post 16	Age 16+	91%	92%	85.1 (Sept 13)	93.9%	95.02						G	96%
	Age 17+	80 %	84%	78 (Sept13)	85.6%	81.09						R	92%

## Aim 2: Increase the proportion of schools judged good or better

Shown as a percentage of schools, the number of settings or schools is shown in brackets. The denominator represents the current number of schools with an Ofsted judgement.

		July 2012		July 2013		December 2013			April 2014			July 2014			Norfolk Latest
		Norfolk Actual	National (June 2012)	Norfolk Actual	National (June 2013)	Norfolk Actual	Norfolk Target	National	Norfolk Actual	Norfolk Target	National	Norfolk Actual	Norfolk Target	National	
% should increase	2.1 Improve %Early Years settings judged good or better	78% [716 / 919]	74%	78% [715/ 913]	77%	tbc	80%			81%			82%		79% [736/929]
	2.2 Improve %Primary phase schools judged good or better	60% [214/358]	69%	64% [224/350]	78%	66% (232/352)	67%	80%		69%			78%		66% (231/349)
	2.3 Improve %Secondary phase schools judged good or better	47% [22/47]	66%	63% [30/48]	72%	(64%) (30/45)	62%	72%		63%			75%		71% (30/42)
	2.4 Improve %Special schools judged good or better	91% [10/11]	81%	82% [9/11]	87%	82% (9/11)									82% [9/11]
% should decrease	2.5 Reduce % of schools in an Ofsted category	3% [14/419]	3%	4% [16/413]	3%	5% (19/409)	3%			3%			2%		4% [17/403]
	2.6 Reduce % of schools judged to Require Improvement (inc. Satisfactory)	37% [157/419]	28%	32% [137/425]	19%	29% (118/409)	30%			28%			20%		29% (115/403)

Updated Norfolk Latest and December figures using published outcomes as of 02/02/2014

The change in the number of schools reflects school closure and opening of new schools, often as a sponsored academy

## **Update on Quality Assurance Activity within Children's Social Care**

### **Report by the Director of Children's Services**

#### **Summary**

This report summarises the findings of the case file audit looking of social work practice undertaken between November 2013 and January 2014. The full audit can be found on the County Council Intranet under Audit Reports  
[http://csintranet.norfolk.gov.uk/qualassuarance/Page.aspx?Page=Audit&SubPage=Audit\\_Reports](http://csintranet.norfolk.gov.uk/qualassuarance/Page.aspx?Page=Audit&SubPage=Audit_Reports)

This report also includes a timeline summarising QA and improvement activity during 2013 and updates Panel on other developments including:

- changes to our audit method,
- casework audits planned for the next period
- the "Colloquium" a quarterly meeting of a cross section of staff, the first meeting of which was held on 8th Jan 2014.

#### **Recommendation:**

Panel are asked to receive the findings of the "Case File Audit" and endorse the approach to audit described for the next period.

## **1. Background**

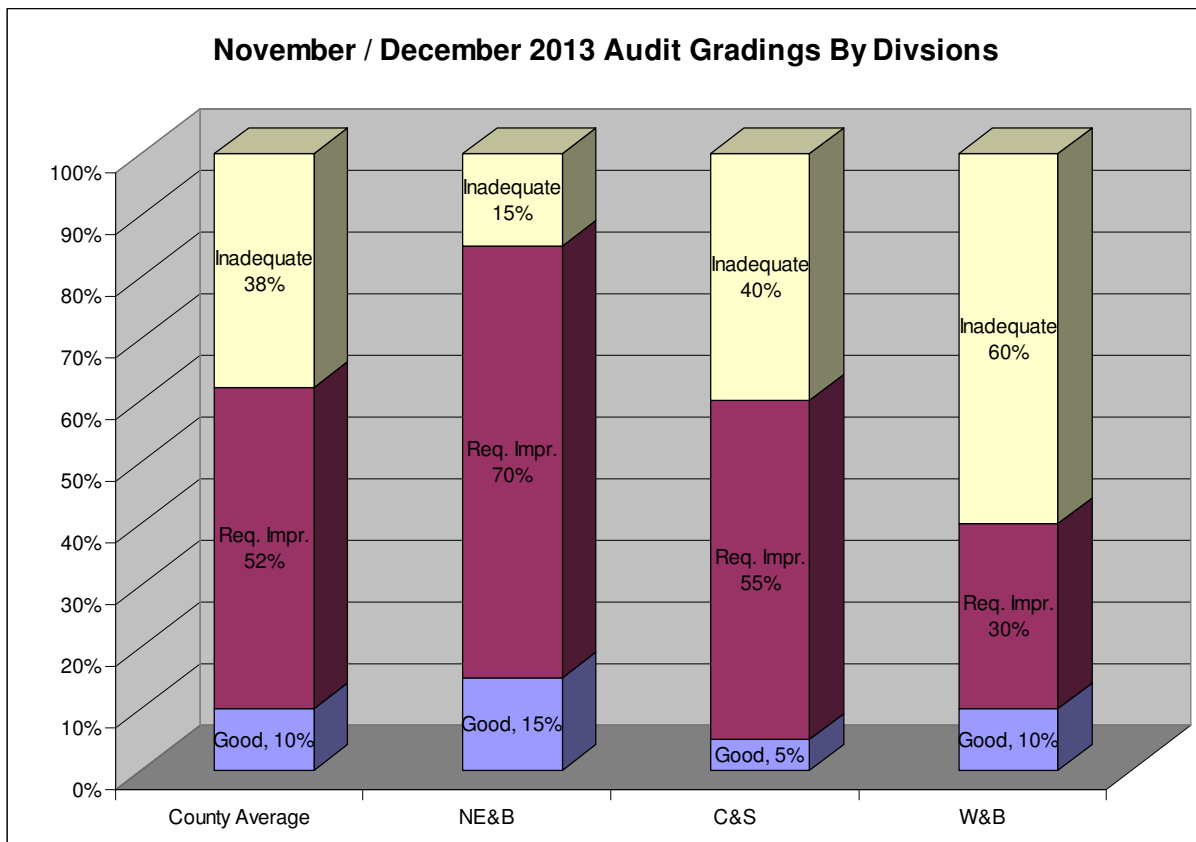
- 1.1 On 21<sup>st</sup> November 2013 Panel were presented with the Children's Social Care QA and Audit Framework. Panel requested regular updates on the progress and results of audit activity and this report is the first of these updates.

## **2. Contents of Report**

### **2.1 Key points from the current audit are:**

- Ofsted grading criteria were rigorously applied.
- The audit was undertaken towards the end of the period when all social work staff were attending "Good Practice" workshops and trained on the use of simplified recording forms. The work considered was therefore largely pre this training period. (see timeline attached below)
- Sixty cases across the County were considered and the aggregated grades showed a small degree of improvement from the baseline audits carried out in early 2013, with 10% Good; 52% Requiring Improvement (previously adequate); 38% Inadequate.
- No cases audited were so concerning that they required immediate follow up.

- The audit gave a sense that the foundations of good practice are beginning to be built and the culture and engagement of front line teams in the improvement process is beginning to change.
- There is a marked difference in performance between divisions, showing a particularly improved performance in North East & Broadland (NE&B).



Duty and Safeguarding teams performed similarly across the County with the greatest variance being between Corporate Parenting (CP) teams and Child in Need (CIN) teams, with poorer performance in the West and Breckland (W&B) followed by City and South (C&S).

Because of the small sample size (20 per division) these differences must be viewed with caution however the possible reasons and remedies are being actively explored by operational managers. Nonetheless this audit did indicate the need for a clear focus on the quality of work within CIN teams across the County.

In order to help prepare front line staff for the type of interviews Ofsted will undertake, social workers were interviewed both prior to and after the audit, often including their manager. The aim of this was to include feedback and coaching on how they could improve the quality of their work and hence their grading judgements. This is a change to the published audit process and adds considerably to both the quality of learning and aims to build staff confidence in preparation for future OFSTED audits. Feedback from staff has been very positive. The corollary is that it takes much longer to complete the audit process however we believe that this investment of time adds significant value. Panel are asked to endorse this approach.

## 2.2 Audit Conclusions:

- Front line staff still need to be more confident in showing that they understand what good or outstanding looks like and demonstrating it in their work.



- We are not applying knowledge of child development within analysis.
- Casework is often reactive to presenting concerns and does not investigate the root cause.
- Team Managers need to support workers to plan their work more effectively in order to meet practice milestones e.g. reviews core groups etc.
- There was evidence of poor planning, particularly for CIN cases. (NB this was subsequently addressed with new easy to construct plans and practice training). The Ingson's report shows that this area of practice has improved significantly.
- Whilst none of the cases audited was considered outstanding and few were considered good, many of those that achieved a requiring improvement rating had good features. (**NB** Ofsted have changed how they grade performance. what was formerly "Adequate" is replaced by the grade of "Requiring Improvement")
- Managers must not authorise poor assessments, the emphasis must now be to ensure that they concentrate on authorising only those assessments that have reached the required quality and not compromise this to achieve a time standard. For every assessment returned for re-work, and some Team Managers do this well, a management overview must be entered with an explanation.
- There needs to be consistency across Children In Need (CIN) teams and the reasons for the relative performance differential between the operational divisions be addressed by Service Managers,
- The step down process to universal services needs to improve as there are children receiving a social work service that do not need it.
- There needs to be further scrutiny of the gate keeping of CIN teams to ensure that
  - a) there is not unwarranted intervention into family life and
  - b) the children receiving services from child in need teams have been thoroughly assessed, have met the s17 threshold and have timely, sound and appropriate intervention.
- The quality of initial assessments is improving, as is their timeliness.
- We need to improve our recording of supervision and management overview.
- A further audit of this style to be undertaken in April covering the period from December 2013 to March 2014 to ascertain how the signs of early improvement have been sustained.
- Workers must also consider and record the impact of, not only the work they have undertaken directly with the child and family, but also how the matter is concluded whether this is closure or transfer.

2.2.1 As a result of the audit and further discussions with staff about measuring and recording the impact of their social work, a series of workshops have been devised by the QA Manager which are being offered to all front line teams. These have been very well received. The focus of the workshops is for front line workers to consider the impact they have on children and their families and what can affect this. Attendees are encouraged to describe their strengths and how these are reflected in their work, to consider the impact they have had on recent case work and whether this is explicit in the child's record, to consider areas that they want to improve individually and what they can do better as a team. This work culminates with the team developing an Impact Plan. Examples of what teams have taken forward to embed in their practice include:

- Working with local partners for them to also consider the impact they have in children's lives.
- Developing a process of gaining feedback from children, parents/carers and professional partners.



- Managers not authorising inadequate reports and assessments and requiring all workers to include an impact statement for each piece of work.

### 2.3 **Colloquium**

The first “colloquium” met on the 8<sup>th</sup> January, it is a bi-monthly meeting of a cross section of staff aimed at using and bringing to the fore the untapped talent and enthusiasm of attendees, focussing relentlessly on reducing the number of children in our care and promoting a message which concentrates on the positive impact we have on children's lives to redress negative impressions people have about social care.

Three working groups were set up dealing with:

1. OFSTED Preparation,
2. Early Help and Permanence and
3. LAC Reduction, concentrating on;
  - those aged 17+ and how we as ‘corporate parents’ can support them to move on,
  - those aged under two who need a plan for permanence, and
  - children aged 13+ coming into care for the first time.

### 2.4 **RAG rated cases**

As a result of the Colloquium, Team Managers have been asked to RAG rate all open cases with a Red/Amber/Green rating where:

- Red = Cases where we have identified a high level of risk but the risk remains unaddressed: Cases where we have identified a high level of risk but there is no clearly planned intervention; Cases where there is no clarity around risk.
- Amber = Cases where risk has been clearly identified but there has been a delay in intervening or where planned interventions are not producing the required changes.
- Green = Cases where risk has been clearly identified and where a plan has been put in place that is actively managing that risk.

This exercise will be regularly repeated, the cases by definition will require urgent attention and progress in improving the ratings will be monitored by operational managers. The ratings also offer useful intelligence on where improvement activity needs to be focussed.

### 2.5 **Timeline**

A timeline has been developed to show how these activities have been developed over time and is included to offer context for this report. See appendix A (NB it should be printed on A3 paper).

### 2.6 **Future Work**

During the next period the QA team will work with operational and strategic managers where it can add the most value to the organisation. We will:

- work closely with CIN managers to help them devise a peer audit process across the County, supporting the audit process and ensuring they apply grading judgements, consistently.
- monitor and support the casework RAG rating process

- use intelligence from these and other sources to focus casework audits, coaching and improvement activity on those staff, managers and teams where the need is most strongly indicated.

### **3. Equality Impact Assessment (EqIA)**

3.1 No EQIA has been undertaken that is specific to this report

### **4. Impact on Children and Young People in Norfolk**

4.1 The audit process is designed to test whether improvements made to processes are translated into better services to Children, Young People and their families.

### **5. Any Other implications**

5.1 Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

### **6. Section 17 – Crime and Disorder Act**

6.1 There are no implications under the Crime and Disorder Act.

### **7. Action Required**

7.1 Action Required – Endorse the amended audit approach and programme.

## **Background Papers**

Audit Framework (presented to O&S Panel 21<sup>st</sup> November 2013)

[http://csintranet.norfolk.gov.uk/qualassuarance/Page.aspx?Page=Audit&SubPage=Audit\\_Reports](http://csintranet.norfolk.gov.uk/qualassuarance/Page.aspx?Page=Audit&SubPage=Audit_Reports)

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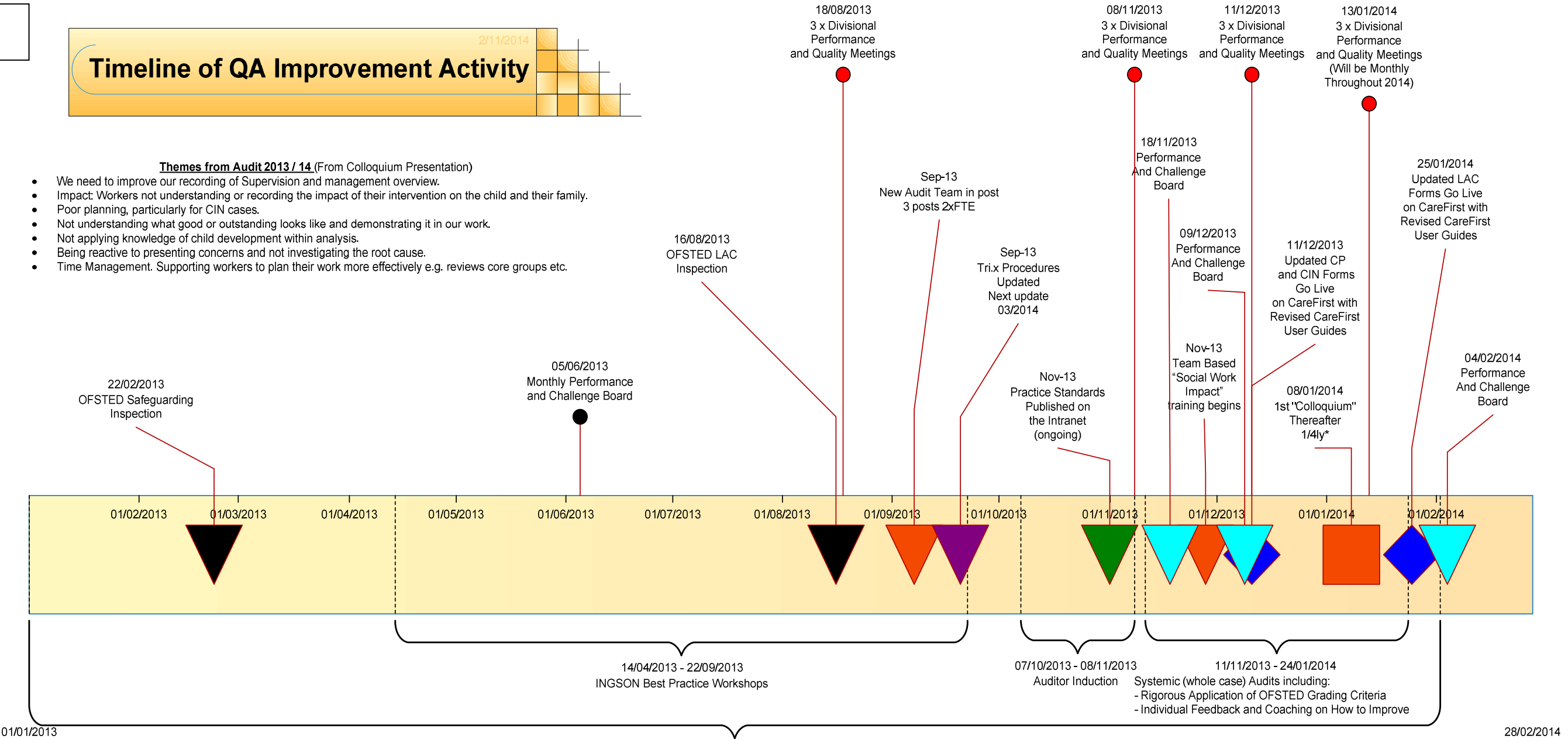


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# Timeline of QA Improvement Activity

- Themes from Audit 2013 / 14** (From Colloquium Presentation)
- We need to improve our recording of Supervision and management overview.
  - Impact: Workers not understanding or recording the impact of their intervention on the child and their family.
  - Poor planning, particularly for CIN cases.
  - Not understanding what good or outstanding looks like and demonstrating it in our work.
  - Not applying knowledge of child development within analysis.
  - Being reactive to presenting concerns and not investigating the root cause.
  - Time Management. Supporting workers to plan their work more effectively e.g. reviews core groups etc.



## IMPACT COMMENTARY

The baseline audits carried out by Skylakes and NCC during 2013 focused on social work processes such as IA's, CA's and confirmed that Norfolk's rate of cases showing as inadequate ranged from 30% to 45%. There were also regular numbers of critically inadequate cases needing immediate follow up. From Nov 2013 we have completely changed the audit team, changed the style of audit to include a strong improvement focus. The audits:

- rigorously apply OFSTED grading criteria,
- moved to full case file audits
- have a pre-meeting with the social worker and
- post audit coaching of the worker on what they could have done to improve the grading/quality of social work involving the social worker and TM if possible.

We have also developed two "Getting the Basics Right" workshops which will be rolled out to all front line teams and focus strongly on delivering and recording impactful social work. Throughout the Nov/Dec audit and subsequent workshops there has been a much stronger sense of engagement of front line teams with the audit and improvement process.

**Managing Through Audit and Cultural Shift**

Audit can only take us so far. The cultural shift will only be meaningful if it is driven by operational managers and teams. We need to rise to this challenge with service and team managers making performance and the quality of social work core components in their management of individuals and teams.

**User Friendly Recording**

We have simplified recording on CareFirst and will continue to do so. During audit we often find that when there is good social work it is not always immediately obvious. We need to make our good work easily accessible to our clients as well as OFSTED inspectors, they only have limited time and where we do good work we need to make sure it is visible.

## Nov/Dec 2013 Audit

The Nov/Dec 2013 audit considered 60 cases across the County and found no critically inadequate cases that required immediate follow up. The aggregated grades showed a small degree of improvement, with 10% Good; 52% Requiring Improvement (previously adequate); 38% Inadequate. The grades and the absence of critically inadequate cases, coupled with strict application of criteria combined to give a sense that the foundations of good practice are beginning to be built and the culture and engagement of front line teams in the improvement process is beginning to change. This is given additional force when broken down into operational divisions (see graph below), although the numbers are small and percentages have to be used with a degree of caution there is a marked difference in performance between divisions, showing a particularly improved performance in NE&B.

## COLLOQUIUM\*

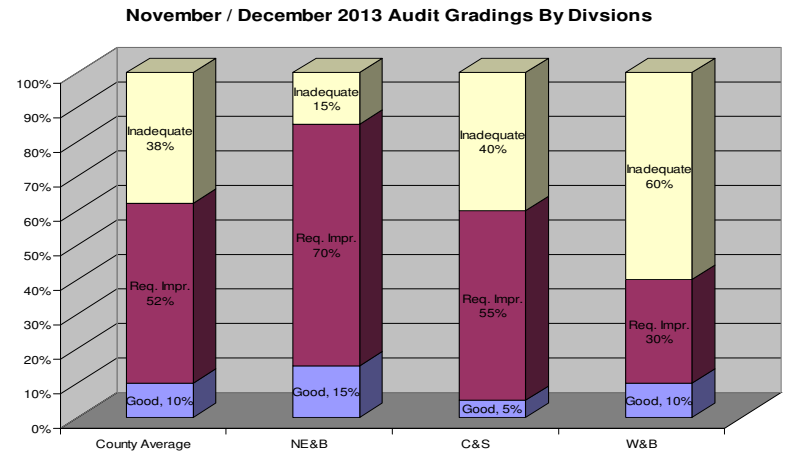
The first colloquium meeting was held on 8<sup>th</sup> Jan 2014, its main focus being on using and bringing to the fore the untapped talent and enthusiasm of attendees, focussing relentlessly on reducing the number of children in our care – which is around 50% higher than our statistical neighbours and promoting a message which concentrates on the positive impact we have on children's lives to redress negative impressions people have about social care.

Three working groups were set up dealing with:

1. OFSTED Preparation,
2. Early Help & Permanence and
3. LAC Reduction, concentrating on;

- those aged 17+ and how we as 'corporate parents' can support them to move on,
- those aged under two who need a plan for permanence, and
- children aged 13+ coming into care for the first time.

## AUDIT IMPACT COMMENTARY



## **Scrutiny Working Group - Pathway Planning for Care Leavers**

Report from the Chairman of the Members' Working Group

### **Summary**

This is the working group's Final Report, which sets out its conclusions and recommendations from reviewing the way in which Norfolk County Council supports care leavers.

### **Action Required**

The Overview and Scrutiny Panel is asked to consider the working group's conclusions and support its recommendations, which are set out at paragraph 9 of the report.

## **1 Background**

- 1.1 The Children's Social Care Improvement Board remitted the issue of pathway planning for care leavers ('pathway planning') to the Panel, after performance monitoring in May 2013 had highlighted a low rate of completion of pathway plans and the 16 August 2013 Ofsted inspection report on Norfolk County Council's (NCC's) Looked After Children Services had subsequently said (paragraph 48): "The current arrangements to support pathway planning are inadequate..."
- 1.2 In September 2013 the Children's Services Overview and Scrutiny Panel set up a scrutiny working group to examine why there is a low rate of completion of pathway plans for care leavers in Norfolk. The cross-party Members' working group, consisting of 4 County Councillors and two young people co-opted from the Norfolk In-Care Council, began its work in October 2013. Its objective was to establish how arrangements to support pathway planning could be improved, to ensure the timeliness and quality of all of our care leavers' plans.

## **2 Resource Implications**

- 2.1 The working group's recommendations have some implications for staff time but it is envisaged that these will be absorbed within current resources.

## **3 Section 17 – Crime and Disorder Act**

- 3.1 Young people who have been in care are a particularly vulnerable group; they are both at risk of being drawn into crime and becoming a victim of crime as they make the transition into adulthood. Making sure that every care leaver has the right support and guidance in place through the pathway planning process should

reduce these risks.

#### **4. Equality Impact Assessment**

- 4.1 Every care leaver must have their needs assessed (including financial needs) and included in a pathway plan, together with actions that will support their choices around education, employment, accommodation and personal support (health, development and taking their place in the community). Making sure that every care leaver has the right support and guidance in place through the pathway planning process should enhance the equality of opportunity for all the young people who have been in our care.

#### **5. Other Implications**

- 5.1 Officers have considered all the implications which Members should be aware of. Apart from those listed above, there are no other implications to take into account.

#### **6. Action Required**

- 6.1 The Overview and Scrutiny Panel is asked to consider the working group's conclusions and support its recommendations, which are set out at paragraph 9 of the report.

#### **7. Background Papers**

- 7.1 Reports to the Community Services Overview and Scrutiny Panel:

Scrutiny Forward Work Programme, including Terms of Reference for the Scrutiny Working Group, September 2013:

- 7.2 Ofsted report:

Ofsted inspection report on Norfolk County Council's Looked After Children Services, 16 August 2013

#### **Officer Contact**

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# Children's Services Overview and Scrutiny Panel

## Pathway Planning for Care Leavers

Final report by the Members' Working Group

March 2014

[www.norfolk.gov.uk](http://www.norfolk.gov.uk)

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## **Chairman's Foreword**

On behalf of the Working Group I would like to thank all the young people, staff and foster carers who spoke so readily and freely to us.

We want to see care leavers receiving high quality services which meet their needs and support them to make the transition into adulthood. We cannot expect these young people, almost overnight when they leave care, to become competent managers of their lives, careers, budgets and emotions. We certainly don't want them to feel lonely, abandoned and unable to cope.

All too often young people feel that public services do not understand their needs, and as a result they receive unsatisfactory or delayed support and guidance.

This is why pathway planning for care leavers is such an important process. It is the way we work with each young person in care to understand their needs and gather together the right support at the right time, to enable them to thrive as young independent adults.

These young people do not always receive the support they deserve from the professionals and services in their lives to enable a smooth transition to independence, careers and further education.

As corporate parents we are told to always ask the question "Is it good enough for my child?" With pathway plans the answer is "No".

**Councillor Judy Leggett**  
**Chairman of the Members' Working Group**

## 1. Executive Summary

- 1.1 Seven months on from the 16 August 2013 Ofsted inspection report on Norfolk County Council's Looked After Children services, we are still not getting the basics right, every time, for every care leaver. We are still we are not even close to reaching the target set out in the Looked After Children (LAC) Operational Improvement Plan for 100% of relevant LAC and care leavers to have pathway plan in place (which was to have been achieved by January 2014) and we have seen that the quality of pathway plans is variable.
- 1.2 While we have been assured that performance specifically around pathway planning is now being actively managed, and we welcome the continued focus particularly by LAC teams on achieving timely and good quality pathway plans that are reviewed regularly, we agree that the following additional action could further improve outcomes for our care leavers:
1. We recommend that the Interim Director of Children's Services should commission an audit by the Quality Assurance Team, working together with young people, to review the impact of the current improvement work on the quality of pathway plans, and report back to the relevant committee within six months (**Recommendation 1**).
  2. We recommend that the Interim Director of Children's Services should review the feasibility and cost of providing Looked After Children Teams with up-to-date mobile IT technology and report back to the relevant committee within three months (**Recommendation 2**).
  3. We recommend that the Interim Director of Children's Services should ensure that :
    - a) There is rigorous follow-up of attendance at mandatory staff training to ensure that all relevant staff (social workers, family support workers and independent reviewing officers) are clear about the processes, procedures and practice standards expected for pathway planning.
    - b) Practice standards emphasise the importance of starting the conversation about pathway planning with care leavers at an early stage.
    - c) Practice standards emphasise the need to clearly document where a young person is not engaged with the process and the action being taken to encourage them to think about their future
    - d) An information pack for care leavers is developed, that explains what a pathway plan is, who (relevant professionals, current carers, family) should be involved and when, the support they are entitled to and where they can find out more information about benefits, housing, access to work, further education etc.
    - e) There is rigorous management oversight of the quality of pathway plans, which should not be signed-off unless it is clear that the young person's voice shows through and that clear actions are identified (stating what will be done when, and by whom).
    - f) A regular programme of training is introduced within six months for foster carers and other appropriate professionals who may be involved in the pathway planning process, explaining what the young person should expect, and how and when they themselves can have an input.

This should include regular refresh training.

- g) Confirm that there is clear communication with private providers when commissioning services to support care leavers about the standards of practice expected by Norfolk County Council.

Confirmation that these actions have been undertaken should be provided to the relevant committee within three months (**Recommendation 3**)

- 4. We recommend that the Interim Director of Children's Services should identify some options for bringing together staff with specialist knowledge of leaving care, to strengthen our approach to pathway planning and improve the support we provide (together with partner agencies and organisations) to care leavers. These options should take on board best practice from high performing Local Authorities and should be reported to the relevant committee within three months (**Recommendation 4**).

## 2. Introduction

- 2.1 The Children's Services Overview and Scrutiny Panel set up the Pathway Planning for Care Leavers Working Group in September 2013 to examine why there is a low rate of completion of pathway plans in Norfolk. Our objective was to establish how arrangements to support pathway planning could be improved, to ensure the timeliness and good quality of all of our care leavers' plans.

The full terms of reference are attached at **Appendix A** of this report.

- 2.2 The working group consisted of 4 County Councillors, and two young people co-opted from the Norfolk In-Care Council: The members were:-

Cllr Richard Bearman  
Cllr Paul Gilmour  
Cllr Judy Leggett  
Cllr Judith Virgo  
Miss Jessica Copper (Norfolk In-Care Council)  
Mr Amadu Camara (Norfolk In-Care Council)

(Unfortunately the Liberal Democrat Group was unable to participate and Cllr Gihawi, Labour Group, was only able to attend one meeting.)

- 2.3 We met six times between October 2013 and February 2014. Our work programme is attached at **Appendix B** of this report and includes a list of the visits we have made and meetings we have attended to capture the views of staff, foster carers and young people eligible for a pathway plan.
- 2.4 Copies of the minutes of our meetings and the information on which we have based this report are available from the Scrutiny Support Manager.

## 3. What support should care leavers expect to receive from Norfolk County Council?

- 3.1 The law sets out in detail who is eligible for support and what they are entitled to. Put simply, every eligible, relevant or former relevant care leaver must have their needs assessed (including financial needs) and included in a pathway plan, together with actions that will support their choices around education, employment, accommodation and personal support (health, development and taking their place in the community). When not available from other sources (e.g. grants, bursaries, loans for further education), costs will be met by the responsible local authority.
- 3.2 A pathway plan, therefore, is like a road map that helps young people think about their future and what they want to do with their life when they leave care. It looks towards a time when they will be living independently and describes the help that they need to prepare for this. It is a chance to look back at how a young person has responded to the experiences that brought them into care, and helps them to develop a plan that maps their journey into adulthood. A good pathway plan only has any value if it is written **with** the young person, not **for** them, and they agree with it. **Every care leaver should have a pathway plan that is meaningful to**

*them.*

3.3 Norfolk County Council's information sheet for young people on pathway planning (My Pathway Plan) states that the Council's aims are for young people leaving care to:

- be able to look after themselves and live independently:
- get a job or go on to further education or training, be successful and not have to struggle for money
- be able to get continuing support from their carers, their own family, Children's Services and other organisations in the community
- make and keep good, strong, positive relationships
- be able in due course to become a good parent .

3.4 The law says that:

- At the age of 16 a young person who has been looked after by us (Norfolk County Council) for at least 13 weeks since the age of 14 must have a pathway plan that they have helped to put together and agreed with.
- It is a statutory requirement for all young people in care to have a care plan up until they are 18 years old. It is also a statutory requirement for all young people in care to have a pathway plan from the age of 16 until they are 21, or 24 if they are participating in education or training.
- A young person is entitled to an assessment of their needs, which must be completed within 3 months of their 16<sup>th</sup> birthday or as soon as possible if they came into care after their 16<sup>th</sup> birthday. Their pathway plan must be written as soon as possible after the assessment of their needs has been completed and will be based on this assessment
- A young person has a right to be involved in creating their plan, because it is their future, and to have a copy of the assessment and plan when they are finished.
- The pathway plan must be reviewed to make sure that it is always up to date and relevant. This will happen at least every six months, at the same time as a young person's care plan is reviewed, but they can ask for a review at anytime. If a young person does not require a care plan, their pathway plan will be reviewed when they ask for it to be reviewed or when the County Council thinks it is necessary, but this should also happen at least every six months.

3.5 During the needs assessment, a young person's social worker should consult other people, such as parents, carers, the school or college attended and the young person's Independent Reviewing Officer. But each young person has a say in who the social worker talks to. The key elements of the needs assessment are:

- ▶ assessing a young person's emotional development and maturity and in particular looking at:
  - how well they have overcome the disadvantages of their early experiences

- their self-confidence, self-esteem and sense of personal identity
  - generally how mature they are, and in the context of this when they might be ready to leave care
- ▶ checking the extent to which the young person already has the practical skills of daily living to look after themselves when they leave care and identifying the gaps
- ▶ finding out if they already have any ideas about what they want to do when they leave school in terms of employment or continuing education
- ▶ assessing their capacity and opportunities to draw on support from their current carers, family and the wider community when they leave care:
  - will they need 'staying put' care
  - semi-independent living arrangements or
  - help to return to their family
- ▶ checking the extent to which the young person knows where to find help and support from the community and other organisations
- ▶ checking whether they have, and we have, comprehensive information about who is in their family, their family's history, the reasons why they could not live with their family, their childhood experiences and factual information about what has happened to them
- ▶ involving the young person in this assessment and the process of drawing up the plan.

3.6 Our Promise for Norfolk Children In Care and Leaving Care, co-produced by representatives of the Norfolk In-Care Council, sets out the statutory and non-statutory duties Norfolk County Council is committed to delivering for all children leaving care in easily understandable language. The relevant section (for young people aged 16+ years old) is attached at **Appendix C** to this report.

## 4. How well does Norfolk County Council support care leavers?

4.1 Predominantly care leavers' cases are managed within six Looked After Children (LAC) Teams across the county. However there are some exceptions to this and social workers in the following teams also have a role in pathway planning with young people:

- The Specialist Social Work and Diverse Communities Team, which supports young people who are seeking asylum
- The Children With Disabilities Team
- The Social Work Practice Team, based at the Mancroft Advice Project (MAP). This is a pilot project which works with homeless young people, or those threatened with homelessness, and offers a range of support services. This includes young people between the ages of 16 and 25 who are classed as care leavers from the City and South areas.

(We refer throughout this report to Looked After Children Teams and the Looked After Children Service. The names changed during the course of our review, and

were previously called Corporate Parenting Teams and the Corporate Parenting Service.)

- 4.2 Every pathway plan is recorded on the CareFirst system by the young person's social worker and every one must be signed-off by a team manager.
- 4.3 Alongside this, and in order to ensure that pathway planning is a meaningful experience for the young person, the Looked After Children Service is also looking to develop closer links with residential and fostering colleagues to ensure that if a young person wishes, a residential staff member or foster carer can work with the young person on their pathway plan.
- 4.4 At the time of the 2013 Ofsted inspection, NCC was not consistently or accurately recording how many of our care leavers had an up-to-date pathway plan. As Members will be aware from the regular performance monitoring reports to this Panel, one of the priorities for the department has been to improve the accuracy and quality of its performance data, with new performance measures being produced in line with streamlined CareFirst records. This means that we do not have accurate historical trend data from the time of the inspection up until the present. We are only able to say with certainty that we are not even close to reaching the target set out in the Looked After Children (LAC) Operational Improvement Plan for 100% of relevant LAC and care leavers to have pathway plan in place by January 2014.
- 4.5 The performance data which was reported to the Children's Social Care Improvement Board in February 2014 for eligible, relevant, former relevant care leavers is set out below, and reflects a new performance data set which will enable managers to track improvement and trends from now on.

Eligible Care Leavers with a pathway plan authorised in last 6 months by Operational Division (this measure combines the number of young people with a plan and the number of plans reviewed within timescale).

	City & south	North & East	West & Breckland	Total
Total Eligible Care Leavers	84	85	82	257
No. without Pathway Plan Authorised in last 6 months	64	53	66	189
No. with Pathway Plan authorised in last 6 months	20	32	16	68
% with Pathway Plan authorised in last 6 months	23.8%	37.6%	19.5%	26.5%

Relevant Care Leavers with a pathway plan authorised in last 6 months by Operational Division (this measure combines the number of young people with a plan and the number of plans reviewed within timescale).

	City & South	North & East	West & Breckland	Total
Total relevant Care Leavers	7	7	6	20
No. without Pathway Plan authorise in last 6 months	4	5	6	15
No. with Pathway Plan authorised in last 6 months	3	2	0	5
% with Pathway Plan authorised in last months	42.9%	28.6%	0.0%	25.0%

Formerly Relevant Care leavers with a pathway plan authorised in last 6 months by Operational Division (this measure combines the number of young people with a plan and the number of plans reviewed within timescale)

	City & south	North & East	West & Breckland	Total
Formerly relevant Care leavers	139	124	109	390
No. with Pathway Plan authorised in last 6 months	52	58	23	133
% with Pathway Plan authorised in last 6 months	37.4%	46.8%	21.1%	34.1%

- 4.6 In May 2013, the pathway plans for 15 young people were reviewed by the Quality Assurance Team. In addition, 30 young people were invited to make comments about their pathway plans, either in a telephone interview or by filling in a questionnaire. Three people responded to this invitation. The final report also included views from managers and social workers about the difficulties of completing the plans according to the national guidance.
- 4.7 Key issues for improvement to come out of the Quality Assurance Team's findings were:



- ▶ The forms that existed at that time did not enable social workers to complete them in a way that met the minimum requirements for pathway plans in the 2011 regulations and guidance and in recent case law.
- ▶ We didn't have a form for reviewing the pathway plan, so social workers were re-writing the whole plan instead. This was time-consuming and led to some young people having several versions of their pathway plans
- ▶ The weaknesses found in both audits suggested that social workers did not have enough time to complete these plans properly and managers could not always allocate the task to a qualified worker:
  - too many assessments were not done within the required time limits
  - some young people did not have a plan
  - too many assessments were being done by unqualified staff
  - too many assessments did not contain enough information about the young person's needs
- ▶ too many plans lacked clarity of thought and precision:
  - plans did not contain information about when things were going to be done and sometimes who was going to do them
  - most of the assessments concentrated on what was happening in the young person's life at the moment instead of the future
  - the assessments contained little analysis
  - none of the plans contained a good back up plan in case things did not turn out as expected

4.8 Some of these issues for improvement were supported by the findings of Ofsted inspectors when they looked at our services for children in care in July 2013, especially the high caseloads and the lack of timeliness. However, steps were already being taken to address the audit findings at the time of the Ofsted inspection, including:

- ▶ Two days of training were provided to all workers in the Looked After Children teams at the beginning of the year about the current law and the changes brought in by the regulations and guidance in 2011
- ▶ New forms for assessment and pathway plans were developed in conjunction with the In-Care Council, which now meet the legal requirements and the comments made by its members, and these were brought into use on 10 June 2013
- ▶ A review form has also been created, which should mean that there will be no need to have lots of plans
- ▶ Workshops on what a good plan looks like and how to use the new forms were given to all staff in the Looked After Children Teams, the Social Work Practice Team, the Children with Disability Teams, the Specialist Social Work and Divers Communities Team and some practitioners in the Safeguarding Teams during June and July.

The issue about caseloads and having insufficient staff to undertake the work is

being addressed through the Department's improvement plan.

- 4.9 There are no plans to undertake a specific audit of the new pathway plan format, because of other priorities, but the Quality Assurance Team will be including pathway plans in its audit of cases and should be able to see if there has been any improvement through this process.
- 4.10 We looked at a random sample of pathway plans from each of the Looked After Children Teams and noted that:
- The changes that have been made to the pathway plan format have helped to streamline the process.
  - Young people are not always choosing to engage with their social worker to prepare a pathway plan, but there is no record of the action being taken by the social worker to encourage those young people to engage.
  - The quality was variable (some concentrating on what has happened or is happening with a young person, rather than looking towards the future / the language being too vague, making it unclear what would be done and who would do it / too often plans did not include any actions at all so that it was not easy to understand what support would be provided).
  - While the plans had been authorised by managers, in some cases it appeared that the quality of the plan had not been reviewed.
  - Sometimes, but too rarely, the views of the young person really show through.
- 4.11 If this sample is an accurate representation of the quality of pathway plans across Norfolk, we are extremely concerned that practice standards are not being consistently applied. This suggested to us that social workers are not being led or managed well, and that neither social workers or managers themselves are being properly held to account for poor performance.
- 4.12 We acknowledge the challenge posed by the pace and breadth of the department's improvement journey and the pressure that staff are under to address a number of areas of improvement. We have been assured that performance specifically around pathway planning is being actively managed through the following:
- The LAC Team managers meet for weekly performance meetings and monthly developmental meetings. The aim has been to foster consistency across the county, a shared understanding of priorities and time for culture and behavioural performance driven discussions with a focus on ensuring that the basic care standards [Care Plan, Health Assessments, Pathway Plans (PP's) and Personal Educational Plans (PEP's)] are achieved for each child and young person to a good quality and standard.
  - A performance management tool has been developed for use by both workers and managers to show individual performance for each social worker, this is used within supervisions to set individual targets and in team meetings.
  - A programme of fortnightly practice discussions has been introduced in the team meetings to cover our learning from audits and findings from our Looked After Children inspection, specifically focusing on reflective and

analytical practice, communication skills, the child's voice and improved skills in recording.

- The Looked After Children Service has introduced changes to the format of pathway plans which provides an improved streamlined plan. This was implemented on CareFirst on 25<sup>th</sup> January 2014. Best practice sessions have been held with staff at all levels. These sessions have covered both the qualitative expectations of practice and the technical changes required. It is expected that the pace of improvement will accelerate following these changes.

4.13 We expect that the recent staff recruitment to fill vacancies (3 x Team Managers, 2 x Assistant Team Managers) and increase social worker numbers (an additional 13 x Social Workers into the LAC teams across the county) together with the impact of these practice discussions will improve the timeliness and quality of pathway plans. We also expect that this improvement will be regularly tested and evidenced by the ongoing analysis of performance and quality assurance audit data.

## **5. What did staff tell us?**

5.1 We visited each of the teams listed at paragraph 4.1 of this report to get their views about pathway planning, and are very grateful to staff for the time they spent with us and for the candid responses they gave to our questions (listed at **Appendix D** of our this report). Our preference to visit teams and ask a series of open questions, rather than (for example) issue a questionnaire, means that it has been challenging to summarise the variety and depth of discussions that we had with staff. However, there were some clear messages that we heard time and time again, and some important points from individual teams that we agree should be highlighted.

5.2 The key messages, the things we heard from most teams, were:

- 1) Most staff say they understand the guidance about pathway planning, but also commented that the process is bureaucratic and the CareFirst case management system is complicated. The pathway plan format has changed twice during 2013, with little input from the teams about how it should be designed, and a third version was implemented during January 2014.
- 2) Training about pathway planning has been provided, but not all staff had attended and they were not aware of any catch up sessions being offered. Those that did attend felt it was process-driven (about the new forms and how to fill them in) rather than about skills. They did not feel they were doing anything differently as a result and they did not feel it had helped them to improve their performance. They feel that more investment is needed in the professional development of social workers.
- 3) Having the right IT kit (mobile technology, supported by good internet connections) would enable workers to complete the relevant forms together with the young person. This would ensure that the young person's words are used and they recognise what has been recorded.

- 4) High case loads and use of agency staff mean there has been less continuity for young people and less opportunity for social workers to build relationships with young people. It has also made it difficult to complete tasks within the required timescales.
- 5) A sudden introduction to planning for their future can come as a shock to young people. A planned transition to new workers, for example family support workers, is desirable as well as a gradual introduction to pathway plans.
- 6) Carers/key workers (residential and family support) should have some input into the pathway planning process, to confirm and challenge a young person's thoughts on things like career choices and competence with practical skills.
- 7) Most young people need specific support with financial planning skills.
- 8) It was too early to assess the impact of Cabinet's investment in additional social workers on caseloads.

5.3 There were other recurring messages that we heard from more than one team:

- 1) Changes to the format of pathway plans are a much needed improvement.
- 2) Engaging young people in a discussion about their future is challenging. Some are not ready to plan their life and are unwilling to face what leaving care means.
- 3) Some staff do not understand care leavers' entitlements and would like more guidance about where they can access information about services provided by partner agencies and organisations, and opportunities such as apprenticeship schemes.
- 4) Specialist Teams (Children with disabilities, specialist social worker team, social worker practice team) have developed good links with other teams, services and agencies to ensure that those most vulnerable young people's needs are understood and met.

5.4 There were also some important messages that we heard from individual teams:

- 1) Better links are needed with other service providers and partner agencies that care leavers may need support from, such as district councils and housing associations.
- 2) Some family support workers (personal advisers) do not feel qualified to complete CareFirst forms and do not always experience a good handover of each care leaver case from social workers.
- 3) Successful transition from children's to adult social services for children with disabilities relies on good links being made between the teams and at an early stage. Staff felt that this was already in place in Norfolk.

- 4) Pathway planning with young people seeking asylum is challenging, owing to the complexity of their needs and circumstances.
- 5) The Social Work Practice Team at MAP is not part of the CareFirst user group and does not receive regular updates about the practice standards expected by Norfolk County Council. However, this team does benefit from close links with other services in the same premises.

5.5 These discussions made clear to us that there have been – and still are - some significant challenges for staff to overcome in order to get the basics right, every time for every care leaver. We welcome the improvements that have been made to support staff (for example to the pathway plan format and streamlining CareFirst, and introducing practice discussions) but agree that there is more that could be done to help them make best use of their time, such as providing the right mobile technology.

5.6 However, these discussions also demonstrated that practice standards for pathway planning are not consistently applied across the county, that specialist knowledge about leaving care (from benefits to housing to access to work to further education ) is dispersed and not easily accessible. Individual workers are unclear how to access information or even know if it is available; the links with partner agencies and organisations, and other relevant professionals such as guidance advisers, are not always clear.

## **6. What did young people tell us?**

6.1 We met with the Norfolk In-Care Council and visited two residential units to find out young people's views and experiences of pathway planning. We had hoped to host two workshops with young people, to find out more from those who had a good experience of pathway planning and those who were less engaged with the process. Unfortunately we were not able to recruit young people to these and we are disappointed not to have been able to speak to a larger, more representative group.

6.2 The key messages that we heard from the young people we did speak to were as follows:

- 1) Most seemed unsure about whether or not they had a pathway plan or said they did not have one.
- 2) Where young people remembered having a discussion about a pathway plan, they often did not have a copy of the final document and said that regular reviews did not seem to be important.
- 3) Explanation about the significance of pathway planning by social workers and other significant adults was variable.
- 4) Carers and residential (key) workers should be involved in discussions about pathway planning, to confirm and challenge what a young person was saying.

- 5) Social workers should introduce young people to the concept of pathway planning at an earlier stage, so that they are aware of its significance.
- 6) It would be helpful to have a more detailed information pack explaining what a pathway plan was, who (relevant professionals, current carers, family) should be involved and when, the support they are entitled to and where they can find out more information about benefits, housing, access to work, further education etc.

6.3 This reflected the inconsistency of practice standards across the county and that young people of care leaving age were not always encouraged to think about their future and the support they might need to thrive as independent adults.

6.4 Separately we received a note from the Interim Director of Children's Services who had spoken with young people in supported accommodation through YMCA Norfolk (Young Men's Christian Association). Those young people made it clear that there was a high need of support for improving mental health and emotional wellbeing. Strengthening and clarifying links with partner agencies and organisations could only help to improve care leavers access to this type of support.

## **7. What did foster carers tell us?**

7.1 We met with three members of the Foster Carer Forum on the 28 January 2014 and asked the questions listed at **Appendix F** of this report.

7.2 The key messages we heard were:

- 1) There was a good understanding from the foster carers we spoke to about the importance of pathway planning from the young person's perspective, but it had not been mentioned in initial training for foster carers and there was a lack of awareness about how the process should work and what their input could or should be.
- 2) The process should begin early – before a young person reaches the age of 16.
- 3) Six monthly reviews did not always happen.
- 4) Not all young people are willing to engage, which means that not all pathway plans will be as young person focussed as they could be.
- 5) There are varying levels foster carer involvement in the process. Social workers don't always enable or encourage foster carer involvement in the process, even though it would be useful for them to participate to challenge a young person's views and thoughts about their future ("tell it as it is"). This also meant that foster carers were therefore not always able to pick up on areas of practical skills that needed to be developed, such as budgeting and cooking, and agree what support should be put in place.
- 6) Foster carers commented on the pressures on social workers, often resulting in them not having enough time to spend with a young person or build a

relationship that would support this process.

- 7.3 This demonstrated to us that, in order to improve the outcomes for our care leavers, we need to do more to ensure that we have a consistent approach to informing foster carers about pathway planning and involving them in the process.

## **8. Which other Local Authorities do this well?**

- 8.1 Having reviewed the outcomes of the most recent Ofsted inspections of Norfolk's statistical neighbours it is clear that pathway planning is a challenge for many local authorities, with pathway planning, or aspects of it, being identified as an area for improvement. However, there were some places that were reported to do this well (Lincolnshire, Shropshire and Cumbria County Councils) and we wrote to find out their current performance – to assure ourselves that this was still good - and the things that make their process work well.

- 8.2 There were areas of commonality between Lincolnshire's Leaving Care Service (provided by Barnardo's) and Shropshire County Council's Leaving Care Team that appeared to us to support their continuing good performance in this area (we did not get a response from Cumbria):

- 1) Specific teams dedicated to supporting care leavers, with clear links to other relevant professionals and partner agencies (such as the children with disabilities teams and housing)
- 2) A clear focus on getting the basics right every time; making sure a young person has a pathway plan in place by the time they are 16 years and 3 months old, and reviewing the plan at least every six months.

In Shropshire, considering the journey into adulthood with young people starts early, and recently work has been undertaken to start considering the journey to adulthood at 14+ yrs. This will involve encouraging young people to think about where they would like to live in the future and what they need to do to achieve this; linking in with new developments in semi-independent accommodation. The team uses a workbook to help explore individual needs around developing independence. Young people are helped to complete this by carers and personal advisors as well as social workers.

In Lincolnshire, social workers are asked to review pathway plans at least every 5 months, to ensure that there are no delays.

- 8.3 Both responses highlighted the fact that there will always be young people that do not wish to engage. However, if that was the case this was clearly documented together the action being taken to encourage the young person to think about their future.
- 8.4 This reinforced our emerging view that bringing together staff with specialist knowledge of leaving care and specialist skills for working with young people in this age range could help to improve the consistency and quality of NCC's support for care leavers. It also reflected the importance of starting the conversation early and ensuring that where young people are not engaged, that action being taken to

encourage the young person to think about their future is clearly recorded.

## 9. Conclusions and recommendations

- 9.1 Seven months on from the 16 August 2013 Ofsted inspection report on NCC's looked after children services, we are still not getting the basics right, every time, for every care leaver. We are still not even close to reaching the target set out in the Looked After Children (LAC) Operational Improvement Plan for 100% of relevant LAC and care leavers to have pathway plan in place (which was to have been achieved by January 2014) and we have seen that the quality of pathway plans is variable.
- 9.2 While we have been assured that performance specifically around pathway planning is now being actively managed, and we welcome the continued focus particularly by LAC teams on achieving timely and good quality pathway plans that are reviewed regularly, we agree that the following additional action could further improve outcomes for our care leavers:

1) It is essential that all elected Members keep pathway planning for care leavers under review, and in order to achieve that the regular performance monitoring information provided by the department must be supplemented by a more detailed review by the Quality Assurance team. **We recommend that the Interim Director of Children's Services should commission an audit by the Quality Assurance Team, working together with young people, to review the impact of the current improvement work on the quality of pathway plans, and report back to the relevant committee within six months (Recommendation 1).**

2) Further support could be provided to staff to help them improve the quality of their work. **We recommend that the Interim Director of Children's Services should review the feasibility and cost of providing Looked After Children Teams with up-to-date mobile IT technology and report back to the relevant committee within three months (Recommendation 2).**

3) Staff, foster carers and young people identified inconsistent practice with pathway planning across the county, and inconsistent understanding by carers and other appropriate professionals about how and when they could and should be involved. **We recommend that the Interim Director of Children's Services should ensure that :**

- a) **There is rigorous follow-up of attendance at mandatory staff training to ensure that all relevant staff (social workers, family support workers and independent review officers) are clear about the processes, procedures and practice standards expected for pathway planning.**
- b) **Practice standards emphasise the importance of starting the conversation about pathway planning with care leavers at an early stage.**
- c) **Practice standards emphasise the need to clearly document where a young person is not engaged with the process and the action being taken to encourage them to think about their future**
- d) **An information pack for care leavers is developed, that explains what a pathway plan is, who (relevant professionals, current carers, family) should be involved and when, the support they are entitled to and where they can find out more information about benefits, housing,**



- access to work, further education etc.
- e) There is rigorous management oversight of the quality of pathway plans, which should not be signed-off unless it is clear that the young person's voice shows through and that clear actions are identified (stating what will be done when, and by whom).
  - f) A regular programme of training is introduced within six months for foster carers and other appropriate professionals who may be involved in the pathway planning process, explaining what the young person should expect, and how and when they themselves can have an input. This should include regular refresh training.
  - g) Confirm that there is clear communication with private providers when commissioning services to support care leavers about the standards of practice expected by Norfolk County Council.

Confirmation that these actions have been undertaken should be provided to the relevant committee within three months (Recommendation 3).

4) Staff's specialist knowledge about working with young people leaving care is dispersed and not easily accessible. Links with partner agencies and organisations, and links with other relevant professionals such as guidance advisers, are not always clear. By bringing together the expertise we know we already have, consistently high practice standards would be encouraged and links with partner agencies and organisations would be clarified and strengthened. **We recommend that the Interim Director of Children's Services should identify some options for bringing together staff with specialist knowledge of leaving care, to strengthen our approach to pathway planning and improve the support we provide (together with partner agencies and organisations) to care leavers. These options should take on board best practice from high performing Local Authorities and should be reported to the relevant committee within three months (Recommendation 4).**

## **10. Action required**

- 10.1 The Overview and Scrutiny Panel is asked to consider the working group's conclusions and support its recommendations, which are set out at paragraph 9 of the report.

**Terms of Reference**

<p><b>Terms of reference for scrutiny of</b> Pathway planning for care leavers</p>
<p><b>Scrutiny by</b> A Member Task and Finish Group</p>
<p><b>Membership of Working Group</b> 5 County Councillors:1 Conservative, 1 Labour, 1 Lib Dem, 1 Green, 1 UKIP (there is no requirement for the membership to be in line with the political balance of Norfolk County Council)</p> <p>The Norfolk In-Care Council to be invited to nominate a co-opted member</p> <p>The Chairman of the Task and Finish Group to be a Member of Children's Services Overview and Scrutiny Panel</p>
<p><b>Reasons for scrutiny</b></p> <p>This issue was remitted to the Children's Services O&amp;S Panel by the Children's Social Care Improvement Board, after performance monitoring in May 2013 had highlighted a low rate of completion of pathway plans.</p> <p>More recently, the 16 August 2013 Ofsted inspection report on NCC's looked after children services said:</p> <p>Para 13: "...Scrutiny of the delivery of the service provided by elected members is not fully developed. It does not provide robust challenge to ensure that the capacity of the looked after children and care leaver service provision and performance on outcomes is sufficient."</p> <p>Para 14 "The local authority and partners are beginning to set out their vision and ambitions for the looked after children and care leaver service based on a children's service social care improvement plan. Although this is aspirational, it provides a sound basis for improvement and is backed by the required resources. "</p> <p>Para 48: "The current arrangements to support pathway planning are inadequate..."</p>
<p><b>Purpose and objectives of study</b></p> <p>The Task and Finish Group will examine why there is a low rate of completion in Norfolk. Its objective will be to establish how arrangements to support pathway planning can be improved, to ensure their timeliness and quality.</p>

## **Issues and questions to be addressed**

- What care and support should young people leaving care expect to receive?
- What are NCC's current arrangements to support pathway planning?
- What does NCC's performance data tell us?
- What do former looked after children and young people themselves say about their experience of leaving care and the support that is or was provided by NCC?
- Which local authorities do this really well and what can we learn from them?

It is suggested that the Task and Finish Group allocates 4 main meetings for this work, with additional visits/small group work to capture views of staff and young people, to take place between October and December:

### **Meeting 1**

Detailed briefing and examination of national guidance, current processes and procedures, NCC's performance, findings from relevant internal audit, what we can learn from other authorities

Agree how the group will capture views of young people in care, care leavers and staff

### **Meeting 2**

Discuss views of young people in care and care leavers

Discuss views of staff

### **Meeting 3**

Meeting to pull together findings and recommendations

### **Meeting 4**

Meeting to agree draft report

The Task & Finish Group will consider the equality impact and the crime and disorder implications of any recommendations that it makes.

## **People to speak to**

- Children's Services managers
- NCC internal auditors
- Social care staff
- Views from young people in care and care leavers

## **Other sources of information**

- Improving Local Safeguarding outcomes (Local Government Association and London Safeguarding Children Board, June 2011)
- Ten Questions to Ask if you are Scrutinising Services for Looked After Children (LGA, National Children's Bureau and the Centre for Public Scrutiny, revised June 2012)
- Must Know 2: What you need to know about safeguarding and corporate parenting (LGA, July 2013)

<b>Style and approach</b>  Panel style meetings with officers  Visits or small group work to capture young people's views  Visits or small group work to capture staff views	
<b>Planned outcomes</b>  A report to the Children's Services Overview and Scrutiny Panel setting out the Task and Finish Group's findings on the reasons for the low completion rate and recommendations to ensure that all young people and care leavers have timely pathway plans which are of good quality and meet the requirements of national guidance.	
<b>Deadlines and timetable</b>  Terms of Reference to be agreed by the Children's Services Overview & Scrutiny Panel on 19 September 2013.  The scrutiny task and finish group will report back to Children's Services Overview and Scrutiny Panel at its 23 January 2014 meeting.  The detailed timetable of work will be agreed by the task and finish group at its first meeting.  The O&S Panel agreed at its 21 November 2013 meeting that the group could report back to the Panel at its 13 March 2014 meeting.	
<b>Terms of reference agreed by</b>  Children's Services Overview and Scrutiny Panel	<b>Date</b>  19 September 2013

Pathway Planning for Care Leavers – Work Programme

Date	Invitees	Programme
2pm, 13 October 2013, County Hall		To discuss and agree a work programme.
2pm, 29 October 2013, County Hall	Children's Services managers  Corporate Parenting User Involvement Officer  Quality Assurance Officer	<p><u>Information required</u></p> <ol style="list-style-type: none"> <li>1. Show DVDs – Journey to Independence/It's my plan too!</li> <li>2. Report from Children's Services: national guidance, current NCC processes and procedures, performance data, quality assurance (QA) audit findings, briefing on progress with improvement work.</li> </ol> <p><u>Questions</u></p> <ol style="list-style-type: none"> <li>1) What care and support should young people leaving care expect to receive? (What does good look like?)</li> <li>2) What are NCC's current arrangements to support pathway planning?</li> <li>3) How good is the quality of NCC's support?</li> <li>4) What does NCC's performance and quality assurance audit data tell us?</li> <li>5) Which local authorities do this really well and what can we learn from them?</li> <li>6) How do you recommend we capture young people's views?</li> <li>7) How do you recommend we capture the views of staff and who do you recommend we speak to?</li> <li>8) Which local authorities do you recommend we speak to?</li> </ol>
During November		<p>Capture views of young people and staff</p> <ul style="list-style-type: none"> <li>• Meet with the In-Care Council on 11 November 2013</li> <li>• Looked After Children Team Breckland, 19 November 2013</li> <li>• Looked After Children Team East, : 20 November 2013</li> <li>• Looked After Children Team South, 26 November 2013</li> <li>• Looked After Children Team City,</li> </ul>

		<p>27 November 2013</p> <ul style="list-style-type: none"> <li>visit Break Residential Unit, Norwich on 27 November 2013</li> <li>Looked After Children Team West, 28 November 2013</li> <li>visit Easthills Residential Unit, Norwich, on 28 November 2013</li> </ul>
2pm, 3 December 2013, County Hall <b>CANCELLED</b>		
2pm, 17 December 2013, County Hall	<p>Children's services managers</p> <p>Corporate Parenting User Involvement Officer</p> <p>Quality Assurance Officer</p>	<p><u>Information required</u></p> <ol style="list-style-type: none"> <li>1. Views of young people and staff captured so far</li> <li>2. Updated performance and QA information</li> <li>3. Update on final round of visits</li> </ol>
2pm, Monday 27 January 2014	<p>Children's services managers</p> <p>Corporate Parenting User Involvement Officer</p> <p>Quality Assurance Officer</p>	<p><u>Information required</u></p> <ol style="list-style-type: none"> <li>1. Further views from young people and staff <ul style="list-style-type: none"> <li>Children with Disabilities Team 7 January 2014</li> <li>Specialist Social Work and Diverse Communities Team, 9 January 2014</li> <li>Social Worker Practice Team (MAP), 16 January 2014</li> <li>Looked After Children Team North, 17 January 2014</li> <li>Foster Carer Forum, 28 January 2014</li> </ul> </li> <li>2. Updated performance and QA information</li> <li>3. To consider a sample of anonymised pathway plans</li> <li>4. Feedback from Lincolnshire County Council and Shropshire County Council</li> </ol>
9.30am, Monday 3 February 2014	<p>Children's services managers</p> <p>Corporate Parenting User Involvement</p>	To continue discussion from the 27 January meeting

	Officer  Quality Assurance Officer	
2pm, Tuesday 10 February 2014	Children's services managers  Corporate Parenting User Involvement Officer  Quality Assurance Officer  Cabinet Member for Safeguarding Children	To agree a draft report.
<p>Task and Finish Group to report back to Children's Services Overview and Scrutiny Panel on 13 March 2014</p> <ul style="list-style-type: none"> <li>- Deadline for draft report to pre agenda meeting:- 17 February 2014</li> <li>- Pre agenda meeting – 2.00pm 24 February 2014</li> <li>- Deadline for final report:- 5 March 2014</li> </ul>		

Extract from the Promise for Norfolk Children In Care and Leaving Care – 16+

What the law says you should have	What Norfolk County Council says you will have
<p>No matter who you are, where you live or how you see yourself, this is for you,</p> <p>This is the Norfolk County Council's promise to all children and young people in its care.</p>	<p>These are the things that Norfolk County Council thinks you should have. If you feel we are not keeping these you should talk to your social worker or family support worker or you can let us know by using a complaints form details of how to do this are at the end of this page</p>
<p>These are your rights, things the law says we must do. If you think we are not keeping them you must tell us. You can do this in many ways, talk to your social worker or independent reviewing officer (IRO) or make a formal complaint - details of what will happen when you do this are at the bottom of this leaflet.</p>	<p>We will help you deal with the reasons why you came into care and any problems you have because of being in care. We'll do this by making sure you feel cared for, valued and, if you need it, by setting up meetings with people who work with children and young people to help them understand their feelings and behaviour.</p>
<p>If you would like to make a complaint, you can do this by using one of the complaints and comments forms you have been sent. You can also make a complaint online at <a href="http://www.norfolkcountycouncil.gov.uk/complaints">www.norfolkcountycouncil.gov.uk/complaints</a> or by ringing us on 0344 800 8020 or text us on 07789 920916</p> <p>If you would like some support in making a complaint you can ask the complaints team, your social worker or foster carer to help you get an independent advocate or contact the Norfolk in Care Council at <a href="mailto:nicc@norfolk.gov.uk">nicc@norfolk.gov.uk</a></p>	<p>Your personal advisor / social worker will visit you regularly and let you know if they have to cancel a visit and why. They will also let you know if they are going on holiday and make sure you know who to speak to whilst they are away.</p>
<p>You will have a qualified social worker who will visit you at least every 28 days until you are 18. After aged 18, if you change to a personal advisor we will make sure they have a professional qualification or are studying for one.</p>	<p>We will celebrate what you do well and not just concentrate on things that need to be improved.</p>
<p>We will make sure that you have a Pathway Plan in place by the time you are 16 and three months. We will work with you to understand how important this plan is and we will review it every six months with you.</p>	<p>We will make sure that you are safe and well cared for. We will always try to find the best place for you to live and will include you in making this decision. Wherever</p>



It will be completed by you and your social care worker together and you will be given a copy. If any major changes happen before your Pathway Plan review, we will update it with you.	possible we will not use a temporary place as we want you to feel settled where you live. When it comes time for you to move out, we will make sure you have all the skills you need to live independently and make sure we find you secure, good quality accommodation.
No major changes like moving where you live, even if it is to go home, should happen without a statutory review with your IRO or if you are over 18, without a meeting with your personal advisor.	We will support you in your education or training. If you need support with this, we will make sure you have a specially trained guidance advisor who will help you. A guidance advisor is separate from your personal advisor and is someone who is specially trained to advise you about education, employment, apprenticeships and/or training.
We will provide you with help and support at school or college or university to help you do as well as other children and young people not in care. If you go to University we will offer you support around your accommodation and a bursary to help with your fees. Your personal advisor can give you all of this information.	We will make sure that you have the skills you need to live on your own, when that time comes and we will support you in learning these skills.
If we decide to change where you live we will always ask your opinion. If we can't do what you would like us to do we will explain to you why this can't happen.	We will ask your opinion about everything that happens to you and if we can't do what you want we will explain why.
We will make sure where you live is safe and what you want, that you have contact with your family and that this is written into your Care Plan and Pathway Plan.	We will try our best to make sure you keep the same social worker, by not changing them unless we have to, for example if they are leaving or unwell.
We will make sure that everyone understands their role as a corporate parent and that they ask themselves, 'Would this be good enough for my child?' when they are making decisions about the care system or you as an individual.	When you make a complaint we will let you know that we have received your complaint and let you know who is dealing with it. We will look at your complaint and what you would like to happen and send you a reply, this will happen within 10 working days (working days are Monday to Friday, not bank holidays, unless it is very complicated and then we will let you know how long it will take. We will make sure that you know that you are able to have an advocate

	<p>to help you do this and we will help you get one if this is what you want. If you are not happy with our reply you can ask us to look at it again. The complaints team and /or your advocate will</p> <p>If you have any questions about this promise please contact your social worker or the Norfolk In Care Council <a href="mailto:nicc@norfolk.gov.uk">nicc@norfolk.gov.uk</a> or text 07920723773</p>
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**Questions for staff**

Q1 – How well do you understand the guidance about pathway planning and the support that young people leaving care should expect to receive?

Q2 – What do you think are the five most important things in doing pathway planning with young people?

Q3 – What workshops or training have you participated in about pathway planning? Were young people involved?

Q4 – What did you learn and what are you doing differently as a result?

Q5 – How has this changed your performance?

Q6 – What are the barriers to doing a good pathway plan?

Q7 – What involvement do you think foster carers or residential (key) workers should have in pathway planning?

Q8 – How do you know, through pathway planning, that a young person's health and educational needs are being understood and addressed?

Q9 – The Cabinet announced major investment to support frontline services in August this year, partly targeted at recruiting extra social workers. What impact has this had on your ability to ensure that young people have timely pathway plans that are of a good quality?

**Questions for young people**

- Q1 - Do you know what a pathway plan is and do you have one?
- Q2 - How were you involved in the development of your pathway plan?
- Q3 – How well do you understand what it’s about and what it should cover?
- Q4 – How well do you think it sets out your views? (*Does it feel like your plan?*)
- Q5 – How well do you think it prepares you for living independently?
- Q6 – How well do you understand which targets are for you and which are for other people?
- Q7 – How often has your plan been reviewed with you?
- Q8 – How well does it record the progress you are making?
- Q9 – How do you think pathway planning could be done better?

**Questions for foster carers**

1. What do you understand about pathway planning?
2. How are you involved in pathway planning?
3. How young person focused do you think pathway plans are?
4. Do social workers/family support workers enable you to challenge young people about their views/thoughts as part of the process of pathway planning?
5. How involved are you with the implementation of pathway plans (such as assisting young people with practical skills, budgeting etc)?
6. How often are plans reviewed and are they kept to?
7. What training have you had on pathway planning?
8. Would you attend training if it was offered?
9. What are the barriers to doing good pathway plans with young people?
10. Is there anything else you would like to share with us?

## Glossary of terms and abbreviations

**CareFirst** - social care case management system for adult and children's services,

**Care Plan** - When children's services get involved in looking after a child or young person they have to write down what they will do to support them and this is called a care plan. It says what children's services, family and other agencies will do to support a young person's health, education, religion and culture, contact with people who are important to them and their hobbies. A care plan will be regularly reviewed to make sure that it is right for the young person. It is separate from a pathway plan, but can exist concurrently depending on the age of the young person.

**Care Leavers** – “Any adult who spent time in care as a child (i.e. under the age of 18). This care would have been approved by the state through a court order or on a voluntary basis. It can range from as little as a few months to as long as one's whole childhood (18 years). Such care could be in foster care, residential care (mainly children's homes) or other arrangements outside the immediate or extended family. The care could have been provided directly by the state (mainly through local authority social services departments) or by the voluntary or private sector (e.g. Barnardo's, The Children's Society and many others). It also includes a wide range of accommodation. For example, it would include secure units, approved schools, industrial schools and other institutions that have a more punitive element than mainstream foster or residential care.” (Care Leavers Association)

**Eligible Care Leavers** - Looked After Children aged 16 or 17 who have been looked after by a local authority for a period of 13 weeks, or periods amounting to 13 weeks, which began after that young person reached age 14 and ended after they reached 16. This excludes periods of respite care.

**Relevant Care Leavers** – Not Looked After Children, aged 16, 17 and who were, before they ceased to be looked after, eligible children.

**Formerly Relevant Care Leavers** – Aged 16 or above, has been a relevant care leavers and would be one if aged under 18, or immediately before ceasing to be looked after at age 18 was an eligible child.

**Family Support Worker** – the term used by Norfolk County Council for a Personal Adviser

**Guidance Advisers** - provide targeted careers and transition advice, guidance and support with individuals who are vulnerable and at risk of becoming Not in Education, Employment or Training (NEET).

**Key worker/residential worker** – employed by Norfolk County Council to provide residential care.

**LAC** - 'Looked after children' (LAC) refers to children in public care, who are placed with foster carers, in residential homes or with parents or other relatives.

**MAP** - Mancroft Advice Project (MAP) is a charitable organisation for young people, “We are advisers, counsellors and youth workers who work together to provide the best help we can in a way that makes sense to you. We also provide education and training for

young people, parents, carers and other workers. We work from our centres in Norwich and Great Yarmouth. We also work in other places around Norfolk and Suffolk including schools, health centres and youth centres. The Norwich drop-in is open every day from 1.30 to 5.30 pm and is where young people come for advice without having to make an appointment.” (MAP website)

#### **NCC** – Norfolk County Council

**NICC** –The Norfolk In Care Council (NICC) has been running for almost four years. During that time it has developed from a small group of five care experienced young people who worked on consultations to being a large group of more than ninety children and young people who work in partnership with Children's Services to look at and support development and improvement of Looked After Children services.

**PEP** - A Personal Educational Plans (PEP) is a vital document as it helps everyone gain a clear understanding about the teaching and learning provision necessary to meet the educational needs of a child who is in care .

**Personal Advisor** - If you are an ‘eligible’, ‘relevant’ or ‘former relevant child’ you will have a personal adviser who will make sure that you receive the care and support you need when you leave care. There are lots of different people who could be your personal adviser. It could be that your local authority employs people specially to do this job, or your personal adviser could be someone already involved in your care, like a carer who could continue in this role after your placement ends.

**QA** – the Quality Assurance (QA) team provides assurance on quality and delivers improvement by ensuring the consistent application of standard procedures and processes to meet nationally agreed standards of good practice. Services include auditing, project management and working with colleagues to help deliver improvement.

**Staying put** - arrangements which enable care leavers to remain with their former foster carers after they turn 18

## Admission Arrangements for September 2015

### Report by Director of Children's Services

#### Summary

The report:

- summarises responses to the statutory annual admission consultation.
- recommends co-ordination arrangements and timetables for the statutory admission rounds
- recommends changes to primary school catchment areas in the Downham Market area

#### Recommendation

The Overview and Scrutiny Panel is asked to consider and comment on the recommendations prior to the report being presented to Cabinet for approval on 7 April 2014.

## 1 Background

- 1.1 Each year the Local Authority is required to consult on the admissions co-ordination scheme for all Norfolk schools and admission arrangements for Community and Voluntary Controlled schools as the County Council is the admission authority for these schools.
- 1.2 Through a School management information sheet all Headteachers and Chairs of Governing bodies were invited to respond. Schools were asked to promote the consultation with parents via newsletters or other local communication channels. The consultation was also placed on the County Council's website and highlighted in the "Current Consultations" section and a reminder was sent to all schools before the closing date via the electronic courier service.
- 1.3 There have been 35 responses this year to date (3 March 2014). A public meeting has been arranged in Wereham on 11 March 2014 and it is anticipated this will add to views on the Wereham proposal – item 2.5 below. Any further responses will be reported to Overview and Scrutiny Panel.



	<b>Governors</b>	<b>Headteachers</b>	<b>Parents</b>	<b>Other</b>
All responses To 03/03/14	1	7	18	9

- 1.4 The Local Authority are not proposing significant changes to the current admission arrangements which have been in place for a number of years and this clearly impacts on the level of response. Neighbouring authorities also generally receive similar low levels of response to this statutory annual process with one notable exception where a neighbouring authority has sought views about possibly changing the priority for siblings in admission arrangements and this has yielded several hundred responses both from parents and schools.
- 1.5 After consultation the Local Authority is required to determine its arrangements and to confirm the co-ordination scheme that will apply for admission during the 2015/16 school year, by 15 April 2014. The report will be forwarded to Cabinet on 7 April for final determination.

## 2 Consultation Issues

### 2.1 **Proposed admission round co-ordination schemes for September 2015**

2.1.1 The proposed Admission Round Co-ordination scheme for managing admissions to Reception classes, transfers to Junior schools and transfers to Secondary schools in September 2015 is unchanged from the 2014/15 scheme. The schemes follow the model described in the statutory School Admissions Code 2012 and have been in operation for admissions to all state funded primary and secondary schools in Norfolk since September 2004 and are effective.

2.1.2 75% of responses (18/24) received support the proposal for co-ordination of transfer rounds (Question 1). In the responses not supporting co-ordination several comments were received about the specific proposals detailed below but one comment did relate to the overall scheme.

“There remains a poor response in areas of high deprivation, further disadvantaging chaotic households. This needs a creative solution to ensure that local children get a place at their local school despite their parents disorganisation”. The LA works with local schools, nurseries and more recently children’s centres to seek to engage families and minimise the issues for children but this is a real issue for families seeking Reception places in some urban areas of Norfolk.

2.1.3 **Recommended** that the proposed Co-ordination schemes are confirmed for September 2015 and that the LA continues to work with partners to continue to improve the level of engagement in the admissions process at Reception.

### 2.2 **Proposed timetables for September 2015 admission rounds**

- 2.2.1 No changes are proposed for the 2015 admission rounds. Closing dates and the offer dates are fixed by legislation and detailed in the 2012 School Admissions Code.
- 2.2.2 79% of responses (19/24) received support the proposal for the co-ordination timetables. A small number of concerns were received regarding the statutory timetable – seeking earlier decisions.
- 2.2.3 **Recommended** that the proposed co-ordination timetables are confirmed for September 2015.

## 2.3 In-year co-ordination

- 2.3.1 The statutory duty to co-ordinate in-year admissions ceased for applications for the school year 2013/14, however only 4 Norfolk primary schools have exercised their right to manage their own in-year admissions and all Norfolk secondary schools have agreed to continue with Local Authority co-ordination.
- 2.3.2 90% of responses (19/21) received support the proposal for co-ordination to continue in Norfolk. Two opposing views were expressed – “easier for schools to manage” and “system works really well”.
- 2.3.3 **Recommended** that the proposed in-year co-ordination scheme is confirmed for the school year 2015/16. Own admission authority schools (Foundation schools, VA schools and Academies including Free schools) will be contacted to confirm their decision regarding in-year co-ordination to ensure there is composite information for parents on the operation of in-year admissions to all Norfolk schools.

## 2.4 Fair access protocol

- 2.4.1 No changes are proposed to the agreed fair access protocol for 2015/16. The Local Authority must have a fair access protocol and all schools including academies and free schools must participate to ensure that unplaced children are allocated a place quickly.
- 2.4.2 90% of responses (19/21) received support the proposal for the fair access protocol to continue unchanged in Norfolk. Despite the scheme having been in place since 2007 some schools do not understand the legal framework of fair access and one response stated “this is not a fair process as these children often have high levels of SEN / Behaviour needs or schools are full and expected to go over their PAN with high level children”.

The fair access protocol is only engaged when in-year admissions have failed to place a child either as a consequence of behavioural difficulties and/or lack of places in a local area. The protocol ensures places are identified and is not constrained by lack of spaces to ensure equitable distribution between schools.

2.4.3 **Recommended** that the fair access protocol remains unchanged for 2015/16.

## 2.5 **Proposed primary school catchment areas in the Downham Market area**

2.5.1 **Wereham** There has been a rising level of over-subscription at Downham Market Hillcrest Primary and in the 2013 Reception admissions round families living in Wereham which is in Hillcrest's catchment area were refused places due to over-subscription. This has not occurred previously but with forecasts indicating further increases in the area changes have been consulted on to ensure that Wereham families continue to have a high priority for a school place at a local school. The options are:

- Wereham transferring to the catchment area of James Bradfield Primary in Stoke Ferry.

- Wereham transferring to Denver or Hilgay Primary catchment.

- Admission rules prioritising Wereham families for places at Hillcrest above Downham families.

2.5.2 79% of responses (19/24) received support the third option, to amend the over-subscription criteria at Hillcrest Primary to prioritise rural parishes over Downham Market applicants.

**NB** Wereham Public meeting planned in Wereham on 11 March 2014 – further responses and views will be verbally reported to Panel on 13 March 2014.

2.5.3 Whilst a significant number of local residents in Wereham support a change in admission rules to maintain the status quo there were four responses from parents expressing concern that a Downham family could be refused a place as a consequence of Wereham families having a higher priority. This was considered unfair to families living in Downham Market and therefore significantly nearer to Hillcrest Primary.

The Headteacher and governors at James Bradfield Primary in Stoke Ferry support the proposal. They have commented that this would add to the sustainability at the school, help the school to support improved outcomes for the children and specifically support plans for an unused classroom to be re-used.

The Headteacher and governors at Hillcrest Primary also feel that James Bradfield Primary would offer a local school for Wereham families which would be in the community's long term interests as they recognise the demand for places from families living in Downham Market will continue to rise.

There was no support for a change of catchment area to Denver or Hilgay Primary schools.

- 2.5.4 **Recommended** that the catchment area is changed so that Wereham is in the catchment area of James Bradfield Primary, Stoke Ferry. In accordance with Norfolk's transport policy the existing transport entitlement will continue for pupils already on roll at Hillcrest Primary.

Given the real concerns expressed by local families it is also recommended that younger siblings of pupils already at Hillcrest Primary continue to be treated as in catchment for Hillcrest Primary to minimise the prospect of families having siblings split between 2 schools during the transition. Transport implications of transition are being considered and a verbal update will be provided to the panel.

- 2.6 **Crimplesham** is also currently in catchment for Hillcrest and whilst the community has very few admissions (less than one per year on average) it is anticipated that this community too could be refused Reception admissions to Hillcrest. It is proposed that the community be re-designated to Wimbotsham and Stow Primary as the parish is adjacent to Wimbotsham's catchment area. The headteacher at Wimbotsham and Stow recognises the benefits of this change to families living in Crimblesham and is seeking the response of governors to the proposal.

- 2.6.1 73% of responses (11/15) received support the proposal to re-designate Crimblesham to Wimbotsham and Stow school..

- 2.6.2 **Recommended** that the catchment area is changed so that Crimblesham is in the catchment area of Wimbotsham and Stow Primary School.

- 2.7 **Part of Stow Bardolph east of the A10 road.** During the review of catchment areas a small area of Stow Bardolph to the east of the A10 road has been identified which is not served by Wimbotsham and Stow Primary. The area does not have significant housing but given both its proximity to Wimbotsham and Stow and that it is a part of the parish it is proposed that the area be re-designated to Wimbotsham and Stow.

- 2.7.1 85% of responses (12/14) received support the proposal for this small area to be in catchment for Wimbotsham and Stow Primary.

- 2.7.2 **Recommended** that this small area is changed so that it is in the catchment area of Wimbotsham and Stow Primary School.

## 2.8 **Other comments**

- 2.8.1 A concern was raised relating to child-minders. This indicated that the Local Authority should consider the address of a child-minder when prioritising applications as this can be a key factor in a parent expressing their preferences.

Some authorities prioritise applications based on social and medical factors and such factors could be considered but this raises significant difficulties in ensuring consistency and fairness for all families.

The Schools Adjudicator has determined in a number of cases that admission authorities cannot prioritise pupils based on the nursery or pre-school that a child attends as some parents do not wish to access this provision. Considering the address of a child-minder would raise similar concerns and could potentially place undue pressure on child-minders in close proximity to significantly over-subscribed schools.

- 2.8.2 **Recommended** that no change is made and that the home address of the child continues to be used to prioritise applications at Community and Voluntary Controlled schools.

### **3 Resource Implications**

- 3.1 There are no additional resource implications from the attached report.

### **4 Other Implications**

- 4.1 **Legal Implications:** The report recommends changes to admission arrangements following the statutory annual admission consultation. It proposes admission arrangements in accordance with the duties prescribed by the statutory School Admissions Code 2012.

#### **4.2 Equality Impact Assessment (EqIA)**

- 4.2.1 The legal framework set by the Admissions Code and supporting regulations seeks to ensure that admissions are fair and do not discriminate against any applicant. The proposed arrangements have been set to fully meet the requirements as detailed in the revised legislative framework which came into effect from February 2012.

- 4.2.2 The proposed changes in the Downham Market area respond to difficulties experienced by Wereham families in the most recent admissions round (for admissions into Reception classes in September 2013) when families without siblings could not be offered places at Hillcrest Primary as a result of over-subscription. The changes seek to ensure families living in this area have a high priority for a local school. A smaller change to Crimplesham and part of Stow Bardolph are to prevent a similar situation in future years.

#### **4.3 Impact on Children and Young People in Norfolk**

- 4.3.1 By maintaining existing admission arrangements families should continue to experience a familiar and predictable process minimising the potential difficulties for pupils associated with school transfer. The proposal to continue to co-ordinate in-year arrangements seeks to ensure that all parents are being dealt with consistently and fairly and ensures that all parents are informed of their right of appeal whenever a place is refused.

#### **4.4 Any Other Implications**

- 4.4.1 Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

## **5 Section 17 - Crime and Disorder Act 1998**

- 5.1 The Act requires Local Authorities to consider crime and disorder reduction in the exercise of all their duties and activities. Co-ordination of in-year admissions helps to ensure that the Local Authority has an overall knowledge of all movements of pupils between schools which will significantly reduce the chance of a pupil missing education.

## **6 Action Required**

- 6.1 The Review Panel is asked to consider and comment on the recommendations prior to this report being presented to Cabinet for approval.

### **Background documents**

2015/16 admissions consultation document:

[http://www.norfolk.gov.uk/Childrens\\_services/Schools/School\\_admissions/Norfolk\\_admission\\_arrangements\\_consultation/index.htm](http://www.norfolk.gov.uk/Childrens_services/Schools/School_admissions/Norfolk_admission_arrangements_consultation/index.htm)

DfE School Admissions Code 2012 and School Admission Appeals Code 2012,  
[www.education.gov.uk/schools/adminandfinance/schooladmissions](http://www.education.gov.uk/schools/adminandfinance/schooladmissions)

Norfolk's current admission arrangements: [www.norfolk.gov.uk/admissions](http://www.norfolk.gov.uk/admissions)

### **Officer contact:**

If you have any questions about matters contained in this paper please get in touch with: Richard Snowden Tel: (01603) 223489 **Email:** [richard.snowden@norfolk.gov.uk](mailto:richard.snowden@norfolk.gov.uk)



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Yvonne Bickers on 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

## **Sustaining high quality leadership in Norfolk Schools**

Report by the Director of Children's Services

### **Summary**

Sustaining high quality leadership in Norfolk Schools is central to achieving the aims set out in our strategy to support education improvement, 'A Good School for Every Norfolk Learner'. Leadership in this context encompasses head teachers, other senior and middle leaders and governors.

This reports sets out a number of principles for consideration by Governing Bodies and the Local Authority in examining the sustainability of high quality education and leadership across the county.

Structural solutions (as defined in section 2.3 below) are a vital component in ensuring Norfolk's educational learning landscape is fit for the 21<sup>st</sup> century. The full range of options will be considered appropriately in each situation. These include federated governing bodies, head teacher partnerships, Multi Academy Trusts, other trust status such as a Cooperative Trust and, if appropriate, school amalgamation or closure.

### **Recommendation:**

Children's Services Overview and Scrutiny Panel is asked to note the contents of this report and approve the direction of travel that is outlined.

## **1. Background**

- 1.1 Norfolk's ambition is for there to be a 'Good School for Every Norfolk Learner'<sup>1</sup> as articulated in our 'Strategy for Supporting School Improvement 2013-15'<sup>2</sup>.
- 1.2 In this quest to rapidly improve standards, a strategic objective is to 'Improve leadership and management including corporate leadership and strategic planning'. The strategy's Action Plan contains numerous actions linked to the various dimension of securing high quality sustainable leadership throughout the education system. Examples include : expanding the capacity and quality of System Leadership; accelerating targeted focus on building strong and sustainable small school partnerships; engaging in the academy programme to swiftly transform poorly performing schools where capacity to improve is limited and seeking to strengthen governing bodies and school leadership for identified schools causing concern or requiring improvement (RI).
- 1.3 At Children's Services Overview and Scrutiny Panel on 23<sup>rd</sup> January 2014 the report entitled 'Integrated Performance and Finance Monitoring 2013-14' made reference to the Norfolk's Small Schools' Strategy (in section 2.5) and outlined the challenges faced. Evidence indicates that a small school is less likely to achieve consistently well

<sup>1</sup> <http://www.schools.norfolk.gov.uk/view/NCC123395>

<sup>2</sup> <http://www.schools.norfolk.gov.uk/view/NCC130259>

for its pupils because of the difficulty of recruiting and retaining the highest quality teachers and leaders

- 1.4 This report builds on the recognition of the Small Schools Steering Group that it is essential to establish a set of principles that outline a vision for the highest quality sustainable learning provision for all Norfolk children and young people. These principles must support 'A Good School for Every Norfolk Learner' and be applicable in any situation irrespective of school size.

## 2. Contents of Report -

### 2.1 A learning landscape for Norfolk in the 21<sup>st</sup> century – overall aim:

To provide an overarching set of principles that outline a vision for the highest quality sustainable learning provision for all Norfolk children and young people.

These principles will be applicable in the full range of educational organisation models and be unconstrained by geography, size, faith designation and establishment history.

### 2.2 Current statistical information

#### Profile of primary schools (Sept 2013 NOR)

Number on roll	Number of schools	% of schools	% of pupils
< 50	38	10.52	2.28
51 – 140	133	36.84	19.95
141 – 210	81	22.43	23.75
210 +	109	30.2	54.02
<b>Total</b>	361	99.99	100

For the schools with under 50 pupils on roll only 47% go to their catchment school.

#### Performance data related to size of school – Key Stage 2 % level 4 + reading, writing and maths combined

	2012	2013
Schools < 50 pupils	60.4%	61.8%
Norfolk average	69%	71%
National average	75%	75%

Very small schools under 50 are performing below larger schools. Norfolk's strategy has been to encourage structural solutions such as federated governing bodies but for very small schools we are not seeing the gap in performance close rapidly enough.

### 2.3 What is meant by the term 'structural solution'?

- This term is used when a school is thinking of working with others in a more formal way, for example the federation of governing bodies of two or more schools
- It is also used when talking about a change of status of school for example becoming an academy, acquiring trust status or school amalgamation or closure



There is already a diverse range of collaborations across Norfolk where governing bodies have chosen to pursue a structural solution. These include federating with other schools, head teacher partnerships, joining a Multi Academy Trust, amalgamation, forming a Cooperative Trust and becoming a Schools Company. Examples are not limited by school phase and include collaboration between primary schools, infant and junior, secondary and primary and include an all through school.

The principles detailed below will apply in all situations.

## **2.4 Principles to guide strategic discussions on sustainable leadership and structural solutions**

### Children and young people

All children and young people in Norfolk should have equal access to high quality learning opportunities that meet their individual and particular needs in each stage of their educational journey so that they are given the chance to do the very best they can.

### Standards

All Norfolk settings, schools and post 16 providers will attain a Local Authority and Ofsted judgement of good or better within a defined and realistic time scale and maintain a steady and / or improving profile over time.

### Sustainable Leadership including Governance

High quality sustainable leadership is the critical ingredient for success. This is best achieved where the senior leader is able to focus on leadership and management without a substantial teaching commitment and can develop an aspirational and supportive leadership and staff team. There will need to be challenging, skilled, informed and forward looking governance which considers standards of education achieved by learners and value for money.

### Capacity to Improve

There will be a clear awareness and acceptance of the responsibility for continuous improvement with a development programme that results in improved learning experiences for all.

### Quality of Teaching

All teaching and support staff will aspire to and achieve consistently good quality, inspirational teaching and will be committed to working towards an increasing percentage of outstanding lessons.

### Continuous Professional Development

All staff including senior leaders and Governing Bodies will have equal opportunities of access to, and an expectation of attendance at, high quality training / professional development activities.

### Social deprivation and vulnerable learners

All settings, schools and post 16 providers will be aspirational in their expectations for all groups of learners whatever their background and need.

### Spiritual, moral, social and cultural development

Education is about far more than learning the curriculum. Spiritual, Moral, Social and Cultural development is a term used to embrace this broader dimension. All settings, schools and post 16 providers will ensure these vital dimensions of life and growth are present across the entire curriculum and reinforced within their wider learning community so that their learners are prepared to be active, considerate and effective citizens.

### Unit of organisation

The size and rurality of Norfolk dictates that there will be a diverse range of educational providers of various sizes. To deliver the aim of high quality sustainable education in the 21<sup>st</sup> century it is recognised that size of school can present additional challenges, particularly where primary schools have less than one form entry and secondary phase schools less than 505 students.

### Site and Buildings

All children and young people should be able to attend their education in accommodation that is efficient, fit for purpose, suitable, age appropriate and which provides conditions conducive to learning. The effective and creative use of ICT which impacts positively on learner outcomes will be encouraged. There should be a commitment to maximise the use of educational buildings for the benefit of the whole community.

### Finance

Good leadership and management by senior leaders and governors will lead to effective financial management delivering value for money. All schools will maintain a balanced 3 year budget with a year on year carry forward within the agreed margins (currently 8% or £20,000).

National funding policy continues to move towards a national per pupil rate for schools reinforcing the need to consider critical mass and units of organisation. Equality of funding per pupil must be considered in any distribution model.

There is recognition that transport costs will be a factor in any rationalisation of school structures and that Norfolk's transport policy will be adhered to at all times.

### Stakeholders

Working in partnership underpins these principles. All relevant stakeholders will have an appropriate voice in any discussion regarding proposed solutions.

It is significant that the Norwich Diocesan Board of Education at its meeting on 29 January 2014 agreed a position whereby an appropriate structural solution should be sought for any school in which a high quality education is not available on a sustainable basis.

## Role of the Local Authority

As champion of all children and young people, the Local Authority must ensure that a high quality of education is provided for all Norfolk learners. Systematic assessment of risk results in the use of formal powers of intervention in schools that pose the greatest risk of not providing the standards required. Risk assessment is being developed to include the risk of not providing such standards into the future.

Where risk to providing a good, sustainable education is identified, whether in relation to governance, standards and / or value for money the Local Authority will wish to ensure that an appropriate structural solution is pursued that mitigates these risks.

### **2.5 Why should a strategic structural solution be considered?**

Structural solutions create excellent opportunities for developing a single shared strategic vision for a geographic area or community with children and young people at its heart.

Groups of schools can more readily attract and retain quality leaders. Head teachers of more than one school are called 'Executive Head Teachers'. Creative solutions such as executive headship models inspire good school leaders looking for the next steps in their career. As leadership is such a critical key for success these models have a higher chance of securing sustainable high standards and outcomes for learners.

Structural solutions create the chance for development of senior leadership teams which in single schools, particularly if small, is often difficult. This gives good career progression opportunities and helps attract and retain teaching staff and middle leaders. This includes an ability to distribute leadership and share in the role of monitoring and evaluation of various aspects of activity, for example, teaching and learning, school policies and procedures, vision and communications thereby developing leadership capacity.

Working across a number of schools adds diversity and creativity giving opportunities for shared Continuous Professional Development and curriculum development. Structural solutions create natural, organised groups to work within.

School improvement can be affected over a sustained period of time as a larger organisation has greater resilience in the face of normal and unexpected staff turnover.

Growing the critical mass of an organisation through a structural solution offers financial benefits and improved value for money. It is usual to see an enhanced business manager role a feature of such models which enables head teachers to focus more strategically and on teaching and learning. Joint working produces real savings which can be re-invested into further resource to support learning.

The benefits of structural solutions do not just apply to small schools. Larger federations can gain the same advantages and do. It should also be noted that whilst a federation has one governing body it is possible to have more than one head teacher where two or more larger schools come together.

For small schools there is often a view that such schools are more friendly and welcoming and less daunting for the vulnerable. However, questions arise as to how

they can provide the diversity of experience, friendship, education or extra-curricular opportunities that best prepare children and young people for the next step in the journey. Additionally a larger school may have a greater range of expertise and interventions available. It is also questionable as to whether it is a good educational experience to have up to six year groups in one class.

If there are too many schools and they are carrying surplus places this presents a problem of sustainability. Data also shows that significant numbers of pupils in rural areas do not go to their catchment school.

Recruiting the required number of high quality governors can also be a challenge. By having larger units of organisation (e.g. federations, multi academy trusts) it improves the possibility of recruiting a strong governing body.

### 3. **Resource Implications**

Existing teams in the Education Strategy and Commissioning section of Children's Services are in place to support this activity.

#### 3.1 **Finance:**

Sustaining high quality leadership in Norfolk Schools is central to achieving the aims set out in our strategy to support education improvement 'A Good School for Every Norfolk Learner'. One factor in achieving this is financial sustainability of schools. The School Finance team at NCC are able to support governing bodies as to the financial implications of any structural solutions they may consider.

#### 3.2 **Staff:**

Sustaining high quality leadership in Norfolk Schools is central to achieving the aims set out in our strategy to support education improvement 'A Good School for Every Norfolk Learner'. Structural solutions can lead to a review of staffing structures. NCC Human Resources team are able to advise governing bodies should they be considering a structural solution.

#### 3.3 **Property:**

Consideration of appropriateness of school buildings is one of the principles set out above. Structural solutions could lead to the need to expand or close school buildings. NCC policy and procedures would be followed at all times. Where appropriate, close liaison would take place between other parties such as a Diocese Board of Education.

#### 3.4 **IT:** For advice on IT implications you may wish to contact Goy Roper on 224422 None

### 4. **Other Implications** (where appropriate)

#### 4.1 **Legal Implications:**

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account

#### 4.2 **Human Rights:**

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account

#### 4.3 **Equality Impact Assessment (EqIA)**

This report recognises that educational achievement in Norfolk is lower than the average for England. The principles set out in this paper outline a vision for the highest quality sustainable learning provision for all Norfolk children and young people. With its focus on raising standards for all and ensuring sustainability of solutions it contributes to tackling the inequity of lower educational achievement.

Should a school be identified for potential closure there are procedures that have to be followed regarding consultation, alternative catchment schools and transport policy which ensure children are not adversely affected.

#### 4.4 **Communications:**

Structural solutions are usually subject to a formal consultation. Communicating effectively with the local community is a high priority. There is likely to be particular sensitivity if school closure is proposed.

#### 4.6 **Health and Safety Implications:** (where appropriate)

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

### 5. **Section 17 – Crime and Disorder Act** (this must be included)

- 5.1 There are no specific implications. The inspection framework includes an assessment of how well Children's Services is working with partners to achieve shared priorities including reviewing how it is delivering safer and stronger communities for Norfolk.

### 6. **Risk Implications/Assessment** (this must be included in decision-making Cabinet reports only)

- 6.1 Not applicable as this is an Overview and Scrutiny Panel paper.

### 8. **Alternative Options** (this must be included in decision-making Cabinet reports only)

- 8.1 This paper sets out principles to apply whose application will vary in each situation. Therefore setting out alternative options is not appropriate.

### 10. **Recommendation / action required**

- 10.1 Children's Services Overview and Scrutiny Panel is asked to note the contents of this report and approve the direction of travel that is outlined.

## **Background Papers**

List here those papers referred to in compiling this report. (Only those that do not contain exempt information).

A Good School for Every Norfolk Learner  
Strategy for Supporting School Improvement 2013-15  
Norfolk's Small School strategy

## Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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**Norfolk Youth Justice Plan 2014-15  
(Norfolk Youth Offending Team Service Plan)**

Report by the Interim Director of Children's Services

**Summary**

The Norfolk Youth Offending Team (NYOT) is a statutory multi-agency partnership hosted within Norfolk County Council. NYOT produces an annual service plan which also serves to provide a suitable framework for the statutory Youth Justice Plan.

The existing Norfolk Youth Justice Plan (endorsed by Cabinet in April 2013 and approved by Full Council in May 2013) has been updated to outline the actions, risks and opportunities identified to ensure that desired outcomes for young people and the victims of their crime are achieved by Norfolk Youth Offending Team in 2014 -15. This Plan sets out the key external and internal drivers behind this area of the County Council's work which is delivered in partnership with the required statutory agencies on the Norfolk Youth Justice Board (Health, Police and Probation) and others such as the County Community Safety Partnership and the Norfolk and Suffolk Criminal Justice Board.

As the Plan is a legislative requirement, it will be reported to Cabinet on 7 April 2014. Cabinet will be asked to recommend approval of the Plan to Full Council in May 2014.

A copy of the full 2014 -15 Plan is attached as Appendix A.

**Recommendation:**

Panel members are asked to consider and comment on the information contained in this report.

**1. Background**

- 1.1 Section 40 of the 1998 Crime and Disorder Act requires Local Authorities, in consultation with their statutory partner agencies, to put in place an annual Youth Justice Plan. The detail of the Plan primarily flows from the strategic direction set locally by the YOT partnership in Norfolk and nationally by the Ministry of Justice's corporate aims and targets for the youth justice system.
- 1.2 All NYOT activity directly contributes to Norfolk's strategic ambition and priorities as it seeks to enable young people who have offended 'to succeed and fulfil their potential'. NYOT also 'firmly believe that every single child (and young person) matters'. NYOT aims to enable young people to make a positive contribution to their communities, prevent negative impacts on others and make Norfolk a safer place to live and work and 'a great place to do business'.
- 1.3 The Plan supports our ambition to provide comprehensive multi agency early help to improve outcomes for children and young people, their families and local communities

## 2. Overview of the Plan

- 2.1 The Plan includes a performance review against the 2013/14 objectives and sets out priorities, actions and milestones for 2014/15.
- 2.2 The Plan focuses on three outcomes prioritised nationally by the Ministry of Justice Business Plan which are:
- Reducing the number of children and young people coming into the youth justice system (first time entrants). Within the Children's Services Social Care Improvement Plan, Early Help is a key focus of activity to ensure that there are sustainable improvements in outcomes (social, personal, emotional and economic) for Norfolk's children and young people and this measure is an indicator of success achieved
  - Reducing re-offending by children and young people
  - Reducing the numbers of young people going into custody (prison) either sentenced or on remand.
- 2.3 A restorative approach to work with young people and the victims of their crimes is a key theme running throughout NYOT activity.
- 2.4 Successful delivery of NYOT priorities would mean that:
- Children and young people would be law abiding, engaged in positive behaviour and show respect for others
  - Parents take responsibility for their children's behaviour
  - Communities believe they get on well together and have confidence in the way that crime and anti-social behaviour is dealt with by local authorities and the police
  - Victims of crime would feel some of the damage caused had been restored and the public would have confidence and feel protected.

## 3. Resource Implications

- 3.1 **Finance and staff:** NYOT does not have a base budget but each year seeks a contribution from the four statutory funding partners. A number of grants are also received for specific purposes that are all included within the tentative gross income amount for 2014/15 of £3,843,816 which includes an actual 'in-kind' contribution from partners of £1,002,987 in respect of seconded practitioners. Further financial information is set out in section 3 of the Plan (appendix A).

## 4. Other Implications

- 4.1 **Legal Implications:** NYOT works within a range of legislation connected with both criminal justice and child care.
- 4.2 **Human Rights:** All NYOT activity takes into account human rights legislation and principles.
- 4.3 **Equality Impact Assessment (EqIA):** All internal and partnership policies and procedures undergo structured equality impact assessments before being issued. NYOT monitors the ethnicity, age and gender of all young people on a quarterly basis and carries out a full annual audit to ensure that disproportionate activity in what it or the youth justice system does is noted and minimised.



4.4 **Impact on Children and Young People in Norfolk:** Norfolk YOT is committed to ensuring that children, young people and their families have a voice and influence in the youth justice system and has developed a service user participation and involvement strategy. Most young people acknowledge that NYOT had a positive impact on their life, keeping them out of trouble and stopping them hanging around with the wrong people. Most have learnt from their time with NYOT and outcomes have been improved. 93% also said the work completed with NYOT made them think about the effect their behaviour and actions have on victims and communities.

4.5 **Any Other implications**

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

5. **Section 17 – Crime and Disorder Act**

All NYOT's activity relates to the prevention of crime and disorder and making Norfolk an even safer place to live and work is a major priority.

6. **Risk Implications/Assessment**

6.1 Risk implications relating to the work of NYOT are reviewed quarterly with action points included, if required. The Plan contains an account of the risk implications associated with the achievement of actions, key performance indicators and objectives.

7. **Action Required**

7.1 Panel members are asked to consider and comment on the Norfolk Youth Offending Team Service Plan (Youth Justice Plan) 2014 -15.

**Officer Contact**

If you have any questions about matters contained in this paper please get in touch with:

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# Norfolk Youth Justice Plan 2014 - 15

**Chris Small – Service Manager**

Signed:

A handwritten signature in black ink, appearing to read "Chris Small".



**Norfolk** County Council  
@ your service

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The audience for this plan are: Staff, Members and major stakeholders

# 1. Our service

## Service profile

### Our customers

Our primary customers are children and young people in the youth justice system, their families and the victims of their crimes.

We also work with children and young people and their families to prevent them entering the youth justice system.

Secondary customers would include all communities in Norfolk who are affected by the criminal and anti-social behaviour of children and young people that we are trying to reduce and prevent.

Norfolk YOT is committed to ensuring that children, young people and their families have a voice and influence in the youth justice system and has an established service user participation and involvement strategy. Norfolk YOT uses an interactive, electronic survey known as Viewpoint to gather the views of service users on the quality and impact of the services they have received. This system has been beset by technical issues related to both hardware and software but these were resolved during 2013. This enabled the re-launch of the Viewpoint questionnaire from 28<sup>th</sup> November 2013 ahead of the scheduled January 2014 date. A report on the limited data gathered during the period 2<sup>nd</sup> February 2010 to 25<sup>th</sup> November 2013 has been produced. Most young people acknowledge that NYOT had a positive impact on their life, keeping them out of trouble and stopping them hanging around with the wrong people. Most have learnt from their time with NYOT and outcomes have been improved. 93% also said the work completed with NYOT made them think about the effect their behaviour and actions have on victims and communities

### What we deliver for Norfolk

Norfolk Youth Offending Team (NYOT) is a statutory multi-agency partnership hosted within Norfolk County Council.

Our purpose is to prevent children and young people from offending whilst safeguarding their welfare, protecting the public and helping restore the damage caused to the victims of their crimes.

Our aim is to make Norfolk an even safer place to live and help young people achieve their full potential in life. We strive hard to work proactively with Norfolk's diverse population.

This plan will focus on three outcomes prioritised nationally by the Ministry of Justice Business Plan, which are:

- Reducing the number of children and young people coming into the youth justice system (First-time Entrants)

- Reducing re-offending by children and young people
- Reducing the numbers of young people going into custody (prison) either sentenced or on remand

A restorative approach to our work with young people and making amends to the victims of youth crime is a key theme running throughout our activity.

## **Our people**

NYOT delivers interventions aimed to prevent offending and reduce re-offending.

As a statutory requirement of the legislation under which the YOT was formed in January 2000, practitioners are seconded from the Police, health, NCC Children's Services (including discrete representation from social work and education) and Norfolk and Suffolk Probation Trust. We also directly employ practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice and community reparation and working with parents.

Service level agreements with various partner agencies and other providers are in place where necessary to support this approach. In relation to external substance misuse services, agreements exist with the countywide provider of services to young people (the Matthew Project Under 18 Service) to supplement those directly delivered and also with the local enhanced arrest referral scheme. Discussions are in progress to establish a relevant agreement with the newly nominated, primary Young Offenders Institution (YOI) for Norfolk young people sentenced or remanded to custody; Cookham Wood YOI in Kent.

A positive working relationship exists between YOT and the Norfolk Drug and Alcohol Partnership (N-DAP), including the provision of direct funding under a *Memorandum of Understanding* to support specialist substance misuse interventions with young offenders. The current *Memorandum of Understanding* expires on 30<sup>th</sup> September 2014 and NYOT intends to submit a 'quotation' for the new, Young People's Criminal Justice Service – Specialist Substance Misuse Worker.

Offending behaviour programmes are designed to address the risks presented by young people whilst meeting their individual needs. The resource pack *Taking Control* that has been developed by Norfolk YOT and was commented on positively by Her Majesty's Inspectorate of Probation [HMIP] during their February 2012 inspection of Norfolk YOT is being evaluated with a view to inclusion in the national Youth Justice Board's (YJB) effective practice library.

The focus of practice remains on high quality assessment and high-risk case management skills. Assessment is the key to deciding how responsive young people are likely to be, how we target those who are at risk of offending or who offend, how we invest resources and how this will be done to achieve the highest impact on reducing anti-social behaviour, preventing offending and reoffending. During 2014/2015 a new assessment and planning framework, AssetPlus, will be introduced by the Youth Justice Board. AssetPlus is intended to further improve the quality of assessment and consequently, the quality and impact of interventions with young people.

AssetPlus will replace ASSET and its associated tools. NYOT is confirmed to be in the Tranche 1 early adopter phase of deployment. Deployment was initially scheduled to

commence in Quarter 2 of 2014/15 but the latest information<sup>1</sup> strongly suggests that slippage will occur as discussions take place with the case management system suppliers regarding their readiness and development schedules. AssetPlus has been designed to provide a holistic end-to-end assessment and intervention plan, allowing one record to follow a young person throughout their time in youth justice system. With a renewed focus on professional judgement of practitioners, AssetPlus will enable NYOT to produce better-focused intervention plans and provide improved outcomes for young people currently within the system and those at risk of entering.

From the 1<sup>st</sup> October 2013 NYOT employed a Service Development Support Officer (SDSO). The primary purpose of this role includes (i) to raise the quality of practice in NYOT in all areas of youth justice work and effective practice by supporting staff to raise the quality of their professional practice through working directly with them on areas of identified need, and (ii) to assist in ensuring the service is fully prepared for external scrutiny with a clear focus on the quality of practice.

Working to the Norfolk YOT Area Manager with strategic responsibility for Assessment, Planning, Intervention and Supervision (APIS) the SDSO will act as the local lead for the implementation of AssetPlus, which will be a major focus for the role during 2014/2015. This will involve identifying risks and issues and the co-ordination of both training for staff and all business change activities. The implementation of AssetPlus will be supported by a Project Group (made up mainly of Operations Managers) and a Reference Group (made up of practitioners representing each unit and the wide range of specific roles and professional disciplines found in NYOT).

The delivery of staff development is managed through a cross-service, non-hierarchical Effective Practice Group under the leadership of the Service Manager – Youth Justice. Twice yearly, in-unit delivery of training to meet core service development needs is supported by additional internally and externally delivered programmes. Training in the last year has focused on service-wide development needs identified in the HMIP improvement action plan and have included expectations for staff acting as ‘advisors’ to Referral Order panels, case management practice including assessment, risk and vulnerability management, sexually abusive behaviour and required partnership updates including safeguarding foundation and advanced training in specialist areas, Multi-agency Public Protection arrangements and Common Assessment Framework<sup>2</sup> foundation and refresher training. Additional opportunities have also been provided in relation to key national drivers and policies including the Ministry of Justice Restorative Justice Action Plan. Staff with discrete specialised roles have also been enabled to keep up-to-date with development in practice including in relation to education, mental health, restorative justice and victim contact and substance misuse.

From a staff development perspective a significant amount of training and informal technical support continues to be delivered by our Performance and Information team to staff at all levels of the organisation in relation to the full and effective use of our case management and other information systems. Whilst the majority of the direct training in support of the new case management system, Childview, was delivered in 2013/14 staff continue to require ongoing support and development which is delivered through a unit-based ‘clinic’ process.

The implementation of AssetPlus will involve extensive training (technical, theoretical and

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<sup>1</sup> Youth Justice Board AssetPlus Local Lead Newsletter No. 5, 24<sup>th</sup> January 2014

<sup>2</sup> Now known as the Family Support Process

practical skills based) for the majority of staff in NYOT, which will take place over a three-month period immediately prior to the 'go-live' date. A small group of staff (mainly Operations Managers) will complete a national 'train the trainer' event, run by the YJB AssetPlus Project Team, and then cascade the relevant elements to NYOT staff. The training content and schedule locally will be developed based on a structured and detailed training needs analysis, which has been used to identify skills gaps and determine role-specific training requirements. Preparatory work is already being undertaken to prepare staff and the service for this significant change and dedicated support from the Youth Justice Board national project team will be made available for the seven months leading up to 'go live'. Individual skills analysis work with relevant staff is in progress to inform personal development objectives for the coming appraisal period, as well as to inform additional training activity to be delivered during 2014. Consideration of a number of potential 'early practice changes' is underway by the relevant NYOT Effective Practice Groups and strategic leads, which could see the implementation of specific elements of the AssetPlus framework in advance of full implementation; this includes a range of screening tools (including a speech, language, communication and neuro-disability screen) and self-assessment questionnaires for young people and parents.

Other priorities for 2014/15 will include a number of areas of specific input and intervention activity; Speech Language, Communication and Neuro-disability, Attention Deficit Hyperactivity Disorder, Dyslexia and a focus on practice development related to Referral Orders and Restorative Justice.

Following a structured induction programme and after they have completed their probationary period all staff are expected to undertake the YJB recommended, accredited, national qualification, the current version of which is known as the Youth Justice Effective Practice Certificate and delivered by 'unitas'. One member of staff completed during 2013/14 and 4 are currently engaged in the programme.

All new managers are required to undertake an accredited management or leadership qualification and three have commenced the NCC *Excellence in Management* in the last year. Other management training opportunities have also been made available. Two staff members completed a formal social work professional qualification in 2013/14. Two Restorative Justice Officers completed a Level 4 Diploma in Restorative Practices allowing them to become Registered Practitioners with the Restorative Justice Council.

This directly delivered and accessed activity is fully supported by the strong use of the Youth Justice Interactive Learning Space; the YJB/Open University e-learning package, use of which is monitored and reported on to operational management quarterly. This high level of usage was recognised by the YJB who sought advice (in March 2013) on how it had been achieved in order to inform their 'championing' of practice in other YOTs. The YJB National Workforce Development Adviser commented "*I can see that the culture of YJILS learning you have set will make a big difference to the take up of YJILS over the longer term. The fact that senior managers support YJILS so strongly will make an impact on your entire workforce*".

Our aim is to continue to develop a workforce that is:

- assertive and confident,
- able to appropriately challenge service provision by ourselves, partners and stakeholders,
- prioritises making a real and tangible difference to the lives of the young people we

work with and those of their families, victims and communities, in order to increase the likelihood that they will succeed and fulfil their potential.

- understands the focus of their individual contribution and role
- has easy and regular access to performance data and routinely scrutinises it to inform improvement

We have fully implemented the well-being approach across all units and there is an identified Well-being lead representative in each. Health and safety is paramount in all our thinking with risk identified and contained in the risk register. Sickness absence is managed closely with return to work interviews conducted on each occasion.

In the absence of a full survey of all Norfolk County Council employees a well-being questionnaire audit of NYOT business support staff was conducted in April 2013. 88% invited to complete the questionnaire did so. This was a repeat of an 'audit' previously completed in March 2012 and the outcomes are directly comparable. Scores in all areas had improved; average improvement was 0.53 points on a 5-point scale (+10.6%). Scores were also above NCC averages in all areas, on average by 0.32 (+6.3%). The summary report stated '*This report highlights a very high number of strengths within the team, which are highlighted below. 30 out of 34 questions scored above the current NCC average, highlighting that the large majority of the team are happy with their work, their team, and their working environment in general. Furthermore, 30 of the scores have improved since the first review, many showing significant increases. There were no serious areas of concern identified through this questionnaire. However, there are some areas for consideration which have been selected by a minority of the team, ...*'. Whilst not a concern for the majority of the team, a number of team members either selected key areas that they would like to work on improving, or indicated some concern through low scores, these included:

- Improving opportunities for career development
- Improving team morale
- Improving team working
- Improving the physical environment at work
- Providing training and encouraging opportunities to develop new skills
- Improving people's sense of feeling valued

Activity to implement proposed changes for NCC employed practitioner and manager staff, to amend contracts to Monday to Saturday working and, for relevant posts; the inclusion of a standby clause is actively progressing. When completed, this will ensure the ability and especially the resilience of Norfolk YOT to provide a six day a week service with access to management guidance and the provision of safe working practices for staff. Most staff will be required to work very flexibly to meet the needs of children and young people, their parents/carers and the service. This will include a clear expectation of regular working across evenings and weekends. Staff consultation commenced in February 2014.

## Our partners

Norfolk Youth Offending Team (NYOT) is a statutory multi-agency partnership hosted within Norfolk County Council. There are four **statutory partners** as a requirement of the legislation under which YOTs were formed; the Police, Health (now through the newly created Clinical Commissioning Groups), NCC Children's Services including discrete representation from social work and education) and Norfolk and Suffolk Probation Trust.



Within Norfolk County Council NYOT transferred from the former Chief Executives' Department to Children's Services in April 2010. It is currently located within the Children's Services Early Help 'directorates' and the head of service is line managed by the Interim Assistant Director for Early Help and is part of that management team. However NYOT works with young people across the full spectrum of Children's Services responsibilities including those in universal services, those at risk of falling off the 'universal' pathway, those who are 'looked after' or leaving care and those who are in need of more targeted or intensive support including child protection. Current practice examples include:

- partnership work to assist the development of the Early Help Strategy in Norfolk
- the alignment of YISP processes with the Family Support Form process
- work with Independent Reviewing Officers and Looked After Child services to develop and embed practice and procedures required by the legislative changes that arise from young people subject to Remands to Youth Detention Accommodation becoming 'looked after'
- work with the Norfolk Safeguarding Children's Board to enhance the safeguarding and welfare of children and young people who are in custody

NYOT's unique role and purpose and the principal, statutory aim of the youth justice system is to prevent offending by children and younger people.

*This government remains committed to a distinct youth justice system ... We recognise that it is people directly delivering services, with a wealth of experience at local level, that can drive innovation and achieve these results. The contribution made by youth offending teams (YOTs) is, therefore, highly valued.... We now have increased co-ordination between YOTs and children's services ... and more opportunity for YOTs to be innovative at a local level. Nevertheless, the primary duty of local authorities, together with statutory partners ... - remains the same. ... to prevent offending by children and young people. YOTs are at the front line of doing this, and by adapting to change will continue to be able to respond effectively to developments in youth justice...I am encouraged to see how local authorities, their statutory partners and YOTs are developing ways of working which best suit the local environment..<sup>3</sup>*

*It is apparent from over ten years of YOT operation that the partnership approach to preventing youth offending has resulted in greater efficiency as a result of the collective effort to address the issue. This has been recognised at all levels and provides a clear business case for continuing investment and innovation by the statutory partners"<sup>4</sup>*

**Strategic partners** include many agencies who deliver services to children, young people and their families in the statutory, community, voluntary and commercial sectors; most significantly schools, the police, all eight local authorities in Norfolk including Norfolk County Council, especially Children's Services and the Norfolk Safeguarding Children Board.

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<sup>3</sup> Jeremy White MP, Parliamentary Under-Secretary of State, Minister for Prisons and Rehabilitation in *Modern Youth Offending Partnerships: Guidance on effective youth offending team governance in England* Youth Justice Board for England and Wales, (2013), page 3.

<sup>4</sup> *ibid*, page 7,

In respect of the **criminal justice system**, NYOT works across all relevant agencies both operationally and strategically and most critically through the County Community Safety Partnership and the joint Norfolk/Suffolk Criminal Justice Board. '*Transforming the Criminal Justice System: a Strategy and Action Plan to Reform the Criminal Justice System*' was published by the Ministry of Justice on 28<sup>th</sup> June 2013. It follows the national formation of the Criminal Justice Board. The focus is very much on partnership working and the aim is to deliver the content of the strategy over the two years 2013/15. The plan has a set of shared outcomes and priorities that give local partnerships a clear steer for local delivery. One clear priority area is work moving toward a single digital file at court, but the document highlights the existence of unnecessary complexities within the system and confusion for victims and witnesses. The following outcomes were agreed across the criminal justice system:

- Reduce crime
- Reduce reoffending
- Punish offenders
- Protect the public
- Provide victims with reparation
- Increase public confidence, particularly that of victims and witnesses
- Ensure that the system is fair and just

In 2013 the Deputy **Police and Crime Commissioner** accepted a co-opted seat on the YOT Partnership Board alongside the other major stakeholders in the local youth justice arena. This will assist the Police and Crime Commissioner in moving forward those intentions in the Police and Crime Plan which the YOT is also concerned to deliver as part of Norfolk's annual Youth Justice Plan.

**Norfolk's Youth Court** is a primary strategic partner and despite the tensions arising from the impact of significant reductions in the resources available to the Court we will continue to focus on maintaining effective partnership working and the current positive and effective working relationship including an annual review day which is conducted jointly.

**Governance arrangements** are through NYOT's Partnership Board, which is chaired by the Acting Managing Director of Norfolk County Council. As well as the statutory partners the Board includes additional representation from the Countywide Community Safety Partnership, Housing Services, Norfolk's Police and Crime Commissioner, Public Health, some of Norfolk's Borough, City and District Councils, Her Majesty's Courts and Tribunals Service and both NCC Children's Participation Strategy Manager and 11-19 Strategy and Commissioning services.

NYOT's performance is reported quarterly through all these key partnership structures.

NYOT is a substantial contributor to the development of integrated services to children and young people including representation on the appropriate bodies and partnerships. The current primary focus remains on assisting and playing an appropriate part in the development of the wider **Early Help and Prevention agenda** for children, young people, their families and communities in Norfolk.

Making a full contribution to the 'Change Delivery Programme' of the **Norfolk Safeguarding Children's Board** under the current Transition Arrangements and Interim Chair is also an important priority.

The YOT Management Board is represented by its Chair on the **newly<sup>5</sup> formed body comprised of all chairs of strategic multi-agency groups** to meet and identify shared objectives.

## **Our budget**

NYOT does not have a base budget but each year seeks a contribution from the four statutory funding partners. A number of grants are also received for specific purposes that are all included within the gross income amount for 2014/15.

The tentative gross income for 2014/15 is £3,747,865<sup>6</sup> which includes a predicted 'in-kind' contribution from partners of £1,002,987 in respect of seconded practitioners.

## **Where we work**

NYOT delivers services across the county of Norfolk and is based in three, main, operational locations; Kings Lynn, Norwich and Great Yarmouth. A single room sub-office which is not permanently staffed is maintained in Thetford.

A small headquarters unit comprising the Service Manager – Youth Justice and two teams; one devoted to performance and information management and the other to business and finance support functions is co-located with the Norwich operational unit in the North Wing of County Hall.

The location and volume of NYOT's work is primarily driven by statutory activity within the youth justice system. Early intervention is based on areas of most need, such as higher incidents of anti-social behaviour. Analysis of crime and anti-social behaviour hot-spots to ensure we are correctly targeting resources is routinely monitored.

# **Service review**

## **How we are performing including key risks and key drivers for our service**

More detailed performance information for the 2013/14 year, including a progress report on the planned activity stated in the 'Delivering Our Priorities' section of last year's Youth Justice Plan can be found on PRISM, NCC's corporate performance and risk management system.

**Performance Report** covering the period April to September 2013 (unless stated otherwise).

The detailed local performance information we usually report has had to be temporarily ceased, due to the implementation of a new case management system Childview. The suppliers, CACI, provided a system update in December 2013 which improved the position but the reporting mechanisms currently available in Childview are not yet as sophisticated as those developed in its predecessor, YOIS. We are aiming to rebuild and reinstate the reporting of local performance information as part of the priority development work but this

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<sup>5</sup> Proposed by the Chair of the County Community Safety Partnership this group held its initial meeting on 14<sup>th</sup> January 2014

<sup>6</sup> This amount includes £420,473 from reserves

would be enhanced by further updates to the system by CACI.

**In summary;** Performance in the first half of 2013/14 has been strong and the indications are that all targets are very likely to be achieved at year end if current performance trends continue. Targets in relation to reductions in both the numbers of First-time Entrants into the criminal justice system and the use of custody are mirroring national trends which are at unprecedented lows. Nationally reoffending remains at 36% whilst the most recent performance in Norfolk is 32.1%.

**Reoffending:** From 2011/12, the Ministry of Justice set a metric for the Reoffending Impact Indicator that is based on a rolling 12 month dataset derived from the Police National Computer [PNC] data. This is a simple binary measure (*has a young person reoffended or not?*) as opposed to measures prior to that year which considered reduced frequency and seriousness of offending.

The absolute numbers of young people reoffending in the period January to December 2011 decreased from 460 to 368 (-20%). The published data (a proportionate measure) shows a reduction of 2% (from 34.1% to 32.1%) compared to the previous year. This is the first time a reduction in the re-offending rate has been achieved since this way of measuring it was introduced and is a significant achievement. The rate of decrease is better than the regional, family and national comparator rates (-0.2%, -1.1% and +0.5% decreases and increase respectively). This performance is achieved despite another large decrease in the overall numbers offending in the period from 1347 to 1146 (a 15% drop). This reduction in reoffending needs to be sustained<sup>7</sup>, but clearly our interventions were more successful than ever at achieving this outcome and our previous proxy data results would suggest that this may not be a one off. The continued reduction in First-time Entrants means that those left in the criminal justice system, as evidenced by assessment data, have more persistent, chronic and entrenched offending behaviours which are more difficult to moderate.

**First-time Entrants (FTE):** The Ministry of Justice is employing a metric for the measurement of the FTE Impact Indicator that is derived from PNC data per 100,000 of the 10 -17 population in the county. The number of FTE into the criminal justice system in Norfolk has reduced by 63.8% since July 2007 to June 2008 and continues to fall. FTE performance (derived from PNC) for the period July 2012 to June 2013 shows a 10.5%<sup>8</sup> decrease over the previous year (from 539 to 472), 73 fewer young people in Norfolk entering the criminal justice system for the first-time in the period as compared to the same period in the previous year. The reductions in FTE across all comparator groups are better than Norfolk's: Eastern Region 26.2%; Family 21.7%; National 24.6%. It must be remembered that that the baseline period of July 2007 to June 2008 was on average 7% higher than all comparators, following Norfolk Constabulary's success in achieving 'Offences Brought to Justice'.

**Use of Custody:** Data relating to those sentenced to custody is expressed as a rate per 1000 of the Norfolk 10 - 17 population on a rolling 12 month dataset. For the period October 2012 to September 2013 the rate fell substantially in comparison with the same

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<sup>7</sup> Draft data published by the Youth Justice Board on 24/02/2014 for the Quarter 3, 2013/14 period suggests performance has been sustained and evidences a 2.2% decrease in the April 2011 to March 2012 cohort compared with the same period in the previous year.

<sup>8</sup> Draft data published by the Youth Justice Board on 24/02/2014 for the Quarter 3, 2013/14 period suggests a further 0.9% fall in the period October 2012 to September 2013 from 516 young people to 500 young people

period in the previous year from 0.43 (32 young people) to 0.19 (14 young people)<sup>9</sup>. This is a 56% reduction (18 young people) from the previous year. This is an improvement on previous years' performance, a better performance than all the comparator groups and an acceleration in reduction compared to the previously reported data.

**Performance in relation to those securely remanded:** The national metric against which we report to the Youth Justice Board for measuring the use of secure remands has changed within the year to a direction of travel performance indicator based on bed nights; thereby measuring both numbers and length of remand. Local monitoring of Remands to Youth Detention Accommodation (YDA) and Remands to Local Authority Accommodation (RLAA) commencing in the period April 2013 to end February 2014 shows that there were 12 Remands to YDA and 4 RLAA, for a total of 530 nights (predicted) and 185 nights respectively. Individual stays ranged from 5 nights to 182 nights (predicted). These young people are awaiting sentence and not yet convicted. All 10 individual young people involved were male. There have been no new secure remands since end September 2013. Total cost to the Local Authority (Children's Services), who are responsible for the cost is predicted at £95 110. The budget received from the Ministry of Justice to pay for this is based on previous year's performance and is currently £121,273 per annum. If no further secure remands are made by year-end the maximum outturn would be less than £100,919, so within budget.

Most but not all of those remanded in custody will subsequently move to being sentenced to custody so there will be overlap between the two cohorts.

**Education, Training and Employment:** 2012/13 out-turn was 75.1%. This was the first year since 2005/06 where performance was above 75% and the target achieved.

Performance in the April to June period of 2013/14 was 73.2%. Performance is strongest for young people of statutory school age. Non statutory school age performance is below target levels and 4% worse than last year's performance. Perhaps this is reflective of the general employment situation for young people?

**Quality Assurance:** We continue to action our Her Majesty's Inspectorate of Probation Core Case Inspection improvement plan. Normal, operational quality assurance processes continue and will be reviewed in light of the implementation and practical experience of working with Childview. Several audits are planned; a joint cross county audit with Suffolk YOS is planned for April 2014 using the criteria Her Majesty's Inspectorate of Probation will apply for their Short Quality Screening unannounced, external inspection. Clearly this should help with our preparation, preparedness and confidence of a successful inspection outcome when our time comes. NYOT has started to engage staff in some of the principles of a TQM (Total Quality Management) culture, primarily to help us achieve the intended outcomes for young people. But also to drive-up quality of practice across the YOT. We will use major change projects (Childview and Asset Plus) to further embed TQM within the service. The model places more emphasis on the individual responsibility of practitioners for the delivery of quality, supported by management oversight that will in turn be refocused on quality with less emphasis on process. This should better enable NYOT to performance manage the improvement of practice in those areas where quality is in need of additional development and outcomes are not being fully or consistently achieved.

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<sup>9</sup> Draft data published by the Youth Justice Board on 24/02/2014 for the Quarter 3, 2013/14 period suggests performance has been sustained and evidences a reduction in the 2013 calendar year compared with 2012 from 0.35 (26 young people) to 0.15 (11 young people)

**Diversity:** The aggregated annual data for 2012/13 compared to 2011/12 shows that disproportionality had improved over previous figures and the proportion of Mixed ethnicity and Black or Black British young people in the youth justice system in Norfolk has fallen in all areas though numbers are so small that it is not possible to apply any statistical significance.

The ethnic composition data for quarter 1 of 2013/14 however evidences some increased disproportionality in both those of Mixed ethnicity and Black or Black British young people. If that single quarter's data is projected to an annual outturn figure it would show a near doubling of the number of Mixed ethnicity young people (n=32) and the same number of Black or Black British young people as 2012/13 but based on a projected total number of young people worked with by Norfolk YOT that would be 40% less. Therefore proportionally this would result in a significant increase in the disproportionate representation of those groups of young people within the youth justice system. It should be noted that this is based on an extrapolation of one quarter's data across a full year. The overall numbers remain too low to be able to identify specific areas of work that are problematic and could therefore form areas to focus on to achieve improvement.

In the year 2012/13; 20 children and young people looked after by the local authority were subject to a court conviction, Final Warning or Police Reprimand, 4.1% of the Looked After Children population<sup>10</sup> (N = 540). The national average comparator for the same period is 6.2%. For the aged 10 to aged 17 population of Norfolk as a whole<sup>11</sup> the offending population has reduced from 1.80% in 2010/11 to 1.16% in 2012/13.

The legislative change which introduced the Remand to Youth Detention Accommodation in November 2012 brought 'automatic' 'looked after' status for all young people securely remanded. In the 2013/14 year-to-date this has applied to 9<sup>12</sup> young people, all male.

The July 2013 external inspection of services to Looked After Children (in an otherwise largely 'inadequate' inspection judgement and report) commented '*Outstanding support is available for looked after children and care leavers who offend, or are at risk of offending, through strong partnership arrangements, exemplified by the Restorative Justice Approach Strategy.*' Part of this strategy has involved a focus on introducing restorative practices in all directly run and commissioned children's homes and placements in Norfolk and influencing the independent sector to adopt restorative practices.

**Milestones** from last year's plan which have been met (or largely so) and have assisted in delivering the performance outlined above include:

- Prepare for and implement the national changes to the pre-court process
- Monitor the implementation and impact of relevant recommendations from Her Majesty's Inspectorate of Probation (HMIP) thematic inspection report on Appropriate Adult Services provision and children in detention after charge
- The action plan to address the recommendations of the HMIP Core Case Inspection in 2012 has been delivered

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<sup>10</sup> The National Statistics Code of Practice requires that reasonable steps should be taken to ensure that all published or disseminated statistics produced by the Department for Education protect confidentiality. Figures have been rounded to the nearest 5

<sup>11</sup> Based on the mid-2011 population figures and a 10-17 year old population in Norfolk of 76,919

<sup>12</sup> Some of these young people may already have been Looked After prior to their Remand to Youth Detention Accommodation

- Work in partnership to assist the development of the Early Intervention Programme in Norfolk
- Consider relevant recommendations from HMIP thematic inspection report on Interventions
- Consider relevant recommendations from the HMIP thematic inspection report on Restorative Practices
- Implement the requirements of the Justice White Paper on Restorative Practices
- Consider relevant recommendations from the HMIP thematic inspection report on Transition Arrangements from Youth to Adult Services in the Criminal Justice System
- Consider relevant recommendations from the HMIP thematic inspection report on the Work of YOTs with Children and Young People who are Looked After and Placed Away from Home
- Consider relevant recommendations from the HMIP thematic inspection report on The Effectiveness of Multi-agency work with Children and Young People who have Committed Sexual Offences and are Supervised in the Community
- Minimise the potential increase in the numbers of looked after young people arising from the transfer of financial responsibility and accountability for remands of young people to secure accommodation from central government to local authorities
- Consider relevant recommendations from the HMIP thematic inspection report on Court Work and Reports to ensure the number of young people remanded and sentenced to secure accommodation reduces

**Risks** to service delivery, opportunities and external and internal drivers that guide our priorities and activity are detailed below in section 4, 'Delivering Our Priorities' which contains details of the actions that the service will deliver in order to meet its priorities.

The implementation of AssetPlus (referenced above) represents a major change for the organisation, which offers both significant opportunities for improvements in practice (and consequently outcomes for young people) as well as a number of risks to service delivery. AssetPlus will be integrated within the Childview Case Management System; it is anticipated that during the initial implementation phase there will be a number of technical hurdles to overcome. From a practice perspective, the shift to a more strengths-based approach and increased emphasis on professional judgement, underpinned by defensible decision-making, will present challenges for some staff who have become used to the existing frameworks over a number of years. However, the flexibility, integrated planning processes and more intuitive approaches to the identification of risks offered by AssetPlus should be a welcome change for practitioners, as well as offering some efficiencies, such as time saved on duplication of assessment information at review or transfer points. There will be an increased pressure on Managers during the early stages of implementation, to ensure consistency of AssetPlus application and to quality assure judgements and plans; this is, however, a necessary undertaking and is in support of an increased focus on management oversight, advocated by HMIP.

### **Business Continuity**

Norfolk YOT maintains a Business Continuity Plan for each of its four main units which also include functions delivered from the satellite office in Thetford. Each plan is compliant with current NCC expectations and practices. The overall purpose of these plans is to restore the Norfolk Youth Offending Team's critical services in a structured and prioritised manner in the event of an incident where normal working environments or practices are not available. The plans contain details of the steps necessary to enable recovery of key business processes in the Norfolk Youth Offending Team. All four plans

were fully updated in 2012/13 to ensure they meet the requirements of the new web-based software system used by NCC; LDRPS10. They are routinely updated to incorporate new detail and changed circumstances.

Norfolk YOT maintains a Business Risk register which is compliant with current NCC expectations and practices. Supported by NCC's Strategic Risk Manager nominated risk owners review and update the risk register quarterly in association with NCC's Strategic Risk Manager. The risk register is reviewed biannually at a strategic management meeting which is attended annually by NCC's Strategic Risk Manager.

The Norfolk Youth Justice Board is briefed biannually on the work undertaken by NYOT Strategic Management Group in establishing and monitoring business risk and informed of the detail of highest risks identified and the measures taken to mitigate them.



## 2. Our priorities

### Our service priorities for the next 3 years

At the national YJB Youth Justice Convention in November 2013, Lin Hinnigan, the Chief Executive of the YJB said

*“We have seen the successes of a distinct youth justice system. First-time Entrants and custody are at unprecedented lows. These successes have been delivered at a time of financial pressure and huge changes to the delivery landscape and a challenging operating context for partners, the full impact of which is yet to be felt. Further funding pressures are inevitable but austerity can be a strong driver for innovation. Reoffending remains stubbornly at about 35% and will be a focus for Government especially on release from custody”.*

Norfolk Youth Offending Team (NYOT) is a multi-agency partnership. Our purpose is to prevent children and young people from offending whilst safeguarding their welfare, protecting the public and helping restore the damage caused to the victims of their crimes. Our aim is to make Norfolk an even safer place to live and help young people achieve their full potential in life. We try to work proactively with Norfolk’s diverse population.

The legislation (Section 37 of the Crime and Disorder Act, 1998) sets a single statutory purpose for Youth Offending Teams which is *“It shall be the principle aim of the youth justice system to prevent offending by children and young persons”*.

There are three key outcomes prioritised nationally by the Ministry of Justice Business Plan and the Youth Justice Board which are:

- Reducing the number of children and young people coming into the youth justice system (First-time Entrants)
- Reducing re-offending by children and young people
- Reducing the numbers of young people going into custody (prison) either sentenced or on remand

The Youth Justice Board’s national Strategic Objectives for 2013 – 2016 are to:

- prevent offending
- reduce reoffending
- protect the public and support victims, and;
- promote the safety and welfare of children and young people in the criminal justice system

## How our priorities help to deliver the County Council's Strategic Ambition and corporate priorities

The Council's ambition for Norfolk is for everyone in Norfolk to succeed and fulfil their potential. By putting people first we can achieve a better, safer future, based on education, economic success and listening to local communities.

The Council's priorities are:

- **Excellence in education** – We will champion our children and young people's right to an excellent education, training and preparation for employment because we believe they have the talent and ability to compete with the best. We firmly believe that every single child matters.
- **Real jobs** – We will promote employment that offers security, opportunities and a good level of pay. We want real, sustainable jobs available throughout Norfolk.
- **Good infrastructure** – We will make Norfolk a place where businesses can succeed and grow. We will promote improvements to our transport and technology infrastructure to make Norfolk a great place to do business.

All NYOT activity directly contributes to Norfolk's strategic ambition and priorities as it seeks to enable young people who have offended 'to succeed and fulfil their potential' and we too firmly believe that every single child (and young person) matters. We aim to enable young people to make a positive contribution to their communities, prevent negative impacts on others and make Norfolk a safer place to live and work and 'a great place to do business'.

Successful delivery of NYOT priorities would mean that:

- Children and young people would be law abiding, engaged in positive behaviour and show respect for others.
- Parents take responsibility for their children's behaviour.
- Communities believe they get on well together and have confidence in the way that crime and anti-social behaviour is dealt with by local authorities and the police.
- Victims of crime would feel some of the damage caused had been restored and the public would have confidence and feel protected.

### Things we may need to stop doing

The individual Equality Impact Assessment completed for the Putting People First proposal to reduce the amount of funding Children's Services contribute to the partnerships that support young people who misuse substances and young people at risk of offending from 2016/17, said, in relation to youth offending;

This reduction could lead to:

- Increased pressure on families and other services that provide support to young people
- Evidence is that it will disproportionately impact on young males, particularly those aged 11-15
- The YISP (Youth Inclusion & Support Programme) becoming unviable
- A rise in the number of First-time Entrants into the criminal justice system
- Poorer outcomes for young people relating to health and well-being, offending,

- employment, education, housing and parenting
- Increased costs in the longer term for statutory services
- Any loss of preventative work with children and young people through YISP has the potential to impact on younger people in the prison population. Analysis shows that the Black, Asian and Minority Ethnic population is over represented in this group as individuals progress further into the criminal justice system.

A reduction in the Children's Services contribution to NYOT and therefore its YISP service is likely to lead to staffing reductions. This means that it will be unlikely that the programme can continue to be delivered in its current form, and it may become unviable altogether. The service provided is part of Norfolk's Early Help offer, which aims to prevent poor outcomes for children and young people, as well as preventing a future escalation of needs requiring intervention, thereby increasing pressure on other areas of Norfolk's Early Help offer and statutory intervention further downstream.

### 3. Our budget

#### The budget for this service

#### Budget savings

The Norfolk County Council 'Putting People First' proposals that went to public consultation in late 2013 included a proposal to reduce the amount of funding Children's Services contribute to the partnerships that support young people who misuse substances and young people at risk of offending (i.e. NYOT) by a total of £250,000. The published outcomes of the consultation evidenced that this proposal prompted a large number of responses, and in general people were concerned about its impact on young people and communities. Some organisations also highlighted that the proposal would create costs elsewhere in the health and criminal justice system. Whilst the Council feels that the amount of savings required by this proposal reflects those being made in other services affecting children and young people, it also recognises the concerns and impacts suggested. The levels of proposed savings will continue to be required, but the Council plans to work with the partnerships concerned in the next year to secure alternative sources of funding for the services. In addition it will review the need for further mitigating actions in 2015 should it not be possible to secure alternative funding.

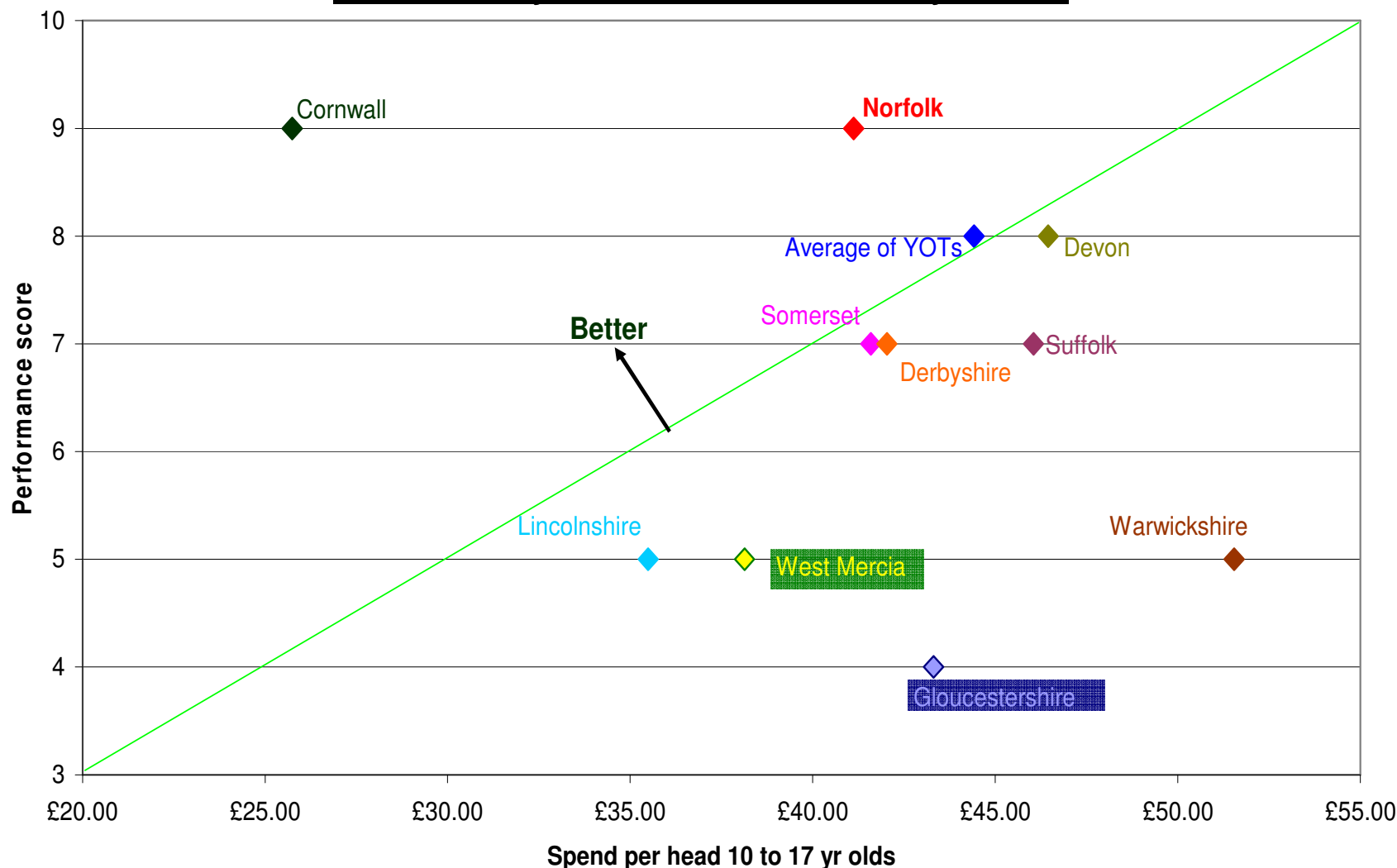
The following shows known budget savings relevant to the service.

Budget saving reference	Description	Savings required		
		2014/15	2015/16	2016/17
	Youth Justice	NIL	NIL	<£250k

NORFOLK YOUTH OFFENDING TEAM BUDGET 2014/15 (updated as at 28 February 2014)		
	£	£
<b>PARTNERS CONTRIBUTIONS TO POOL BUDGET</b>		
Children's Services	525,240	
Health	118,598	
Norfolk Constabulary	150,000	
<i>Norfolk Probation</i>	<i>98,310</i>	
Sub-total		892,148
<b>YOUTH JUSTICE BOARD GRANTS</b>		
Good Practice Development Grant (tentative)	930,280	
Restorative Justice Development Grant	19,868	
		950,148
<b>OTHER GRANTS</b>		
Norfolk Drug & Alcohol Partnership (April – September 2014)	21,555	
<i>Norfolk Drug &amp; Alcohol Partnership (October 2014 – March 2015)</i>	<i>21,554</i>	
Early Intervention Grant	325,000	
Police and Crime Commissioners (verbally confirmed)	114,000	
Sub-total		482,109
Use of Small Commissioning Fund		420,473
<b>PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF</b>		
Children's Services	610,834	
Health	130,674	
Norfolk Constabulary	143,808	
<i>Norfolk Probation</i>	<i>117,909</i>	
Sub-total		1,002,987
<b>TOTAL</b>		<b>3,747,865</b>

*Italics indicate funding has not been formally agreed*

## NYOT's Family of YOTs - Value For Money 2013-14



An internal, value for money analysis of Norfolk's family of YOTs indicates that on the basis of spend per head of the Norfolk 10 to 17 year old population against a derived performance score NYOT is the 2<sup>nd</sup> best performing YOT in the family with only Cornwall producing an equivalent result at a lower cost.

Nationally the average cost per offender was £6,616 with the least cost effective (Warwickshire) costing £23,111 and the most cost effective (Gateshead) costing £2,228. Norfolk costs £3,443 (the 11<sup>th</sup> least expensive) which is 54% less than the cost of working with a young offender in Suffolk.

This locally derived Value for Money calculation is based on the 2013/14 budget and quarter 2 2013/14 performances, with a derived performance score out of 10 where each of the indicators has a score out of 3 with a bonus point if custody data was low at the beginning of the baseline year. NB: This data is only indicative and the performance scoring inexact. The spend is based on published budget and not the actual amount spent.

## 4. Delivering our priorities

This section includes detail of actions that the service will deliver in order to meet its priorities. Actions will contribute to delivery of priorities through various delivery mechanisms split into the following: Norfolk Forward (our Transformation and Efficiency programme), Commissioning activity, Change Management or Service Delivery. Activities may encompass several of these mechanisms as part of their general approach. The following template includes provision to identify which delivery mechanism(s) each activity will employ.

Key	Putting People First [PPF]	Service Delivery [SD]
	Commissioning Activity [CA]	Continuous Improvement [CI]

Service Objective 1	<p><i>Everyone in Norfolk to succeed and fulfil their potential</i></p> <p><i>Reducing the numbers of young people who offend in the first place (First-time Entrants)</i></p>
Lead	Chris Small: Service Manager – Youth Justice
Risks to achieving this objective	<ul style="list-style-type: none"> <li>• Loss of funding in both the short and long -term</li> <li>• Changes to the allocation of central government funding to YOTs lead to a decrease in performance</li> <li>• The implementation, development and update of the new case management system has a negative impact on recording practice and performance measurement</li> <li>• The national implementation by the YJB of the assessment, planning and interventions framework; Asset Plus leads to a negative impact on recording practice and performance measurement as well as a decrease in performance as it is bedded in.</li> </ul>

Action	Milestones	Delivery mechanism				Owner	Level funded from
		PPF	CA	SD	CI		
Reduce the numbers of young people who offend in the first place (First-time Entrants)	<ul style="list-style-type: none"> <li>• Within Digital Norfolk Ambition [DNA] secure an appropriate range of 'devices' to support effective business delivery in all settings</li> <li>• Support the implementation of the new Budget Manager system for the Council's financial regulations and procedures in relation to budget planning and monitoring which will require active management of budgets by Responsible Budget Officers</li> </ul>			X	X	Fraser Bowe  Sally Deasley	
Ensure NYOT delivers accurate assessments that lead to effective plans designed to reduce risks and strengthen protective factors for young people subject to prevention programme interventions	<ul style="list-style-type: none"> <li>• Install and successfully implement AssetPlus; the new assessment and planning interventions framework developed by the YJB</li> <li>• Enable all staff to access both technical and practice skills based training in AssetPlus including the tools and guidance that form part of the proposed 'AssetPlus early practice changes' at an appropriate level</li> <li>• Provide training to appropriate staff in a range of assessment and practice delivery skills relevant to a range of vulnerable cohorts of young people including; <ul style="list-style-type: none"> <li>• Attention Deficit Hyperactivity Disorder</li> <li>• Dyslexia</li> <li>• Speech Language, Communication and Neuro-disability</li> </ul> </li> <li>• Audits and action plans show steady</li> </ul>			X	X	Operational Management Team [OMT]	Partner funding for all actions



	<ul style="list-style-type: none"> <li>improvements</li> <li>Embed a Total Quality Management approach</li> </ul>						
Monitor the impact of service development activity in relation to risk, vulnerability and safeguarding assessment, management and planning including clear management oversight	<ul style="list-style-type: none"> <li>Ensure all staff receive appropriate assessment training within the first year of their employment</li> <li>Embed the auditing practice proposed in the recently agreed NYOT Management Oversight Policy and Procedure including 'Peer and Practitioner Self Audit' as well as management audit</li> <li>Audits and action plans show steady improvements</li> <li>Embed a Total Quality Management approach</li> </ul>			X	X	Operational Management Team [OMT]	
Ensure 90% of young people subject to prevention interventions are fully engaged in education, training and employment	<ul style="list-style-type: none"> <li>Review the current tools for assessing young people's Learning Styles and revise the approach if appropriate</li> <li>Audits and action plans show maintained performance</li> <li>Embed a Total Quality Management approach</li> </ul>			X		Andrew Powell	
Ensure that 60% of the parent/carer(s) of young people on prevention programmes receive a parenting intervention	<ul style="list-style-type: none"> <li>Review, update and revise existing Policy and Procedures</li> <li>Audits and action plans show maintained performance</li> <li>Embed a Total Quality Management approach</li> </ul>			X		Val Crewdson	
Ensure that all young people in receipt of interventions through NYOT are treated as individuals & disproportionate activity is minimised	<ul style="list-style-type: none"> <li>Annual diversity audit shows disproportionate activity is minimised</li> <li>Embed a Total Quality Management approach</li> </ul>			X		Chris Small	

Work in partnership to assist the development of the Early Help Strategy in Norfolk	<ul style="list-style-type: none"> <li>• Continue the transition to an holistic, family led, family focused service delivery practice</li> <li>• Complete the full alignment of YISP processes with the Family Support Form process</li> <li>• Support the proposed pilot to deliver early help services through a locality-based hub model and needs-led approach</li> <li>• Continue to support the Norfolk Family Focus (Troubled Families) programme</li> </ul>			X	X	Val Crewdson	
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<b>Service Objective 2</b>	<p><i><b>Everyone in Norfolk to succeed and fulfil their potential</b></i></p> <p><i><b>Reduce the numbers of young people who re-offend</b></i></p>						
<b>Lead</b>	<b>Chris Small – Service Manager</b>						
<b>Risks to achieving this objective</b>	<ul style="list-style-type: none"> <li>• Loss of funding in both the short and long -term</li> <li>• Changes to the allocation of central government funding to YOTs lead to a decrease in performance</li> <li>• The implementation, development and update of the new case management system has a negative impact on recording practice and performance measurement</li> <li>• The national implementation by the YJB of the assessment, planning and interventions framework; AssetPlus leads to a negative impact on recording practice and performance measurement as well as a decrease in performance as it is bedded in.</li> </ul>						
<b>Action</b>	<b>Milestones</b>	<b>Delivery mechanism</b>				<b>Owner</b>	<b>Level funded from</b>
		<b>PPF</b>	<b>CA</b>	<b>SD</b>	<b>CI</b>		
Further reduce the number and proportion of young people who re-offend	<ul style="list-style-type: none"> <li>• Explore the use of the YJB Reoffending Toolkit</li> <li>• Consider the introduction of the YJB ‘Predicted’ binary rate of offending as an additional, relevant benchmark for reporting</li> <li>• Within Digital Norfolk Ambition [DNA] secure an appropriate range of ‘devices’ to support effective business delivery in all settings including digital working at court as part of the national Criminal</li> </ul>			X	X	Fraser Bowe & Val Crewdson  Fraser Bowe	Partner funding for all actions

	<p>Justice Service 'Efficiency' Programme</p> <ul style="list-style-type: none"> <li>Support the implementation of the new Budget Manager system for the Council's financial regulations and procedures in relation to budget planning and monitoring which will require active management of budgets by Responsible Budget Officers</li> </ul>					Sally Deasley	
Improve our understanding of performance management, data quality and workload	<ul style="list-style-type: none"> <li>Reinstate a full suite of Management Information to the case management system ChildView</li> </ul>			X	X	Fraser Bowe	
Ensure NYOT delivers accurate assessments that lead to effective intervention plans for young people subject to NYOT interventions	<ul style="list-style-type: none"> <li>Install and successfully implement AssetPlus; the new assessment and planning interventions framework developed by the YJB</li> <li>Enable all staff to access both technical and practice skills based training in AssetPlus including the tools and guidance that form part of the proposed 'AssetPlus early practice changes' at an appropriate level</li> <li>Provide training to appropriate staff in a range of assessment and practice delivery skills relevant to a range of vulnerable cohorts of young people including; <ul style="list-style-type: none"> <li>Attention Deficit Hyperactivity Disorder</li> <li>Dyslexia</li> <li>Speech Language, Communication and Neuro-disability</li> </ul> </li> <li>Complete the evaluation of the resource pack <i>Taking Control</i> with a view to inclusion in the national Youth Justice Board's (YJB) effective practice library.</li> </ul>			X	X	Val Crewdson	
				X	X	Isabel Davidson	
				X	X	Isabel Davidson	
				X	X	Operational	

	<ul style="list-style-type: none"> <li>• Audits and action plans show steady improvements</li> <li>• Embed a Total Quality Management approach</li> </ul>			X	X	Management Team [OMT]	
Monitor the impact of service development activity in relation to risk, vulnerability and safeguarding assessment, management and planning including clear management oversight	<ul style="list-style-type: none"> <li>• Ensure all staff receive appropriate assessment training within the first year of their employment</li> <li>• Embed the auditing practice proposed in the recently agreed NYOT Management Oversight Policy and Procedure including 'Peer and Practitioner Self Audit' as well as management audit</li> <li>• Audits and action plans show steady improvements</li> <li>• Embed a Total Quality Management approach</li> </ul>			X	X	Operational Management Team [OMT]	
<p>Ensure 75% of young offenders are fully engaged in education training and employment</p> <p>Work with young people to help them make their transition into Employment, Education or Training</p>	<ul style="list-style-type: none"> <li>• Work with Children's Services Participation Strategy and Education and Training Commissioning Support Managers to explore the more direct involvement of NYOT ETE Coordinators as Youth Contract Guidance Advisers</li> <li>• Review the current tools for assessing young people's Learning Styles and revise the approach if appropriate</li> <li>• Audits and action plans show maintained performance</li> <li>• Embed a Total Quality Management approach</li> </ul>			X		Andrew Powell	
Ensure 95% of young offenders have suitable accommodation	<ul style="list-style-type: none"> <li>• Work with providers to develop and improve the independent living skills of young offenders aged 16 and over to prevent homelessness and resolve their housing challenges</li> <li>• Audits and action plans show maintained performance</li> </ul>			X		Andrew Powell	

	<ul style="list-style-type: none"> <li>• Embed a Total Quality Management approach</li> </ul>						
Maximise the engagement of victims in restorative processes by ensuring at least 40% have a say in the restorative process	<ul style="list-style-type: none"> <li>• Review, update and revise the Restorative Justice Policy and Procedures to include (a) National Standard 7 (b) the requirements of the revised Victim Code of Practice and (c) process and legislation updates</li> <li>• Shift the practice emphasis away from securing the young person's consent to ensuring the victim's needs and wishes are paramount and met</li> <li>• Early identification of victims' views, at least in principle on participation in the restorative justice process</li> <li>• Increase positive victim contribution to Pre-Sentence and Referral Order Panel reports</li> <li>• Increase victim attendance at Referral Order Panels</li> <li>• Early identification of young person's views about participation in the restorative justice process</li> <li>• Improve consistency of use of the Writing Wrongs intervention packs across and within units</li> <li>• Work with the Office of the Police and Crime Commissioner to maximise the effective use of the ring-fenced funding for restorative justice provided by government from the Victims Surcharge monies</li> <li>• Deliver restorative justice activity to meet the requirements and recommendations of the Ministry of Justice's; 2013 Restorative Justice Action Plan for the Criminal Justice System</li> <li>• Audits and action plans show maintained performance</li> <li>• Embed a Total Quality Management approach</li> </ul>			X	X	Helen Taylor	
				X	X	Chris Small	
Ensure the services provided	<ul style="list-style-type: none"> <li>• Complete the Norfolk and Suffolk Joint Criminal</li> </ul>			X	X	Helen Taylor	

to victims by NYOT are compliant with the requirements of the revised Victims' Code of Practice 2013	<p>Justice Board' Victim and Witness Sub-group Victims' Code of Practice 'Gap Analysis' focusing on areas where the Code has placed new duties on YOTs</p> <ul style="list-style-type: none"> <li>Identify gaps and ensure work is taking place to address these</li> </ul>						
Consider relevant recommendations from the 2012 joint inspectorate thematic inspection report on restorative practices	<ul style="list-style-type: none"> <li>Victims' views are fully and effectively represented at appropriate Referral Order panel meetings</li> <li>Victims' needs and wishes are prioritised in initial Referral Order agreements</li> </ul>			X	X	Helen Taylor	
As part of the Transforming Rehabilitation programme prepare for the transfer of responsibility for the delivery of unpaid work/community payback sentences for 16 to 17-year-olds from the Probation Trust to NYOT from 1 <sup>st</sup> June 2014.	<ul style="list-style-type: none"> <li>Support the national development of an operating model that: <ul style="list-style-type: none"> <li>reflects legislative requirements,</li> <li>takes into account the needs of young people</li> <li>aligns with an apprenticeship /qualification model.</li> </ul> </li> </ul>			X		Val Crewdson	
Prepare for the transfer of responsibility for the delivery of Junior Attendance Centres from the Ministry of Justice to Norfolk County Council in 2014/15	<ul style="list-style-type: none"> <li>Support the national review of the geographical distribution and contractual specification</li> <li>Support the national development of an operating model that: <ul style="list-style-type: none"> <li>reflects legislative requirements,</li> <li>takes into account the needs of young people</li> <li>aligns with an apprenticeship /qualification model.</li> </ul> </li> </ul>			X		Val Crewdson	
Work with the new electronic monitoring contractor to	<ul style="list-style-type: none"> <li>Ensure NYOT staff are conversant with the new contractor's (EMC) systems and processes</li> </ul>			X		Val Crewdson	

minimise the impact of any adverse changes to systems and processes	<ul style="list-style-type: none"> <li>Identify a specific point of contact within YOT</li> <li>Address implementation issues as they arise</li> </ul>						
Strengthen the local commissioning of health services for children and young people in contact with the youth justice system	<ul style="list-style-type: none"> <li>Complete the Child and Maternal Health Intelligence Network [CHIMAT] Youth Justice Health and Well-being Assessment Toolkit which helps with the planning, commissioning and writing of health and well-being needs assessments</li> </ul>			X	X	Helen Taylor	
Address the unmet, unrecognised and unsupported complex health needs of young people who offend	<ul style="list-style-type: none"> <li>Review current processes for holistic screening to support early identification and service provision the locally developed Health Needs Assessment in use at NYOT</li> <li>Consider the use of the Comprehensive Health Assessment Tool [CHAT] a standardised and validated health assessment tool for young people in contact with youth offending teams.</li> </ul>			X		Helen Taylor	
Secure the continuation of specialist substance misuse provision for young offenders	<ul style="list-style-type: none"> <li>Work with the Norfolk Drug and Alcohol Partnership to maintain the formal continuation of the Young People's Criminal Justice Service – Specialist Substance Misuse Worker</li> <li>Consider the use at an appropriate level of the substance misuse related tools and guidance that form part of the proposed 'AssetPlus early practice changes'</li> </ul>			X	X	Helen Taylor	
Consider any relevant recommendations from the 2014 joint inspectorate thematic inspection report on the treatment of offenders with learning disabilities within	<ul style="list-style-type: none"> <li>Ensure that reports and assessments take full account of the risk of harm and likelihood of reoffending as well as the support needs of offenders with a learning disability to reduce the risk and likelihood of reoffending</li> <li>With other criminal justice agencies jointly adopt a</li> </ul>			X		Helen Taylor	



the criminal justice system <i>phase 1</i> from arrest to sentence	definition of learning disability						
Ensure that all young people in receipt of interventions through NYOT are treated as individuals and disproportionate activity is minimised	<ul style="list-style-type: none"> <li>• Annual diversity audit shows disproportionate activity is minimised</li> <li>• Embed a Total Quality Management approach</li> <li>• Embed the standard use of the ViewPoint IQE questionnaire as the service user feedback tool at the end of interventions</li> <li>• Analyse and act on that feedback</li> <li>• Additionally introduce the use of the HMIP Viewpoint questionnaire to obtain feedback from service users as part of their inspection process</li> </ul>			X		Chris Small	
Consider relevant recommendations from the 2011 HMIP thematic inspection report on interventions	<ul style="list-style-type: none"> <li>• Consider and informally analyse need to ensure capacity planning and implementation arrangements support intervention delivery</li> <li>• Interventions are evaluated and the results used to inform service development</li> <li>• Relevant training and support in intervention delivery is provided to staff</li> <li>• Develop an Interventions Strategy</li> </ul>			X	X	Val Crewdson	
Consider relevant recommendations from the 2013 HMIP thematic inspection report on the effectiveness of multi-agency work with children and young people who have committed sexual offences and are supervised in the community	<ul style="list-style-type: none"> <li>• Actively contribute to timely information sharing and assessments and where appropriate deliver interventions so that further incidents of sexually harmful behaviour can be prevented at the earliest possible stage.</li> <li>• Undertake specialist multi-disciplinary assessments to inform the provision of targeted, evidence-based interventions</li> <li>• Work with Norfolk Safeguarding Children's Board (NSCB) to promote effective joint work with children who display or are likely to develop</li> </ul>			X	X	Val Crewdson	

	sexually harmful behaviour <ul style="list-style-type: none"> <li>• Offer appropriate services to victims at the earliest possible stage</li> </ul>						
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<b>Service Objective 3</b>	<b><i>Everyone in Norfolk to succeed and fulfil their potential</i></b>  <b><i>Reduce the numbers of young people going into custody (prison) either sentenced or on remand</i></b>						
<b>Lead</b>	<b>Chris Small – Service Manager</b>						
<b>Risks to achieving this objective</b>	<ul style="list-style-type: none"> <li>• Loss of funding in both the short and long -term</li> <li>• Changes to the allocation of central government funding to YOTs lead to a decrease in performance</li> <li>• The implementation, development and update of the new case management system has a negative impact on recording practice and performance measurement</li> <li>• The national implementation by the YJB of the assessment, planning and interventions framework; Asset Plus leads to a negative impact on recording practice and performance measurement as well as a decrease in performance as it is bedded in.</li> </ul>						
<b>Action</b>	<b>Milestones</b>	<b>Delivery mechanism</b>				<b>Owner</b>	<b>Level funded from</b>
		<b>PPF</b>	<b>CA</b>	<b>SD</b>	<b>CI</b>		
Maximise the use of community orders and minimise the use of custody. Proportion for custody to be no	<ul style="list-style-type: none"> <li>• Within Digital Norfolk Ambition [DNA] secure an appropriate range of 'devices' to support effective business delivery in all settings including digital working at court as part of the national Criminal</li> </ul>			X	X	Fraser Bowe and Andrew Powell	Core and Partner funding for all

higher than 5 %	<p>Justice Service 'Efficiency' Programme</p> <ul style="list-style-type: none"> <li>Develop an positive working relationship at an operational level with staff and services at the new nominated primary secure establishment for Norfolk young people sentenced and remanded to custody; Cookham wood Young Offenders' Institution [YOI] in Kent.</li> </ul>						actions
Ensure NYOT delivers accurate assessments that lead to effective intervention plans for young people in custody either sentenced or on remand	<ul style="list-style-type: none"> <li>When released nationally by the YJB ensure the local implementation of the Youth to Adult [Y2A] portal</li> <li>Ensure the provision of timely and accurate information about children and young people who are sentenced or remanded to custody</li> </ul>					Andrew Powell	
Consider and implement any relevant actions arising out of the currently emergent YJB focus on Resettlement which places the focus firmly on the resettlement of young people on release from custody including:	<ul style="list-style-type: none"> <li>'<i>Transforming Youth Custody: Putting education at the heart of detention</i>' which aims to improve educational outcomes for young people in custody</li> <li>The pending launch of new resettlement consortia in four high-custody areas (unlikely to include Norfolk). The YJB are keen to tackle some long-standing, difficult issues <ul style="list-style-type: none"> <li>considering a role for courts post-custody</li> <li>tackling barriers to suitable accommodation for those leaving custody</li> <li>improving work with families while young people are in custody.</li> </ul> </li> </ul>					Andrew Powell	
Consider relevant recommendations from the 2013 HMIP thematic inspection report on the work of YOTs with children and young people	<ul style="list-style-type: none"> <li>Work with Norfolk Safeguarding Children's Board to further enhance the custodial safeguarding and welfare of children and young people who are Looked After as a relevant topic for the thematic NSCB Vulnerable Children's Group</li> </ul>			X		Chris Small	

who are looked after and placed away from home							
Ensure that all young people in receipt of interventions through NYOT are treated as individuals and that there is no disproportionate activity	<ul style="list-style-type: none"> <li>• Annual diversity audit shows disproportionate activity is minimised</li> <li>• Embed a Total Quality Management approach</li> <li>• Work with Norfolk Safeguarding Children's Board to further enhance the safeguarding and welfare of children and young people in Police custody and the secure estate including the delivery of the YJB 'Top Tips' produced to assist LSCBs in undertaking their duties to ensure that children in custody are effectively safeguarded</li> </ul>			X		Chris Small	
Consider relevant recommendations from the 2011 HMIP thematic inspection report on interventions	<ul style="list-style-type: none"> <li>• Consider and informally analyse need to ensure capacity planning and implementation arrangements support intervention delivery</li> <li>• Interventions are evaluated and the results used to inform service development</li> <li>• Relevant training and support in intervention delivery is provided to staff</li> <li>• Develop an Interventions Strategy</li> </ul>			X	X	Val Crewdson and Andrew Powell	

## Children with Disabilities Report

Report by the Director of Children's Services

### Summary

The purpose of this report is to provide members with an update on the work of the Children with Disabilities service including that relating to commissioning. To highlight service development proposals aimed at improving assessment of disabled children to ensure a focus on needs at the earliest opportunity and requiring updating of eligibility criteria for the Children with Disabilities service to include statutory assessment duties under section 17 of the Children's Act. To inform on current strategic position, commissioning activity and background information of numbers of disabled children living in Norfolk. Propose strategic and commissioning developments to ensure identified needs of disabled children are being met within Norfolk both by Children's Services and in collaboration with strategic partners notably health with our goal to ensure that disabled children and young people can reach their potential and live ordinary lives in the communities where they live.

### Recommendation:

- That Overview and Scrutiny Panel and Cabinet review, comment on and note the current work of the Children with Disabilities Service
- Consider and recommend proposal for extending eligibility criteria for referral and assessment to the CWD service based on Disability and Discrimination Acts 1995 and 2005 definition of disability requiring policy change and CWD Statement of Purpose to be amended and updated.
- Consider and recommend proposal for increased resource to enable CWD based social workers to fulfil duty of assessing disabled children under section 17 of the Children's Act and provide support based on assessed needs.
- Consider and recommend strategic and commissioning approach based on above definition of disability, working with stakeholders and the need for joint commissioning arrangements with health services based on gap analysis identified through needs assessment.

## 1. Background

### 1.1 Strategic ambition for disabled children in Norfolk:

The Disabled Children's Strategy 2009 – 2012 stated the following:

#### **Our vision is:**

To ensure that disabled children are socially included and reach their full potential. By simplifying services and improving the experiences of disabled children and their families so they might receive "co-ordinated, high quality child and family-centred services which are based on assessed needs, which promote social inclusion and, where possible, which enable them (disabled children and young people) and their families to live ordinary lives."

This Strategy is not intended to be seen in isolation but as part of the whole "process of taking the necessary steps to ensure that every young person is given an equality of opportunity to develop socially, to learn and to enjoy community life" which in real terms means that we aim to:

- Adopt creative and flexible approaches
- Give consistent messages
- Actively challenge and dismantle barriers
- Offer a range of readily accessible provision
- Actively involve and listen to the young person

- Work in partnership

**Signed Chair of Norfolk Children & Young Persons' Partnership**

1.2 The strategy defines the children it is for as a changing group from previous definitions:

In the past, services have often related to the group of children whose disabilities have been of a substantial and permanent nature; our future plan is to use this Strategy to move towards the broader more inclusive Disability Discrimination Act (DDA) 1995 definition, which defines disability as: "*a physical or mental impairment, which has a substantial and long term adverse effect on a person's ability to carry out normal day-to-day activities.*" Although this definition can be viewed as being very wide and inclusive, it may help us move away from the medically orientated criteria often used and seen to impose thresholds on service delivery by excluding certain groups of disabled children from support. In addition this inclusive DDA definition is seen as more acceptable across agencies and other bodies, for example, by the Local Safeguarding Children's Board and is recommended (in Aiming High p30) as a basis for data collection until further advice has been given from central government (2008-9).

1.3 Success was achieved with Norfolk being awarded to be a 'short break pathfinder' from 2009-2012, which resulted in Norfolk County Council receiving money to enhance the variety and the quantity of short breaks it offers to families with children with disabilities residing in Norfolk. To date these short break services have been maintained at the same level. This was a significant achievement of the Children with Disabilities Service and Children's Services in Norfolk, considering the national and local context of austerity and clearly demonstrated a commitment to ensuring "disabled children have positive outcomes".

1.4 Disabled Children living in Norfolk

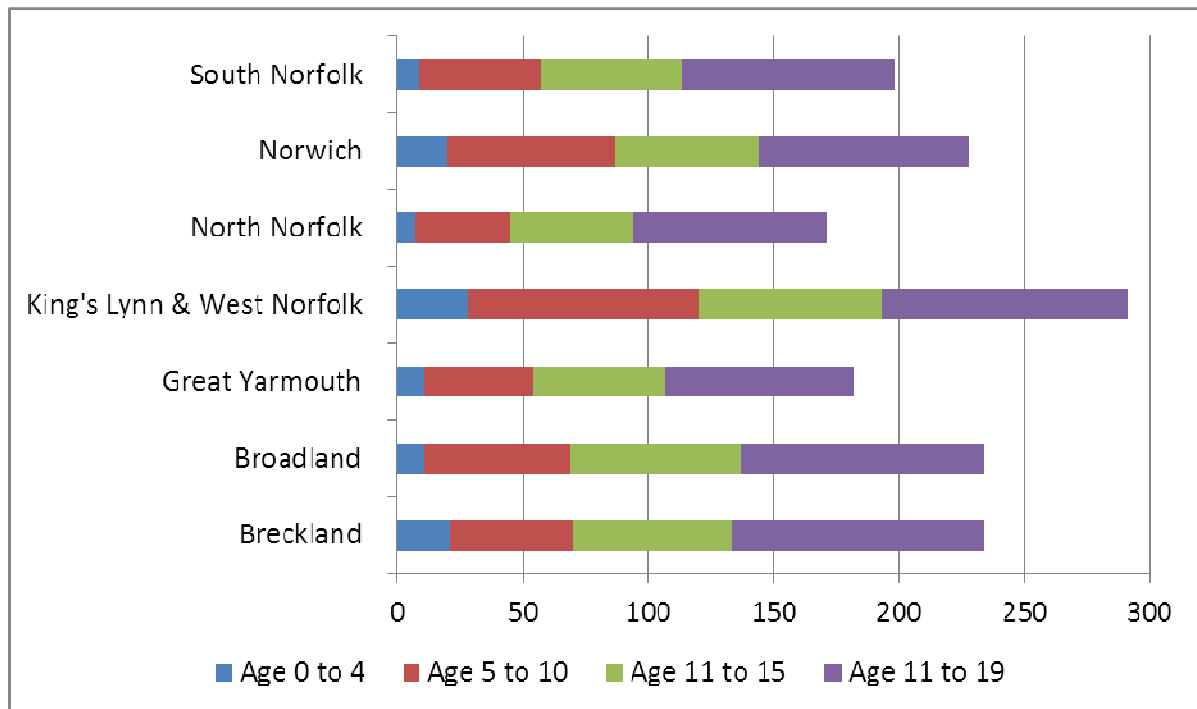
A detailed analysis of the methodology of assessing the numbers, characteristics and circumstances of disabled children is found in the 2010 study by the Council for Disabled Children which uses data from the Family Resources Survey (FRS) 2010, Department of Work and Pensions. Data from the FRS estimate there to be around 952,700 disabled children in the UK, 7.3% of the child population: 8.8% of boys and 5.8% of girls. If applied to the population of Norfolk this would equate to around 6,500 boys and 4,100 girls aged 0 to 15 experiencing some form of disability.

There are currently 2780 children registered on the LA's disabled children's register made up of 1355 on the new register and 1425 on the old register.

The 5 most common diagnosed conditions of children added to the Register are as follows; this order has remained unchanged for the past year;

1. Autism	350
2. ADHD/ADD	296
3. Global Development Delay	283
4. Dyslexia	151
5. Sensory Impairment	151

Number of children by district area on the new register of disabled children and young people



### 1.5 Incidence of children and young people with a sensory loss in Norfolk:

- There are approximately 3-4 children with a hearing loss per 1000 and 1-2 per 1000 with a visual loss (national figures). For multi-sensory impairment the most up-to-date figures are approximately 4,000 (0-19 years) for the whole of the UK.
- There are at least 37,414 deaf children and young people in the UK
- There are approximately 25,000 visually impaired children and young people in the UK.

#### In Norfolk 2012/2013:

- there were 591 deaf children
- 384 children with a visual loss within Norfolk.
- 20 children had multi-sensory impairments, these numbers are rising each year (10 in 2011 and 16 in 2012) due to better identification and assessment.

#### In the Early Years there were:

- 44 children with a visual loss
- 104 children with a hearing loss.
- 5 with multi-sensory impairment

The numbers are rising in the early years this is probably due to increasing number of babies surviving premature births and the better identification due to newborn hearing screening and multi-agency working.

### 1.6 Understanding future trends and predictions of numbers of children with a disability can be complex however The Child and Maternal Health Observatory (ChiMat) has provided for top level local authorities a set of statistical and other data for preparing a Children's Health Needs Assessment. According to ChiMat, ONS have calculated the estimated disability prevalence rates using the General Household Survey and the Family Fund Trust's register of applicants (Chapter 10 (Disability) of 'The health of children and young people', ONS, 2004).

#### For 0-10 age range:

- estimate of over 15,200 Norfolk children with long-standing illness or disability
- approaching 100 severely disabled
- Prevalence is higher for 5 to 9s for long-standing illness or disability
- Higher prevalence of severely disabled in 0 to 4s

- Projections to 2020 quoted by ChiMat are for an increase to around 17,200 children aged 0 to 9 with long-standing illness or disability and 100 severely disabled, though these calculations might look different if reworked with consistent population denominators taking account of the 2011 Census.

For 11-19 age range:

- Estimate of over 17,500 Norfolk children with long-standing illness or disability
- Around 40 severely disabled
- Prevalence is higher in all cases for 10 to 14s than for 15 to 19s
- Projections to 2020 quoted by ChiMat are for the numbers aged 10 to 19 to be virtually unchanged (though these calculations might look different if reworked with consistent population denominators taking account of the 2011 Census).

1.7 This is going to be an area that will need some development in the future, due to the upcoming guidance from the Children's and Families Bill requiring LA to work with children and young people up to age the 25 in some circumstances. Appendix 1 Equality Impact Assessment for 'Proposal 22: Change services for children and young people with Special Educational Needs and Disabilities' in response to the Children and Families Bill highlights current project work underway with one of the outcomes of the project is a potential reduction in the number of children requiring multi-agency assessments and plans, and an increased focus on meeting the needs of children and young people early on. By addressing eligibility criteria and needs based assessment for CWD service now we will be in an improved position when the Children and Families Bill is implemented from September 14 and have a clearly defined local offer.

1.8 A key component going forward will be the requirement for Norfolk County Council and health services to jointly commission education, health and social care services, and arrange integrated support for children and young people with SEN need or disability as described in appendix 1 Equality Impact Assessment.

## 2. Contents of Report

### Position

#### 2.1 **How well are NCC Children's Services teams achieving strategic ambition? :**

Within this section the focus will be on the working of the Children with Disabilities (CWD) service teams and associated commissioning activity however it is clear that given that thresholds for service are defined as part of the service's statement of purpose there will be children who have a disability who may not receive a service from these teams but may receive a service from other NCC Children's Services teams or may not receive a service directly. It is in this context that future issues, developments and challenges need to be considered.

#### 2.2 **Current CWD Service Delivery model:**

Who is eligible for support from the Children with Disabilities service?

- The Children with Disabilities service is for the approximately 1.2% of children and young people whose impairments and related high level support needs severely impact on their quality of life and those of their carers and family members (DCSF 2008).

2.2.1 Eligibility criteria are detailed in current Children With Disabilities Statement of Purpose as:

'To be eligible, the child or young person must have a physical or mental impairment that is substantial and permanent, where:

- Substantial means considerable or significant factors that are life changing or limiting, and likely to involve risk and dependency; and





	To maintain and develop the statutory Register of disabled children.	£2,444,100
CWD field work teams X3	3 fieldwork teams working with families with complex issues that require direct input from a social care professional. This includes the full range of childcare work: initial and, where necessary, core assessments; work under S17 that has however a safeguarding focus but that is below the s47 threshold; currently s47 investigations, Child Protection Conferences, Child Protection Plans – [although it is expected that the lead for formal s47 work will transfer to Safeguarding with CWD co-working as appropriate]; LAC work, which can include proceedings / court work; supervised contact; S17 family support work; work with children with life limiting / palliative care needs; transition to adulthood work; joint work with health professionals re children with complex health needs; risk assessments, behaviour management, coping strategies.	North & East £401,470  West & Breckland £468,770  City & South £396,400
Resource Centres X2 – incorporating the Linked Families service	Marshfields is a 4 bed residential short breaks unit; Foxwood (incorporating the Den annexe) is an 8 bed residential short breaks unit. Both have an emergency bed capacity. Both are Ofsted registered and inspected, both currently rated as 'Outstanding'. From June 2011, both were designated as Resource Centres, which means they incorporate the Linked Families scheme (short breaks fostering), and are developing outreach work.  The Linked Families Team is managed by Marshfields' Resource Centre Team Manager, so she effectively manages 2 teams. But the Linked Families Team does not have its own cost centre.	Marshfields Resource Centre £759,820  Foxwood Resource Centre £844,450
	Direct Payment / payments to Linked Families carers	4 cost centres across 3 x fieldwork teams and Access & Services Team: combined total = £683,380
	<b>Total budget</b>	

#### 2.4.2 Table 2: staffing arrangements:

Job Role	Team	Function	Number
CWD County Service Manager		To manage all CWD operational functions and oversee all CWD costs centres and contracted services on a county basis. To ensure a consolidated county provision across all settings for children with severe disabilities and complex health needs. To act as a focal point for joint working and liaison with colleagues in health, voluntary and independent sector organisations, and social care colleagues in other local authorities. Specifically, to be the Responsible Individual for the 2 residential short break units, as required by Ofsted / National Minimum Standards. To promote the development of services for children with severe disabilities and complex health needs and their families e.g.: specialist training (such as communication), transition, key working.	1
Access & Services Team Team Manager		1 Team Manager; 1.22 fte Access & Services Officer post; 0.82 fte Social Worker; 1.2 fte Family Support Workers; 1 fte Keeper of the CWD Register	1
Fieldwork Team Managers		<p>Each team has 1 Team Manager; 4 Senior SWers / SWers; 1 Family Support Worker; 1 Occupational Therapist; 1 OT Assistant Practitioner.</p> <p>Each team also has 1 fte Transition SWer funded by Adult Services.</p> <p>The OT in the N/E Team is a Practice Consultant OT (grade K); the Transition SWer in the C/S Team is a Senior Social Worker (grade K).</p> <p>The C/S Team hosts the Direct Payments lead SWer which is a county post and also has a liaison function with Health's Continuing Care.</p>	3
Resource Centre Managers		Marshfields: 1 Resource Centre TM; 1 ATM; 1 Senior Residential Children's Practitioner [RCP]; 8.5 fte RCPs; 6 Night Care staff; 0.88 fte	2

		<p>Cook; 0.62 fte Domestic; 0.5 fte Gardener / Handyman. 0.75 Resource Centre SWer.</p> <p>Foxwood: 1 Resource Centre TM; 1 ATM; 2.67 fte Senior RCPs; 13 fte RCPs; 10 Night Care staff; 0.97 fte Cook; 1.02 fte Domestic;</p> <p>Linked Families: 0.5 SSWer; 0.5 SWer; 0.25 RCSWer (Marshfields) &amp; 0.67 RCSWer (Foxwood); 1.5 fte Carers Support Workers.</p>	
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## 2.5 **Data overview:**

- 6 children with child protection plans
- 349 children in need cases
- 54 Looked After Children – due to reduce by 20 over next 2 financial years
- 417 cases open to Access and Services Team

### 2.5.1 Overall caseloads for CWD fieldwork teams

<u>Fieldwork teams</u>	West & Breckland	City & South	North & East	TOTAL
<b>Current caseload</b>	<b>130</b>	<b>144</b>	<b>133</b>	<b>407</b>

### 2.5.2 Activity and case type

Activity/cases	2012/13	2013/14
Initial Assessments	39	41
Core Assessments	30	38
Child Protection plans	5	4
Children in Need	347	349
Looked After Children	50	54
Access and Services Team	318	417

### 2.5.3 Looked After Children

Looked After Children: total 54							
Male	35						
female	19						
Section 20	27						
Care Order	22						
Placement order	5						
Foster care	33						
Children's home	13						
Residential school	6						
Hostel + other	2					Includes use of short break unit on temporary basis	
Out of county	17					Majority in Lincolnshire – specialist placements	
In county	37						
Reaching age 18:							
Financial year 2013/14	6						
Financial year 2014/15	14						
LAC allocations by team	Total	Placed in Norfolk number	Placed in Norfolk %	Placed out of county number	Placed out of county %	3 or more placements in yr number	3 or more placements in

							yr %
W+B	14	9	64.3%	5	35.7%	0	0%
C+S	21	17	81%	4	19%	1	5%
NEB	19	11	57.9%	8	42.1%	0	0%

#### 2.5.4 Number of referrals to Access and Services team over last 2 years – shown annually:

NB: For each new application that is eligible and where services are offered, there will be an annual review of care package and outcomes

Destination of referrals:	2012/13 Jan - Dec	2013/14 as at 12/02/14	Comment
Total number	366	295	Some cases are still undergoing assessment so colour band / outcome unknown
Eligible	270	186	
Not eligible	96	105	
Green	116	108	
Blue	97	42	
Purple	42	29	
No services provided	111	107	Will all be not eligible children or those who were eligible but then decided to withdraw or didn't want services available

#### 2.5.6 Short Breaks provision 2012/13

- 1209 children accessed a short break provision
- 87,240 hours of short breaks provided
- 8706 nights provided through short breaks
- 352 families received direct payment

#### 2.5.7 Indicative Short Breaks figures (subject to confirmation from PPP) as at end of Q3 2013/14:

- 1,129 children accessed a short break provision
- 61,240 hours of short breaks provided
- 6,993 nights provided through short breaks
- 352 families received direct payment (no further update available at present)

#### 2.5.8 Residential Short breaks at Resource Centres:

	2013/14	Comment
Foxwood – number of children linked = 42	Av occupancy to date: planned 82% / actual 78.7%	Ofsted - Outstanding Emergency availability to extend stay or provide at short notice
Marshfields – number of children linked = 36	Av occupancy to date: planned 84% / actual 71.5%	Ofsted - Outstanding Emergency availability to extend stay or provide at short notice

#### 2.5.9 Short breaks fostering/carers - Linked Families Team:

<b>Short Break + (Contracted Carers)</b>	2012/13	2013/14	Comment
Number of Foster carers	9	8	4-100% contract 1 -75% contract 2 - 50% contract; 1- 25% contract
Reviews completed	8	7	
Usage as a percentage	40% (2011-March 2012 )	Currently running at 80%	Percentage affected by: 1 carer due to take adoption leave shortly, 1 carer awaiting referral progress, 1 carer considering contract reduction due to advanced level study.
Children received a service.	22	18	
Supporting Shared Care placement	3	1	This is also reflected in the 18 figure above.
<b>Short Term Break Carers</b>			
Number of Foster carers	42	24	4 out of these are on hold - 1 maternity leave, 1 awaiting adoption , 1 due to personal circumstances, 1 de-registering due to retirement
Reviews completed	38	23	The 1 outstanding is a carer inherited from mainstream that required work awaiting sign off from Social worker estimated completion 14/02/2014
Usage as a percentage		Currently running at 93.75% (October 2013)	12% are non operational and 14% are vacancies restricted due to matching considerations.
Children received a service	39	26	
Supporting Shared Care placement	0	0	
<b>Volunteers</b>		2014	
Number of Volunteers		3	
Reviews completed		3	
Usage as a percentage		66%	Only 2 volunteers offer placements
Children received a		2	

service			
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#### 2.5.10 Audit:

Audit type	Good	Adequate	Inadequate	Inadequate critical	Comment
Core Assessment		2	1		
Core group	1				
Manager (divisional)	2	4	5		
Skylakes	2	8	4	1	Immediate follow up action taken

- A new audit process using a new Quality Assurance Team agreed CWD audit tool is underway with 7 completed audits at the end of January 2014.

#### 2.6 **Commissioning activity:**

Up until July 13 specialist commissioner for SEN and Additional Needs managed this area of work including that relating to Dedicated Schools Grant spend. Currently there is a Disabled Children's Commissioner reporting to Head 5 -11 Commissioning. Commissioned services focussing on disabled children have been part of the wider review of NCC CS commissioning activity.

##### 2.6.1 Short Break services were commissioned and tendered for in 2010/11 based on 5 lots:

- Specialist overnight stays which may include: holiday schemes, hospice provision or overnight provision in individual's own home
- Family based and/or individual session/day care short breaks provided by salaried or contract carers in their own home
- Group based specialist services which will include youth work provision Saturday and Sunday schemes, school holiday schemes, out of hours school activity provision
- Group based non specialist/universal services which will include youth work provision Saturday and Sunday schemes, school holiday schemes, out of hours school activity provision
- Capacity building projects will offer:
  - Support and training for the short breaks work force working with children and young people with complex needs
  - Offering training, support and guidance to universal settings to enable them to work confidently with children and young people
  - Building parental confidence to enable them to access services including short breaks for their child or young person

##### 2.6.2 There are 28 contracts with service level agreements with a range of providers including those from the voluntary sector. Contract value is approximately £2.4 million with contract end dates 2015, although there is the possibility for contract variation via formal process.

##### 2.6.3 Direct payments are available to enable eligible children and their families to directly purchase provision subject to direct payment criteria. During 2013-14 352 families have received a direct payment. Total budget is £683,380.

##### 2.6.4 In addition as part of LAC budgets specialist residential, short break and foster care provision is commissioned and contracted.

- 2.6.5 There are a number of smaller contracts jointly providing with health such services as specialist equipment.
- 2.6.6 There is significant joint working with health colleagues both at commissioning and operational levels to ensure services and support are in place for disabled children meeting referral and current criteria for service eligibility.

## **2.7 Work with children and young people to inform service improvement:**

- 2.7.1 A locally commissioned Promoting Inclusive Provision [PIP] project working with Norfolk and Norwich Scope Association (NANSA) engages a group of disabled young people in reviewing commissioned services as part of the local authority's Early Intervention Grant. Disabled young people are recruited, trained and supported to visit short breaks provision, talk to service users and value the overall experience of the provision through a disability lens. This information is then used to offer constructive feedback to the setting and a monitor schedule established to revisit the provision to see what changes have been made. This has been very popular and initially has helped providers and the local authority consider the physical/access elements to short break provision and to get a young peoples' view, from those who use the various facilities. This project is now being extended to use young people to evaluate universal provision in the community, such as cinema, shops, ordinary activities that can become an extraordinary challenge if you are someone who has a disability.
- 2.7.2 At Marshfields and Foxwood (in house residential short breaks units) staff use elements of 'Listen Up' and also use 'Two Way Street', 'I'll go first' (the planning and review toolkit), Mencap's 'Involve Me' and Talking Mats. Other practical examples of how residential staff promote communication, consultation, decision-making and obtaining views/feelings include:
- Residents' Meetings (at least once weekly);
  - Within shift planning (decision making - what activities would we like to do; outcomes - what would we like to achieve);
  - In consultations for review meetings;
  - Throughout the young person's stay and forming part of the daily record - 'young person's views and how obtained' (completed at the end of each shift);
  - Young person's survey.
- 2.7.1 All of these examples require the utilisation of the young person's individual Communication Profile, Communication Passport and Disability Distress Assessment Tool in order to consult, engage in decision-making process and obtain views effectively.

## **2.8 Work with NSCB re CWD:**

At the beginning of 2013, the NSCB set up a multi-agency Strategic Development Group to audit (using a RAG rating) the Safeguarding Disabled Children practice guidance 2009 in respect of the 61 recommendations for LSCBs. This task is concluded recommending setting up a standing CWD subgroup of the NSCB chaired by member of NSCB board. The final report being presented to the February meeting of the NSCB Performance Improvement and Quality Assurance Group for final decision making. The CWD County Service Manager has been chairing the SDG and is working closely with Abigail McGarry, NSCB Board Manager.

## **2.9 Outcomes for children:**

Whilst there is some evidence which details how outcomes for disabled children are being supported and improved it needs to be acknowledged that the focus from both a



strategic and operational point of view has been on aligning service provision for disabled children and ensuring that specialist services are available.

However it is worth noting some proxy indicators with regard to those children active to the CWD service:

- Majority (approximately 80%) attend a Norfolk complex needs school which are judged to be outstanding or good
- Small numbers becoming NEET e.g. in City and South division 2 NEET
- encouragement to keep active(inside and outside), eat a healthy diet, support their own self care were possible and establish a restful pattern of sleep
- support with engaging and communicating with the wider world – PECS, Signing, the DISDAT – Disability Distress Awareness Tool
- accessing and attending range of social activities – developing self esteem and confidence out to the home setting
- Disabled young people actively involved and contributing to review process including looked after children and as service users reviewing service provision – see NANSA PIP project

2.9.1 Of note is the relative stability of the CWD LAC population against increasing numbers within Norfolk as a whole. Whilst currently at 54 by end of 2015 this will be in the range of 40-45. This is a similar trend nationally where short breaks provision has a positive impact on reducing the number of disabled children coming into care.

## 2.10 Outstanding issues to be resolved:

Within the context of Norfolk's Disabled Children's Strategy evaluation and need to update there is a key issue to address within NCC Children's Services and with partner agencies which relates to the following taken from the CWD Statement of Purpose:

Disabled children and young people not eligible for targeted support may be able to access other services for children in need, specifically:

- Sensory Support Team for people with sensory impairments
- CAMHS commissioned services for school age children and young people with emerging mental health problems
- Children in Need Teams
- Children's Safeguarding Teams where concerns exist for the safety and welfare of children and young people.

Current practise suggests there is a lack of understanding and clarity about services available to intervene and support this particular group of children under section 17 of the Children's Act who whilst have a disability are not eligible for a service from the Children with Disabilities service under current criteria. Typically associated with underlying behaviour issues and where disability is not the only defining factor. Often identified due to exclusion from school, the wider community and potentially more vulnerable due to lack of early help and positive interventions.

### 2.10.1 Improving quality of assessments, plans and reviews for children with a disability:

- a) Ensuring all children with a disability as defined by the Equalities Act are assessed under Section 17 of the children's Act and in accordance with 'Working Together' following referral including requests for short break services
- b) That assessment is proportionate to referral and need but that safeguarding concerns are fully investigated and risk assessed
- c) Co-working of cases with safeguarding teams where there is a disabled child
- d) Recorded plans to focus on outcomes to be achieved
- e) CWD Children In Need reviews are carried out within a timely manner to reflect assessed needs, risks and service provision
- f) Workload capacity to be addressed to ensure:
  - All referrals for assessment carried out by qualified social worker

- All CWD children in need cases are allocated to a qualified Social Worker with an agreed caseload number
- Line management of teams ensures focus on improving quality of casework and compliance with all processes
- Management requirement to be reviewed and increased alongside any increase in social workers

2.10.2 Feedback from parent groups and individual parents through complaint investigation has highlighted a service gap associated with current referral criteria. At times this has resulted in delay in providing support or lack of clarity about where support is available based on assessed need.

2.10.3 The requirement for Norfolk County Council and health services to jointly commission education, health and social care services, and arrange integrated support for children and young people with SEN need or disability as described in appendix 1 Equality Impact Assessment.

#### 2.11 **A way forward:**

Children with long-term disabilities are a diverse group. Some will have highly complex needs requiring multi-agency support across health, social services and education. Other children will require substantially less support. To ensure assessment at the earliest opportunity to address needs and disability the following is being proposed:

##### 2.11 Re-define eligibility criteria for Children with Disability Service:

- a. Expanding the remit of the CWD service to include family support for children with moderate disabilities. This does not imply an extension of the type of service currently provided to children with severe disabilities and complex health needs (allocated Social Worker, support package etc). More radically, it means developing a holistic approach to the needs of families with children with moderate disabilities and systemic provision that will enhance and increase their resilience (e.g.: more training for parents in behaviour management such as Norfolk Steps, targeted use of the TITAN scheme [independence in road safety, use of public transport etc], direct work with families – linking in to Norfolk Community Health & Care's clinical psychology / learning disability nurse Starfish Team, outreach work from Resource Centres, input from OT Assistant Practitioners).
- b. It would have the effect of transferring the general responsibility for family support for children with moderate disabilities from Duty, Children in Need and other Children's Services teams, facilitating those teams to concentrate on safeguarding and family breakdown issues. In this context, it would make sense that the lead for children with moderate disabilities with Child Protection Plans or Looked After are retained by Safeguarding and Corporate Parenting Teams and when required consult with or co-worked with CWD teams.
- c. With regard to children with Asperger syndrome and high functioning autism who do not have moderate learning difficulties, due to the level of their social and communication disorders, they would be regarded as having moderate disabilities.

2.11.1 Ensure all CWD cases are allocated to a qualified social worker following referral and all assessments and reviews are carried out by a qualified social worker in line with NCC CS best practise guidance.

2.11.2 Agree co-working and/or transfer of CWD child protection cases with safeguarding teams

2.11.3 To achieve 1 and 2 above increase social worker and line management capacity of CWD fieldwork teams to provide an early help model of support for children with moderate disabilities as described above.

2.11.4 Ensuring Norfolk's Disabled Children's Strategy is updated and has clear improvement outcomes for disabled children identified:

- Disabled children's strategy is informed by wider children's services improvements
- Reflects local and national ambitions including those of the Children and Families Bill
- Informed by needs assessment including at a localised level
- Implementation plan developed informed by gap analysis
- Ensure link with NCC CS SEN framework

#### 2.11.5 Outcome based commissioning based on strategic ambition for disabled children

- Evaluation and review of contracts to focus on outcomes being achieved
- Contract monitoring arrangements in place – evaluation to inform future commissioning
- Commissioning to be informed by disabled children and young people and their families
- Review eligibility criteria for commissioned short break services and re-define to provide for wider cohort of disabled children
- Future commissioning to be informed by needs assessment and to be outcome focussed
- Future tendering to reflect achieving improved outcomes
- Joint commissioning with health services as required by the Children's and Families Bill (see appendix 1 EqIA) e.g. Clinical Commissioning Groups

#### 2.11.6 Planning for the implementation of the Children and Families Bill in relation to disabled children and those with SEN across Norfolk:

- Agreeing the local offer
- Assessment and planning – Education Health and Care Plans
- Transitional support for all ages
- Taking account of children and young people who identify as coming from a non-white/English ethnic background and are overrepresented in the SEN cohort (see Equality Impact Assessment Figure 3 Ethnic background of SEN children)
- Communication with all stakeholders including parents and schools
- Budget and resource planning
- Joint Commissioning arrangements including with health
- Service redesign implications to ensure earliest possible assessment and support within local community

#### 2.11.7 Improving and strengthening partnership working and governance

- Clarity of role of Additional Needs Partnership Board within new partnership governance arrangements
- Terms of reference of all partnership groups clear including any reporting lines

#### 2.11.8 Consider workforce alignment of CWD service in context of wider NCC CS improvement and budget developments with recommendations to inform action required

### 2.12 **Proposal:**

#### 2.12.1 Re-define eligibility criteria for Children with Disability Service in line with Disability Discrimination Acts of 1995 and 2005.

**“A person has a disability, for the purpose of these Acts, if he/she has a physical or mental impairment which has a substantial and long term adverse effect on his/her ability to carry out normal day to day activities.”**

#### 2.12.2 Expanding the remit of the CWD service to include family support for children with moderate disabilities. With regard to children with Asperger syndrome and high functioning autism who do not have moderate learning difficulties, due to the level of

their social and communication disorders, they would be regarded as having moderate disabilities.

- 2.12.3 All CWD cases are allocated to a qualified social worker following referral and all assessments, plans and reviews are carried out by a qualified social worker in line with NCC Children's Services best practise guidance.
- 2.12.4 That the lead for children with moderate disabilities with Child Protection Plans or Looked After be retained by Safeguarding and Corporate Parenting Teams and when required consult with or co-worked with CWD teams.
- 2.12.5 Agree co-working and/or transfer of severely disabled CWD child protection cases with safeguarding teams
- 2.12.6 To achieve above increase social worker and line management capacity of CWD fieldwork teams to provide an early help model of support for children with moderate disabilities as described above as well as continuing to work with and provide services for disabled children with severe disabilities and complex health needs. This will ensure CWD service is in a position to meet forthcoming requirements of the Children and Families Bill (see appendix EqIA 1. Overview of proposal)
- 2.12.7 Work with parent groups and stakeholder organisations to update Norfolk's Disabled Children's Strategy including agreed improvement outcomes for disabled children based on needs analysis and user information.
- 2.12.8 Outcome based commissioning based on strategic ambition for disabled children including commissioned short break services with eligibility criteria to reflect 1 above. Working with all stakeholders including parents and disabled children and young people to inform future commissioned services.
- 2.12.9 Joint commissioning with health services in line with the implementation of the Children and Families Bill from September 2014 (see appendix EqIA)

### 3. **Resource Implications**

- To ensure service improvement in line with NCC Children's Services Improvement plans and workforce alignment to achieve additional resources for CWD service will be required to ensure social worker capacity.
- Further work will need to be completed to calculate required resource implication.

#### 3.1 **Finance:**

See 3 above

#### 3.2 **Staff:**

- As identified in Para 2.12.4 there is a need to engage additional resource to meet our plan of extending referral criteria for children with disability service and providing assessment, plans and reviews. Options are being considered in light of budget planning for financial year 2014 -15 and workforce alignment required by NCC Children's Services improvement priorities. The additional resource may be provided by a mix of external recruitment of temporary staff and refocusing the work of existing staff. Further details will be available following Children's Services budget planning process.

#### 3.3 **Property:**

- Office accommodation to reflect service needs in line with NCC accommodation strategy and Digital Norfolk Ambition.

- 3.4 **IT:**
- Digital Norfolk Ambition developments

## 4. **Other Implications**

### 4.1 **Legal Implications:**

- New eligibility criteria based on Disability Discrimination Acts 1995 and 2005 to be updated within CWD statement of Purpose
- Update Children with Disabilities Statement of Purpose
- Update Short Breaks criteria from March 2015
- Link with Children and Families Bill SEN and disability requirements and implementation

### 4.2 **Equality Impact Assessment (EqIA)**

- Within the context of the above recommendations the completed Equality Impact Assessment for 'Proposal 22: Change services for children and young people with Special Educational Needs and Disabilities' in response to the Children and Families Bill (appendix attached) includes section on children with disability.
- The above proposal contained within this report suggests a degree of mitigation for children with moderate disability as CWD assessment will inform service requirements and identify support available from the universal, early help and targeted sectors.

### 4.3 **Impact on Children and Young People in Norfolk**

#### 4.3.1 Improved social worker assessment eligibility will ensure identified needs for children with a disability will receive support and services based on:

- views and wishes of the child
- include involvement and participation of parents and family members
- Consider all of the relevant information from partner agencies;
- Consider the child's identity and diversity and provide specific evidence of this within an equalities based practice framework;
- Include whenever they are appropriate and always in more complex cases, chronologies, genograms and ecomaps;
- Identify and build upon the child and families capacity for positive change;
- Be defensible and include a high quality analysis of the known risk and protective factors that pertain to that particular child;
- Be timely, thorough and evidence appropriate professional curiosity to ensure children are kept safe and their individual needs are met;
- Be based upon relevant social work theories and academic or practice based evidence.

#### 4.3.2 There is extensive national research into the social and economic value of Short Breaks and the positive long term outcomes created for beneficiaries / stakeholders.

- Disabled children/young people are children with high support needs. With short break support they:
  1. Lead more ordinary lives
  2. Journey towards independence in adulthood
  3. Improved emotional and physical health (health and well being)
- Parents, families and carers of disabled children/young people:
  4. Can work towards having a more ordinary life
  5. Experience reduced stress and reduced worry
  6. Have time for themselves and for their other children

- 4.3.3 Improved outcomes as a result of collaborative assessment processes resulting in plans and interventions provided by the universal, early help and targeted services based on needs.
- 4.3.4 Improved outcomes as a result of joint commissioning arrangements

## 4.5 Any Other implications

4.5.1 Given the proposed changes in eligibility criteria there is likely to be an increase in referrals for assessment

## 5. Section 17 – Crime and Disorder Act

5.1 The Act requires local authorities to consider crime and disorder reduction in the exercise of all their duties and activities. The direct implications have been considered and the impact on crime and disorder is not judged to be significant in this instance.

## 6. Risk Implications/Assessment

6.1 The risk assessment for these report types should consider:

- The risks posed by the current situation
- The risks and opportunities posed by the proposed options
- The level of these risks/opportunities (high, medium or low)
- How risks will be managed in the recommended option.

## 7. Action Required

8.

- 7.1 That Overview and Scrutiny Panel and Cabinet review, comment on and note the current work of the Children with Disabilities Service
- 7.2 Consider and recommend proposal for extending eligibility criteria for referral and assessment based Disability and Discrimination Acts 1995 and 2005 definition of disability
- 7.3 Consider and recommend proposal for increased resource to enable CWD based social workers to fulfil duty of assessing disabled children under section 17 of the Children's Act
- 7.4 Consider and recommend strategic and commissioning approach based on above definition of disability, working with stakeholders and the need for joint commissioning arrangements with health services based on gap analysis identified through needs assessment

## Background Papers

- Children with Disabilities Statement of Purpose
- Short Breaks Statement

Follow link:

[http://www.norfolk.gov.uk/Childrens\\_services/Family\\_children\\_and\\_young\\_people\\_support/Children\\_with\\_disabilities/index.htm](http://www.norfolk.gov.uk/Childrens_services/Family_children_and_young_people_support/Children_with_disabilities/index.htm)

- Disabled Children's Strategy 2009-12 – Norfolk Children's and Young People's Partnership Trust
- Equality Impact Assessment Proposal 22: Change Services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill (appendix)

## Officer Contact

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact Yvonne Bickers on 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

# Equality impact assessment for budget planning 2014-17

## Proposal 22: Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill

### Key findings:

Norfolk County Council is facing a budget gap of £189 million over the next three years, due to a reduction in Government funding, increasing council costs, inflation and demand for services. To address this, the Council has proposed and is consulting on a number of service changes and cuts, which includes this specific savings proposal.

This impact assessment looks in more detail at a proposal to change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill.

If implemented, this proposal will impact on children and young people with Special Educational Needs and Disabilities and their families. Children and young people from a non-white ethnic background are overrepresented in the Special Educational Needs cohort and could be disproportionately affected.

The Bill is not yet finalised so it is not yet clear what the nature of this impact will be, though it is likely to mean a reduction in the number of children requiring multi-agency assessments and plans, and an increased focus on meeting the needs of children and young people early on.

The Council is working with partners, including parents, schools and health colleagues, to develop the proposal and there will be further consultation and equality impact assessment as it becomes clear what the changes will be.

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Michael Rosen
<b>Other Officers</b>	Susan Saxby, Louise Cornell
<b>Date Completed</b>	6 January 2014

### 1. Overview of proposal

The Children and Families Bill that is currently going through Parliament will have an effect on the services that we provide to children and young people with Special Educational Needs and Disabilities (SEND). The Bill is still being finalised and will not start to be implemented until September 2014.

We have established a project to consider the implications of the Bill. This is a partnership project with our key partners, including parents, schools and health colleagues. The project is



at an early planning stage, however, it may be that one of the outcomes of the project is a reduction in the number of children requiring multi-agency assessments and plans, and an increased focus on meeting the needs of children and young people early on. This will be explained in our 'local offer' which we will publish.

We know that the services we provide to children and young people with Special Educational Needs and Disabilities need to become more efficient. It may be that some current services we deliver will change or stop to ensure that we focus our resources where they have the most impact. We will carry out further public consultation before we make any decisions about changes to our services. We have included in our budget an assumption that we will save £1.9 million in 2016/17.

## 2. Who will be affected

This Equality Impact Assessment considers the likely impacts of the proposal on all protected groups under the Equality Act 2010.

It also reviews the impact on people in rural communities. Norfolk is predominantly a rural county with just over half of the population (52.5%) living in smaller towns and their fringes, villages and hamlets. Older people aged 65+ are more likely to be living in rural as opposed to urban areas - almost a quarter of people living in a rural areas over the age of 65. There are around 21,950 households in rural areas in Norfolk that have no access to a car or van. People living in these rural areas may face challenges accessing key services and amenities<sup>1</sup>.

The following protected groups are likely to be disproportionately affected by the proposal:

<b>Age</b> (people of different age groups; older & younger etc)	<b>YES</b>
<b>Disability</b> (people who are wheelchair or cane users; blind, deaf, visually or hearing impaired; can't stand for a long time; have a long-term illness i.e. HIV or a neurological condition such as dyslexia; learning difficulties; mental health etc)	<b>YES</b>
<b>Gender reassignment</b> (people who identify as transgender)	<b>NO</b>
<b>Marriage/civil partnerships</b>	<b>NO</b>
<b>Pregnancy &amp; Maternity</b>	<b>NO</b>
<b>Race</b> (different ethnic groups, including Gypsies & Travellers)	<b>YES</b>
<b>Religion/belief</b> (different faiths, including people with no religion or belief)	<b>NO</b>
<b>Sex</b> (i.e. men/women)	<b>NO</b>
<b>Sexual orientation</b> (all, including lesbian, gay & bisexual people)	<b>NO</b>

## 3. Context to the proposal

The provisions within the Children and Families Bill will be implemented from September 2014 and will bring into force significant changes that aim to put parents, children and young people at the heart of decisions made about their lives. The Bill is still being finalised, however the changes that are currently planned can be summarised as follows:

- Local authorities and health services will jointly commission education, health and social care services, and arrange integrated support
- Local authorities will publish a clear and transparent “Local Offer” to families
- Statements of Special Educational Need (SEN) and learning difficulty assessments will be replaced with a new Birth to 25 Education, Health and Care Plan (EHCP)
- Early Years, School Action and Plus will be replaced with a new single early years setting and school-based category of SEN
- Those with an Education, Health and Care Plan will be offered a personal budget.

### Children with a Statement of Special Educational Need

There are just over 4,750 children and young people with a Statement of SEN in Norfolk at the moment. Figure 1 shows that the greatest majority of these children are currently aged 11-15 years old with almost half attending mainstream schools. Just over a quarter of children (27%) attend specialist school provision due to their needs.

Figure 1: Breakdown of school provision to SEN children

<i>Provision</i>	<i>Age Range 11- 15</i>	<i>Age Range 16 -19</i>	<i>Age Range 5 - 10</i>	<i>Under 5</i>	<i>Grand Total</i>
Alternative Provision	44	4	18	5	71
Early Years Settings				28	28
Independent Special	76	21	18		115
Mainstream	1040	31	1173	80	2324
Mainstream Academies	599	35	51	1	686
Mainstream Free Schools			3		3
Non-Maintained Special	3	2			5
Other Independent	153	19	22		194
Short Stay Schools	29		15		44
Special	603	116	309	29	1057
Special Academies	30		22		52
Specialist Resource Bases	104	2	66	3	175
<b>Total</b>	<b>2681</b>	<b>230</b>	<b>1697</b>	<b>146</b>	<b>4754</b>

Source: January 2013 SEN2 DFE return and the data was collected as at 17/01/2013

SEN children have a broad range of needs. Our analysis (figure 2) highlights that 21% of children are classed as having a speech, language or communication need, and 19% have a behavioural, emotional or social difficulty.

Figure 2: Type of condition of SEN children

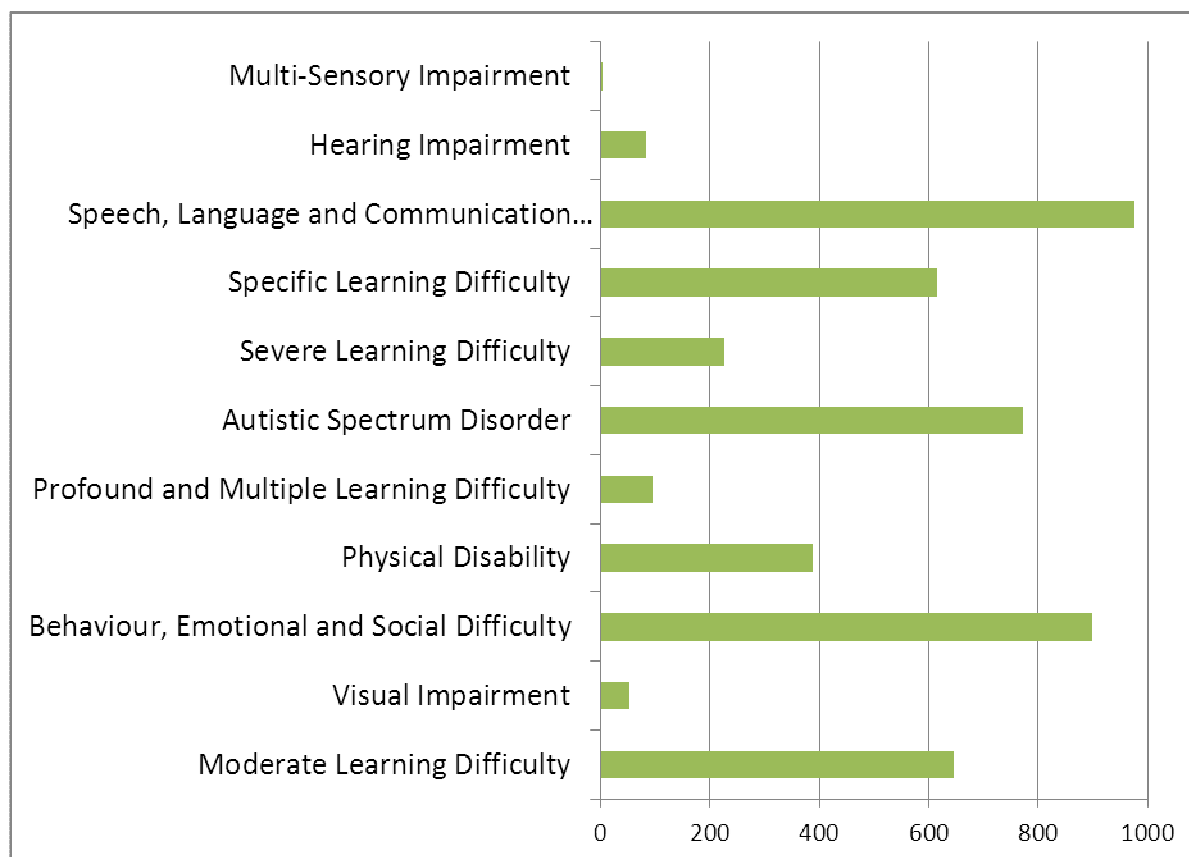


Figure 2 Source: January 2013 SEN2 DFE return and the data was collected as at 17/01/2013

Figure 3 shows that children from a non-white British/English background are slightly over represented in the SEN group of children when compared to the general Norfolk population. Twenty eight children with a Statement of SEN come from mixed white and black Caribbean parentage and sixteen mixed white and black African. Over 100 languages other than English are spoken in Norfolk schools, with almost 2,500 children in secondary schools (aged 11-16) whose preferred language is not English (mainly in Norwich and Great Yarmouth)<sup>2</sup>.

Figure 3: Ethnic background of SEN children

<i>Ethnic Background</i>	<i>Number of children</i>
Unknown (88) and Information Not Obtained (52)	140
Afghan	1
Any Other Asian Background	8
Any Other Black Background	8
Any Other Ethnic Group	2
Any Other Ethnic Group 2	4
Any Other Mixed Background	34
Any Other White Background	22
Arab Other	1
Bangladeshi	12
Black African	2
Black Congolese	5
Black Nigerian	1
Chinese	7
Filipino	8

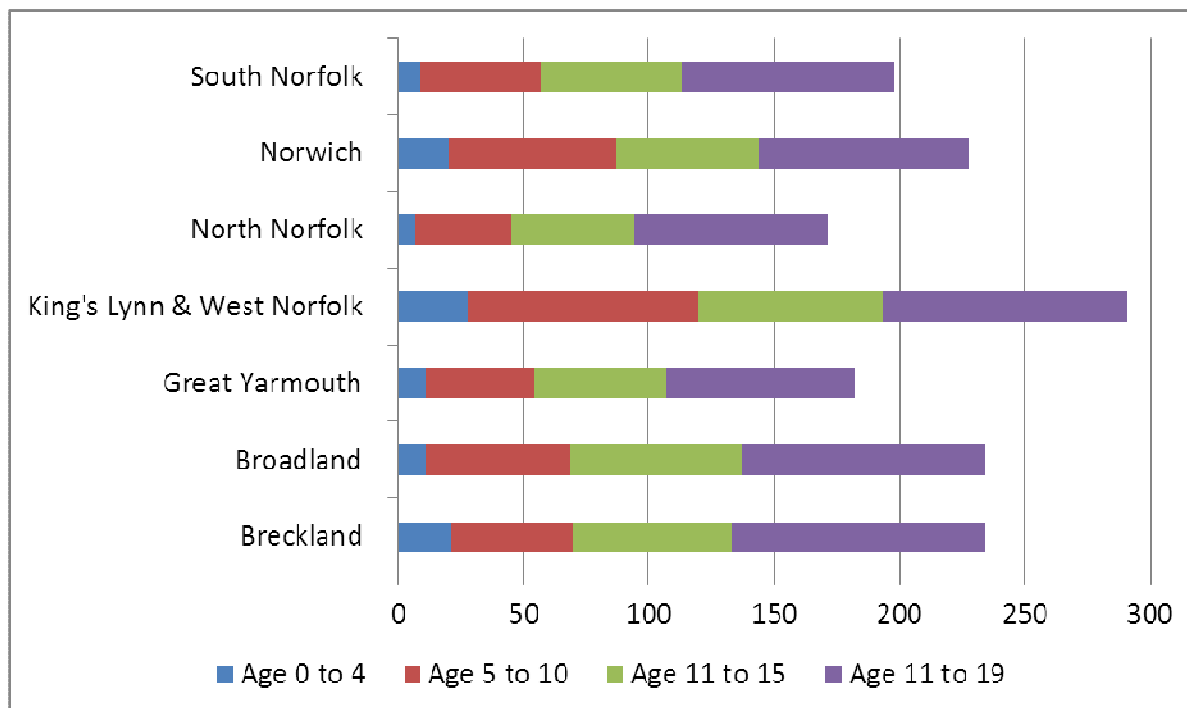
Indian	11
Iraqi	1
Kurdish	2
Mixed Asian and Any Other Ethnic Group	1
Mixed Black and Any Other Ethnic Group	1
Mixed White and Any Other Asian Background	10
Mixed White and Asian	5
Mixed White and Black African	16
Mixed White and Black Caribbean	28
Mixed White and Indian	5
Mixed White and Pakistani	2
Other Black African	10
Other Mixed Background	2
Other White	30
Other White British	3
Pakistani	3
Refused	22
Sri Lankan Tamil	1
Traveller of Irish Heritage	3
White Albanian	1
White British	4005
White Cornish	1
White Eastern European	14
White English	267
White European	2
White Gypsy/Roma	11
White Irish	15
White Italian	2
White Portuguese	14
White Turkish Cypriot	1
White Turkish/Turkish Cypriot	7
White Western European	3
<b>Total</b>	<b>4754</b>

Source: January 2013 SEN2 DFE return and the data was collected as at 17/01/2013

### Children with a disability

The Norfolk Register of Disabled Children and Young People is a database of children whose parents have agreed to place their child on the Register. It includes children from a wide range of disabilities from mild to significant or profound. There are currently around 1,024 children aged 0 to 19 on the Register, with the greatest number in the King's Lynn and West Norfolk area.<sup>3</sup> This is true for all age categories except the 11-19s, where there are slightly more children living in Broadland.

Figure 5: Number of children by district area on the register of disabled children and young people



Source: Children with Disabilities Register, March 2013, Local authority area

Figure 6: Total number of children on by age

Age	Number
Age 0 to 4	<b>107</b>
Age 5 to 10	<b>396</b>
Age 11 to 15	<b>421</b>
Age 11 to 19	<b>621</b>

The Office of National Statistics have calculated estimated disability prevalence rates using the General Household Survey and the Family Fund Trust's register of applicants (Chapter 10 (Disability) of 'The health of children and young people', ONS, 2004). See figure 4 below. Projections to 2020 show numbers as virtually unchanged.

Figure 4: 2020 projection of children with a disability in Norfolk

<i>Estimated Norfolk Children</i>	<i>Age 0-9</i>	<i>Age 10 -19</i>	<i>Age 0-19</i>
Long-standing illness or disability	15,000	17,500	32,500
Severely disabled	100	40	140

Source: ChiMat, March 2013

Children with long-term disabilities are a diverse group. Some will have highly complex needs requiring multi-agency support across health, social services and education. Other children will require substantially less support.

## 4. Potential impact

This proposal looks to respond to the Children and Families Bill that is currently going through Parliament. A number of changes to the provision of services for children and young people with Special Educational Needs and Disabilities (SEND) are anticipated as part of this including:

- Local authorities and health services will jointly commission education, health and social care services, and arrange integrated support
- Local authorities will publish a clear and transparent “Local Offer” to families
- Statements of SEN and learning difficulty assessments will be replaced with a new birth to 25 Education, Health and Care Plan (EHCP)
- Early Years/School Action/Plus will be replaced with a new single early years setting- and school-based category of SEN
- Those with an Education, Health and Care Plan will be offered a personal budget.

At this point in time it is difficult to exactly determine the impact this proposal will have on SEND children and their families. We are currently working with partners, including parents, schools and health colleagues, to develop the proposal further. One impact that we anticipate is that there will be a reduction in the number of children requiring multi-agency assessments and plans, and an increased focus on meeting the needs of children and young people early on.

Our analysis shows that there are currently 4,754 Norfolk children and young people with a Statement of Special Educational Need and 1,024 people on the register of disabled children and young people. It also shows that children and young people who identify as coming from a non-white British / English ethnic background are overrepresented in the SEN cohort. It is likely that all these children, young people and their families will be impacted by the changes that will come about once the Bill goes through Parliament.

This proposal is also linked to proposal number 26 that will reduce the cost of transport for children with Special Education Needs. Proposal 26 is seeking capital funding to create more school places in Norfolk for children with complex needs. The investment would mean that some children and young people may not have to travel so far to get to a school that meets their needs.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between and Thursday 19 September and Thursday 12 December. The majority of people who responded to this proposal identified that there was a lack of information upon which to base their response, however, a number did express their concern about the impact it would have on SEND children and young people and their families, making reference to these being some of the most vulnerable people in society.

Given the nature of this proposal, it is critical that this Equality Impact Assessment continues to evolve and for there to be further consultation on this proposal as it becomes clear what the changes will be.

## 5. Actions

Should this proposal go ahead the following actions will be delivered.

	<b>Action/s</b>	<b>Lead</b>	<b>Date</b>
1.	Further work to Equality Impact Assess the proposal as it develops will be undertaken to determine the full impact	<b>Michael Rosen</b>	<b>Ongoing</b>
2.	Undertake further consultation with children, young people, their carers, schools and others affected by this proposal, once further detail on the changes is available.	<b>Michael Rosen</b>	<b>As required</b>

## 6. Further information

For further information about this Equality Impact Assessment please contact the Planning, Performance and Partnerships service on

**Tel:** 01603 228891

**Email:** PPPService@norfolk.gov.uk

<sup>1</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>2</sup> Age and Stage Profile 11-19 [www.norfolkinsight.org.uk/explorer/resources/](http://www.norfolkinsight.org.uk/explorer/resources/)

<sup>3</sup> Age and Stage Profile 11-19 [www.norfolkinsight.org.uk/explorer/resources/](http://www.norfolkinsight.org.uk/explorer/resources/)

**Child and Young Person Teams response to Looked After Children Reduction Strategy**

Report by the Interim Head of Commissioning (LAC & Edge of Care)

**Summary**

This report details the strategy Children's Services is employing to reduce the current excessive numbers of Looked After Children (LAC).

The report must be viewed in the wider context of significant action which is being taken across Norfolk Children's Services (NCS) to improve performance in all areas, as effective and sustainable long-term LAC reduction is dependent not just on specific targeted action but on that overall NCS improvement.

Members are asked to note the critical nature of LAC reduction and the actions taken/progress made thus far in addressing this.

**1. Background**

1.1 Norfolk Children's Services has an excessive and still growing LAC population, in comparison to both Statistical Neighbour Averages (SNA) and the national picture.

<b>Year</b>	<b>Norfolk</b>	<b>SNA</b>	<b>England</b>
<b>2008</b>	830	425.5	59,380
<b>2009</b>	840	428.0	60,910
<b>2010</b>	890	460.5	64,460
<b>2011</b>	960	471.5	65,520
<b>2012</b>	1,010	498.0	67,050
<b>2013</b>	1,060	n/a	68,110

\*All LAC figures in this report are rounded to the nearest 10 as per DfE requirements

1.2 The current total number of LAC as at w/e 31/1/14 was 1137, against a target population of 770.

1.3 The high numbers are attributed to two elements:

- A continuous stream of new entrants
- Lack of movement in the existing population

It is vital that we seek to address both of those elements simultaneously if we are to make real inroads into reducing LAC numbers.

1.4 LAC reduction is seen as business critical



## 2. Contents of Report

### 2.1 Introduction

2.1.1 This document sets out Norfolk County Council's (NCC) strategic intentions in relation to reducing the number of Looked After Children (LAC) in its care. Its foundations are provided by NCC's ambition for all children and young people:

***"We believe that all children and young people have the right to be healthy, happy and safe; to be loved, valued and respected; and to have high aspirations for their future."***

2.1.2 The strategy is supported by the voice of young people and in particular our work with the Norfolk In Care Council. In addition, it is complemented, supported and enabled by a suite of other strategic and operational plans and as such, should be read in conjunction with those documents, including:

- The Norfolk 'Promise' for 0-15 yrs and 16+
- Early Help Strategy
- Norfolk Good to Great
- Strategic and Operational improvement plans
- 16+ Accommodation Transitions Strategy

### 2.2 Our Vision for children

2.2.1 We believe that the views of children and young people should be central to everything we do and we will work tirelessly to ensure those views are heard and acted upon.

2.2.2 So long as it is consistent with their safety and well-being and their expressed view, we believe a child or young person should be brought up within their own family or the extended family network. As such, our primary focus will be on the provision of services which support families to stay together.

### 2.3 Our Ambition for the service

2.3.1 Our ambition is to be an outstanding LAC Service by the end of the financial year 2015-16. This means our service will be:

- informed and influenced by the views and experiences of children, young people and their families
- responsive to the changing needs of children, families and communities
- of the highest quality and will deliver improved outcomes
- lead by innovative, influential and ambitious leaders
- continually improved in line with learning

2.3.2 Collectively, these qualities will ensure that NCC is able to deliver on its vision for children and young people.

### 2.4 Our Principles

2.4.1 We recognise that it will not always be possible or desirable for children to stay with their families and where it is appropriate and necessary for a child to enter care, we will ensure that we only accommodate the right children, at the right time for the right duration.

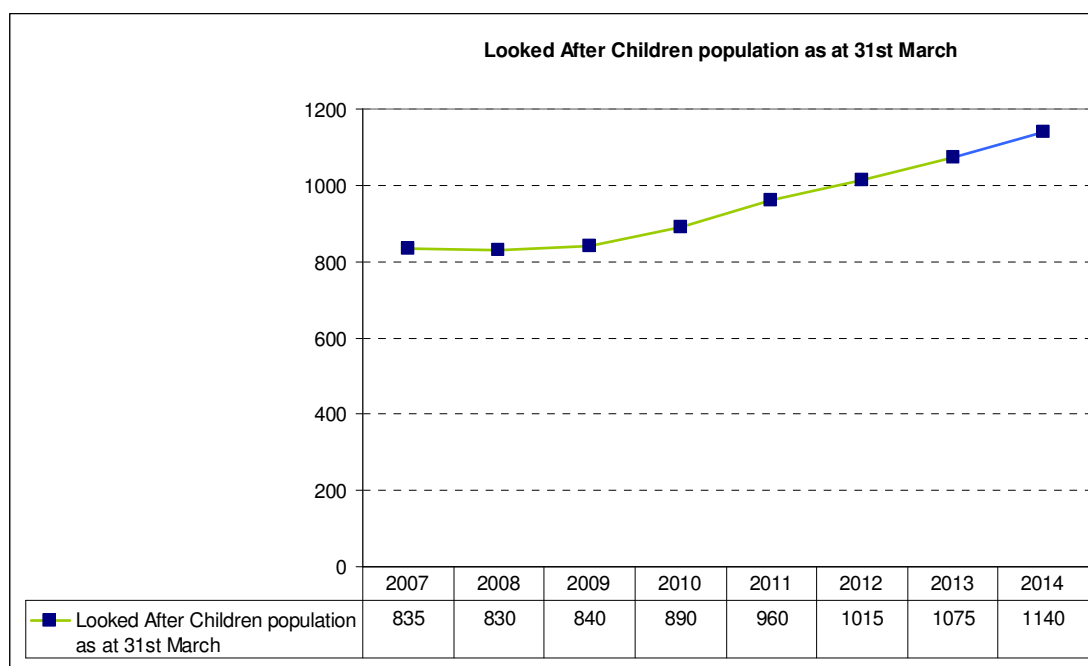
- 2.4.2 We believe that foster care is the next best alternative to children living with their own families, because this best replicates the home experience.
- 2.4.3 We believe residential provision should only be used in exceptional cases and will usually be a short-term, crisis intervention solution pending reunification or a move to a foster placement.
- 2.4.4 We realise the importance of understanding children's needs, planning to meet those needs within meaningful timescales and continuously reviewing how well plans are working.
- 2.4.5 We believe that the placements we offer should be of high quality, should be able to meet the needs of children placed in those services and should be accountable for delivering against the objectives detailed in care plans.
- 2.4.6 We believe that a relentless, proactive approach to reducing children in the Looked After system is a key element in realising our ambition and ensuring the best possible outcomes for all Norfolk's children and young people.

## 2.5 Strategy context and key challenges

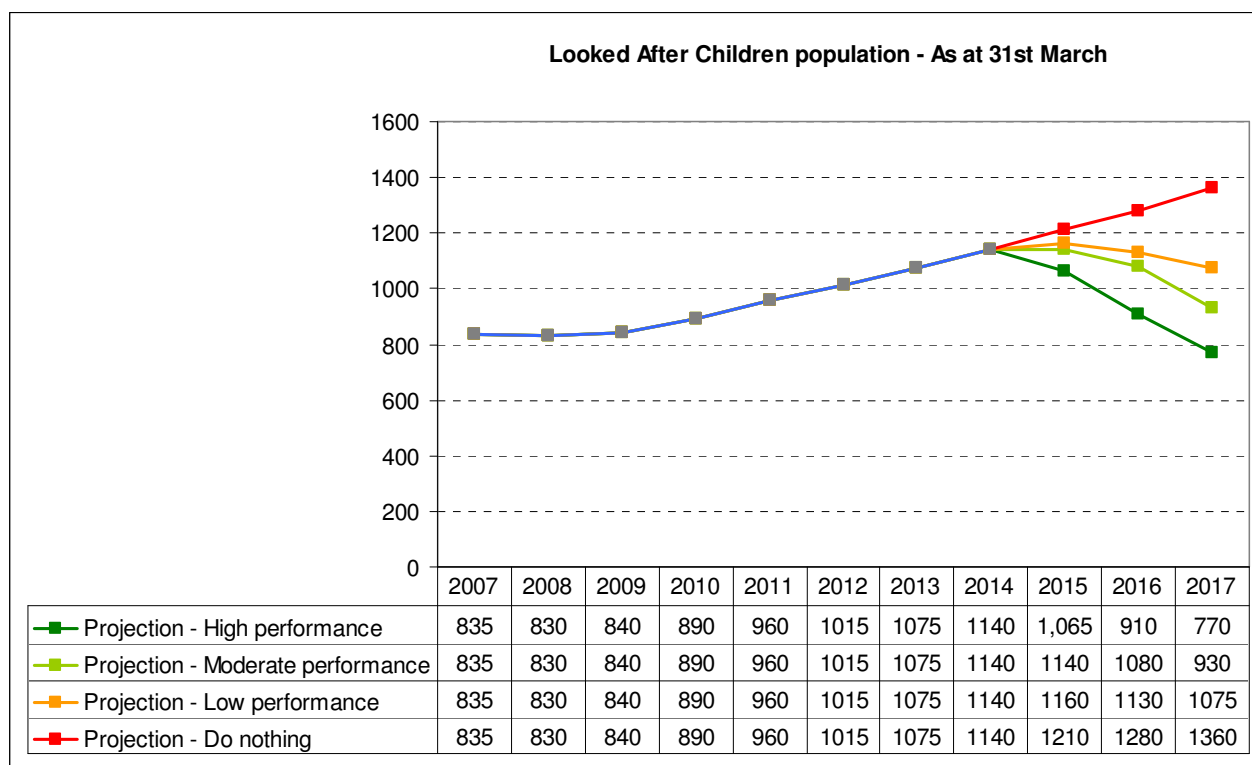
- 2.5.1 Norfolk currently is rated as providing an inadequate service to its LAC population and is subject to a Directions notice. The LAC Improvement Plan addresses the specific actions required by Ofsted and will be refreshed by mid March when as part of the whole improvement plan it will be submitted to the DfE. This strategy is focussed on reducing the current high numbers of LAC in Norfolk and creating the environment where this can be sustained over time.

## 2.6 LAC Numbers

- 2.6.1 Norfolk currently has too many children in care in comparison to both Statistical Neighbour Averages (SNA) and the national picture. The graph below shows the pattern of LAC increase across the period 2007-2013 and includes the projection through to March 31<sup>st</sup> 2014 within the current trend.



- 2.6.2 The specific trigger for the beginning of the dramatic increase in numbers across 2009/10 cannot necessarily be attributed to a specific event. However, it coincides with a high profile child death in another LA (Baby P) and mirrors similar patterns experienced nationally at that time.
- 2.6.3 Although the numbers have stabilised since November 2013, there are still currently 1137 Norfolk LAC. This position is entirely at odds with our fundamental belief that, in order for children to have the best chance of reaching their potential, we should work wherever it is safe to do so to ensure that children are brought up within their own families.
- 2.6.4 In addition to the conflict with our fundamental beliefs, the impacts of high LAC numbers in Norfolk have been wide-ranging and significant including:
- Insufficient time to talk to children and young people regarding their wishes and feelings about what is happening
  - Crucially for families, time-pressed workers are also less able to spend the time they need to work intensively with them at the earliest opportunity, leading inevitably to further incidences of admission to care.
  - High case numbers for social workers mean that we have previously failed to meet statutory requirements particularly around key documents such as Initial and Core Assessments, Personal Education Plans and Health assessments.
  - Identifying and securing the right placements for young people, requires a system which carries some slack in its capacity. At present, the extremely high LAC numbers means our fostering and residential provisions are often at maximum capacity. This significantly decreases our placement options and can mean that children are placed in out of county resources which can be isolating for the child and expensive to resource.
  - While we are spending more money on high cost placements, we don't have the money to invest in early help and support – this cycle has to change
  - We have been set a challenging savings objective which we will only achieve through a radical change in our approach
- 2.6.5 As such, significant LAC reduction is fundamental to NCS achieving its ambition to be an outstanding children's service.
- 2.6.6 In analysing data, four other LAs have been identified where similar patterns of increasing LAC numbers to Norfolk's have been evidenced but where a subsequent reduction has been achieved - Derbyshire, Northamptonshire, Essex and Warwickshire.
- 2.6.7 The following graph uses the performance achieved by those authorities to show the projected impact on LAC numbers in Norfolk relative to High, Moderate and Low performance and also in the event that no action is taken.



2.6.8 At current average LAC costs the in-year savings/costs in relation to each performance pathway would be as follows:

	2015	2016	2017	Total saving/cost across 3 years
<b>High Performance</b>	-£3,814,200	-£11,696,880	-£18,816,720	-£34,327,800
<b>Medium Performance</b>	£0	-£3,051,360	-£10,679,760	-£13,731,120
<b>Low Performance</b>	<b>+£1,017,120</b>	-£508,560	-£3,305,640	-£2,797,080
<b>Do Nothing</b>	<b>+£3,559,920</b>	<b>+£7,119,840</b>	<b>+£11,188,320</b>	<b>+£21,868,080</b>

At its extremes the difference across the three years between high performance and doing nothing equates to in excess of £55 million and even at low performance the difference equates to more than £24 million

2.6.9 Achieving a significant reduction in LAC will require changes to practice, service delivery and perhaps most importantly, culture.

## 2.7 Care Planning & Assessment

2.7.1 Effective care planning is fundamental to children and young people achieving their full potential. This can only be achieved when those care plans are informed by the views of the children and young people to who they relate. Norfolk does not have a good track record in consistently delivering the kind of high-quality planning and assessment it believes children and young people need and deserve.

2.7.2 Norfolk has not had a good track record where care planning and assessment is concerned. Lack of consistency in the quantity and quality of these activities has resulted in some cases in placement drift and has undoubtedly contributed to the current high LAC numbers.

## **2.8 Sufficiency and Placement Mix**

- 2.8.1 There is a statutory duty placed on LAs to ensure that sufficient accommodation is available to meet the needs of their LAC and that this should, on the whole, be available in-County.
- 2.8.2 This creates a considerable challenge. In Norfolk we have developed an over-reliance on residential provision meaning that, at 13% of our total LAC population, we have almost double the national average of LAC placed in residential.
- 2.8.3 This is further compounded by our high LAC numbers and the comparative lack of residential resources in the County, leading to overuse of out of county placements.
- 2.8.4 We currently have a high proportion of 16+ LAC and in order to make pathway planning meaningful it is important that we have a broad and accessible leaving care provision.

## **2.9 Achieving £17m the savings across 2014-17**

- 2.9.1 The difficult economic climate has lead NCC to identify the need for £17m of savings on LAC expenditure across the 3-year period 2014-17. This is a challenging enough target in its own right. However, due to our current excessive LAC numbers, there is a projected £3m overspend on LAC for the current year. This effectively means that savings of £20m need to be achieved against current expenditure.
- 2.9.2 Without decisive action now, this overspend would continue to increase to the projected levels reported earlier.

## **2.10 Current Cohort – actions and achievements to date**

- 2.10.1 Given the scale of the problem, it is essential to take a structured, systematic approach to reducing the current cohort. It is also necessary to avoid creating a cumbersome, over-engineered solution. Therefore, in relation to addressing existing LAC, a simple, replicable model has been adopted which targets focussed work on selected cohorts. An experienced agency social work manager has been commissioned solely to focus on overseeing delivery of this process.

### **2.10.2 Reunification possibilities**

Those children and young people who, with the right support, might be able to be successfully reunified with their families by 31<sup>st</sup> March 2014 (the cut off date was applied in order to ensure a manageable cohort was identified).

The Clinical Commissioning Team has assisted in identifying providers to undertake support work which NCS does not have the capacity and/or expertise to provide in-house. As a result of this work, it may be possible to reunify 41 children and young people by 31<sup>st</sup> March 2014.

### **2.10.3 Foster care - SGO conversions**

By focussing attention on those children and young people currently placed with foster carers where an SGO arrangement had either been discussed or was believed to be possible and desirable we have identified 40 LAC have been identified for migration to SGO.

### **2.10.4 Young people 17+**

The most urgent cohort for attention has been young people aged 17+ who would benefit from and/or could manage a suitably controlled step-down from their current placement. NCS has approximately 160 17+ looked after young people, so, in order to focus on a manageable number of cases, this cohort has been subdivided into

chronological quarters. The first cohort of 55 young people have been identified and detailed case discussions have commenced.

#### 2.10.5 Future cohorts

Two further cohorts have been identified for attention:

- Children aged 2 and under
- Children and young people aged 13+ who have entered care within the last 6 months

### 2.11 Edge of Care

2.11.1 A Resource and Practice Development Group has been established to work collegiately with case-holders to devise, resource and deliver packages of care and support designed to enable families on the edge of care to stay together. Over a period of approximately 10 weeks the CCAS provided 98 packages to 63 families (202 children). The success of these 98 packages are being evaluated and dissemination of initial findings will occur by the end of February 2014.

### 2.12 Care Planning & Assessment

2.12.1 A review and redesign of the use of Carefirst has been undertaken by external consultants and staff have received briefings around use of the new system. In addition, a comprehensive suite of management reports are now produced on a monthly basis to monitor the completion of planning and assessment activity.

### 2.13 Impact of high LAC numbers

2.13.1 High LAC levels have a significant impact on our ability to provide the service we aspire to. Among the biggest impacts are:

2.13.2 Identifying and securing the right placements for young people, requires a system which carries some slack in its capacity. At present, the extremely high LAC numbers means our fostering and residential provisions are often at maximum capacity. This significantly decreases our placement options and can mean that children are placed in out of county resources which can be isolating for the child and expensive to resource.

2.13.3 High LAC case numbers for social workers mean that we have previously failed to meet statutory requirements particularly around care-planning, PEPs and Health assessments.

2.13.4 Crucially for families, time-pressed workers are also less able to spend the time they need to work intensively with families at the earliest opportunity, leading inevitably to further incidences of admission to care.

2.13.5 Our ability to use funding effectively is severely compromised and having been set a challenging savings objective, we will need a radical change in our approach.

### 2.14 Addressing the New Entrants

2.14.1 In seeking to address the constant flow of new entrants it was felt essential to establish both the efficacy of our decision-making at the point of entry to care and a process for intervening with families on the edge of care to support them to stay together where safe and appropriate to do so. The Edge of Care Panel and Children's Case Advisory Service (CCAS) were the primary vehicles used to address this.

- 2.14.2 The Edge of Care Panel scrutinised all non-emergency entries to care over an 8-week period. Its findings backed up the view taken by Ofsted that, at the point of entry to care, the decisions to admit children and young people to our care were, on the whole, appropriate and necessary. As a result, we are confident that the existing system of delegating authority to the relevant Tier 4 Managers was fit for purpose and have reverted to that model. The panel has subsequently ceased to operate.
- 2.14.3 The CCAS was established to work collegiately with case-holders to devise, resource and deliver packages of care and support designed to enable families on the edge of care to stay together. Over a period of approximately 10 weeks the CCAS provided 98 packages to 63 families (202 children). We are evaluating the success of these 98 packages and intend to disseminate our initial findings by the end of February 2014.
- 2.14.4 As a new initiative we were aware that the CCAS as a process/tool would need fine-tuning over time. For example, we have not always been able to involve the social worker directly in case discussions which significantly undermines the process. As such, we are looking at the use of technology such as video-link to address this.
- 2.14.5 We were also aware that the new focus/approach the CCAS would bring to cases might actually throw up issues we had not considered and this has proved to be the lived reality. There is an emerging large cohort of 'high end' need families who were tipping into pre-proceedings before coming to our attention, and these constituted approximately two thirds of our referrals (approximately 40 families). These cases were/are effectively too far down the road of entry to care for that outcome to be realistically and/or safely averted. As such we are currently looking at how we can filter referrals to the CCAS to ensure that only genuine 'edge of care' families are presented.

## **2.15 Key Priorities**

- 2.15.1 The following tables detail the 4 key priorities and 7 corresponding objectives which have been identified as the foundations for ongoing, sustainable LAC reduction

## Priority 1

### Reducing LAC Numbers

This will require a two-pronged approach to address both reduction in the current cohort and reduction in the flow of new entrants. Reduction in the flow is likely to be a 'slower burn' as it relies on effective intervention at an earlier point.

Reduction in the current cohort is more readily achievable but it must be noted that the current position is the result of a significant number of years of steady increase. As such, there is no 'quick fix'.

### Objective 1

Developing and delivering an Edge of Care offer which complements our Early Help offer and provides dynamic, bespoke support and intervention to families to enable them to stay together.

#### Impact Measures

reduction in LAC numbers

increase in number of multi-agency approaches

increase in effectiveness of multi-agency approaches

positive feedback from children and families

### Objective 2

Delivering the reunification/leaving care packages identified through the cohort-based reduction agenda

#### Impact Measures

reduction in LAC numbers

increase in re-unifications

increase in number of pre-18 care leavers

positive feedback from children and families

higher quality care leaving packages



## Priority 2

### **Delivering timely, high-quality care planning & assessment**

Where children enter LA care, the drive for reunification, or where this is not possible, an alternative family placement, requires rigorous care-planning. Care Plans must be of a consistently high quality and clearly evidence:

- how children will be fully involved in their care planning
- how placements will contribute to enabling children to be reunified with their families, or placed for permanence in foster care where appropriate
- the projected timescale and key milestones in that journey
- how progress will be monitored

In the same way, timely, high quality Pathway Plans must evidence how the current placement will prepare the young person for their transition to semi-independence/independence and be measurable against the above criteria.

### **Objective 3**

Care plans and pathway plans are completed to a consistently high quality and detail SMART objectives for existing/planned placements and how those objectives will enable the child to be reunified, placed with another family or to leave care as appropriate.

#### **Impact Measures**

- all children shown to be fully involved in their care planning
- decrease in placement 'drift'
- increase in planned placement moves
- increase in reunifications
- increase in numbers of children migrating from residential to family placements

### Priority 3

#### Re-engineering the placement offer

Despite the consistent increase in LAC numbers over time, use of residential placements has been relatively static. Since it is not directly proportional to LAC numbers, it should be possible to achieve a targeted reduction in residential use.

#### Objective 4

Use of residential provision reflects our stated approach, is below both national and statistical average and is provided in-County.

##### Impact Measures

residential provision is only used in exceptional cases

residential placements are short-term

reduction in residential use to below 7% of total LAC

increase in migration from residential to family placements

decrease in out of county placements

#### Objective 5

Monitoring and evaluation review (MER) process in place to monitor the performance of residential provision in both quantitative and qualitative forms.

##### Impact Measures

increase in children placed in good, or better residential placements

increase in residential placement quality

increased levels of satisfaction evidenced from children and young people

increase in migration from residential to family placements

#### Objective 6

Access to and availability of quality private and social rented properties are expanded for care leavers.

##### Impact Measures

increase in planned move-on

greater leaving-care choice

positive feedback from care leavers

#### Priority 4

##### **Profiling and Delivering £17m in Savings**

It is vital if we are to establish more effective, efficient and sustainable services that any reduction in funding is carefully matched to data/intelligence informed, strategic re-profiling of those services. Top-slicing budgets across the board, may offer a short-term solution to funding challenges but, in reality, is highly likely to lead to longer-term service-delivery problems.

##### **Objective 7**

Savings projections are sensible, data-informed (qualitative and quantitative) and achievable and mirror the LAC reduction profile and placement mix profile

##### **Impact Measures**

projected savings are achieved

increased availability of funds to reinvest in early help

### 3. **Resource Implications**

#### 3.1 **Finance:**

Any costs associated with the LAC reduction agenda are currently being met from existing budgets.

#### 3.2 **Staff:**

An existing agency worker has been retained following the end of her initial contract. There are no proposed substantive increases in staffing complement, although specific roles and responsibilities may change for existing staff.

#### 3.3 **Property:**

There are currently no identified property-related issues.

#### 3.4 **IT:**

The use of video-link technology within the CCAS is being explored.

### 4. **Other Implications**

#### 4.1 **Equality Impact Assessment (EqIA)**

Keeping families together where it is safe to do so and improving in the range and availability of placement options will enhance equality of opportunity for some of the most disadvantaged children and families in Norfolk.

#### 4.2 **Impact on Children and Young People in Norfolk**

It is proposed that our focus on LAC reduction will lead to better outcomes for children and young people.

#### 4.3 **Any Other implications**

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

### 5. **Section 17 – Crime and Disorder Act**

5.1 There are no currently identified implications

### 6. **Risk Implications/Assessment** (where appropriate)

6.1 There is currently an overspend on the LAC budget and with a challenging savings objective across 2014-17, continued high LAC numbers represents a serious financial risk

### 7. **Action Required**

7.1 Overview and Scrutiny Panel members are recommended to note the critical nature of LAC reductions and the progress made thus far in addressing this

## Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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## **Early Help Offer**

Report by the Director of Children's Services

### **Summary**

The purpose of early help is (a) to enable children, young people and families to remain on, or return to, the universal pathway defined in Appendix 2 so that their needs can be met alongside their peers and (b) to prevent escalation to higher levels of need and intervention

The Early Help Offer has been revised and a new approach requires approval from Members. The new approach is based on the principles set out in this report and detailed in the Early Help Improvement Plan (appendix 1), Pathways to Support (appendix 2), How to Tackle the Challenge of Early Help (a District Based Model) (appendix 3) and Outcomes Framework (appendix 4). The offer also includes the revised early years strategy which is the subject of a separate report to the March 2014 meeting of Overview & Scrutiny.

This report clarifies the purpose of early help, how it will be delivered through a mix of direct and commissioned evidence-based services in local partnerships with other agencies and close engagement with communities, and how its impact will be measured.

**Recommendation:** That Overview & Scrutiny consider the proposals and agree the new direction of policy and strategy for implementation together with associated resource allocations.

## **1. Background**

## **2. Contents of Report**

### **2.1 Principles of Early Help Offer**

#### **2.1.1 The purpose of early help is**

- (a) to enable children, young people and families to remain on, or return to, the universal pathway so that their needs can be met alongside their peers and
- (b) to prevent escalation to higher levels of need and intervention.

An action plan to deliver improvements in the delivery of early help is attached as Appendix 1. A model of how families will access Early Help is attached as Appendix 2.

#### **2.1.2 Support will be provided as early as possible after needs are identified**

#### **2.1.3 Resources will be deployed across the County in line with a geographic and demographic needs analysis that includes**

- a) data at County, Divisional, District and Lower Super Output Area level,
- b) profiling by the Customer Insight Team, and
- c) priorities identified from engagement with children, young people, families, and our service delivery partners. The voice of children, young people and families will be clearly evident in the shaping of services and the manner of their delivery.

- 2.1.4 Wherever possible, early help will be provided through programmes that have an independently validated evidence base demonstrating effectiveness in improving outcomes relevant to the needs identified.
- 2.1.5 Services will be delivered through local partnerships including County and District Councils, the full range of education providers across the 0-25 age range, the voluntary and community sector, Police, Health commissioners and providers, Adult Services, and commissioned services for families such as Children's Centres, Parenting Support, and Family Intervention. These partnerships will deliver services directly while working to engage and develop the community's own capacity to meet local needs. They will be guided by the principle that children thrive within families that are secure in a positive community. It is proposed that these local partnerships will be organised as far as practicable in line with the geographical boundaries of Clinical Commissioning Groups in order to achieve the best possible coordination of commissioning and service delivery.
- 2.1.6 The main elements of the Early Help Offer are
- integrated early years services,
  - interventions that address domestic abuse/violence, substance misuse and mental health (including adults where this impacts on children),
  - services for children with special educational needs or a disability,
  - programmes to improve parenting and the quality of family life,
  - emotional well-being, services to develop the independence of young people in transition to adulthood and address behaviour and attitudes that lead to social exclusion or inability to access universal services.

There will be clear pathways to link with Norfolk Family Focus (Troubled Families) and other services meeting higher levels of need. An example of this approach being implemented in South Norfolk is attached as Appendix 3.

- 2.1.7 Early Help will be available to all in accordance with need but there will be a specific focus on reducing inequalities as required by the statutory duties placed upon the County Council and its partners in legislation including various Education Acts, Childcare Act 2006, Equalities Act 2010, and Health and Social Care Act 2012.
- 2.1.8 Impact of Early Help will be measured at different levels, ranging from achievement of specific goals identified for individual children, young people and families to system-wide indicators. An Outcomes Framework agreed by the Early Help Improvement Board is attached as appendix 4. This includes key indicators that will be measured with a strong focus on ensuring that individuals receiving early help are supported to achieve in line with, or better than, their peers particularly on measures of educational achievement.

### **3. Resource Implications**

#### **3.1 Finance**

Cost contained within agreed budget and no further financial implications arising from this policy.

#### **3.2 Staff**

No staffing changes will arise directly from this report. Any changes to staff deployment or structures will go through the Council's normal procedures.

### **4. Other Implications**

#### **4.1 Equality Impact Assessment (EqIA)**

The approach recommended in the report will benefit all children, young people and families who are at risk of poorer outcomes than their peers or of becoming subject to social care under S.17 (Child in Need) or S.47 (Child Protection). There is a specific focus on supporting these children, young people, and families to achieve the same or better rates of development as similar age children nationally. Consequently, there will be a positive impact on protected groups with a significant reduction in disadvantage for individuals.

#### **4.2 Impact on Children and Young People in Norfolk**

The recommendations will lead to improved outcomes for children and young people in Norfolk where they might otherwise be at risk of achieving a poorer level of development than their peers.

#### **4.3 Any Other implications**

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

#### **5. Section 17 – Crime and Disorder Act**

More effective early help will reduce anti social behaviour and the risk of young people becoming involved in crime.

#### **7. Action Required**

Scrutiny consider the proposals and agree the new direction of policy and strategy for implementation together with associated resource allocations.

### **Background Papers**

Papers referred to in the writing of this paper are contained within the Appendices.

### **Officer Contact**

If you have any questions about matters contained in this paper please get in touch with:

Officer Name	Tel No;	email address
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Michael Rosen	01603 223747	michael.rosen@norfolk.gov.uk
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# Early Help Operational Improvement Plan

2013 - 2015

Version 2.05

**Improving Times**  
...in Children's Services



## Early Help Operational Improvement Plan

### Early Help

<b>Accountable</b>	<b>Assistant Director - Early Help</b>
<b>Responsible</b>	Early Help SMT
<b>Outcome</b>	Children, young people and their families receiving the early help they need in order to progress and secure positive outcomes in relation to their social, personal, emotional and economic lives, preventing the need for more specialist services, including children coming into care, as a consequence of unmet or escalating needs.
<p><b>What we will see</b></p> <p>The Leader of Norfolk County Council has recently confirmed the council's strategic priorities:</p> <p><i>"By putting people first, councillors want to achieve a better, safer future for the whole of Norfolk, based on education, economic success and listening to local communities.</i></p> <p><i>Excellence in education – championing children and young people's right to an excellent education, training and preparation for employment and making sure they have the talents and ability to compete with the best.</i></p> <p><i>Real jobs – promoting employment that offers security, opportunities and a good level of pay – leading to sustainable jobs throughout Norfolk."</i></p> <p>Children's Services improvement is an essential and integral element to the council's strategic priorities and is reflected by the urgent emphasis on improvement; focused on how we support educational improvement, improve safeguarding and Looked After Children services. This improvement plan is focused on improving our early help to children young people and their families, so that our vision for children and young people is fully realised:</p> <p><i>We believe that all children and young people have the right to be healthy, happy and safe; to be loved, valued and respected and have high aspirations for their future.</i></p>	

Our ambition is to have a comprehensive multi agency early help offer which is improving outcomes for children and young people, their families and local communities. We are committed to building a partnership approach to early help that enables individuals to consistently receive the support they need, at the earliest opportunity, including from their own extended family, the local community, via a single agency or through a co-ordinated multi agency process. We want children, young people and their families to have a positive and productive experience, each time services are provided, and more collaboration through agencies pooling resources and supporting joint working so that we make optimum use of all available resources to improve the outcomes being achieved for individuals, families and communities.

We will achieve this by providing support as soon as a problem emerges, at any point in a child's life, as they progress along a pathway from birth and their early foundation years, through adolescence and into adulthood. Our emphasis is on supporting families, communities and universal settings within local neighbourhoods, to provide prevention and early help which enables individuals to remain on and have their needs met along this 'universal pathway'. Where individuals have unmet needs our emphasis is on meeting these needs quickly before they escalate and for children and young people with complex needs requiring more specialist support to experience smooth processes that help step-up or step-down intervention in response to need and risk, for example in relation to children and young people on the edge of care.

The compelling case for early help has been made nationally in the Graham Allen report on intervening early in a child's life, the Field report on preventing generational poverty, the Munro review of children's social care services, the Tickell review of early years and the Marmot review of health. These reports alongside evidenced based research clearly demonstrate that early help results in positive benefits to the social, personal, emotional and economic lives of children and young people, their parents and carers.

Across Norfolk there has been a sustained increase in the number of children referred to statutory interventions by children's services and a 17% increase over 2 years in the number of Looked After Children. Meeting the needs of these children requires intensive, high cost, multi-agency resources which often do not achieve the positive outcomes hoped for. We have not, to date, delivered a sufficiently coherent multi-agency early help offer or targeted services which prevent the escalation of need and risk and improve outcomes for individuals. This has meant the delivery of early help has been inconsistent, as has been our use of the common assessment framework across agencies, delaying the speed with which children and young people's needs are recognised.

In Norfolk, early help must be the catalyst that changes how local partners work together and with families and communities, to ensure that all available resources (services, workforce, finances and social capital) are used in the best possible way and at the earliest possible opportunity to effect positive change. Early help is a strategic priority for Norfolk County Council and its partners in order to break the cycle

of poverty, social exclusion and disadvantage. It is a strategic priority for Children's Services and its partners given our ambition to reduce the number of children subject to child protection plans and reduce the number of looked after children in the county. Early help requires leaders, managers and front-line staff across all services and sectors whose work has an impact on the lives of children and young people to ask *"how could we, within the limits of our existing and future predicted resources, do things differently, so that we get help to children and families earlier?"*

We are focused on improving partnership approaches and our engagement with children, young people and their families, recognising that we have existing examples of effective early help to build upon. But equally we acknowledge that there is an urgent and immediate priority to improve outcomes for children and young people through our early help offer. We recognise that we will only secure this rapid improvement by:

- Getting the basics right
- Leading and managing well
- Effective performance management
- Productive and purposeful partnership working

These improvement imperatives span the breadth of our early help activity:

- Early help being delivered through partnerships.
- Direct delivery of early help to children, young people and their families by our own Children's Services teams.
- Commissioned early help provision we have contracted from 3<sup>rd</sup> party providers.

Our improvement emphasis requires us to better understand the contribution to outcomes that our early help provision is making for individuals, families and communities. As a consequence we have recently developed a multi-agency high level outcomes framework to assist Children's Services and partner agencies to assess the impact of our work, across the county as well as locally within particular neighbourhoods, and for specific groups. Our age and stage needs profiles, developed with the Norfolk Insight Team as part of the joint strategic needs assessment (JSNA), provide a useful baseline in terms of children and young people's need. The outcomes framework, applied to our early help provision across the partnership, will allow us to understand and measure the impact:

- For individuals - assessing the impact of early help through using a variety of validated outcome measurement tools that help measure progress for individual children and young people across a range of personal and social capabilities, such as confidence or self esteem.
- For families - assessing the contribution of early help to improving outcomes through tracking measures and indicators related to employment and jobs, education and skills, housing, parenting, mental health, substance misuse, antisocial behaviour and offending.
- For communities - assessing the contribution of early help to securing healthy populations, a vibrant local economy, reduced poverty, safer communities and improved community cohesion, strong and sustainable communities with engagement by individuals in democratic processes.

We must do all of this within the current financial context of reducing budgets across the public sector, and voluntary and community sector organisations. We have to find ways to reduce demand for high cost interventions and meet needs through delivering effective early help.

To secure the step change in outcomes for children, young people and their families , it is clear that there are four improvement priorities for the Early Help Improvement Board to pursue (as highlighted in the following action plan):

- 1. To improve multi agency governance and partnership arrangements which support the delivery of coordinated effective early help.**
- 2. To improve early assessment of needs including multi agency use of the Family Support processes (ex CAF) in order to increase the effectiveness of provision and individual practice.**
- 3. To improve the participation of children and young people as service users and the ‘voice of the child’ in shaping early help provision at both a strategic and operational/case level.**
- 4. To improve the quality of early intervention with families in order to prevent the escalation of their needs and reduce the need for intervention from safeguarding teams.**

### **How do we define the standards?**

- The Children Acts 1989 and 2004
- Statutory Guidance including Working Together to Safeguard Children 2013
- The College of Social Work Professional Capabilities Framework for Social Workers
- Standards for Employers of Social Workers in England and Supervision Framework
- Children and Young People's Act 1933 and 1963
- Education Act 1996
- Child Care Act 2006
- Education and Inspections Act 2006
- The Education (Pupil Registration) (England) Regulations 2006
- Improving Behaviour and Attendance Statutory Guidance 2008
- Education & Skills Act 2008 (which replaced Section 140 of the Learning and Skills Act 2000).
- Children Missing Education Statutory Guidance 2009
- Safeguarding and Promoting the Welfare of Disabled Children Using Short Breaks Statutory Guidance 2010
- Services and Activities to Improve Young People's Wellbeing Statutory Guidance 2012
- Education Act 2011
- Early Education and Childcare Statutory Guidance 2013
- Sure Start Children's Centre Statutory Guidance 2013
- The Children and Families Bill 2013

This plan is intended to be a dynamic document and as such, will be refreshed every 6 months. The first refresh in March 2014 will fully reflect the new Ofsted requirements.

Performance Area	Strategic Intent and Actions	Responsible	Enabling Teams	Target Date	How measured/ KPIs	RAG
Early help being delivered through partnerships	<p><b><i>To improve multi agency governance and partnership arrangements which support the delivery of coordinated effective early help.</i></b></p> <ul style="list-style-type: none"> <li>Map existing 'touch points' between Children's Services and partner agencies to identify opportunities to rationalise partnership arrangements.</li> <li>Deliver and maintain an early help website offering access to information and guidance for partner agencies</li> <li>Baseline &amp; report on levels of assessed need for local areas and particular cohorts to the Early Help Improvement Board using age &amp; stage profiles and other needs assessments</li> <li>Set out for staff and partners clear explanations about the role and responsibilities of the Early Help Improvement Board and its reporting line/ links with the Health &amp; Wellbeing Board, the Children's Strategic Partnership and Joint Commissioning Group, and the NSCB.</li> </ul>	TE		Oct 13	<ul style="list-style-type: none"> <li>Partnership meeting requirements rationalised and reduced from Jan 14.</li> <li>From Jan 14 Hit rate shows increasing access to Early Help website month by month.</li> <li>From Jan 14 tri-monthly consolidated multi-agency performance data shows increasing positive outcomes for individuals, families and communities.</li> <li>Attendance at Early Help Improvement Board reflects 100% representation of key agencies.</li> <li>From Jan 14 targeted evaluations of early help by Early Help Improvement Board partner agencies shows increasing levels of performance quarter by quarter.</li> <li>From Jan 14 increasing evidence (quarter by quarter)</li> </ul>	
		TW	ICT/comm s	From Oct 13		
		TE/ CB/ SSp	PPP/ BI	Nov 13		
		SDin/ MR	H&WB Board NSCB	Dec 13		

<ul style="list-style-type: none"> <li>Identify and agree a set of multi agency outcomes and performance measures for early help.</li> <li>Develop a local partnership approach to support universal settings and communities improve outcomes for children and young people within: <ul style="list-style-type: none"> <li>- places (e.g. communities, clusters, districts);</li> <li>- settings (e.g. schools, children's centres);</li> <li>- cohorts (e.g. troubled families, youth advisory boards, young carers).</li> </ul> </li> <li>Review the current contract delivering VCS Forum Secretariat Support, to inform future requirement when current contract ends in April 14.</li> <li>Work with partners to share data and local intelligence in order to improve delivery and inform timely/ more integrated early help.</li> <li>Increase links with economic development teams, housing and existing community development delivery to address wider community issues impacting on children and young people.</li> <li>Report data from tracking impact and outcomes for individuals, families and communities to Early Help Improvement Board meetings.</li> </ul>	TE/ CB/ SSp	PPP/ BI/ Public Health	Dec 13	of joint local delivery focused on the whole family through sharing intelligence/data.	
	LS/ MB/ SSu	Adults Libraries Econ Dev PPP/ BI	Dec 13		
	TE		Dec13		
	LS/ MB/ SSu		Jan 14		
	LS/ MB/ SSu		Mar 14		
	TE/ CB/ SSp	Legal PPP/ BI	April 14		



<p><b><i>To improve early assessment of needs by developing multi agency use of the Family Support processes (ex CAF) in order to increase the effectiveness of provision and individual practice.</i></b></p> <ul style="list-style-type: none"> <li>Promote and monitor use of practice tools and interventions which support high quality practice, including a 'distance travelled' tool to measure progress for individuals receiving services via a Family Support delivery plan.</li> <li>Use NSCB to establish multi agency alignment between early assessment and Family Support processes.</li> <li>Utilise excess/available capacity within social care teams to re-allocate family support worker time to contribute to the work of the early help hubs.</li> <li>Deliver a multi agency training programme focused on culture change and delivering a family approach, improving quality of assessment and practice, and integrated working.</li> <li>Establish six district based early help 'hubs', each supported by a family support orientated role within Children's Services to help lead local early help intervention.</li> </ul>	PB/ CC		Nov 13	<ul style="list-style-type: none"> <li>33% increase in number of Family Support Assessments completed year on year.</li> <li>33% increase in the rate of FSP referrals and undertaking of lead professional roles by partner agencies</li> <li>Audit evidences 60% of family support assessments are adequate or better by Dec 13 and 75% March 14.</li> </ul>	
	LS		Dec 13	<ul style="list-style-type: none"> <li>Audit findings evidence meaningful involvement of children and young person in the Family Support process in 100% of cases.</li> </ul>	
	LS MB SSu		Jan 14	<ul style="list-style-type: none"> <li>Training impact audit evidences 75% participation in Family Support process activity within 6 months of training.</li> </ul>	
	SSu LS		Feb 14	<ul style="list-style-type: none"> <li>Training evaluation feedback evidences 100% understanding of the Family Support process and their role within it.</li> </ul>	
	LS MB SSu		March 14	<ul style="list-style-type: none"> <li>All partner agencies represented on the Early Help Improvement Board have aligned their early</li> </ul>	

	<ul style="list-style-type: none"> <li>Undertake quality assurance audits of family support practice include the quality of assessment.</li> <li>Feedback to NSCB on how Norfolk's Threshold document is enabling /hindering early help.</li> <li>Negotiate amendments to 3<sup>rd</sup> party provider contract specifications to ensure the Family Support process is integrated into practice wherever appropriate and set targets for engagement with the Family Support process.</li> </ul>	LD/ FS Leads		Mar 14	assessment and support processes to incorporate the Family Support process.	
		LS	NSCB	Mar 14	<ul style="list-style-type: none"> <li>75% of Family Support process cases are closed with needs met.</li> <li>Reduce number of families stepping up to social care from 22% to 18%.</li> <li>Amendments made to 100% of appropriate contracts at point of review.</li> </ul>	
	<p><b><i>To improve the participation of children and young people as service users and the 'voice of the child' in shaping early help provision at both a strategic and operational/case level.</i></b></p> <ul style="list-style-type: none"> <li>Adopt an agreed set of partnership standards to support service users' (including children and young people) strategic and operational engagement in early help provision.</li> <li>Develop clear feedback mechanisms to the Early Help Improvement Board and Strategic Partnership and Joint Commissioning Group for the range of existing youth engagement mechanisms (YABs &amp; Young Commissioners, In Care Council, School Councils, UK Youth Parliament Members, VCS user groups etc) to ensure engagement by a wide cross section of</li> </ul>	SDin/ MB	Coms & SU Team	Dec 13	<ul style="list-style-type: none"> <li>Minutes and agendas from Early Help Improvement Board, and the Strategic Partnership and Joint Commissioning Group record evidence of service user engagement impacting on decision making.</li> <li>100% of commissioning projects can evidence co-production with relevant service users (children, young people and their parents/carers) in one or more elements of the commissioning cycle (assessing needs, planning, doing, reviewing).</li> </ul>	
		TE	Coms & SU Team	Jan 14		

<p>service users.</p> <ul style="list-style-type: none"> <li>Support children young people and families in developing their ability to identify when they need help and their confidence to self-refer via our processes</li> <li>Systematic service user feedback collected from samples of service users and reported to each Early Help Improvement Board. This data to be scrutinised by the Children and Young People's Advisory Board</li> <li>Mystery Shopper approaches applied to service user feedback reporting</li> </ul>	EHMT	Coms & SU Team	Nov 13	<ul style="list-style-type: none"> <li>100% of Family Support assessments indicate child/young person has helped inform the choice of lead professional by March 14.</li> <li>Feedback from children, young people and families confirms that:               <ol style="list-style-type: none"> <li>Their views were sought and considered</li> <li>Explanations were given where services did not reflect their views and preferences</li> </ol> </li> </ul>	
	EHMT	Coms & SU Team	Nov 13		
	MR	Coms & SU Team	Nov 13		
<p><i>To improve the coordinated multi agency support provided within local areas to Norfolk's (troubled) vulnerable families to prevent the escalation of unmet needs.</i></p> <ul style="list-style-type: none"> <li>Deliver the Norfolk Family Focus project as part of Norfolk's Troubled Families programme through district based multi-agency NFF partnership groups.</li> <li>Confirm appropriate case management and recording system to support NFF casework, and performance monitoring and reporting.</li> </ul>	CC	PPP/ BI	From Sept 13	<p>Troubled Families are 'turned around' if: EITHER</p> <ul style="list-style-type: none"> <li>Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; <b>and</b> A 60% reduction in anti-social behaviour across the family in the last 6 months; <b>and</b> Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.</li> </ul>	
	LS	ICT	Nov 13		
	CC		Dec 13		

<ul style="list-style-type: none"> <li>• Develop tools to embed use of storyboards across NFF activity and wider delivery with families.</li> <li>• Secure multi agency agreement for a data exchange agreement which supports NFF delivery.</li> <li>• Integrate NFF delivery with wider family support provision including newly commissioned Family Intervention Projects and Parenting Support programme delivery and the Operational Partnership Teams located with district councils/Norfolk Police.</li> </ul>	MR	Legal ICT	Jan 14	<ul style="list-style-type: none"> <li>• If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the European Social Fund Provision in the last 6 months)</li> </ul>	
	PB/ CM/ KC/ KH		April 14	OR <ul style="list-style-type: none"> <li>• At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the European Social Fund Provision/ Work Programme to avoid double payment)</li> <li>• Target of 900 families identified and worked with by April 14 with further 800 families by March 15.</li> <li>• 100% of storyboards in all NFF casework by Jan 14.</li> </ul>	
<i>To improve multi agency arrangements within school cluster areas that enable early help services to step in earlier and prevent escalation of needs.</i> <ul style="list-style-type: none"> <li>• Pilot an early help social worker role based in six school clusters with the remit to:               <ul style="list-style-type: none"> <li>- Provide social work advice and guidance for</li> </ul> </li> </ul>	SSu	HR Finance	Nov 13	<ul style="list-style-type: none"> <li>• Designated Safeguarding Leads in schools and Heads report month on month increased confidence in their role within early help and safeguarding.</li> <li>• At least 30 Family Support</li> </ul>	

<p>educational professionals, including use of the NSCB Threshold document.</p> <ul style="list-style-type: none"> <li>- Lead local coordination of early help interventions within the cluster area and move multiagency work forward</li> <li>- Deliver casework focused on providing early help to families</li> <li>- Provide guidance to schools on engaging/communicating with safeguarding and wider Children's Services functions.</li> <li>- Engage children, young people and their carers in the Family Support process and provide opportunities for feedback.</li> </ul> <ul style="list-style-type: none"> <li>• Ensure 100% of children missing education are reported to LA and receive an early help package via Family Support Form process</li> <li>• Work with school leaders to define clear roles and remit for Children's Services managers working with school clusters to secure improvements in early help, alongside educational improvement, safeguarding and corporate parenting.</li> <li>• Confirm with cluster leads how cluster working is contributing to local delivery of integrated early help.</li> <li>• Identify good practice in achieving high attendance and support/challenge all schools to match the best</li> </ul>	Schools	LS/ MB/ SSu/ PD	Nov 13	<p>Assessments initiated by each school based social worker during the pilot period</p> <ul style="list-style-type: none"> <li>• Audit of Family Support delivery plans and outcomes, evidences good multi-agency working or action taken to address non compliance in all cases worked with.</li> <li>• Audit of referrals to social care evidence 100% appropriate and timely referrals of a good quality from the pilot schools, in line with the Threshold document.</li> <li>• Audit of responses from social care evidence 100% appropriate and timely action of a good quality from the MASH and duty teams, in line with the Threshold document.</li> <li>• Feedback from families evidences high engagement in all pilot cases.</li> <li>• Where school attendance is an issue for children engaged in Family Support processes, minimum of 90% attendance by end of 6 months.</li> <li>• Representative attendance by all school clusters in local</li> </ul>
	PD/ CB/ AH/ DE	Comm s	Jan 14	
	LS/ MB/ SSu/ PD	CIN Teams	March 14	
	Schools		March 14	

	<ul style="list-style-type: none"> <li>Improve use of cluster level data to target early help and measure impact</li> </ul>	Schools	LS/ MB/ SSu/ PD	March 14	<p>multi-agency forums and partnerships and contributing to integrated working.</p> <ul style="list-style-type: none"> <li>Improved communication and understanding of roles between Children's Services teams and schools contributing to more appropriate referrals and more integrated working – evidenced through Family Support audit programme.</li> </ul>	
<b>Direct delivery of early help to children, young people and their families by our own Children's Services teams</b>	<p><b><i>To improve the quality of early intervention social work with families in order to prevent the escalation of their needs and reduce the need for intervention from safeguarding teams.</i></b></p> <ul style="list-style-type: none"> <li>Use weekly team manager data reports and best practice exemplars to establish a performance culture and improved practice across the workforce.</li> <li>Increase the social work capacity of the existing Children in Need Service by appointing additional social workers and team managers to establish ten teams of six social workers.</li> <li>Issue operational instructions on practice requirements related to CIN procedures and practice standards.</li> </ul>	<p>LS MB SSu CB</p> <p>LS</p> <p>LS MB SSu CB</p>	<p>PPP/ BI</p> <p>HR</p>	<p>Oct 13</p> <p>Nov 13</p> <p>Nov 13</p>	<ul style="list-style-type: none"> <li>10 CIN teams fully staffed with social workers holding average caseload of 20.</li> <li>100% S17 work allocated to CIN teams by Jan 14.</li> <li>100% CIN cases with a care plan by Nov 13.</li> <li>100% CIN cases allocated to a social worker by Jan 14.</li> <li>Weekly team reports show 100% compliance across all CIN teams by Jan 14.</li> <li>100% core assessments by CIN teams in timescale by Dec 13.</li> <li>Divisional case file audits show 100% current CIN practice is adequate or better (March 14) improving to good</li> </ul>	

	<ul style="list-style-type: none"> <li>Define more clearly the role of Family Support Worker as part of ensuring an appropriate skill mix within teams orientated to deliver early help.</li> <li>Deliver targeted training to CIN social workers and team managers on effective assessment, care planning and early intervention.</li> <li>Deliver workshop session with CIN team managers on management oversight and reflective supervision to support effective practice and performance management.</li> <li>Undertake a targeted case file audit of a sample of CIN cases to establish a baseline of practice, followed by bi-monthly audits to track progress.</li> <li>Implement the Edge of Care Strategy at a county, team and individual case level through: <ul style="list-style-type: none"> <li>Early identification of children and young people at risk of becoming looked after.</li> <li>Ensuring availability of a range of appropriate high quality edge of care interventions.</li> </ul> </li> </ul>	LS MB SSu		Dec 13  Dec13  Dec 13  Dec 13 & then bi-monthly Jan 14	or outstanding by July 14. <ul style="list-style-type: none"> <li>5% reduction in referral of S17 to S47 for CIN cases by March 14 and each following 6 months.</li> <li>10% increase in step down to family support process by March 14 and each following 6 months.</li> <li>S47 rates in line with statistical neighbours by Oct 14</li> <li>20% increase in number of SGO placements as an alternative to care.</li> <li>100% CIN 'edge of care' cases presented to the Resource and Practice Development Group.</li> </ul>	
	<p><i>To improve the continuity of effective integrated multi disciplinary intervention when families 'step down' to Family Support to prevent 'step up'/re-referral.</i></p> <ul style="list-style-type: none"> <li>Re-issue amended step-up / step-down</li> </ul>				<ul style="list-style-type: none"> <li>5% reduction in step up from S17 to S47 for Children in Need Service cases by Mar 14 and then every 6 months.</li> <li>10% increase in step down to</li> </ul>	

	<p>operational instruction to CS teams</p> <ul style="list-style-type: none"> <li>• Issue guidance to improve the effectiveness of Family Support Assessment recommendations made by MASH to avoid re-referral to Social Care</li> <li>• Develop and deliver district based practitioner workshops to increase collaboration between guidance advisers, attendance improvement officers, additional needs coordinators and early years workers as part of more integrated early intervention for families.</li> <li>• Audit quality of 'step down' practice within Family Support cases</li> </ul>	<p>SSu</p> <p>AMcK</p> <p>SSu MB LS</p> <p>QA Team</p>		<p>Nov 13</p> <p>Jan 14</p> <p>Feb 14</p> <p>Mar 14</p>	<p>family support process by Mar 14 and then every 6 months.</p> <ul style="list-style-type: none"> <li>• 50% increase in number of Family Support Assessments initiated by non social care professionals within Children's Services by Mar 14 and then increasing month by month.</li> <li>• 10% reduction in re-referrals into S17/S47 by Mar 14 and then every 6 months.</li> <li>• 20% increase in 'step down' from MASH to Family Support process by Mar 14.</li> </ul>	
	<p><i>To improve outcomes for children at the end of the Foundation Stage, as they start school, with particular emphasis on the most disadvantaged.</i></p> <ul style="list-style-type: none"> <li>• Complete a review of the Children's Services' early years workforce taking account of changing early years policy and statutory requirement, as well as the need to secure savings.</li> <li>• Follow up initial Family Information Service contact, targeted at families who are potentially eligible for free 2 year old childcare, with personal contact from either their local children's centre or</li> </ul>	<p>SSp/ LS/ CSn</p> <p>JW</p>	<p>HR PPP/ BI</p> <p>Procur ement</p>	<p>Nov 13</p> <p>Dec 13</p>	<ul style="list-style-type: none"> <li>• 85% take up of 2 year old childcare places by Jan 14, 93% by Jan 15 and 100% by Mar 2016.</li> <li>• 85% take up of free 3 and 4 year old early learning places by Jan 14, 93% by Jan 15 and matching/exceeding national figure by 2016 (currently 96%).</li> <li>• 3% increase in percentage of children achieving a good level of development across</li> </ul>	



<p>Children's Services.</p> <ul style="list-style-type: none"><li>• Work with children's centres to use their data to target and contact local families with 3 and 4 year olds not taking up free early learning places.</li><li>• Deliver a revised commissioning plan for early years and an internal staffing structure which supports effective local early help for under 5s.</li><li>• Develop an integrated information service for families and early years professionals to enable local and timely responses to children and families' needs.</li><li>• Invest £2.8M capital funding in areas of greatest need, based on childcare sufficiency data, to increase child care capacity for 2 year olds.</li></ul>	KH	PPP/BI	Dec 13	<p>early years outcomes year by year so that rate is at least in line with national average by 2015, and better by 2018.</p> <ul style="list-style-type: none"><li>• Attainment gap for children at the end of foundation stage for those in receipt of FSM and the rest will be in line with national average by 2015, and better by 2018.</li><li>• 79% of early years settings judged as good or outstanding by Ofsted for 2013, 82% for 2014 and increasing 2% year on year.</li><li>• No children excluded from school at foundation stage.</li></ul>	
	SSp/LS/Csn	HR PPP/BI	Apr 14		
	SSp	ICT/Coms	Sep 14		
	CH/SSp/JW	Finance NPS	Mar 16		
<p><i>To improve provision for children with SEND as part of the local offer to children, in line with the requirements of the Children and Families Bill.</i></p> <ul style="list-style-type: none"><li>• Engage with children, young people, parents and professionals across all relevant agencies to develop and agree (reflecting the core elements of the draft legislation):<ul style="list-style-type: none"><li>- A local offer.</li><li>- Joint commissioning of services in line with needs assessment and local offer.</li><li>- A single education, health and care plan and assessment and review process.</li></ul></li></ul>	DW		Sept 14	<ul style="list-style-type: none"><li>• Volume of single education, health and care plan assessments in line with statistical neighbours.</li><li>• Qualitative feedback (minimum 80%) from service users indicates local offer meeting their needs.</li><li>• Increase in self-service through the Local Offer website (using google analytics data)</li><li>• The 'narrowing of the gap' for</li></ul>	

	<ul style="list-style-type: none"> <li>- A local mechanism for personal budgets linked to the single plan.</li> </ul>				SEND learners is in line with our statistical neighbours and demonstrated as contributing to 'Good' and 'Outstanding' Ofsted inspections for individual schools within all phases	
	<p><i>To improve young people's post 16 participation in education and training, with a particular emphasis on groups of vulnerable young people: LAC young people &amp; care leavers, teenage parents, young people receiving free school meals, young people with LDD and young offenders.</i></p> <ul style="list-style-type: none"> <li>• Increase from 20 to 150 the number of young people being supported directly by Children's Services guidance advisers and young person's adviser as part of the Youth Contract.</li> <li>• Use monthly team level performance on education and training progression by district to target young people within the vulnerable cohort group to deliver a Family Support assessment where one/specialist assessment has not been already completed.</li> <li>• Review organisation of current Children's Services functions focused on education and training to assess how effectively these functions deliver in a coordinated and coherent way for vulnerable young people.</li> </ul>	<p>MB/ JF/ KP</p> <p>PB/ CM/ KC/ JF</p> <p>TE/ KP/ MB</p>	<p></p> <p>PPP/ BI</p> <p>HR</p>	<p>From Oct 13</p> <p>Jan 14</p> <p>Jan 14</p>	<ul style="list-style-type: none"> <li>• 75% of young people sustaining progression within Youth Contract.</li> <li>• Decrease the attainment gap for Level 2 and 3 qualifications at age 19 by 2% year on year.</li> <li>• Decrease the attainment gap for Level 2 and 3 qualifications at age 19 for those in receipt of FSM and the rest by 2% year on year.</li> <li>• NEET rate (Yr 12-14) at &lt;6% by Jan 2014 and &lt;5% by Jan 2015</li> <li>• Participation at 95% (2013) with 1% improved participation in education or training year on year for young people aged 16+</li> <li>• Participation at 90% (2013) with 2% improved participation in education or training year on year for</li> </ul>	

	<ul style="list-style-type: none"> <li>Implement outcomes of review to provide more joined up, coordinated transition support for vulnerable young people aged 14+.</li> </ul>	MR	HR	Jun 14	<ul style="list-style-type: none"> <li>young people aged 17+</li> <li>10% increase in apprenticeship starts by 16-18 year olds at July 14 compared to previous year.</li> <li>50 care leavers started apprenticeship by July 14</li> </ul>	
<b>Commissioned early help provision we have contracted from 3<sup>rd</sup> party providers</b>	<p><i>To improve the contribution that commissioned early help provision contracted from 3<sup>rd</sup> party providers is making to securing outcomes for children and young people, families and communities.</i></p> <ul style="list-style-type: none"> <li>Establish clear commissioning reporting and governance arrangements for commissioners to report on contract performance following monitoring evaluation and reporting (MER) for individual contracts and on outcomes for children and young people by age &amp; stage.</li> <li>Increase use of a range of needs assessment and analysis as part of Norfolk's JSNA, including age &amp; stage profiles, 11-19 education &amp; training needs assessment, childcare sufficiency assessment and other specialist needs assessments to inform commissioning.</li> </ul>	MR/TE	PPP/BI/	Dec 13	<ul style="list-style-type: none"> <li>100% commissioned contract specifications include outcome based KPIs.</li> <li>100% of contracted delivery subjected to performance monitoring and reporting based on outcomes and referencing improvement priorities.</li> <li>100% of commissioned programmes and contracts can demonstrate use of needs assessment data.</li> </ul>	
	<p><i>To improve the range and quality of multi agency and integrated responses being commissioned to meet children and young people's needs.</i></p>	CB/SSp/TE	PPP/BI Public Health	Refresh April 14	<ul style="list-style-type: none"> <li>Number of partner agencies focused on children and young people who have attended the Norfolk</li> </ul>	

<ul style="list-style-type: none"> <li>Identify senior staff to participate in the Norfolk Commissioning Academy as part of establishing closer commissioning links across public sector.</li> <li>Co-lead the development of NCC's Commissioning Hub to ensure children's commissioning is linked with adult and wider NCC commissioning, including co-locate children's and adult's commissioning with procurement colleagues as part of the 'hub'.</li> <li>Identify and utilise opportunities to co-commission provision which can contribute to delivering more integrated early help for children and young people, their families and local communities: <ul style="list-style-type: none"> <li>Public Health &amp; the 'Healthy Child Programme'</li> <li>Police &amp; Crime Commissioner &amp; prevention</li> <li>Adults Services Integrated commissioning team &amp; FIPs/youth mediation provision</li> </ul> </li> <li>Secure multi agency agreement on the link between the new Strategic Partnership and Joint Commissioning Group and existing joint commissioning mechanisms supporting CAMHS and NDAP commissioning.</li> <li>Develop a suite of commissioning 'tools' to support effective local commissioning of early help</li> </ul>	SL	L&D Team	Oct 13	<p>Commissioning Academy is increasing year on year.</p> <ul style="list-style-type: none"> <li>Approx 15% savings secured through NCC commissioning activity identified within the Putting People First proposals.</li> <li>Evidence from aggregated data on impact and 'distance travelled' for individuals and the tracking of outcomes indicates that commissioning of early help provision is securing improved outcomes for families and communities 6 monthly by 6 monthly.</li> </ul>	
	TE	Public Health ETD PPP/ BI L&D Team Adults Procurement	Oct 13		
	CB/SSp/TE	Public Health	Nov 13		
	TE	Adults	Nov 13		
	TE	Adults	Nov 13		
	SL	NDAP CAMHS	Dec 13		
	TE	Adults	Dec 13		

# How to tackle the challenge of providing early help?



## Purpose

The purpose of this proposal is to outline the steps recommended to transform early help services across Norfolk, and to ensure we provide the best possible service for our families that enable and facilitate them to take ownership of their own journey in a “No decision about me without me” approach. We propose the creation of a pathfinder project offering a district /sub district collaboration hub based in Long Stratton where agencies can work together to transform the approach of our services , to deliver help and to improve the outcomes for the residents and communities of our districts. Alongside this, a delivery hub based in Diss would enable us to listen to our families, ensuring that we react to their individual and localised needs and so that we develop the right support services needed by the families, children and young adults of our districts . By listening and reacting to these every changing causes of need, we can ensure that the services we offer are current and fit for the future. Once developed we can use this district hub model approach to build on existing projects within Norfolk such as the Den at Yarmouth or the Discovery Centre at Kings Lynn amongst many others.

The hubs will help to make the cultural and practical changes needed between agencies and the community to provide a streamlined service that offers a single door for families, putting them at the centre and enabling them to take ownership of their journey and access the support they need to reach their potential.

This will improve the effectiveness of our contact with families enabling us to work with families, facilitating them to identify the root cause of their needs earlier, therefore reducing the cost of intervention and building capacity within agencies to deliver early help.

## Background

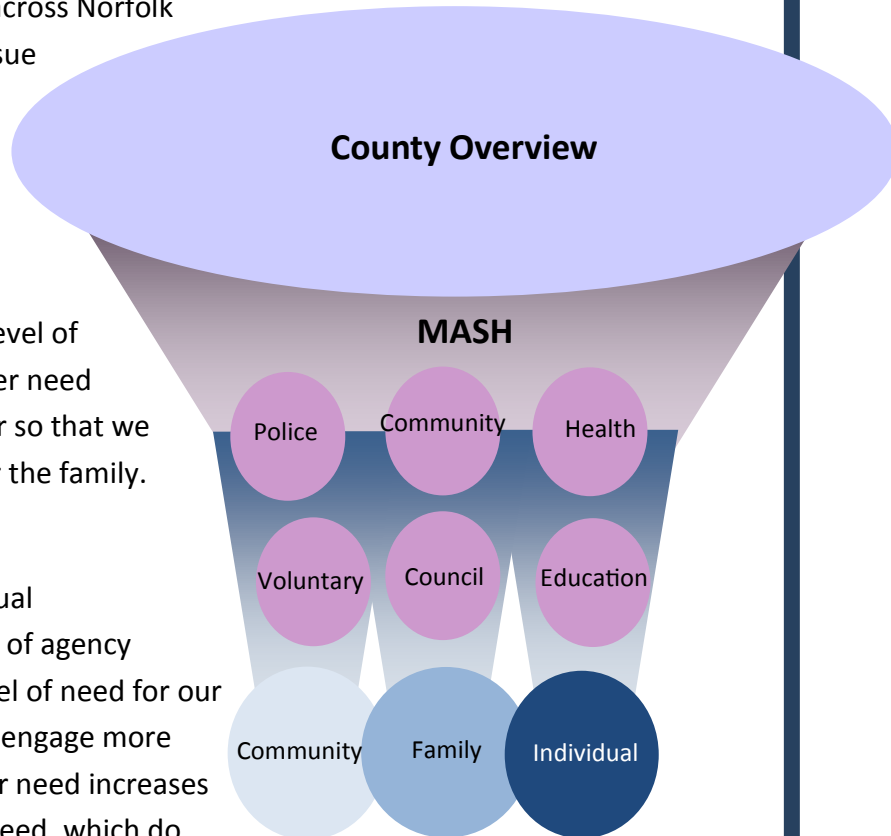
Currently the responsibility and coordination of Children’s Services lies at County level. They work with and coordinate a number of adult and children services to deliver help to those in need across Norfolk . The Multi Agency Safeguarding Hub (MASH) was set up as a multi agency partnership between Norfolk County Council, social care, police, and probation services amongst others to provide child safeguarding across our region.

This created a single point of contact for people and services to report concerns of child or adult welfare and developed a platform encouraging the sharing of information between agencies.

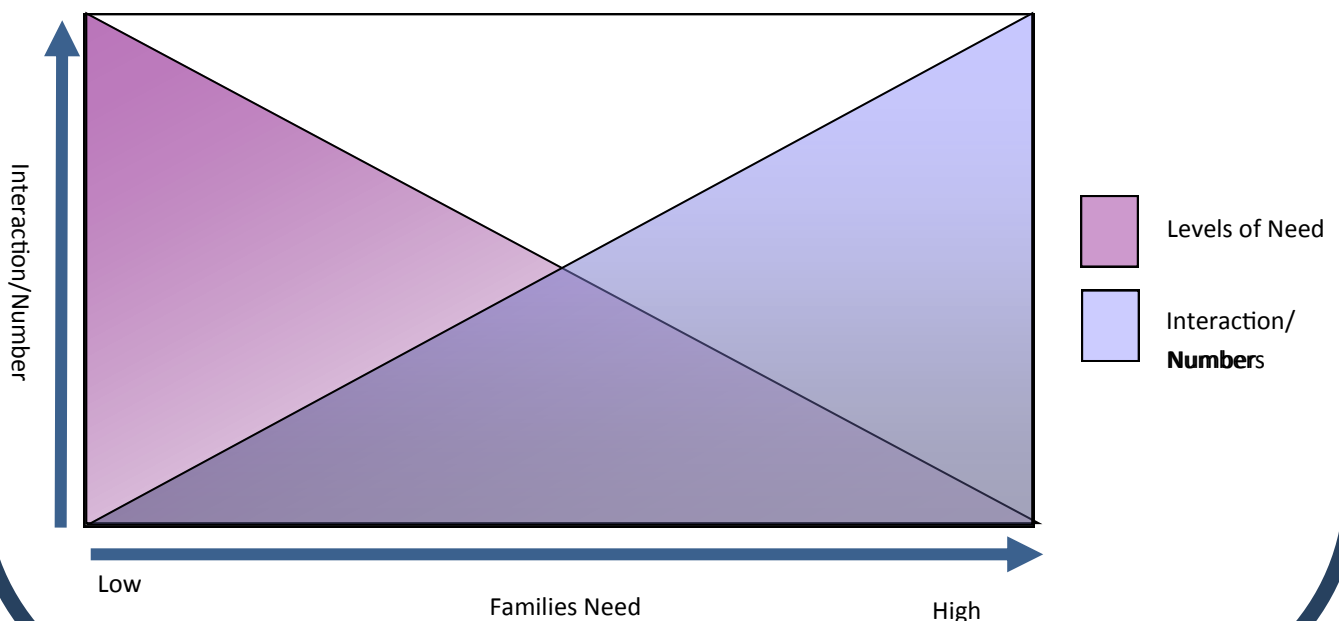
When a problem arises, the agencies across Norfolk pull together to work to resolve the issue presented to us i.e. homelessness, truancy etc. However by only tackling the issue presented, we may not be identifying the symptom of a greater need. By understanding and working alongside the families, with the right level of interaction at the right time this greater need could be uncovered and tackled earlier so that we prevent escalation or reoccurrence for the family.

The graph shown below displays a visual representation as to the current levels of agency interaction in comparison with the level of need for our families highlighting that we currently engage more resources with the family/child as their need increases than those within the early stages of need, which do not receive as much resource.

### Current Need Model



### Current Need



The cost of this escalation, although not the main priority of the organisation, must be considered and cannot be overlooked as the utilisation and efficiency of these resources are vital in ensuring we have the resources available to us to deliver the help our families need in the right location at the right time.

It is estimated that the cumulative cost of children with troubled behaviour is ten times more than that of children on the universal pathway.

- ♦ 1/3 of the cost is covered by the families
- ♦ 1/3 is covered by the education services
- ♦ 1/3 is split between the remaining agencies

If we therefore can reduce the inefficiency and duplication across sectors and within our existing working practises and work collaboratively together with the families to tackle the root cause it will enable us to focus on the preventative measures that should not only increase the number of families back on the universal pathway and reduce the number of families in greater need. But will enable us to help more people with the same or less resources. In addition to this by truly listening to, and working with our families and building a strong rapport we can ensure that the resources are effectively used to tackle the root cause, reducing the cycle of need starting again.

The aim therefore is to move to a preventative and collaborative district model focused on reducing the number of families who stray from the universal pathway, which in turns prevents the escalation of their need. This must mean that our solution must be reactive to the ever changing needs of our region, offering a wide range and combination of support services to meet these and enable us to tailor our services to be most effective for the families and individuals we serve and we feel the key to this lays at a district level.

## **Why is district and sub district level working the right thing to do?**

It is important that we as agencies recognise that the needs we see on a daily basis may not be occurring in isolation. In fact, by working independently of one another, although we may be treating the initial problem presented to us, we could be overlooking the underlying trigger points and fail to make the connections to allow us to tackle the greater needs of our families. We also recognise that each agency delivers a unique specialised service and that our residents and families need to receive a tailored combination of these and for them to be easily accessible for them to be effective. Ensuring that people receive the right



combination of these services at the right time for the appropriate duration is pivotal and is something we aim to achieve by working with our families within the communities at a district level and collaborating our services into the hub.

The relationship our agencies have with our families and wider communities is vital for ensuring that the families come forward when they need us the most. It is also just as important that this relationship once built, is maintained to promote the willingness to engage on the initiatives we run together. Having these hubs at a district level provides the platform for these relationships to grow, both across agencies, within our families and local communities. This collaboration will enable our agencies and services to gain an understanding of the full spectrum of skills each service can offer within the local communities as well as those available at a national level.

The hubs will also be fundamental in ensuring that the right agencies work together and share information collaboratively in a close and safe environment to establish and resolve the current and future needs of our district. The hub will maintain contact with local agencies breaking down the geographical boundaries to ensure that we work across districts to do what is best for the family.

We all have a part to play in gaining a full understanding of the needs and aspirations of the communities we serve, as well as the families and individuals that live within them. However across our district the needs of our residents may differ and so a “one size fits all” approach may not be suitable. By applying a flexible yet scalable approach at district level, it will enable us to focus on the here and now needs of our families, children, residents and communities within a localised area, ensuring that we tailor and collaborate our services appropriately to tackle these.

The district model will go that one step further by considering and reacting to both the symptom and the instigator of need at a foundation level, tackling both to improve the outcomes for the individual and the family alike. This will be delivered by building strong working relationships with the family, talking through their needs analysis with them in a “No decision about me, without me” approach. This will ensure we offer correct and timely support for them, enabling them to start with the building blocks for a stable and solid foundation.

## Why Diss?

Diss is the proposed location for the joint delivery hub, we believe the community of Diss is a good fit for this approach as it has a population of approximately 10,022 (*Data from Health and Wellbeing CCG including Roydon*) and 61% of the households within Diss are deprived in one or more dimensions (employment, education, health and disability, household overcrowding) and 25% in two or more dimensions. Comparatively Norfolk has 58.6% and 24.6%. Despite this need, Diss in comparison with some other areas of Norfolk is more rurally isolated and so residents do not have easy access to a wide array or number of services that a resident of the city may have. There are already a number of resources within Diss committed to improving outcomes at both a strategic and community level and this model aims to collaborate with these to deliver an improved outcome for the local area.

### Education, Employment & Training

- The unemployment figures for Diss are higher than the Norfolk average with 8% of 16-64 years olds claiming out of work benefits in February 2013 (gov.uk).

#### Diss High School

- In 2012, 66% of all pupils attained five GCSEs grade A\* to C including English and mathematics. This has not changed since 2011. (*Ofsted data*)
- In 2012, the attendance rate at this school was 95.2%. The attendance rate has increased by 0.2 percentage points since 2011. The attendance rate is in the top 40% of all schools. (*Ofsted data*)

#### Diss Church Junior

- In 2012, the attendance rate at this school was 95.9%. The attendance rate has increased by 0.5 percentage points since 2011. The attendance rate is in the middle 20% of all schools. (*Ofsted data*)
- In 2012, 88% of disadvantaged pupils achieved English expected progress, while 76% of other pupils achieved expected progress. (*Ofsted data*)
- In 2012, 75% of disadvantaged pupils achieved maths expected progress, while 86% of other pupils achieved expected progress. (*Ofsted data*)

#### Diss infant and Nursery School with Children's Centre.

- In 2012, the attendance rate at this school was 95.6%. The attendance rate has increased by 2 percentage points since 2011. The attendance rate is in the middle 20% of all schools.
- In 2012, 87% of disadvantaged pupils attained reading Level 2 or above in the key stage 1 reading assessment, while 88% of other pupils attained Level 2 or above.

- In 2012, 87% of disadvantaged pupils attained writing Level 2 or above in the key stage 1 writing assessment, while 86% of other pupils attained Level 2 or above.

### **Poverty**

- 61 % of households are deprived in one or more dimensions (employment, education, health and disability, and household overcrowding) and 25% in two or more dimensions, compared to 58.6% and 24.6% respectively in Norfolk.
- Diss is within the top 20% of most deprived Lower Super Output Areas in Norfolk (LSOA). Within this 22.76% of residents living within Diss LSOA are deprived. Which is a higher than average amount

### **Housing:**

- 436 households presented themselves from the IP22 postcode area (Diss and outlying villages) for advice and homeless prevention in the last year (*14<sup>th</sup> Dec – 13<sup>th</sup> Dec 2013*) (*SNC Housing Options team, 2013*)
- Off those contacting the SNC housing advice team who are fleeing violence, 14.6% are from Diss and outlying villages.
- In addition to this Diss has 7% of all homes in South Norfolk but has 10% of all council tax support suggesting that there is a above average number of low income families. Also from Dec 2012—Dec 2013 436 households from IP22 postcode came for advice and homeless prevention.

### **Offending/Reoffending :**

- Between May 2013 and October 2013 227 anti social behaviour incidents were recorded in the area of Diss totalling 34.92% of the areas overall crime. (Police.uk). There have been around 31,800 ASB incidents recorded by the police in Norfolk over the year, representing a fall of around 16% over the last year (*ONS Statistical Bulletin. Data Tables*). However, ASB suffers from under-reporting with national figures suggesting that 75% goes unreported. In Norfolk, Operational Partnership Teams have been set up in each district following a countywide review of how we tackle ASB. This provides partnership hubs to ensure that vulnerable victims of ASB are identified at the earliest opportunity and prevent repeat victimisation.

## Understanding symptoms and trigger points

The trigger points of our families needs are not static across our region. It can be only too easy to treat the symptom of the problem presented to us but fail to tackle the instigator of it. In doing this it is possible that the need occurs again as the underlying issue has still not been tackled. This not only impacts the resourcing costs and capacity of the support services but fails to prevent the family deviating further from the universal pathway.

The district model will go that one step further to ensure that we consider both the symptom and the instigator of need at a physiological level (See diagram pg 20) , tackling both to improve the outcome for the individual and the family alike. This will be delivered by building strong working relationships with the family working through their needs analysis with them in a “No decision about me, without me” approach. This will ensure we offer the correct and timely support for them, enabling them to start with the building blocks for a stable and solid foundation.

Examples of how this would work in practice are as follows:

### **Example 1:**

A child has been identified as in need as they are refusing to go to school. The family have attended the district hub and alongside the family the hub have worked to produce a storyboard. It has been identified that the root cause of the issue was actual that the families washing machine has broken down and they can't afford the parts to fix it. Due to this the child would be going to school with dirty uniform/kit and so was refusing to attend. The hub would look to tackle the root cause and so may use the handyperson scheme for someone to fix scheme would send someone in to fix machine so that he child avoids missing school.

### **Example 2:**

A family comes to the hub as they want to leave their property. The hub works with the family and maps their need. In doing this the family state that their window was smashed following some anti social behaviour in the local area. From this it becomes apparent that the family actual do not feel safe and secure in their property and rather than uproot the

family and the children at school if we resolved the security issues then the family would be happy to stay at their current property. In this circumstance a handyperson would be sent to fix the window and can discuss other security measures such as an extra lock etc. This information may also pass this onto teams such as safer neighbourhoods who can work on the general security and crime rates within the area.

### Example 3:

The local Sure Start leader comes to the hub with concerns that a young mum has not attended the Sure Start drop in for several weeks and her two children aged 18months and 3 years have missed weekly play sessions. The hub contacts the mum and she discloses that she has recently ended a relationship with her partner due to his controlling behaviour. He has moved out of the home but is now walking past the property several times a day, texting and calling her constantly and threatening to take the children away from her. The mum is frightened, feeling depressed and is afraid to leave her home as he follows her. The hub make a Domestic Abuse Risk Assessment and refer the case to the central MASH team. The mum is allocated an Advocacy Worker and with support successfully obtains a non-molestation order which prevents her ex-partner coming near her property or harassing her. She also seeks help from the GP and Health Visitor and resumes visits to the Sure Start Centre. The Housing Officer accesses funding to install extra locks and security lighting to further reassure

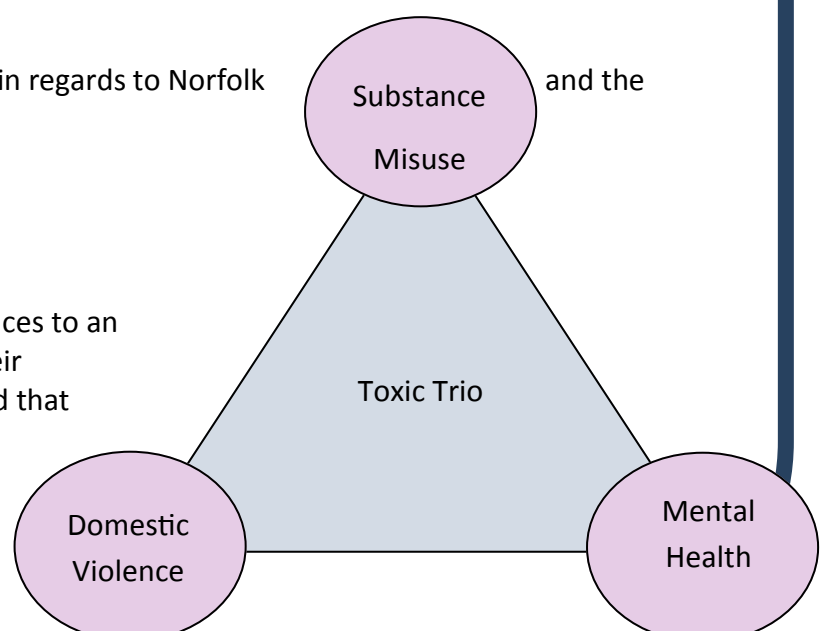
### Triggers:

Possible triggers may include but are not limited to three main areas referred to as the “Toxic Trio”. These triggers do not necessarily occur in isolation of one another, however it has been identified that where these occur the risk of harm to children and young people is increased. These triggers do not necessarily occur in isolation, however all can severely impact on the future needs of a family.

The following looks at the “Toxic Trio” in regards to Norfolk and the local area.

### Substance Misuse:

- The cost of providing health services to an injecting drug user (IDU) over their lifetime is £35,000. It is estimated that there are 500 IDU in the South Norfolk CCG area. *(Extract taken from N-DAP needs assessments 2013 CCG South Norfolk)*



- Over half of the adults in drug and alcohol treatment in South Norfolk are parents. *(Extract taken from N-DAP needs assessments 2013 South Norfolk)*
- A third of all violent crimes recorded in South Norfolk are linked to alcohol. *(Extract taken from N-DAP needs assessments 2013 CCG South Norfolk)*
- Dependency on drugs and alcohol can be long-term condition. In order to support people to recover fully from their problems with drugs and alcohol they may need help to address other areas of their life, such as their housing situation, employment, mental health, family breakdown and help to develop new social networks. *(Extract taken from N-DAP needs assessments CCG 2013 South Norfolk)*
- Survey results suggest similar use of substances among young people in South Norfolk (mostly 15 or 16 years old) compared to the national average, and this means: 47% Have experienced being drunk at least once, 8% Drinking every day or every week , 29% Have tried smoking tobacco , 14% Tried cannabis , 5% Tried Class A drug  
*(Extract taken from N-DAP needs assessments 2013 CCG South Norfolk)*
- There were 407 drug offences recorded in the CCG area in 2011/12. This is 4.1 per 1,000 of the population aged 16-64, which is greater than the county average of 3.9 per 1,000 residents. *(Extract taken from N-DAP needs assessments 2013 CCG South Norfolk)*

### **Domestic Violence:**

- The effects on children of witnessing or experiencing domestic abuse are well documented and include short and long term mental, physical and emotional harm and trauma. In Norfolk, between April 2011 and March 2012 there were 6,305 incidents of domestic abuse which involved 7,709 different children, *Norfolk Constabulary Report: Domestic Abuse and Sexual Violence Profile*
- 3% of contact made with the Norfolk MASH programme are made in regards to Domestic Violence . (Data sourced from all children's enquiry forms raised between 01/04/2013 to the 30/09/2013.
- Norfolk Police received approximately 10,000 reports of domestic violence per year *(Leeway support information)*
- Domestic violence costs the Norfolk public sector approximately £27.5 million per year *(Leeway support information)*
- There are on average two homicides in Norfolk per year caused by domestic violence *(Leeway support information)*

## **Mental Health**

- An estimated one-third to two-thirds of children whose parents have mental health problems will experience difficulties themselves. Of the 175,000 young carers identified in the 2001 census, 29% – or just over 50,000 – are estimated to care for a family member with mental health problems. *(Norfolk Children's Service: Understanding Children & Young People's needs, April 2013)*
- In a class of 26 primary school children, it is estimated that six or seven children are living with a mother with mental health difficulties.
- Parental mental health is also a significant factor for children entering the care system. Childcare social workers estimate that 50–90% of parents on their caseload have mental health problems, alcohol or substance misuse issues

## **Aim of district and sub district level Working**

To provide Norfolk with a multi agency early help offer at a district level that targets the needs and issues of the local area and improves the outcomes for children who live there, their families and the wider community. We want to remove the social isolation that this need can bring and aid the families in building bridges with their local communities and in turn empowering them to become independent.

### **To improve the economic and future resilience of our families helping to them to achieve their aspirations.**

- To focus on the whole family to ensure that each family member receives the support they need at the same time, to utilise resources to reduce the requirements for unnecessary revisiting of families.
- To change the perception amongst families that involvement with authority is stigmatised and leads to negative factors which will increase the number of families seeking support when it is first needed and therefore reduce the number who require crisis support.
- To help them develop the skills, attitudes and knowledge required to be work ready which will reduce the cost of supporting families and less the likelihood of the cycle of unemployment.
- To empower and support families to achieve their potential increasing their resilience, self sufficiency and future independence which will reduce the cohort of families we will need to work with.

**To target the needs of our families at the earliest opportunity to prevent escalation and increase the likelihood of them returning onto the universal pathway.**

- By focusing on the prevention of escalation of those families beginning to move away from the universal pathway we will reduce the number of families in expensive crisis support which will produce better outcomes for families and free up resources to focus on early help.
- To improve the effectiveness of our contact with our families which will reduce the confusion families have with multiagency support and reduce duplication between agencies which will build capacity within South Norfolk to provide early help to families.
- Identify and tackle the true root cause of our families needs to deal with the problem first time which will produce better outcomes for families and reduce the number of times we have to revisit the family.
- Providing more support to the families to improve their own health and education as soon as need emerges rather than waiting until they are in crisis to increase school attendance and reduce health problems within the family.
- To reduce the numbers of looked after children or children subject to child protection plans which will mean more resource can be targeted at a smaller cohort of families who are in crisis.
- To ensure that every young person has the best start in life by providing more support to families to improve their own education and skills, to increase school attendance increasing school attainment and the likelihood of employment, therefore reduce the number of young people moving into adult life who require additional support from the state.
- Families in South Norfolk enjoy increased health and wellbeing that will avoid or delay demand on higher cost public health services, particularly around mental health and obesity services.

**To develop a collaborative shared working model that is scalable**

- To promote data sharing to engage and break down barriers between agencies and building trust to allow a collaborative working model to thrive that will improve confidence within residents that public service is coordinated.
- Working together to achieve an overall goal to ensure that we coordinate future resourcing to maximise limited funding.



## How is this going to be achieved?

We propose to apply learning and principles from the evidences intervention programme Communities that care. Originally developed in America to impact on substance misuse and anti-social behaviour by young people this programme has demonstrated its capacity to deliver sustainable, positive impact.

We are not proposing to apply the full validated programme in this instance for two reasons

- Previous experience of applying it to U.K communities shows the need to adapt local cultures. This is the key message of research into U.K initiatives carried out by University of Sheffield.
- We wish to add a wide range of issues that then programmes is validated for. In particular we also want to change adult behaviours relating to domestic abuse/ violence, substance misuse, and anti social activity . We believe that the basic principles of changing behaviour that Communities that Care uses for young people are transferable but acknowledge this is as yet unvalidated.

The aspects of the programme we intend to apply are

- Engaging the community in identifying both needs and solutions
- Identifying resources within the community to act as “Champions” and lead in building the capacity of local people to devise and implement their own solutions.
- Practical partnership working at a local operational level driven by a comprehensive needs analysis that informs a strategy to achieve improved outcomes through both commissioning and direct delivery.
- Use of evidence-led, validated interventions where these are appropriate to the identified need.
- Establishment of a Community Board to lead the self-development of the communities capacity alongside a strategic board of senior representatives of local public services.

One of the research findings into previous implementation is the importance of ensuring “community readiness”. We believe that the community of Diss is a good fit for this approach because

- It has a population of just over 10,000 which is the recommended size in the USA model of Communities that care.
- Around 60% of the population live in areas of deprivation. Again this fits the original USA model, ensuring both significant levels of need and the likelihood of there being community resources that contribute to resilience .
- Diss already has resources committed to improving outcomes at both the strategic and community level . These include a children's centre, a primary school with a strong record of community involvement, dedicated police, social care and public health services with a good record of working through existing partnerships. There is also good voluntary sector provision and community ownership of facilities. This will support the establishment of an effective Community Board in line with the Communities that Care model .

In taking this approach we are aware that the charity Catch22 is the licenced U.K provider for Communities that Care projects and we will be liaising with them to ensure that their position is respected and that mutual learning and support is achieved.

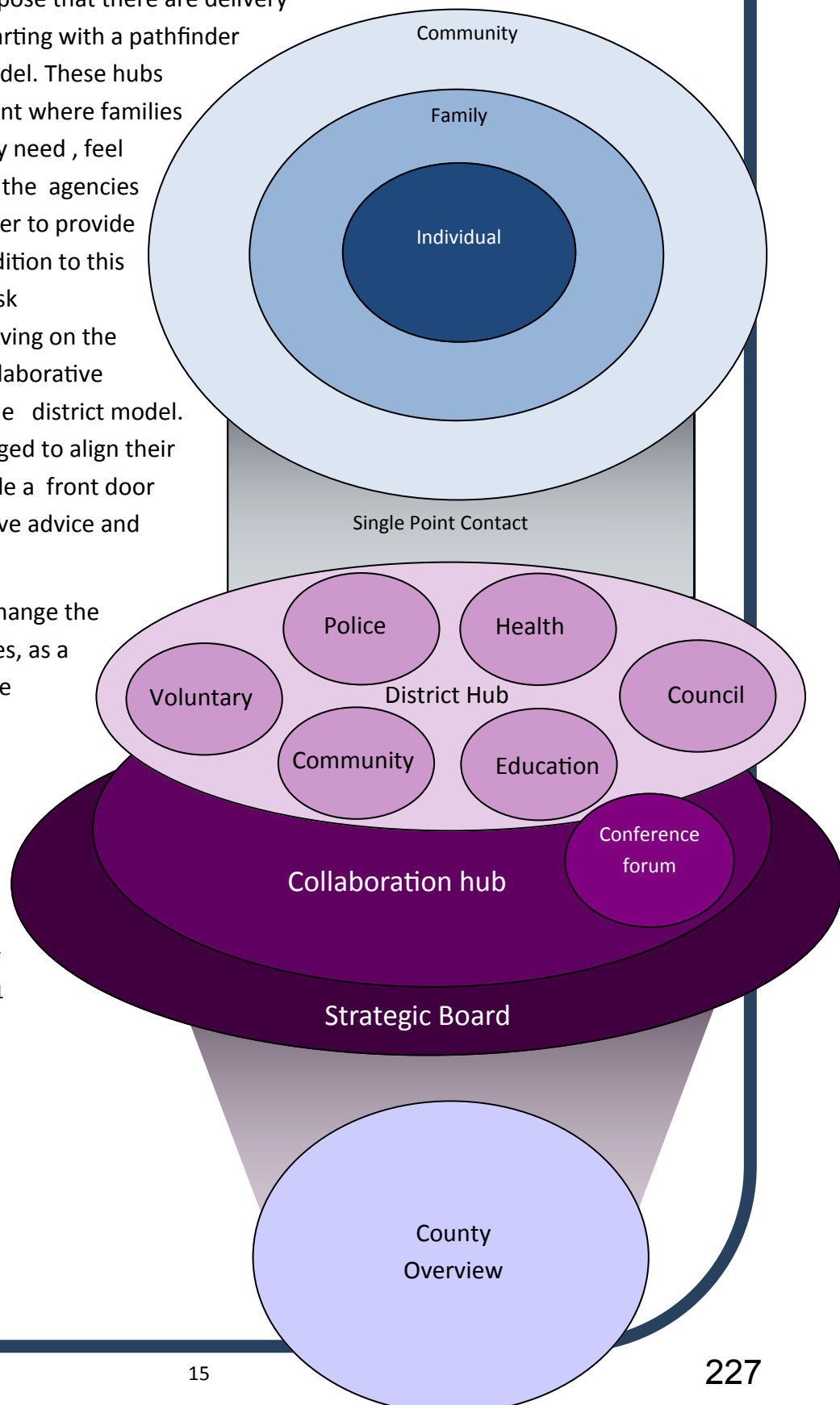
For further information on the Communities that Care model please visit [www.communitiesthatcare.net](http://www.communitiesthatcare.net) which details the original USA programme . The U.K evaluation is available via the University of Sheffield and the Joseph Rowntree Trust.

Taking this on board there are a number of aspects considered within this proposal, which when combined transform the model into an effective, efficient collaboration offering early help services at the earliest opportunity, aimed at preventing the escalation of need and to empower families and communities within our region.

**Joint delivery hub:** We propose that there are delivery hubs across the districts starting with a pathfinder hub in Diss to shape the model. These hubs would become a central point where families can access the services they need, feel safe and secure and where the agencies can work effectively together to provide a single point of help. In addition to this these hubs will offer hot desk opportunities further improving on the information sharing and collaborative working arrangements of the district model. Agencies would be encouraged to align their existing resources to provide a front door service for families to receive advice and support.

The delivery hub will help change the way we engage with families, as a family friendly centre where support is readily available.

The diagram is a visual representation as to where the agencies and sectors sit within the model for a more complete of possible agencies please see pg21



**Central collaboration hub:** A collaboration hub would be developed within South Norfolk Council where hot desks and co location options will be provided to promote agencies to work more effectively. This is where the shared vision and goals for the hub would be developed and disseminated, ensuring that we are meeting the needs of our residents. In addition to this the collaboration hub would ensure the effective communication between agencies hosting forums and meetings as required. By completing this it is ensuring that any data sharing or other issues are quickly rectified.

**Regular Conference Forum:** It is vital that all agencies involved within the partnership meet regularly to discuss the progress and effectiveness of the overall service as this is key in ensuring we adapt to meet the changing needs of our local residents,

identifying any gaps in our services.

These meetings would also provide the

platform for agencies to discuss cases of concern in a safe

environment to ensure we react quickly and appropriately to support our families with a

joined up approach. There are currently a number of multi agency forums in place,

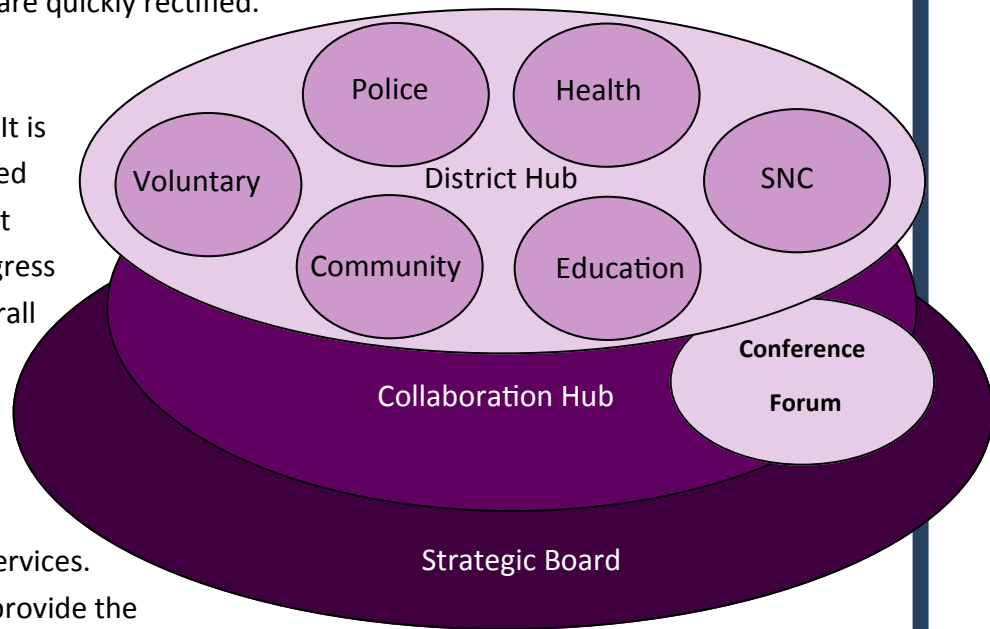
however these focus more on community safety than children's services. We hope to

combine the meetings into one multi agency meeting that aims to tackle both challenges

reducing the requirement for additional meetings across the district. This aims to reduce

the overall number of meetings about our families allowing us to use the capacity this has

created within our system to concentrate on its delivery.



**Developing Restorative Approaches:** Developing Restorative Approaches (RA) are to be used as a key programme to help families resolve conflict themselves, with the support and assistance of the agencies. To do this, the joint delivery hub will become a centre of excellence for RA.

- Conflict management
- Build bridges between families and the community they live in

**Courses/Workshops/Skills for life:** Within the delivery hub site and surrounding areas the agencies will arrange and deliver a number of workshops, training days and skills for life sessions aimed at helping individuals and families achieve their potential and become work ready. In addition to this, effective business engagement courses will be run through adult education to provide clients with the attitudes, knowledge and skills that businesses need. The timetable of these courses would be refocused as required to meet the current needs of the local area. These may include but are not limited to:

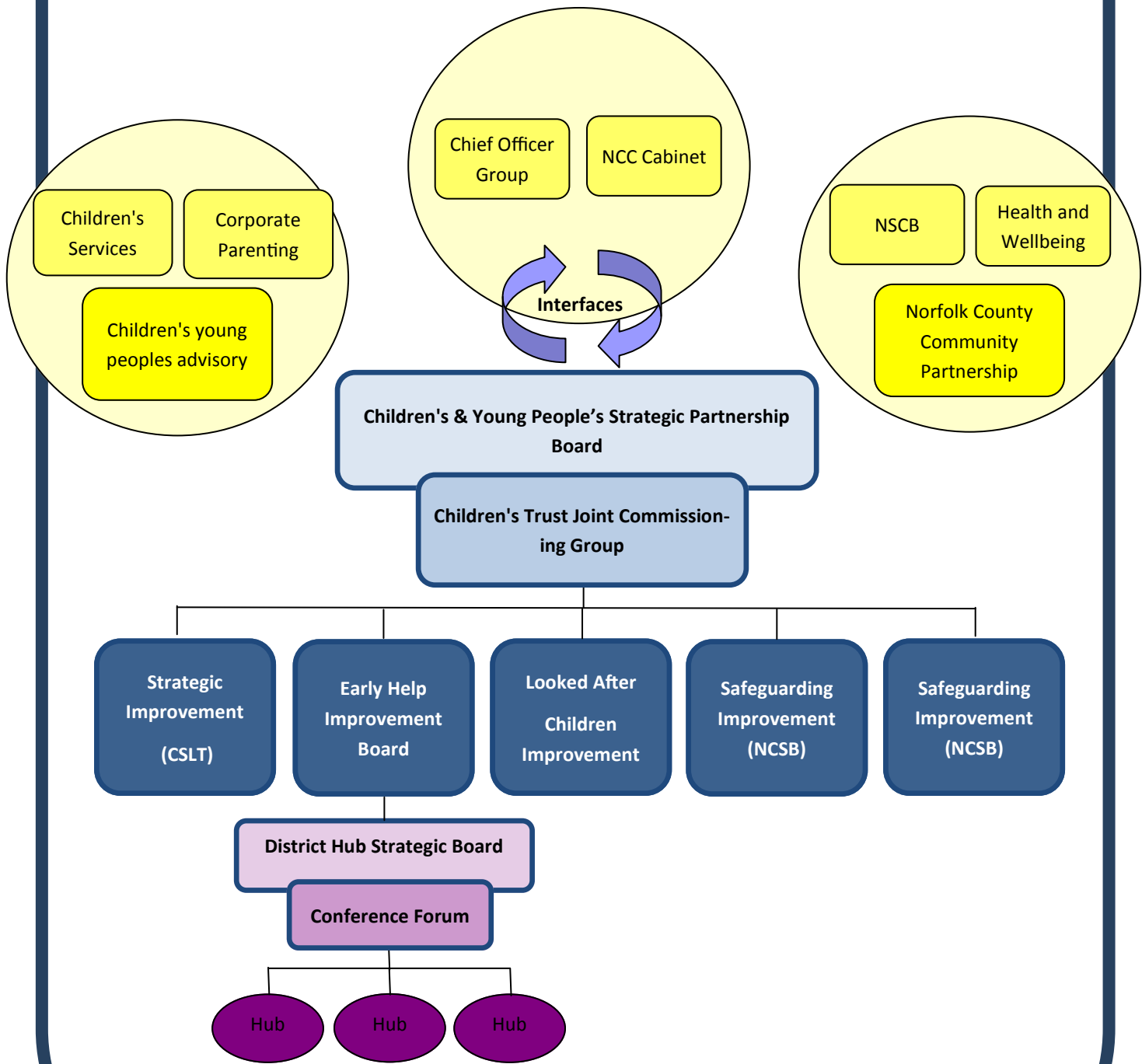
- Money advice and budgeting skills
- Job clubs and training days
- Arranging work placements with local businesses and traineeships for young people.
- Joy of food courses promoting healthy eating and low cost meals
- Obesity reduction
- Baby/birth support

**Storyboard:** The district hubs would use the storyboard facility as the main tool to capture their needs and support the family. Training will be provided to all staff on the storyboard model which will be used as the starting point for all referrals. This will ensure that any professional can assist the family with a basic level of knowledge about what services they can access through the hub. This would be created with the family so that we capture their true needs from their perspective and their future aspirations. As part of this process a families champion programme would be run alongside where we can support and encourage volunteers from families who have previously successfully completed a storyboard to be trained as family champions to enable them to support others. This also links back in with the paid traineeship/apprenticeship opportunities that the hub would endeavour to offer.

**Embedding The Culture:** It is important to recognise that this journey of change is more than just about the amendment of processes and procedures across our agencies. It is in fact a cultural shift towards an aligned collaborative working model. To make this change it is important that we build trust, respect and knowledge of one another's services to enable us to break down barriers. As part of this we also need to ensure continuous improvement of our services to ensure we run them effectively and that they meet the ever changing need.

**Central information cloud:** Creating a central information cloud will enable agencies to access information 24hrs a day. This will promote information sharing and ensure that we build a full and clear picture for the individuals, families and communities we serve.

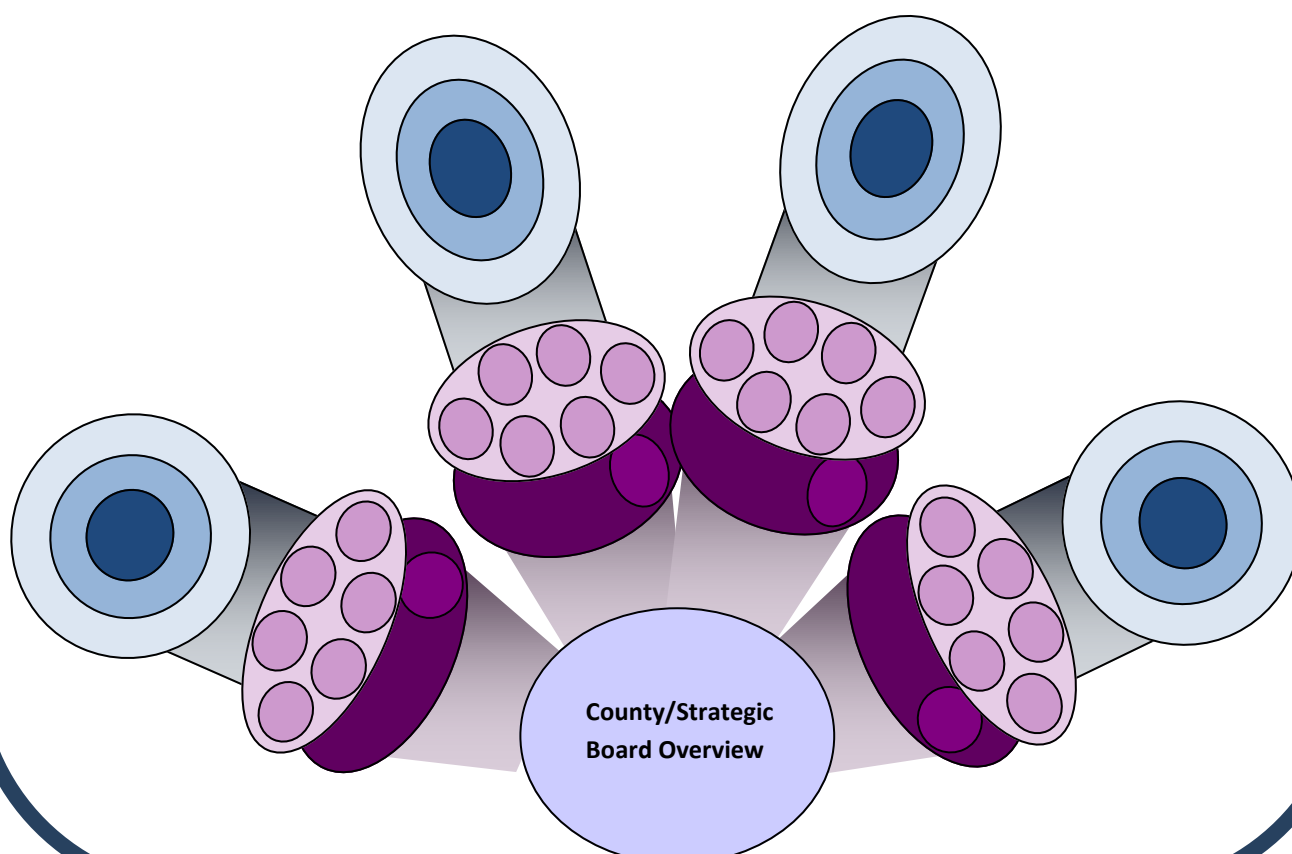
**Governance :** The following diagram summarises the governance structure in place to enable us to sustain improvement with a clear strategic direction. The governance will enable us to set out clear KPIs, outcomes, maintain budgets and manage our resources.



**Agreed Lead:** As the storyboard is built the hub will gain an understanding of the families main need. From this an agreed lead agency will be allocated to the family to support them through their storyboard journey. This lead will aid in the information sharing aspect of the hub, ensuring that the right agencies are brought in at the right time and that the information is being disseminated accordingly. This lead may also choose to bring the case forward at the conference forum for further discussion .

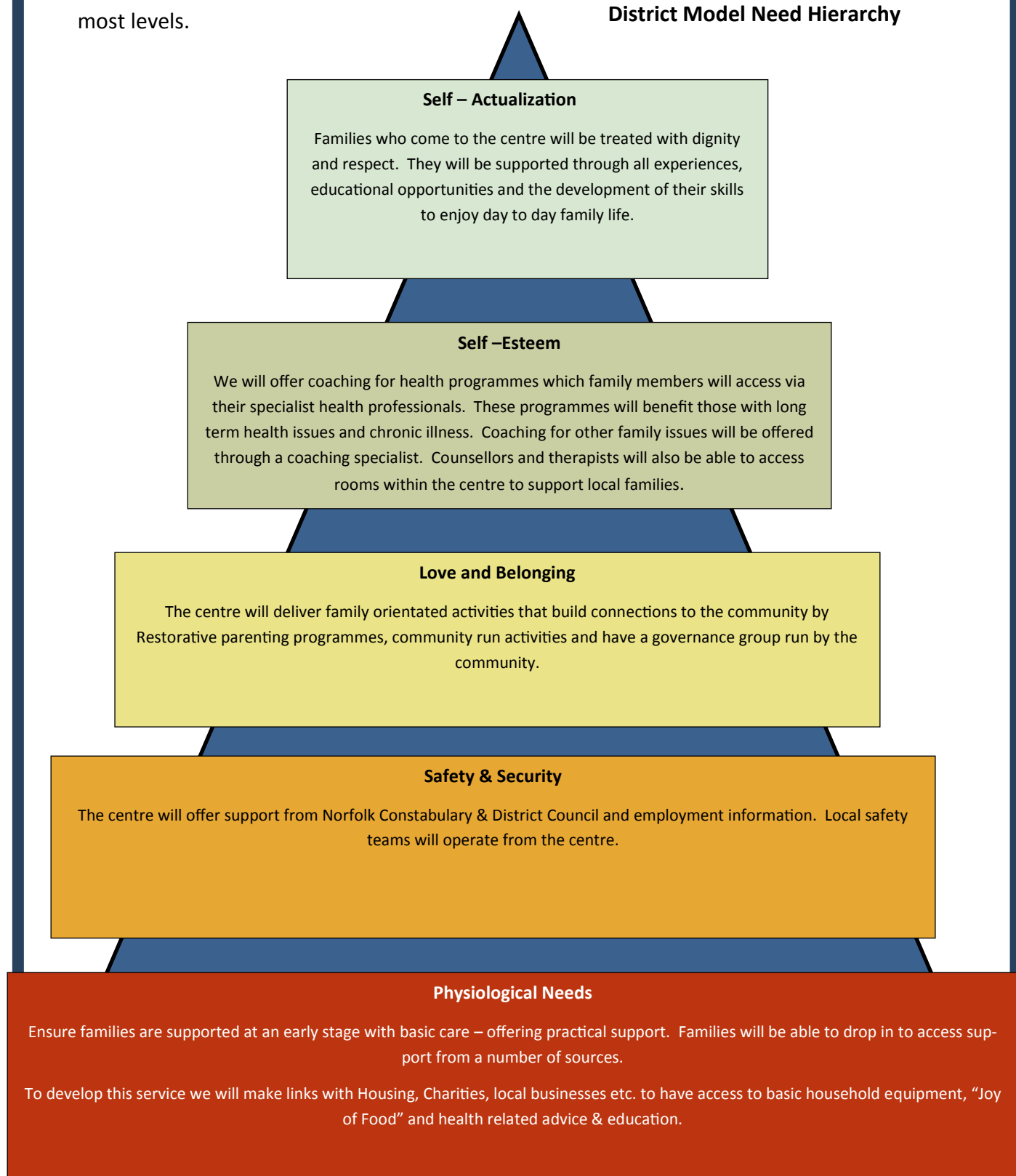
**Overall Model:** Once combined the district model puts the Individual, family and community at the top of our priority giving them a localised single point of access for a wide range of services and agencies across the district. The hubs provide the platform for which this information can be collated and shared and where learning and problem solving can take place.

**Scalable Model:** The district model is designed to be scalable and flexible. This means that once established the model can be implemented across districts in a standardised structure yet giving each district the flexibility required to attend to and delivery solutions for the matters of local importance.



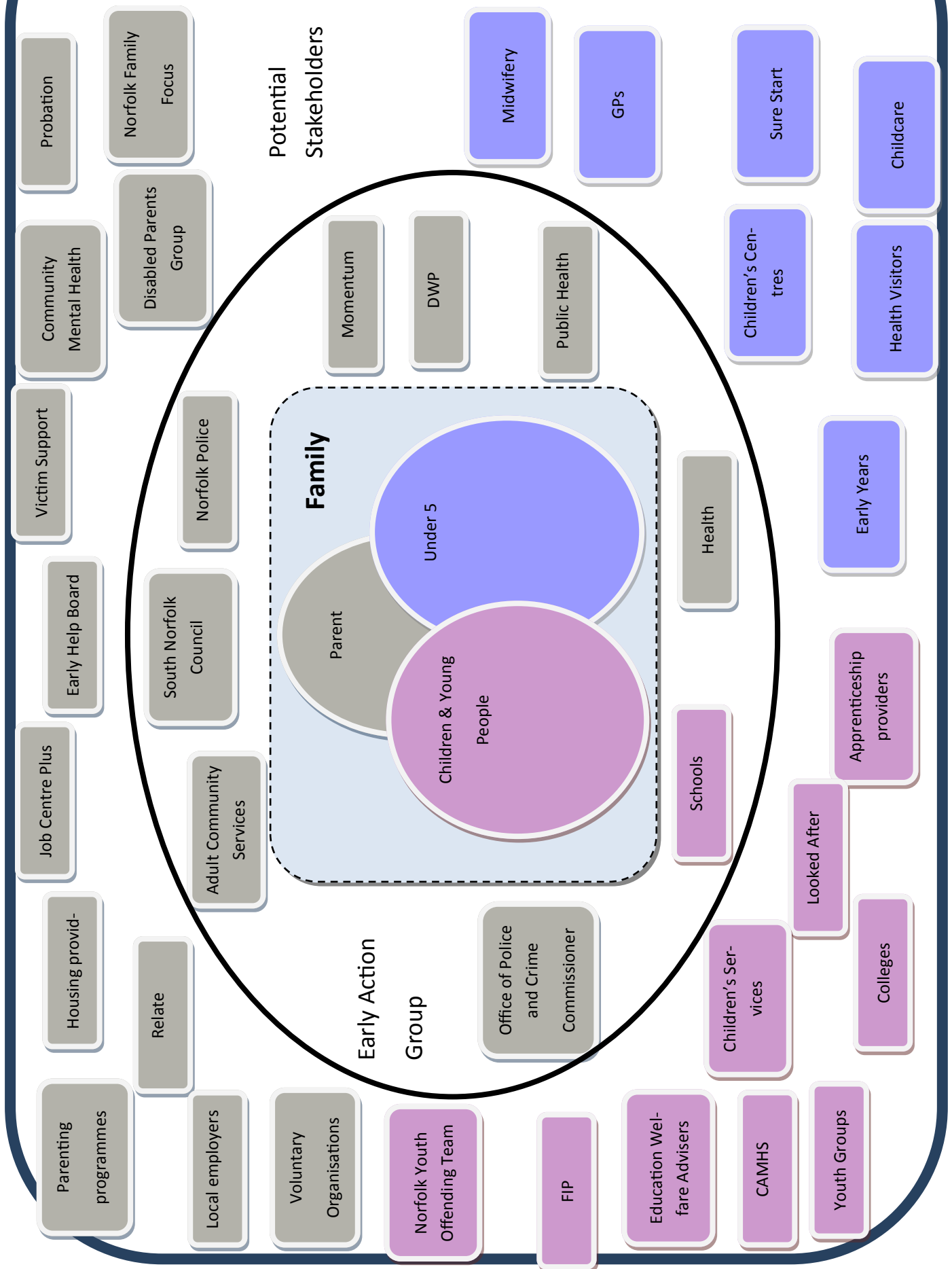
**Tackling the instigator need:** The hubs will be designed to tackle the instigator of need as well as the symptom to ensure that we do not see repetition and a cyclic pattern of need. The following diagram is based on Maslow's hierarchy of needs proposed by Abraham Maslow in 1943. It portrays the most fundamental basic layers of need. It is believed that without the most basic layer of need being met that the individual or family are unlikely to have strong desire or be able to achieve the upper most levels.

### District Model Need Hierarchy





# Who needs to be involved?

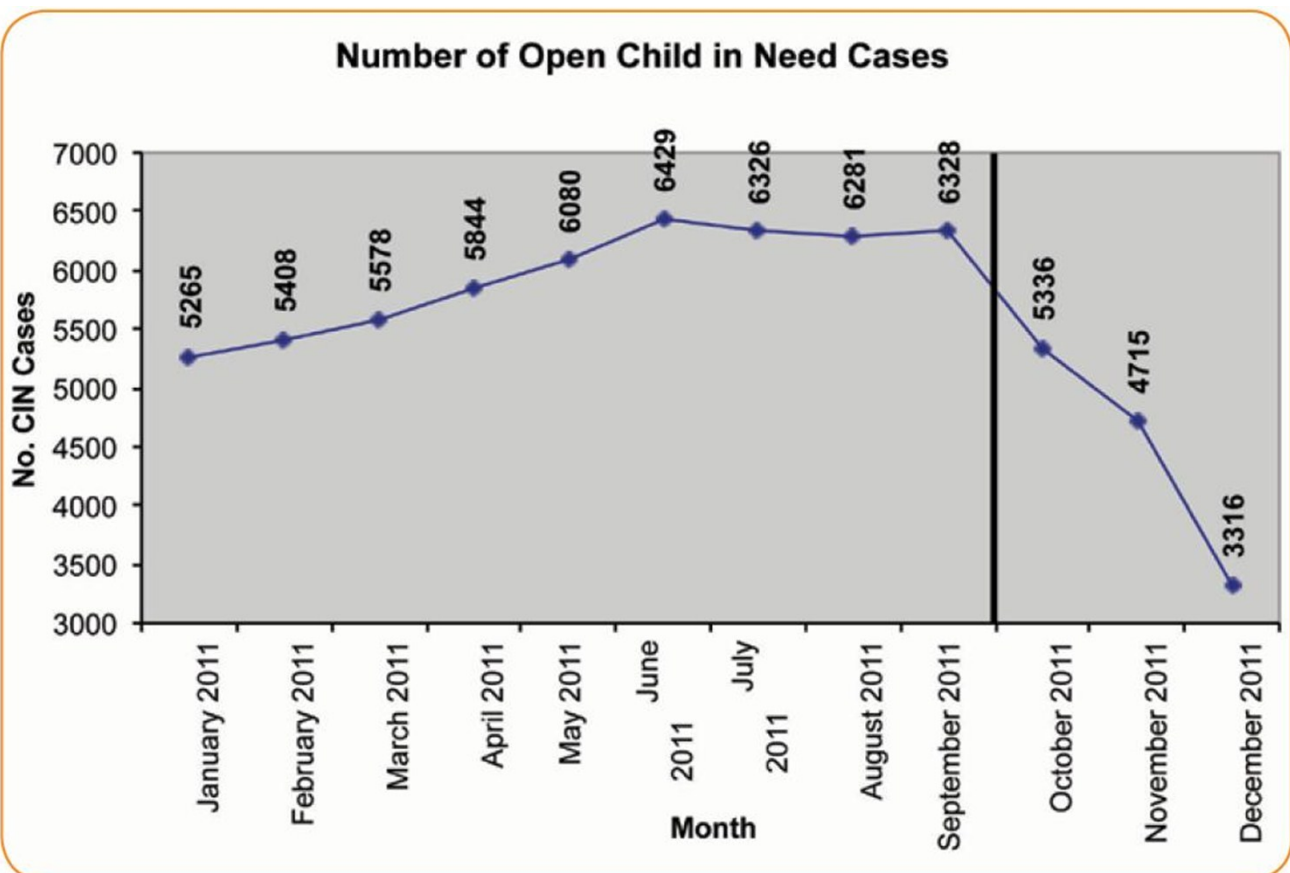


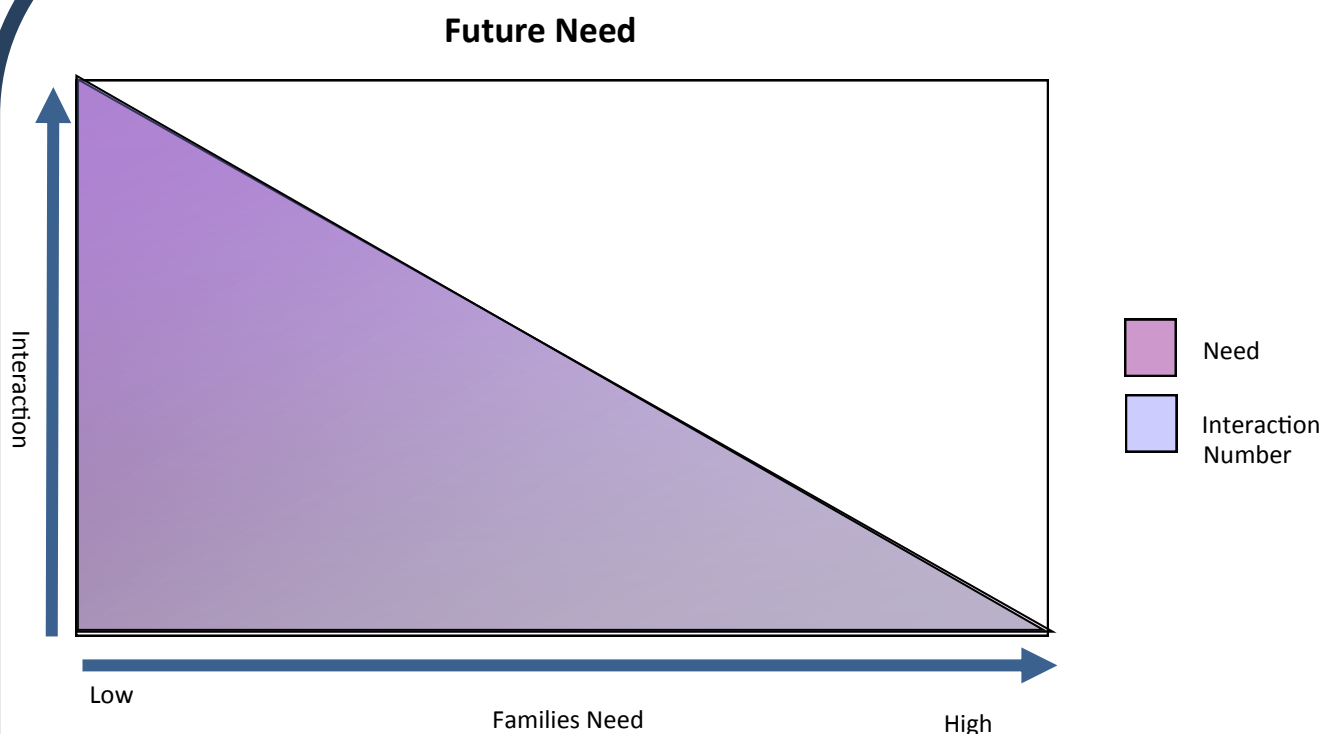
## Benefits:

**Removed duplication:** The district level collaborative working model will remove duplication across the agencies to provide an efficient service freeing up additional resources to enable them to be utilised effectively. This will improve outcomes for the agencies aiding them in achieving their outcomes and targets.

**Reduction in overall numbers:** It is envisaged that by implementing this district model that it will enable us to identify families early on so that we can increase the number of families returning to the universal pathway and reduce the number of families with a high need requirement.

The graph below shows how early help can make a difference to the number of open child in need cases based on data from the early intervention in Suffolk.





**Early Identification:** Information sharing allows us to deliver the correct combination of services to the right individuals/families at the right time. It also means that we can be more proactive in the delivery of our help, capturing families at the earliest opportunity, preventing them deviating from the universal pathway. As the agencies will be working collaboratively the likelihood of early identification is increased.

**Ongoing support:** Collaborative working and information sharing allows us to make informed decisions as to the levels of ongoing support needed. Ensuring the right balance of intervention, independence and self sufficiency are given to the families we work with. By joining up in our approach we can ensure that we maintain the right level of interaction with our service and can use our visit/meetings more effectively by covering multiple needs through a single requirement.

**Knowledge Transfer:** Sharing best practice and success stories will enable agencies to learn from one another allowing them to refine their processes to ensure they are effective whilst embedding a culture of continuous improvement across the services. Having this set up at a district level affords us the time to focus on specific cases of need and work through them with the family where previously due to the logistical breadth of the services may not have been possible.

**Shared vision:** Having multiple agencies working towards the same localised goal increases our chances of achieving them. Goals may vary across the region and by breaking this down the goals can be set based on the needs of the local area at a point in time.

**Efficient and effective service:** By information sharing and collaborative working agencies can benefit from efficiency savings allowing us to do more with our resources available to us.

**Tackling the greater need:** By sharing information and working collaboratively we can build up a better picture of the individual/families overall needs and better define the true root cause. This will allow us to tailor our services to meet not only the symptom but the instigator of the need.

**Reaching potential :** By offering a range of workshops, activities and courses we can support families and individuals in reaching their aspirations. Providing them with future stability and independence. Creating this at a district level allows us to build relationships with the local communities and businesses where we aspire for vacancies or volunteering opportunities to be filled where appropriate by service users.

**Combination of services:** Having all of the services working together allows us to effectively allocate our resources to make the most impact by ensuring we offer the right combination of services to our families.

**Single Point of Contact:** By working together from a single local point collaboratively we are simplifying the process for the service users. They will no longer be required to travel or speak to multiple agencies across the region to ask for help and can be assured that these connections will be made with them through this single local point of contact.

## Risks/Barriers

As with any change there a number of risk and barriers that may present themselves throughout the implementation and lifetime of the approach. These if not considered may impact upon the overall success of the project and so these have considered within the proposal, and recommendations have been made as to how these may be overcome.

**Service user perception/connections :** As service users it is important that families and individuals are engaged with the collaborative hub approach. We must therefore ensure that a clear engagement plan is created to ensure that the services can be located and thought of. In addition to this we need to ensure that the families know how to find us and that they are able to make the connections with the hub supporting them when they need it.

**Mitigation:** A joint approach must be agreed in the referral and marketing approach of the concept to our families. We will also utilise existing opportunities to engage with our families and tell them about the new service using the existing contact points we have available to us. However the main awareness will be raised through training of our professionals, agencies and community groups so they understand what is being offered and can support families to take full advantage of it.

**Cultural Change:** It is as equally important that the agencies and services buy in to the cultural change that collaborative working aims to bring. This is not about reallocated what we already have into one location but is more about transforming and aligning the service to work coherently with one goal.

**Mitigation:** Working together side by side at both the collaboration and delivery hubs will build trust, confidence and knowledge of each others role helping to embed the cultural change of multi agency working, breaking down barriers, reducing duplication and improving outcomes.

**Resources:** The hubs will need to be adequately resourced to ensure that we can meet the demand of the service users. This includes both in and outside of standard office hours. Failure to provide these may mean a reduction in the effectiveness of the service and its overall impact.

**Mitigation:** By aligning our services and removing duplication we can maximise the utilisation of our resources.

**Ownership:** Although the hub brings shared responsibility it is important that we do not lose ownership of our service delivery.

**Mitigation:** The lead agency will be the pivotal point of contact for all agencies to ensure that the right people lead on the case working closely with the family to resolve their needs

**Continuous Improvement :** This model is built around the requirement for our services and support offerings to continuously react to the demands of the local area to ensure this meets the need. The model therefore needs to be flexible and adaptable. Failure to do this may mean we lose touch with the needs of the here and now and that the effectiveness of the hub is impacted.

**Mitigation:** Regular needs analysis may be required to enable the hub to identify gaps within our services and to enable us to identify and react to a changing environment.

**Information Sharing:** Information must be shared to enable us to identify families early on and prevent them diverting further from the universal pathway. It also enables us to make the connections required to deliver the correct combination of services to the family and without this we could revert back to tackling each need individually rather than seeing the overarching picture.

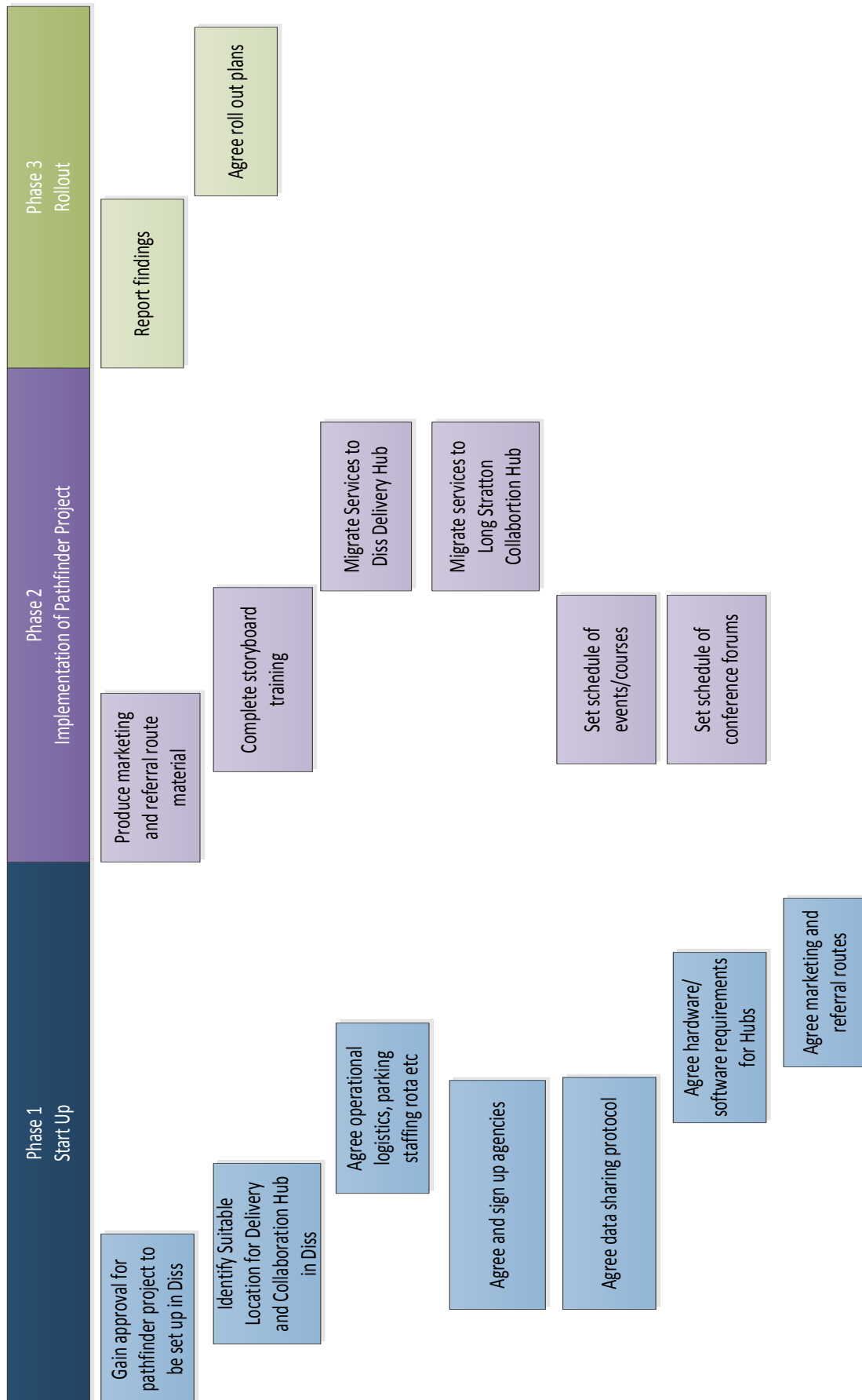
**Mitigation:** Agreements need to be made and reviewed to ensure that the services and agencies have the freedom and collaborative working environment to promote and enable the share of information.

## Next Steps

As part of the district collaborative working model we need to agree a set of measurements to ensure that our outcomes are being met. Please see below three examples of possible measurements

- By [DATE] we will have reduced reported incidents of domestic abuse/violence by [%]  
Could be applied to a range of issues
- Within one year [%] families will achieve [%] of the goals identified on their storyboards.
- [%] families report that support provided from within their community is accessible and effective in meeting their needs.

## Next Steps



## DRAFT v7

## Pathways to Support for Families in Norfolk

### Introduction

This document sets out how Norfolk's Strategic Partnership for Children and Young People is focusing on ensuring the right pathways exist for families in Norfolk so that they are able to access the support they need, recognising that strong families enable children and young people to thrive and secure the outcomes that we collectively want for them.

*"strong families give children love, identity, a personal history and a secure base from which to explore and enjoy life as they grow up. Family is of lifelong importance but for many children its significance cannot be overstated; what happens within the family has more impact on children's wellbeing and development than any other single factor."*<sup>1</sup>

The partnership has recognised the important link between securing better outcomes for individuals, families and communities. Strong families create strong communities and equally, by enabling communities to support families, we can deliver better outcomes for children and young people.

Our multi agency Early Help Improvement Board is working to secure better outcomes for children, young people and families in Norfolk, ensuring that individuals receive the help they need as early as possible, meaning that the right families receive the right support, at the right time. There is an exciting new initiative to develop multi agency collaboration and delivery hubs at a district and sub-district level. The intention is that these hubs will help to make the cultural and practical changes needed between agencies and the community to provide a streamlined service that offers a single door for families, putting them at the centre and enabling them to take ownership of their journey and access the support they need to reach their potential.

In order to reach families it is critically important that we ensure that pathways and services are accessible and responsive to their needs, and these are dependant on families being able to access good quality information about services that are available. Every family is unique and the pathways to support for families are varied. Across Norfolk there are many examples of effective services being delivered by a wide range of providers. The mix of provision is vast and includes a blend of universal and targeted delivery. The fact that pathways to these services for families are varied can be positive, offering access to services tailored to need, but it can also result in inconsistencies and gaps if the differences are not planned.

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<sup>1</sup> 'Parenting and Family Support Guidance for local authorities in England'  
DCSF March 2010



Despite all of these pathways and services, too many families still do not receive the support they need early enough, nor in a way that is sufficiently improving outcomes for children and young people.

Ensuring the right pathways to support exist for our families requires us to better understand three aspects:

- 1 How well families with different life experiences are able to secure the best possible outcomes for their children and young people.**
- 2 How sufficient the core offer of universal services is within different neighbourhoods.**
- 3 How well the core offer of universal services matches the needs of families with different life experiences, preventing the escalation of needs beyond early help to requiring more specialist intervention.**

## **The critical link between our focus on improvement and enabling families in Norfolk to access the right pathways to support**

Our ambition is to have a comprehensive multi agency early help offer which is improving outcomes for children and young people, their families and local communities. We are committed to building a partnership approach to delivering effective pathways to support for families, enabling them to consistently receive the support they need, at the earliest opportunity, including from their own extended family, the local community, via a single agency or through a co-ordinated multi agency process. This is reflected in our new collaboration and delivery hubs at a district and sub district level.

We want children, young people and their families to have a positive and productive experience, each time services are provided. We acknowledge that there is an urgent and immediate priority to improve outcomes for children, young people and families. We recognise that we will only secure this rapid improvement by:

- Getting the basics right
- Leading and managing well
- Effective performance management
- Productive and purposeful partnership working

**Understanding how well families with different life experiences are able to secure the best possible outcomes for their children and young people.**

Based upon the 2011 census, we know for example that:

- There are approximately 256,000 families in households within Norfolk. Of these around 220,000 are 'couple' families and 36,000 are 'lone parent' families.
- Couple families include married or registered same sex civil partnerships, or cohabiting couples and lone parent families include those with either a male parent or a female parent.
- The geographical spread of families across the seven districts varies with the highest proportion (18%) living in King's Lynn and West Norfolk and lowest in North Norfolk (12%).
- A similar picture exists for how 'families with dependent children' are geographically spread across Norfolk (from 17% in King's Lynn and West Norfolk to 10% in North Norfolk).
- There are a similar number of 'families with dependent children' living in each of the Breckland, Broadland, Norwich and South Norfolk districts (around 15%).
- Nearly two thirds of families in Norfolk do not have any dependent children.
- Of those that do, nearly half (47%) have one dependent child, a little over a third (38%) have two children, and 15% have three or more dependent children.
- In total there just over 165,000 dependant children living in families in Norfolk.

But we also know that the life experience of children and young people varies considerably from family to family, and from place to place. We need to understand what this means for individuals and how this is impacting on their outcomes.

Work has been initiated to harness the power of Norfolk County Council's customer profiling data to map how well different groups of families are securing outcomes for their children and young people. Using Experian's Mosaic product we are able to segment our families into groups with similar needs, preferences and behaviours, across each district and then assess how well children and young people within these different groups are securing outcomes.

The recently produced outcomes framework helpfully sets out the key outcomes we are collectively pursuing for children and young people, across five domains: education, health, economic, family and community.

Mosaic divides the population into 15 groups that can be linked to individual customer records allowing us to understand who, where is interacting with the Council why and how. These groups are:



Residents of rural communities



Residents of small & mid-sized towns



Wealthy people in sought after neighbourhoods



Successful professionals living in suburban homes



Middle income families living in suburban semis



Couples with young children in modern housing



Young, well educated city dwellers



Couples and singles in small modern starter homes



Lower income workers in urban terraces



Owner occupiers in older-style housing



Residents in right-to-buy social housing



Active elderly people in retirement locations



Elderly people reliant on state support



Young people renting flats in high density social housing



Families in social housing with high levels of benefit need



We can then match how well outcomes are being secured with each of these different groups, and for different geographical areas, as in the following example:

## Outcomes



**57.2%**

Norfolk children achieved a total score of 78+ and at least a level 6 in Communication, Language and Literature and Personal, Social and Emotional development in 2012.



**84.5%**

Norfolk children were assessed as being a healthy weight as part of The National Child Measurement Programme (NCMP) which measures the weight and height of children in reception class (aged 4 to 5)

**80.8%**



Wealthy people in sought after neighbourhoods

**65.7%**



Middle income families living in suburban semis

**50.2%**



Lower income workers in urban terraces

**44.4%**



Families in social housing with high levels of benefit need

**95.4%**



Wealthy people in sought after neighbourhoods

**85.7%**



Middle income families living in suburban semis

**81.0%**



Lower income workers in urban terraces

**81.1%**



Families in social housing with high levels of benefit need

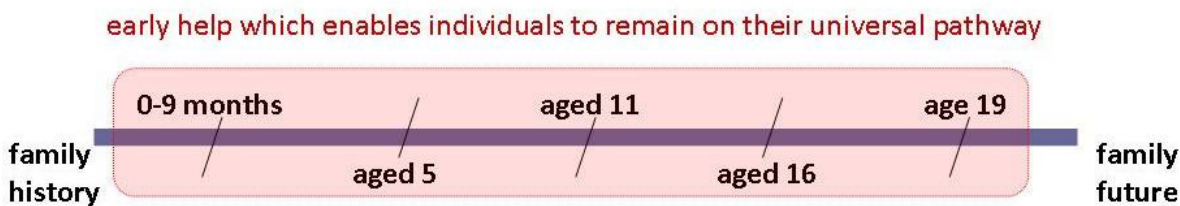
**Understanding how sufficient the core offer of universal services is within different neighbourhoods.**

Work is required by Norfolk's Strategic Partnership for Children and Young People to agree collectively on what a 'core offer of universal services' means for families across our different districts and neighbourhoods.

Through the Early Help Improvement Board, we have collectively agreed to an 'early help strategy' as one route to securing improved outcomes for children, young people and their families across Norfolk, through individuals receiving the support they need from within their own family and their local community, as they progress along a pathway, from birth and their early foundation years, through adolescence and into adulthood.

Early help is a strategic priority for Norfolk County Council and its partners in order to break the cycle of poverty, social exclusion and disadvantage. It is a key priority for Norfolk's Strategic Partnership for Children and Young People given our ambition to reduce the number of children subject to child protection plans and reduce the number of looked after children in the county.

Our emphasis is on supporting families, communities and universal settings within local neighbourhoods to enable individuals to remain on and have their needs met along a 'universal pathway'. It is about providing support as soon as a problem emerges, at any point in a child's life.



In reality, the universal pathway for individuals and their families reflects a need to secure development and progression along several strands; for example in how well children are progressing at school, or remaining healthy. Families also need access to affordable decent housing that enables everyone to enjoy a safe and positive family life, in a community they can contribute to, especially where this can be supported through stable employment that is reasonably paid.

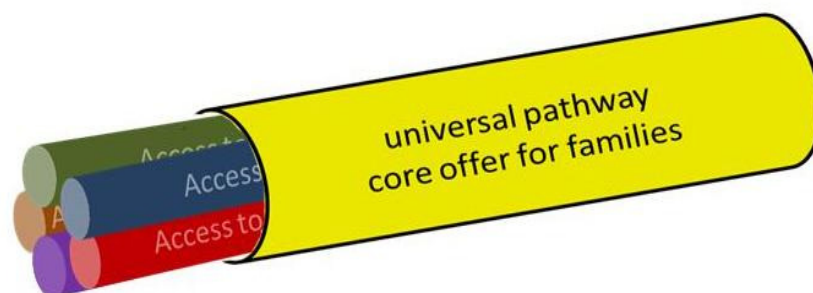
For families, set out as a universal pathway 'core offer', these strands can be summarised as:

### The universal pathway core offer for all families



In order to be 'sufficient', the core offer needs to be appropriate and relevant for different families, responsive to their needs in a way that supports all families to enable children and young people to thrive and reach their developmental milestones. It requires us to collectively work with families to design and deliver more of these services 'around the family', rather than always expecting families to fit into services.

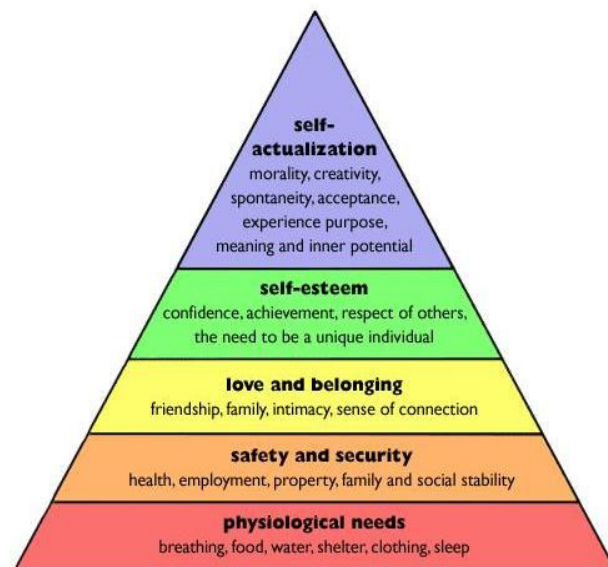
Providing effective support for families means wiring local services so that each family's needs are at the heart of the universal pathway core offer within their community





Delivering a core offer that is flexible and responsive to families will mean that it is better able to meet their needs, reducing the requirement to access additional services.

The importance of ensuring there is a sufficient core offer for all families, locally, so that their basic fundamental needs can be met, allowing each individual to progress and realise their full potential in life.



Maslow's hierarchy of needs

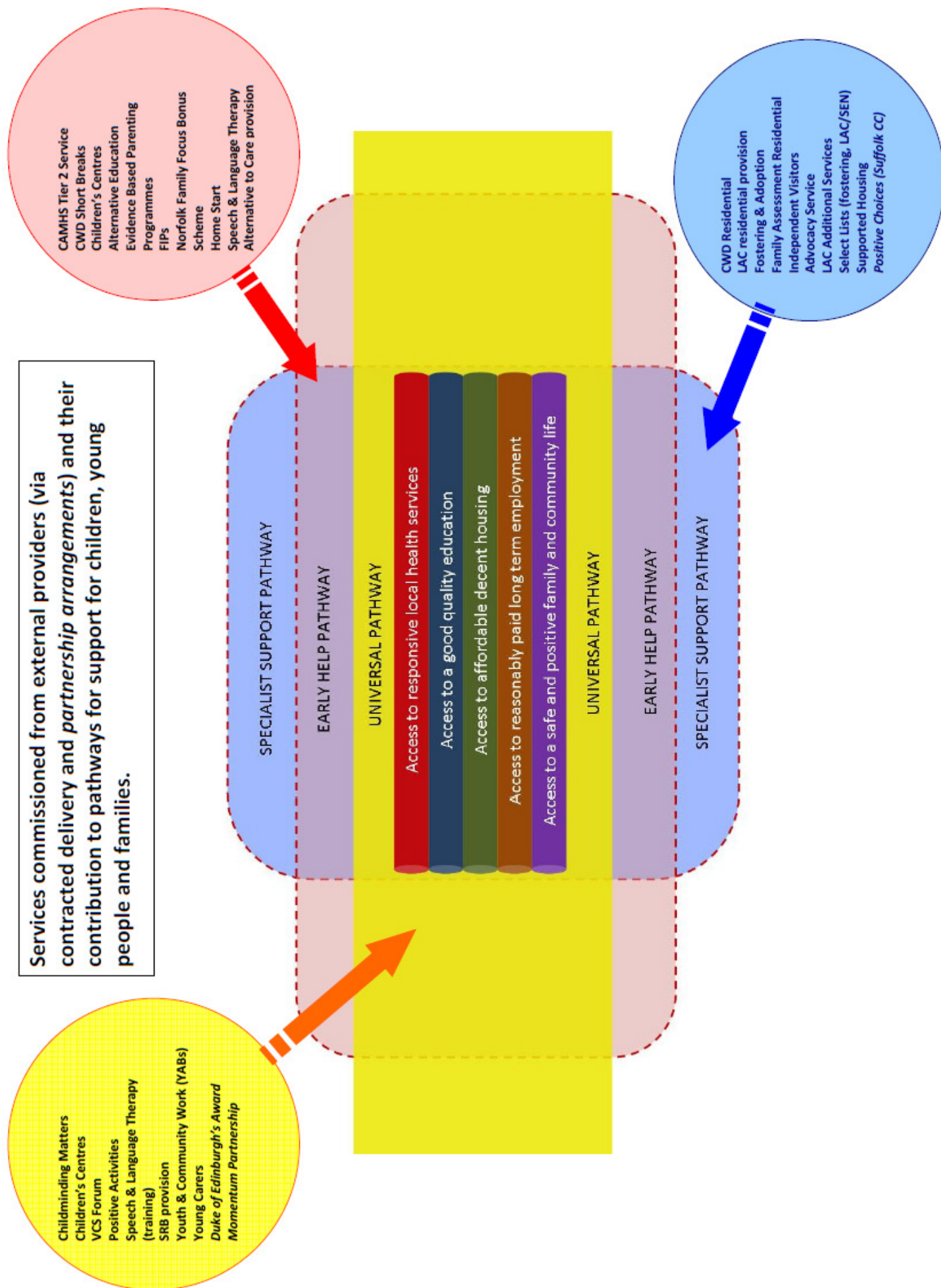
Having agreed the nature of our core offer for families, work is needed through Norfolk's Strategic Partnership for Children and Young People to identify the measures that we can use collectively to assess how sufficiently the core offer is, at a local neighbourhood level.

Agreeing these will enable us to assess how well families are able to access:



This sufficiency, of the universal core offer, needs to be considered taking account of the wider pathways to support for families, such as the targeted early help and more specialist services already commissioned by the local authority, as set out in the following diagram:

Services commissioned from external providers (via contracted delivery and *partnership arrangements*) and their contribution to pathways for support for children, young people and families.



**Understanding how well the core offer of universal services matches the needs of families with different life experiences, preventing the escalation of needs beyond early help to requiring more specialist intervention.**

Whilst efforts must be made to ensure the universal pathway's core offer is as broad as possible, not all families are able to meet their own needs or receive all of the support they require through universal services. Where this is the case there must be rapid and early help offered to prevent issues from escalating further, with the emphasis on either enabling families to remain on the universal pathway or to return to it as soon as possible.

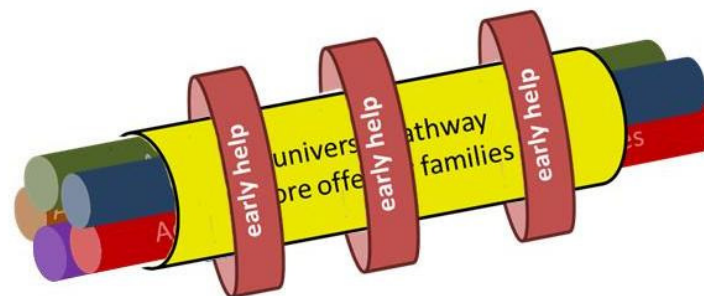
Early help is about providing extra support for families at key transition points, helping them to cope with significant and sometimes unexpected life changes: changing school, losing a job, or facing inadequate housing etc.



Levels of needs will vary for individuals within families and at different times. This includes particular transition points such as moving from primary to secondary school, or moving to a new area as well as particular life events that may be temporary or have more long term consequences. For some families there may be a need for support on a single issue, whilst in all other aspects their needs are being met within the universal pathway. For other families, the early help they need may be more comprehensive. There is a real opportunity to ensure that our local offer being developed with families in response to the Children and Families Bill, is part of this wider universal local offer for families.



Where families have more specialised needs, they need to be confident that those working with them within universal services have the knowledge to signpost them to, or help them access this more specialist support, advice or guidance when needed. It is essential that any early help provided is responsive and relevant, in place for as long as it needed, but always with an emphasis on enabling families to support themselves:



Providing help for families when its needed, as soon as possible, and only for as long as is necessary, so that their needs can be met through the universal pathway core offer

Before decisions are made about commissioning new or additional support for different families, in order to improve outcomes for children and young people, attention must be given to understanding 'what works'.

## Taking an evidenced informed approach



Some of questions that can help the commissioning of effective pathways to support for families

This requires a commitment to listening to what families tell us about services, what works and what needs to change, recognising that the ‘expertise’ sits with both the family and the professional.

In understanding families’ needs and assessing how well existing provision is responding, or in thinking about what else is needed, it is essential we include the personal and community/neighbourhood resources that families themselves hold or see as being important to them. We have to find ways to utilise the considerable resource held by individuals and families themselves: their knowledge, skills and understanding about their lives; the energy, time and personal motivation they have to meet their aspirations; their network of social relationships within their family and the local community.

*“Services do not produce outcomes. It is what people do for themselves along with their families, friends and neighbours, supported or otherwise by services, that co-produce outcomes.”<sup>2</sup>*

This commitment to co-production needs to be in place across our commissioning of pathways to support for families: in understanding families’ needs and what services are already in place; in planning how to respond to needs to deliver the outcomes that are desired; in securing and delivering the right support, at the right time, for the right families; and finally, in reviewing and evaluating how effective services are in delivering improved outcomes for families. It is reflected by the “*no decision about me without me*” philosophy that underpins the delivery model proposed for the district early help hubs.

## Key principles in providing pathways to support for families

- **Seeing families as partners**
- **Supporting families wherever possible through universal services**
- **Recognising that needs vary from family to family, and over time, requiring flexible and appropriate responses**
- **Offering help at the earliest opportunity alongside pathways to specialist services for more complex needs**
- **Focusing on support for families that can demonstrate it is improving outcomes for children and young people**

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<sup>2</sup> ‘Making it personal: how to commission for personalisation’  
Office for Public Management Sept 2012

Our vision for children and young people in Norfolk is that:

*‘We believe that all children and young people have the right to be healthy, happy, and safe; to be loved, valued and respected; and have high aspirations for their future’.*

0-5s	5-11s	11-19s
<p><b>By the time children start in the Reception class at school, we want them to:</b></p> <ul style="list-style-type: none"> <li>• Be loved and happy at home with the confidence to make relationships with others</li> <li>• Be eager, excited, curious, creative and engaged in learning</li> <li>• Have the best possible health and development</li> <li>• Be safe and have a growing awareness of risk</li> </ul>	<p><b>By the time children go to high school, we want them to:</b></p> <ul style="list-style-type: none"> <li>• Be confident, happy and able to cope with the ups and downs of life and able to relate positively to others</li> <li>• Learn, achieve and contribute to their world, recognise their own achievements and aspire to success</li> <li>• Have the best possible health and development and be able to start making choices about a healthy lifestyle</li> <li>• Be and feel safe and be increasingly able to make decisions about risk</li> </ul>	<p><b>As young people reach adulthood, we want them to:</b></p> <ul style="list-style-type: none"> <li>• Be and feel loved by their families and valued and respected by their communities, have a sense of belonging and have an ability to develop and sustain positive relationships</li> <li>• Be and feel equipped to make life choices and to take responsibility for themselves, have a sense of achievement, and have positive expectations for their future and the contribution they can make to the well-being of others</li> <li>• Have the best possible health and development and behave in a way that enhances their health and well-being</li> <li>• Be and feel safe and equipped to make informed decisions about risks</li> </ul>

## Education and Learning

<p><b>Improved attainment at end of Foundation Stage</b> (for: Girls, Boys , FSM, SEN, LAC) % achieving ‘Good’ level of development</p> <p><b>Closing of the attainment gap for the most disadvantaged children and the rest</b> Achievement gap between the lowest attaining 20% of children and the mean</p> <p><b>Increased take up of 2,3 and 4 year olds places across the county</b> (for all children and in particular LAC and children with disabilities) % of children in receipt of free early years provision</p> <p><b>Improved access to early years settings judged Good or Outstanding by Ofsted</b></p>	<p><b>Improved attainment at end of Key Stage 1</b> (for: Girls, Boys , FSM, SEN, LAC) KS1 average point score (reading, writing, maths)</p> <p><b>Improved attainment at end of Key Stage 2</b> (for: Girls, Boys , FSM, SEN, LAC) % achieving L4 in Eng &amp; Maths % achieving L5 in Eng &amp; Maths Progress from KS1 to KS2</p> <p><b>Improved school attendance</b> Authorised absence rate Unauthorised absence rate Overall absence rates Persistent absence rates</p> <p><b>Less permanent exclusions from primary school</b> Exclusion rates</p>	<p><b>Improved attainment at end of Key Stage 4</b> (for: Girls, Boys , FSM, SEN, LAC) % achieving 5 A*-C GCSEs inc Eng &amp; Maths</p> <p><b>More young people achieving Level 2 &amp; 3 qualifications at age 19</b> % achieving Level 2 qualification by age 19 % achieving Level 3 qualification by age 19</p> <p><b>Improved school attendance</b> Authorised absence rate Unauthorised absence rate Overall absence rates Persistent absence rates</p> <p><b>Less permanent exclusions from high school</b> Exclusion rates</p>
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## Health

<p><b>Improved parent and infant mental health</b> Smoking at time of pregnancy Breast feeding initiation rates &amp; prevalence at 6 to 8 weeks Birth weight Infant mortality rates MMR immunisation take up rates Incidence of post natal depression Emotional health of LAC based on SDQ questionnaire</p>	<p><b>Improved child mental health</b> Estimated prevalence of ADHD for 0-16 by CCG area Estimated number of 0-19s with autism and ASD by CCG area Emerging eating disorder prevalence based on referrals to services and hospital admissions Estimated prevalence of early mental health issues for 5-10s by CCG area Emotional health of LAC based on SDQ questionnaire</p>	<p><b>Reduced teenage conceptions</b> Teenage conception rates Terminations Repeat /2<sup>nd</sup> pregnancies</p> <p><b>Improved sexual health</b> Chlamydia screening rates for 15-24s Rates of other STIs</p>
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<p><b>Reduced obesity</b> <i>Overweight &amp; obesity rates in Year R</i></p> <p><b>Reduced dental decay</b> <i>Dental health survey at age 5</i></p> <p><b>Reduced number of accidents</b> <i>Numbers of accident and hospital admissions</i> <i>Admissions related to accident/injury type</i> <i>Inpatient admissions</i> <i>Emergency admissions</i> <i>Road traffic casualties</i></p>	<p><b>Improved physical health – healthy lifestyles</b> <i>LAC up to date with immunisations</i> <i>LAC having annual dental check</i></p> <p><b>Reduced obesity</b> <i>Overweight &amp; obesity rates in Year 6</i></p> <p><b>Reduced dental decay</b> <i>Dental health survey at age 12</i></p> <p><b>Reduced number of accidents</b> <i>Numbers of accident and hospital admissions</i> <i>Admissions related to accident/injury type</i> <i>Inpatient admissions</i> <i>Emergency admissions</i> <i>Road traffic casualties</i></p>	<p><b>Reduced smoking, drug and alcohol use</b> <i>Estimated data extrapolated from DoH data on:</i> <i>number of regular smokers aged 11-15</i> <i>number of 15 year olds who have drunk alcohol</i> <i>Estimated data extrapolated from NDAP Needs Assessment on:</i> <i>Numbers of 11-19s engaged in drug related behaviour</i></p> <p><b>Improved adolescent mental health</b> <i>Estimates of mental health problems amongst 11-16s by CCG area</i> <i>Estimated eating disorder prevalence based on referrals to services and hospital admissions</i> <i>Self harm??</i> <i>Estimated prevalence of ADHD for 0-16d by CCG area</i> <i>Estimated number of 0-19s with autism and ASD by CCG area</i> <i>Emotional health of LAC based on SDQ outcomes</i></p> <p><b>Improved physical health – healthy lifestyles</b> <i>LAC up to date with immunisations</i> <i>LAC having annual dental check</i> <i>Participation in sport/physical activity??</i></p> <p><b>Reduced number of accidents</b> <i>Numbers of accident and hospital admissions</i> <i>Admissions related to accident/injury type</i> <i>Inpatient admissions</i> <i>Emergency admissions</i> <i>Road traffic casualties</i></p>
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## Economic

<p><b>Reduction in number of young people affected by child poverty</b> <i>% 0-4s living in poverty by LSOA</i> <i>% of children aged 0-15 living in income deprived families</i> <i>% of children living in a workless household</i> <i>Free School Meals eligibility rate for children in Year R</i></p>	<p><b>Reduction in number of children affected by child poverty</b> <i>% 5-10s living in poverty by LSOA</i> <i>% of children aged 0-15 living in income deprived families</i> <i>% of children living in a workless household</i> <i>Free School Meals eligibility rate</i></p>	<p><b>Reduction in number of young people affected by child poverty</b> <i>% 11-15s and 16-19s living in poverty by LSOA</i> <i>% of young people aged 0-15 living in income deprived families</i> <i>% of young people living in a workless household</i> <i>Free School Meals eligibility rate</i></p> <p><b>Increased participation in Education or Training Post 16 (inc apprenticeships)</b> <i>(for all young people and by vulnerable group: LAC/Care leaver, SEN, FSM, Teenage Parent, Young Offender, PRU)</i> <i>% of young people participating in education or training in year 12 and 13</i> <i>% of 'Not Knowns'</i> <i>Number of young people starting and progressing an apprenticeship</i> <i>Number of young people starting and progressing on the Youth Contract</i> <i>Progression rate into Higher Education</i></p> <p><b>Reduced NEET</b> <i>% of young people in Year 12-14 who are NEET</i></p>
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## Family

<p><b>Reduction in number of young people living with domestic abuse</b> <i>Number of domestic incidents involving children aged under 5</i></p> <p><b>Reduction in number of children and families affected by parental substance misuse or poor mental health</b> <i>Estimated % of children affected by parental alcohol and substance misuse based on NDAP survey needs assessment and national data</i> <i>Estimated % of children affected by parental mental health based on national data</i></p> <p><b>Reduction in number of children requiring a safeguarding intervention</b> <i>Referral rates to CIN</i> <i>Number of young people subject to S17 intervention</i> <i>Number of young people subject to S47 intervention</i> <i>Number of young people subject of a child protection plan</i></p> <p><b>Reduction in number of children needing to enter care</b> <i>Rate of looked after children</i> <i>Number of children starting to be LAC</i> <i>Number of children ceasing to be LAC</i> <i>Number of children being adopted</i></p>	<p><b>Reduction in number of children living with domestic abuse</b> <i>Number of domestic incidents involving children</i></p> <p><b>Reduction in number of children affected by parental substance misuse or poor mental health</b> <i>Estimated % of children affected by parental alcohol and substance misuse based on NDAP survey needs assessment and national data</i> <i>Estimated % of children affected by parental mental health based on national data</i> <i>Number of young carers based on national Census data &amp; referrals to local projects</i></p> <p><b>Reduction in number of children requiring a safeguarding intervention</b> <i>Referral rates to CIN</i> <i>Number of young people subject to S17 intervention</i> <i>Number of young people subject to S47 intervention</i> <i>Number of young people subject of a child protection plan</i></p> <p><b>Reduction in number of children needing to enter care</b> <i>Rate of looked after children</i> <i>Number of children starting to be LAC</i> <i>Number of children ceasing to be LAC</i> <i>Number of unaccompanied asylum seeking children</i> <i>Number of children being adopted</i></p>	<p><b>Reduction in number of young people living with domestic abuse</b> <i>Number of domestic incidents involving young people</i></p> <p><b>Reduction in number of young people affected by parental substance misuse or poor mental health</b> <i>Estimated % of young people affected by parental alcohol and substance misuse based on NDAP survey needs assessment and national data</i> <i>Estimated % of young people affected by parental mental health based on national data</i> <i>Number of young carers based on national Census data &amp; referrals to local projects</i></p> <p><b>Reduction in number of young people requiring a safeguarding intervention</b> <i>Referral rates to CIN</i> <i>Number of young people subject to S17 intervention</i> <i>Number of young people subject to S47 intervention</i> <i>Number of young people subject of a child protection plan</i></p> <p><b>Reduction in number of young people needing to enter care</b> <i>Rate of looked after children</i> <i>Number of young people starting to be LAC</i> <i>Number of young people ceasing to be LAC</i> <i>Number of unaccompanied asylum seeking children</i></p>
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## Community

<p><b>Increased access to leisure opportunities and open spaces</b> ??</p> <p><b>Reduction in number of children affected by hate crime</b> <i>Reported incidents into CS</i></p>	<p><b>Increased access to leisure opportunities and positive activities</b> ??</p> <p><b>Reduction in number of children affected by hate crime</b> <i>Reported incidents into CS</i></p> <p><b>Reduction in anti social behaviour</b> <i>Number and type of ASB incidents</i> <i>YISP referral rates</i></p>	<p><b>Increased access to leisure opportunities and positive activities</b> <i>Positive activities contract data</i> <i>Duke of Edinburgh's Award</i> <i>NCS</i> <i>Youth engagement &amp; Youth Parliament</i> ??</p> <p><b>Reduction in number of young people affected by hate crime</b> <i>Reported incidents into CS</i></p> <p><b>Reduction in anti social behaviour</b> <i>Number and type of ASB incidents</i></p> <p><b>Reduction in youth offending</b> <i>Number and rate of first time entrants to the Criminal Justice system</i> <i>Prevalence of offending within vulnerable groups</i></p> <p><b>Reduction in number of young people experiencing homelessness</b> <i>Number of Care Leavers aged 19 living in suitable accommodation</i> <i>Number of homelessness acceptances for young people aged 16-24</i></p>
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## A New Strategy for Early Years Services in Norfolk

Report by the Director of Children's Services

### Summary

The new strategic approach to the provision of services to children aged under five in Norfolk is informed by national policy and statutory framework and local context including in particular outcomes for Norfolk children.

The statutory framework used to measure outcomes for children by the age of 5 is the Early Years Foundation Stage (EYFS). In Norfolk EYFS outcomes in relation to Communication and Language, Personal, Social and Emotional Development, Literacy and Mathematics are all below the average for children nationally and the gap between the lowest attaining children and all children in Norfolk is widening

The 0-5 needs analysis (November 2013) highlights that across Norfolk there are geographical variations. All parts of Norfolk are represented in the lowest performing areas for Communication and Language and all parts of Norfolk (except South Norfolk) are represented in the lowest performing areas for Personal, Social and Emotional Development. The needs analysis also shows that EYFS outcomes not always related to highest areas of social, rural or urban deprivation and that take up of funded 3 and 4 years old places is lower in the market towns.

The implications of poor EYFS outcomes is that, the number of children achieving a good level of development by the age of 5 remains the most statistically reliable predictor of outcomes at GCSE. In 2012 analysis of attainment at each Key Stage shows a strong correlation between outcomes at Early Years and GCSE.

The new strategic approach for the delivery of Early Years services in Norfolk links the key priorities to the outcomes we need to see, and then maps these against the activities to be undertaken and identifies the skills / workforce needed.

Due to the need for significant improvement in Foundation Stage outcomes highlighted in the comprehensive 0-5 Needs Analysis presented to CSLT last Autumn, the intention is for 2014/15 NCC budget saving from Early Years to be made without any impact on staffing. The £2.67 million saving originally expected to be achieved through the Early Years review is to be absorbed across the wider Early Help services.

### Recommendation:

Overview and Scrutiny are asked to approve the following:

1. To approve the new Strategy for Early Years, which clearly sets out the need for the service to improve outcomes for all children at the end of the Foundation Stage based on the recommendations of the 0-5 Needs Analysis
2. To agree that the budget savings of £2.67 million will be achieved by reductions in non-staffing budgets, particularly a refocusing of training which will deliver improved provision while saving £900,000 by using a support and challenge coaching model, absorption of early years staff into the service budgets for the Localities and Integration Teams, and identification of £1million of DSG funding to support the new focus on SEN.
3. To support the implementation of the immediate re-focusing of the roles of the Early Years Adviser and Development Worker towards key improvement targets.

## 1. **Background**

- 1.1 Children's Services have been reviewing their Early Years services as a direct result of the changing national early years' landscape outlined in "More Affordable Childcare" (July 2013), the childcare provisions of the Children and Families Bill, and the new Ofsted Framework for Inspection (from 4<sup>th</sup> November 2013) which all embody a number of changes which fundamentally alter the role and responsibilities of local authorities and providers in relation to the provision of childcare and early learning places.

## 2. **Current National Policy and Statutory Framework Requirements**

### 2.1 **The need to meet our Statutory Requirements**

- 2.1.1 Included within the Early Years review is the need to ensure that the authority continues to meet its statutory requirements. The Childcare Act 2006 requires local authorities to:
- improve the outcomes of all children up to five years of age and reduce inequalities between them
  - secure sufficient childcare for working parents
  - provide a parental information service
  - provide information, advice, and training for childcare providers.

### 2.2 **The need to respond to changing National Policy**

- 2.2.1 National Early Years policy as outlined in "More Affordable Childcare" (July 2013), the childcare provisions of the Children and Families Bill, and the new Ofsted Framework for Inspection (from 4<sup>th</sup> November 2013) all embody a number of changes which fundamentally alter the role and responsibilities of local authorities and providers in relation to the provision of childcare and early learning places.
- 2.2.2 Providers are seen as having primary responsibility for the outcomes of their children and as being autonomous and responsible for their own improvement (much like schools).
- 2.2.3 Ofsted will focus on those providers last judged to be Satisfactory or Inadequate. Those providers currently judged good or better will have access, but no requirement, to engage in local authority training or support. Those judged to Require Improvement or to be Inadequate will be monitored within 6 months of an inspection and the local authority will be required to ensure that an appropriate plan is in place and that this is leading to rapid improvement.
- 2.2.4 For local authorities, there is a greater emphasis on:
- being a 'champion for children' and
  - ensuring that the most disadvantaged children can access their 2, 3, and 4 year old funded places.
  - ensuring that those providers judged to Require Improvement or to be Inadequate will have an appropriate improvement plan in place and that this is leading to rapid improvement.

and less emphasis on quality improvement for Providers judged as 'Good' or better by Ofsted.



### 3.0 0-5 Needs Analysis

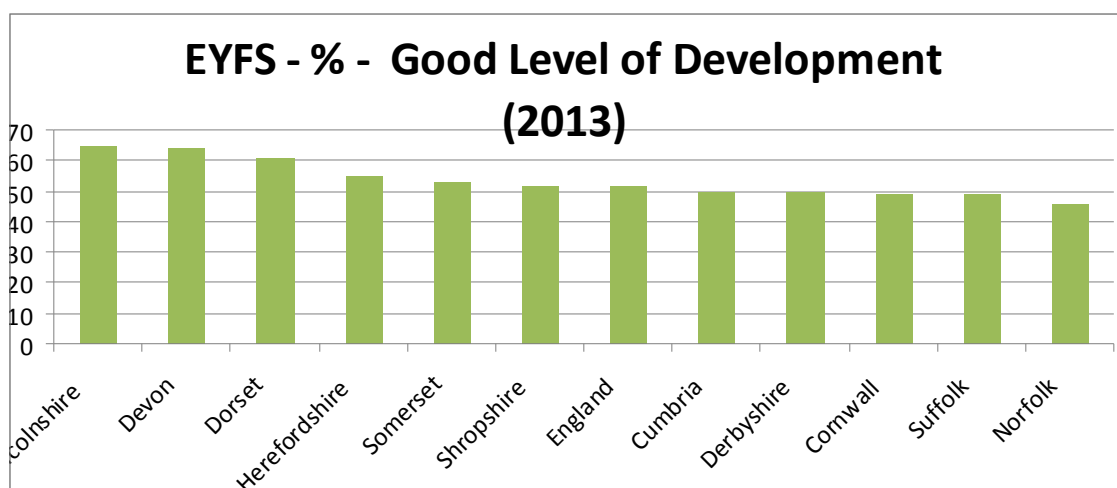
3.1 The data in the 0-5 Needs Analysis – November 2013 (Appendix 1) highlights the following key messages:

#### 3.2 The need to improve outcomes for children at the end of the Foundation Stage

3.2.1 Outcomes at the end of the Foundation Stage in Norfolk are 7% below the national average of 52% of children achieving a 'Good Level of Development'. Compared to our statistical neighbours – Norfolk has the lowest percentage of pupils gaining a 'Good Level of Development'.

3.2.2 The reasons for this are:

- Lack of pre-school education for vulnerable children in some parts of the county – so that skills, especially in literacy – are very low on entry to school
- Poor provision, low expectations in some Early years classrooms
- Inconsistent use of phonics
- Confusion about changes to EYFS curriculum, loss of development matters



3.2.3 Across Norfolk there are geographical variations. All parts of Norfolk are represented in the lowest performing areas for Communication and Language and all parts of Norfolk (except South Norfolk) are represented in the lowest performing areas for Personal, Social and Emotional Development. The needs analysis also shows that EYFS outcomes are not always related to highest areas of social, rural or urban deprivation and that take up of funded 3 and 4 years old places is lower in the market towns.

3.2.4 The lowest performing areas linked to Children's Centres areas based on the Norfolk District Council areas as follows;

Breckland	Litcham, Thetford, Dereham Central
Broadland	Spixworth & Sprowston,
Kings Lynn and West Norfolk	South Lynn and North Lynn
Great Yarmouth	Great Yarmouth (Priory), Greenacre, Gorleston – Magdalan Estate (Seagulls), rest of Gorleston and Hopton
North	None
Norwich	Earlham, East City (Lakenham & Tuckswood)
South	Loddon



- 3.2.5 The lowest performing areas listed in table above are where our Early Years services need to be prioritised.
- 3.2.6 The Local Authority has a set of plans to improve provision and outcomes for children and families in Norfolk. Two key plans affect and are affected by Early Years Services. Information in relation to the targets for improvement can be found in the 0-5 Needs Analysis on page 7.
- 3.3 The need to improve take-up of 2,3 and 4 year old places**
- 3.3.1 **2 Year old places:** Free early education and childcare, of up to 15 hours per week, became a statutory entitlement for eligible two year olds from 1 September 2013, with the local authority having a duty to secure provision.
- 3.3.2 The duty on local authorities to secure provision is being introduced in two stages. The first stage in September 2013 involved all of the 20% least advantaged children entitled to free school meals and looked after children, which equates to a total of 1,686 children in Norfolk. In September 2014 the entitlement extends to 40% of the population – equivalent to approximately 3,868 children in Norfolk.
- 3.3.3 In September 2013 the Local Authority had met the challenge of providing sufficient places across Norfolk with 2066 places available. As at 28<sup>th</sup> February 2014 a total of 1639 disadvantaged two year olds were accessing their free childcare place in the Spring Term.
- 3.3.4 The further breakdown of this data is as follows:  
 1201 - 20% most disadvantaged children criteria (1174 Free School Meals, 27 LAC)  
 336 - 40% criteria (291 Working Tax Credit, 38 Left Care, 7 Disability Living Allowance)  
 102 - Local Criteria (37 Early help, 65 Targeted groups - Armed forces, Families in receipt of Disability Living Allowance & income less than £23 K)
- 3.3.5 The data shows that we are reaching the most disadvantaged children using a mix of approaches including letter to parents, the marketing campaign which has included radio, plus the follow up brokerage from the Children's Centres all of which have been enhanced since December. However, this can still be improved and a different approach will be needed for the Working Tax Credit families to improve the customer journey and to ensure sustainability of the future take up of two year place.
- 3.3.6 There is still a deficit of 1,514 places needed to meet the September 2014 target – with the biggest deficit in the Earlham and Catton, Grove, Fiddlewood and Milecross Children's Centre areas.
- 3.3.7 **3&4 year old places:** The take up of 3 and 4 year old place out of 20,210 eligible children in Norfolk averages at 80.4 %. This means that 3960 children are not accessing their funded entitlement. In some areas of high social need there is a shortage of childcare places because providers find it difficult to sustain businesses in areas with higher unemployment rates. Further analysis will need to be undertaken to ascertain the supply of 3&4 year old places in these areas and in particular, in consultation with parents, why places are not being taken up.
- 3.4 The need to focus on improving identification of and early response to SEN**
- 3.4.1 The Early Years operational teams received 250 referrals from settings to provide financial support for children with SEN and additional needs in 2013. The survey

undertaken with providers as part of the 0-5 needs analysis found that 86% of respondents identified SEN as a top priority in terms of receiving ongoing support and guidance from the Early Years teams. With the roll out of the 2 year old childcare project this is particularly important as children with disabilities are a priority group to receive funding as part of this programme.

### **3.5 The need to improve safeguarding practice within Early Years Settings**

- 3.5.1 In order to ensure that providers are able to adequately safeguard children in their care the Development Workers will Carry out a programme of visits to settings to review the adequacy of their safeguarding policies and practices and identify training needs to bring about improvement where required.

### **3.6 The need to improve health outcomes for children**

- 3.6.1 There is an inextricable link between an improvement in health outcomes and outcomes at the end of the Foundation Stage. Every Children's Centre has a named Health Visitor and as we move forward it will be essential that health Visitors work in a much more integrated way with the Early Years Advisers supporting children with additional needs and the Home Learning Environment. In addition the work of the Early Years Speech and Language needs to be targeted to in the areas where the Foundation Stage profile outcomes for Communication and Language are lowest (see page 15 of the 0-5 needs analysis).

### **3.7 The need to be more customer focused**

- 3.7.1 The main customers for our early years' services are the children and their parents/carers, the providers of early learning and childcare and other stakeholders e.g. children's centres and health. There needs to be a much greater emphasis on the customer journey and how people interact with our services, which means providing very clear information that is easy to understand and access. We are currently working with the Customer insight team to help unpack the customer journey and identify the best ways to communicate with our customers.

### **3.8 The need to review the Early Years Single Funding Formula**

- 3.8.1 In 2011 the Early Years Single Funding Formula (EYSFF) was introduced following extensive consultation with providers to support the flexible free early learning and childcare offer available to parent / carers for 3 and 4 year-olds and to address inconsistencies in how the entitlement was funded across the maintained and private/voluntary/independent (PVI) sectors. Norfolk currently has 20 different hourly rates, together with a deprivation payment.
- 3.8.2 We plan to review and simplify the EYSFF, as suggested by the Department for Education, to ensure that there is clarity of funding for providers and that the funding arrangements allow adequate places to be sustained in settings providing high level outcomes. Providers have also indicated that the current funding arrangements could be improved. Consultation will be undertaken with providers at the end of May/June so that any changes take place from September 2014. This timescale would align with the issue each year of the Local Agreement and possible changes to current Statutory Guidance. In addition we plan to align SEN funding for all children attending an Early Years Provider. A further, more detailed paper will be presented to Overview and Scrutiny in the summer outlining the proposals.

#### 4.0 **The new strategic approach for Early Years**

- 4.1 The new strategy for Early Years services (Appendix 2) in Norfolk has been informed by the data presented in the 0-5 needs analysis.
- 4.2 The overall purpose of the new strategic approach identifies the following key priorities:
- Meet our Statutory duties (Childcare Act 2006) in relation to: 1. Improve the outcomes of all children up to five years of age and reduce inequalities between them 2. Secure sufficient childcare for working parents 3. Provide a parental information service and 4. Provide information, advice, and training for childcare providers
  - Align the Strategy with the approaches identified within 'A Good School for Every Norfolk Learner'
  - Align the Strategy with the Early Help Strategy
  - Ensure effective transition into early years provision and then into school for all children and in particular children with SEND.
  - Children's Centres to reflect new core purpose of focusing on the most disadvantaged
  - Increase take up of funded 2,3 & 4 year old places and payments to providers
- 4.3 The new Early Years Strategy document links the key priorities to the outcomes we need to see, and then maps these against the activities to be undertaken and identifies the skills/workforce needed.

#### 5. **Early Years Strategy – Immediate re-focusing proposals**

- 5.1 The immediate proposal is to re-focus the work of the Early Years teams and deploy staff towards key improvement objectives, while work continues to develop the early years component of a sustainable long-term service plan for Children's Services. The recommendations agreed by CSLT on 4<sup>th</sup> February are attached in Appendix 3.

#### 6. **Proposed Actions**

##### 6.1 **Early Years Advisers (EYAs).**

- 6.1.1 It is proposed to introduce, on a pilot basis until 31.08.14. initially, three core deployment profiles for different types of EYA work focussing on:
- Working in the achievement service to provide targeted challenge to improve achievement in schools and settings, especially in those where Ofsted or the LA have identified them as inadequate or RI
  - targeted work with and through Children's Centres and other practitioners to improve the Home Learning Environment (HLE) in areas and localities where it will have the most impact on outcomes
  - work with settings to improve provision to meet the needs of vulnerable children and families.

##### 6.2 **Development Workers (DWs)**

- 6.2.1 Development Workers will continue to focus on:
- Developing and maintaining a sufficient and stable supply of good quality 2, 3, and 4 year old childcare places, in conjunction with Children's Centres.
  - Promoting the take up of 2,4 and 4 year old places
- 6.2.2 New areas of work will focus on:
- Working in a more joined up way with the Family Information Service
  - Working with settings to improve health outcomes

- Working with the Early Years Advisers to improve the home learning environment
- Working with settings to review the adequacy of their safeguarding policies and practices and identify training needs

6.3 **Finance:** The budget savings of £2.67 million will be achieved by reductions in non-staffing budgets, particularly a refocusing of training which will deliver improved provision while saving £900,000 by using a support and challenge coaching model, absorption of early years staff into the service budgets for the Localities and Integration Teams, and identification of £1million of DSG funding to support the new focus on SEN.

6.4 **Staff:** The Unions have been consulted on the immediate re-focussing priorities and are in support of what is being proposed.

## 7. **Other Implications**

### 7.1 **Equality Impact Assessment (EqIA)**

7.1.1 The EqIA confirms positive impact of proposals on protected groups, in particular the early identification and support for vulnerable groups through the core deployment profile of the Early Years Adviser to work with settings to improve provision and meet the needs of the most vulnerable children and their families. In addition the greater emphasis on identifying and supporting children not taking up their funded 2,3 & 4 year old entitlement will ensure that hard to reach groups are able to access provision and the new work on improving the Home Learning Environment will support the improvement in children's outcomes at the end of the Foundation Stage. In addition staffing decisions will be taken in accordance with NCC procedures that guard against discrimination.

### 7.2 **Communications**

7.2.1 Early Years providers will be informed of the changes through a mix of communication methods including email, letter, web, social media and face to face contact from our own staff.

### 7.3 **Environmental Implications**

7.3.1 As part of the process in determining which Early Years staff are identified for which of the three core deployment roles identified in paragraph xxx above, where staff live in relation to the needs of the service will be taken into consideration in order to reduce mileage where possible.

## 8. **Section 17 – Crime and Disorder Act**

8.1 There are no implications

## 9. **Risk Implications/Assessment**

9.1 There are no implications

## 10. Action Required

1. To approve the new Strategy for Early Years, which clearly sets out the need for the service to improve outcomes for all children at the end of the Foundation Stage based on the recommendations of the 0-5 Needs Analysis
2. To agree that the budget savings of £2.67 million will be achieved by reductions in non-staffing budgets, particularly a refocusing of training which will deliver improved provision while saving £900,000 by using a support and challenge coaching model, absorption of early years staff into the service budgets for the Localities and Integration Teams, and identification of £1million of DSG funding to support the new focus on SEN.
3. To support the implementation of the immediate re-focusing of the roles of the Early Years Adviser and Development Worker towards key improvement targets.

## Background Papers

Appendix 1: 0-5 needs Analysis – November 2013

Appendix 2: Early Years Strategy – December 2013

Appendix 3: Early Years Strategy – Immediate Refocusing proposals

### Officer Contact

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# **0 – 5 years Needs Analysis November 2013**

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## 1. Introduction and summary of key points

The purpose of this document is to provide an up to date analysis of young people's needs in relation to outcomes by the age of 5 years. There is a particular focus on the analysis of the impact of outcomes as measured by the Early Years Foundation Stage Profile within Children's Centre Areas, District and Cluster organisation. The aim is to identify strengths and weaknesses in outcomes in geographic areas of Norfolk to enable more effective targeting of Early Years services.

### 1.1 Current National Policy and Statutory Framework Requirements

The Childcare Act 2006 <sup>(1)</sup> requires local authorities to:

- 1 improve the outcomes of all children up to five years of age and reduce inequalities between them
- 2 secure sufficient childcare for working parents
- 3 provide a parental information service
- 4 provide information, advice, and training for childcare providers.

**Duty 1** involves closing the gap between groups with the poorest outcomes and the rest by ensuring early years' services are accessible to all families. To assist them in doing so, local authorities must make provision to ensure that Early Years Foundation Stage Profile assessments made by providers are accurate and consistent, and have regard to any guidance given by the Department for Education. In order to achieve this, local authorities need to ensure schools and early years providers fulfil their statutory duty in implementing and administering Early Years Foundation Stage assessment arrangements. The duty is intended to support the accuracy and consistency of Early Years Foundation Stage profile data reported to parents and practitioners, and by the Department for Education at national and local authority levels.

Outcomes covered by this duty include the well-being, learning, and development of children under five. Local authorities must also ensure that all providers deliver early education that effectively meets the needs of children with special educational needs and disabilities.

In order to achieve better outcomes the local authority is required to work in partnership with other agencies including in particular Health and Job Centre Plus. Children's Centres are also one of the key delivery arms for both Children's Services and health services in terms of improving outcomes for children under five years of age.

**Duty 2** requires local authorities to ensure enough childcare places for the children aged 0 to 14 (18 for children with disabilities) of parents who are working, studying, or training for employment, and for children in the care of the local authority.

<sup>1</sup> Education and Inspections Act 2006



Local authorities must also secure sufficient children's centres to meet local need, so far as this is reasonably practicable.

**Duty 3** is to provide information, advice, and assistance to parents and prospective parents on the provision of childcare in their area, including early education places for 2, 3, and 4 year olds, access and flexibility and how to identify high quality provision.

**Duty 4** is to provide information, advice, and guidance to childcare providers to enable them to improve the quality of their provision. This includes access to support for good or outstanding providers if they request it and direct intervention to meet the needs of providers judged less than good.

## 1.2 Changing National Policy

National Early Years policy as outlined in "More Affordable Childcare" (July 2013) <sup>(2)</sup>, the childcare provisions of the Children and Families Bill, and the new Ofsted Framework for Inspection (from 4<sup>th</sup> November 2013) all embody a number of changes which fundamentally alter the role and responsibilities of local authorities and providers in relation to the provision of childcare and early learning places.

Providers are seen as having primary responsibility for the outcomes of their children and as being autonomous and responsible for their own improvement (much like schools).

Ofsted will focus on those providers last judged to be Satisfactory or Inadequate. Those providers currently judged good or better will have access, but no requirement, to engage in local authority training or support. Those judged to Require Improvement or to be Inadequate will be monitored within 6 months of an inspection and the local authority will be required to ensure that an appropriate plan is in place and that this is leading to rapid improvement.

For local authorities, there is a greater emphasis on:

- being a 'champion for children' <sup>(3)</sup> and
- ensuring that the most disadvantaged children can access their 2, 3, and 4 year old funded places.
- ensuring that those providers judged to Require Improvement or to be Inadequate will have an appropriate improvement plan in place and that this is leading to rapid improvement.

and less emphasis on quality improvement for Providers judged as 'Good' or better by Ofsted.

## 1.3 Local Context <sup>(4)</sup>

### a) Population factors

- There are 50,000 children aged 0-5 living in Norfolk. The highest numbers of very young children in Norfolk are found in Norwich, closely followed by King's Lynn & West Norfolk, which also has the highest numbers aged five through to ten.

(3) *The Importance of Teaching (2010)*

- For all Norfolk local authority areas, the number of children aged 0 to 4 is projected to rise a little to around the year 2016 and then stabilise or fall slightly.
- Children aged 5 to 10, in contrast, are projected to show a sustained increase, with King's Lynn & West Norfolk showing the steepest rise.
- Based on ONS estimates, there are over 15,200 Norfolk children with long-standing illness or disability and approaching 100 severely disabled. Prevalence is higher for 5 to 9s for the former and higher for 0 to 4s for the latter. Projections to 2020 quoted by ChiMat are for an increase to around 17,200 children aged 0 to 9 with long-standing illness or disability and 100 severely disabled (although not fully aligned with new 2011 Census figures).
- Based on local knowledge from the Early Years teams working with settings there is an increase in the number of children with SEN and additional needs requiring support. There were 750 children referred (with parental agreement) to the Early Years team requiring additional support (Early Years teams local data, October 2013)

**b) Education and learning**

- By the age of 5 years children in Norfolk are on average achieving less well than children nationally as measured by outcomes in the Early Years Foundation Stage Profile.
- Broadland at (64%) was the only District to achieve the national average in the Early Years Foundation Stage Profile.
- In Norfolk, there is 77% take up and parental demand of 3-4 year old funding, although due to parental choice, not all 3-4 year olds will take up the full free entitlement.
- King's Lynn and West Norfolk is the only local authority area to be behind both Norfolk and national averages at Key Stage 1.
- By the age of seven, standards in 2012 continue to be similar to those achieved by children nationally. The biggest improvements in 2012 have been in writing for both boys and girls, and for children identified as having Special Educational Needs and Disabilities.

**c) Health issues**

- There is considerable variability among breastfeeding prevalence at 6 weeks across the county, with only 35% in King's Lynn compared with 54% in Broadland.
- Despite recent improvements, MMR uptake remains lower than the national target, but only King's Lynn and West Norfolk falls below the national average.
- King's Lynn & West Norfolk has a high rate of emergency admissions among young children; in some cases the rate is double that of other local authority areas (and significantly higher emergency admissions for 0-4s compared with elective admissions).

**d) Economic issues**

- The child poverty rate for Norfolk in 2010 is 17.8% - an estimated 29,700 children aged under 20.

- Norwich City, Great Yarmouth Borough and King's Lynn & West Norfolk Borough each have higher rates of child poverty than the Norfolk average for the 0 to 10 age band.
- Norwich City's child poverty rate for 0 to 10 year olds is 31.1% compared with 19.9% for Norfolk.
- Norwich City, Great Yarmouth Borough and King's Lynn & West Norfolk Borough each have higher rates of children living in income deprived families than the Norfolk average - Norwich has the worst rate at almost 32%.
- Norwich City has the highest proportion of children eligible for free school meals in the county. Great Yarmouth Borough also has higher than county average eligibility.
- Over the last year, eligibility for free school meals has risen in all but one local authority area in Norfolk, with the largest increase being for Great Yarmouth Borough.

#### **e) Family related issues**

- In Norfolk, between April 2011 and March 2012 there were 6,305 incidents of domestic abuse which involved 7,709 different children: most incidents were in Norwich, Great Yarmouth and King's Lynn.
- 2001 Census figures indicate there were approximately 400 carers aged under 11 in Norfolk and this figure is expected to rise to around 460 when the 2011 Census figures are released. There are approximately 329 under-11s providing 1-19 hours of care a week, 21 providing 20-49 hours and 47 spending more than 50 hours a week caring for dependents.
- There is evidence of increases in referrals and children becoming the subject of a child protection plan. The range of reasons for increases include increased public and professional awareness, implementation of the Common Assessment Framework, better promotion of safeguarding, rise in domestic abuse, economic downturn, substance misuse and mental health issues.
- Evidence of increases in the number of looked after children, especially those aged 16 and 17. The range of reasons for increases include rise in domestic abuse, economic downturn, substance misuse and mental health issues.

*(Data source: Norfolk's 0-10 Age and Stage Profile April 2013.)*

#### **a. Norfolk Improvement**

The Local Authority has a set of plans to improve provision and outcomes for children and families in Norfolk. 2 key plans affect and are affected by Early Years Services.

**Plan1** <sup>(4)</sup> – 'A Good School for Every Norfolk Learner' identifies 5 key strategic aims. The aims are:

- Raise standards at all key Stages
- Increase proportion of schools judged good or better
- Improve leadership and management
- Improve monitoring and evaluation of impact

The plan includes key targets for improvement, 3 of which are directly linked to Early Years provision and outcomes.

Target (national)	Norfolk	2012	2013	2014	2015	2016
<b>1.1 Improve Early Years outcomes (% achieving Good Level of Development)</b>		N/A	45.3 (51)	55	60	70
<b>2.1 Improve the % of Early Years settings judged good or better</b>		78 (74)	79 (77)	82	84	86
<b>1.2 Improve the % of primary phase schools judged good or better</b>		60 (69)	64 (79)	79	85	95

*Targets from LA strategic plan 'A Good School for Every Norfolk Learner'*

**Plan 2** <sup>(5)</sup> – Early Help Operational Improvement Plan identifies 4 improvement priorities:

- To improve multi agency governance and partnership arrangements which support the delivery of coordinated effective early help.
- To improve early assessment of needs including multi agency use of the Family Support processes (ex CAF) in order to increase the effectiveness of provision and individual practice
- To improve the participation of children and young people as service users and the 'voice of the child' in shaping early help provision at both a strategic and operational/case level
- To improve the quality of early intervention with families in order to prevent the escalation of their needs and reduce the needs for intervention from safeguarding teams.

The plan includes strategic intent and actions: 'To improve outcomes for children at the end of the Foundation Stage, as they start school with particular emphasis on the most disadvantaged. ' The actions for this intent lead to the following key performance indicators.

By January 2014 - 85% take up of 2 year old childcare places by January 2014 By January 2015 - 93% By March 2016 - 100%
By January 2014 – 85% take up of 3 and 4 year old early learning places By January 2015 – 93% By 2016 – matching / exceeding national figure (currently 96%)
By July 2014 – 10% improvement in current EYFSP outcomes – 55% By July 2015 – a further 5 % - 60% By July 2016 – a further 10% - 70%
Attainment gap for children at the end of Foundation Stage for those in receipt of Free School meals (FSM) and the rest will be in line national average by 2015 and better by 2018
79% of Early Years settings judged as good or better by Ofsted By July 2014 – 82% By July 2015 – 84% By July 2016 – 86%
No children excluded from school at the Foundation Stage

*Key performance indicators taken from Early Help Operational Improvement Plan*

### Summary – Section 1

1. LA statutory duties from 2006 remain
2. 'More Affordable Childcare signals some changes to the LA role
3. Ofsted will inspect more frequently in inverse proportion to success and replace 'Satisfactory' Ofsted judges with 'Requires Improvement'
4. Norfolk plans have ambitious targets for the improvement of provision and outcomes of settings and schools for children and families

## 2. Outcomes

This section relates to outcomes as measured by the Early Years Foundation Stage Profile. The Early Years Foundation Stage (EYFS) is the statutory framework that sets the standards that all Early Years providers must meet 'to ensure that children learn and develop well and are kept healthy and safe. It promotes teaching and learning to ensure children are ready for school and gives children a broad range of knowledge and skills that provide the right foundation for a good future and progress through school and life.' <sup>(5)</sup>

### 2.1 The Early Years Framework

The framework for Early Years was revised in March 2012 and is simpler and leaner. This revision was implemented in September 2012.

The main revisions include a simplification of the learning and development requirements from 69 Early Learning Goals to 17 and a greater emphasis on 3 prime areas:

- Communication and language
- Physical
- Personal social and emotional development.

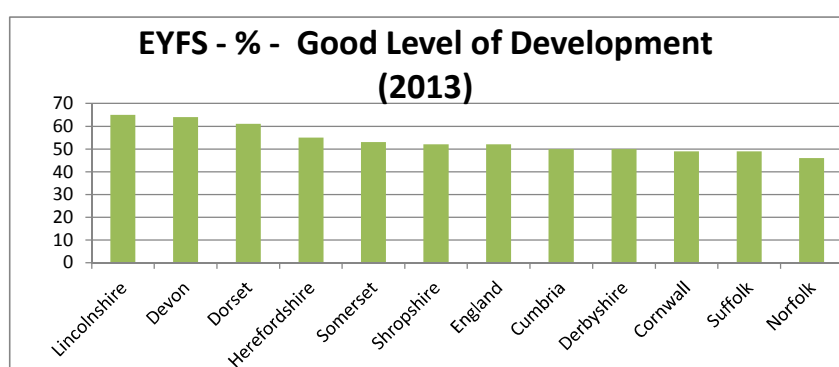
<sup>(5)</sup> DFE website Early years Foundation Stage

<http://www.education.gov.uk/schools/teachingandlearning/curriculum/a0068102/early-years-foundation-stage-eyfs>

As part of the revision to the Early Years Foundation Stage Profile the DfE definition of a 'Good Level of Development' (GLD) has been redefined to include all the Early Learning Goals in the 3 prime areas above and those in the specific areas of mathematics and literacy. This is further supported by an average total points across the early learning goals in order to recognise achievement across all the goals.

## 2.2 Overall outcomes for Norfolk children in EYFSP

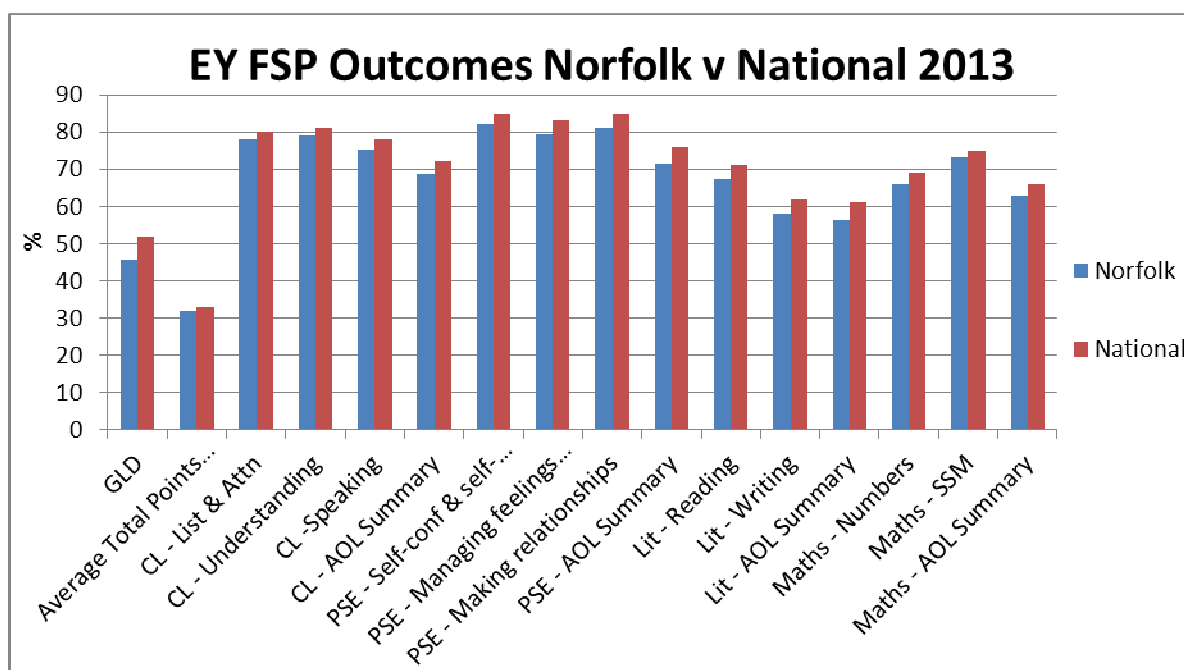
Outcomes at the end of the Foundation Stage in Norfolk are 7% below the national average of 52% of children achieving a 'Good Level of Development'. Compared to our statistical neighbours – Norfolk has the lowest percentage of pupils gaining a 'Good Level of Development'.



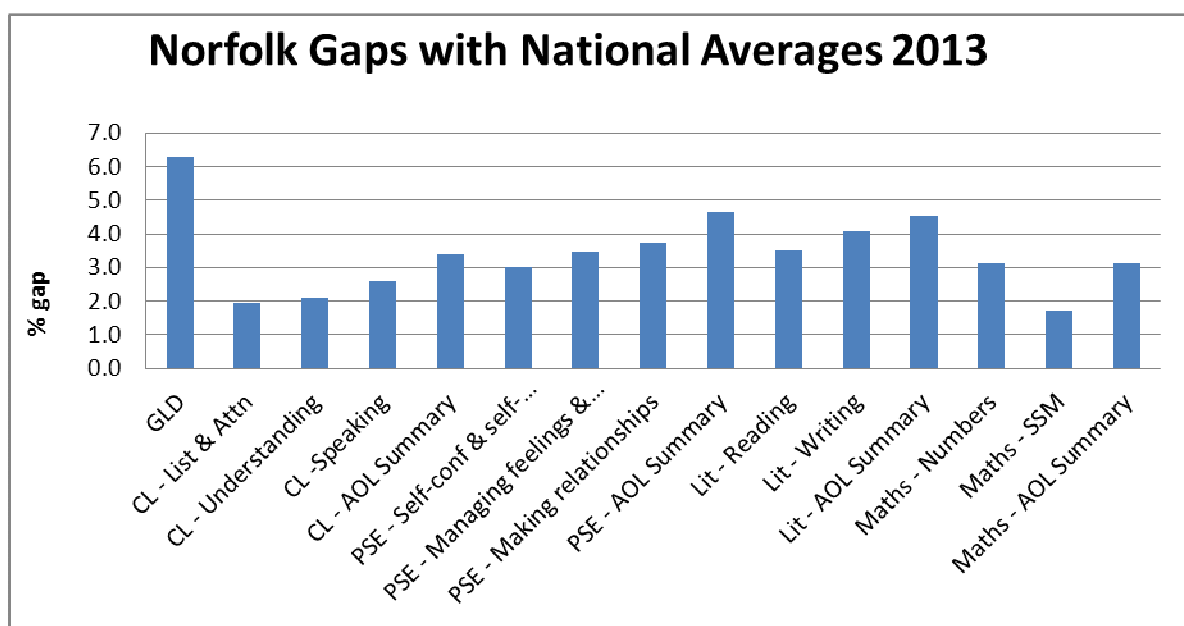
### ***EYFS statistical neighbour comparison***

The outcomes for Norfolk children by the age of 5 in relation to the Communication and Language, Personal, Social and Emotional development, Literacy and Mathematics are all below the average for children nationally.

The biggest gaps for Norfolk children are in Personal Social and Emotional development (especially in Making Relationships and Managing Feelings and Behaviour) and Literacy, especially in writing.



**EYFS Norfolk comparison with national across key learning goals**



**EYFS gaps between Norfolk averages and national across key learning goals**

## 2.3 District Analysis of EYFSP outcomes – related to Children’s Centre Areas in Norfolk

There are 53 Children’s Centres in Norfolk. As Children’s Centres do not have a prescribed ‘catchment’ the location of Children’s Centres has been agreed by defining Super Output Areas (SOAs). (These areas are geographical units devised by the Office of National Statistics.)

In 2013 9,121 children aged 5 years were subject to the Early Years Foundation Stage Profile during their Reception year at school in Norfolk. *For the purposes of*

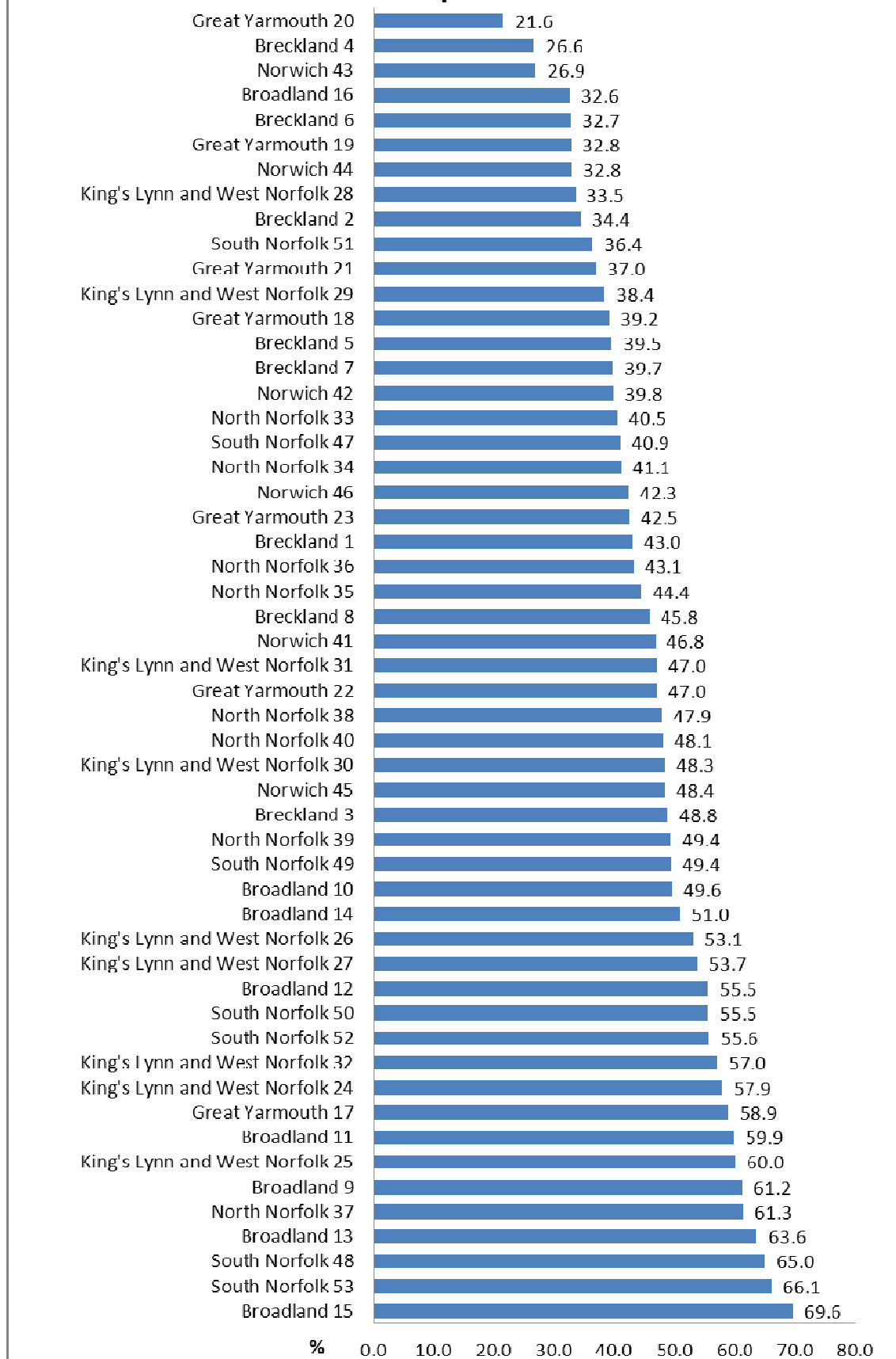
*this analysis these children are identified by postcode in one of the 53 Areas covered by a Norfolk Children's Centre. (45 children ending the Early Years Foundation Stage in 2013 had an unmatched postcode. Each Children's Centre predominantly serves one of the 7 geographical districts.*

The following charts show data for EYFSP outcomes for the 53 Norfolk Children's Centre Areas. Each of the Children's Centres is located in its main Norfolk district and has been allocated a number from 1 to 53 for ease of reporting and geographical location in a district. (See Appendix 1 for the list of Children's Centres and their district number.)

Outcomes by the end of the Early Years Foundation Stage, as measured by achieving a '**Good Level of Development**' in the Early Years Foundation Stage Profile are variable across Children's Centre Areas in Norfolk with a 48% difference in outcomes between the highest and lowest performing Area.



## Good Level of Development 2013



**Chart: Good Level of Development -Children's Centre Areas ranked by outcome lowest to highest**

Ranking the performance and dividing the 53 Areas served by Children Centres into quartiles (each Centre based in 1 of the 7 Norfolk district council areas) shows a mixed picture of outcomes across the 7 districts.

	Breckland	Broadland	King's Lynn and West Norfolk	Great Yarmouth	North	Norwich	South
Top Quartile (highest performing)	<b>0</b>	<b>4</b> <b>(50%)</b>	<b>3</b> <b>(33%)</b>	<b>1</b> <b>(14%)</b>	<b>1</b> <b>(13%)</b>	<b>0</b>	<b>4</b> <b>(57%)</b>
Upper median Quartile	<b>1</b> <b>(13%)</b>	<b>3</b> <b>(38%)</b>	<b>3</b> <b>(33%)</b>	<b>1</b> <b>(14%)</b>	<b>3</b> <b>(38%)</b>	<b>1</b> <b>(17%)</b>	<b>1</b> <b>(14%)</b>
Lower median Quartile	<b>4</b> <b>(50%)</b>	<b>0</b>	<b>1</b> <b>(11%)</b>	<b>1</b> <b>(14%)</b>	<b>4</b> <b>(50%)</b>	<b>3</b> <b>(50%)</b>	<b>1</b> <b>(14%)</b>
Bottom Quartile (lowest performing)	<b>3</b> <b>(38%)</b>	<b>1</b> <b>(13%)</b>	<b>2</b> <b>(22%)</b>	<b>4</b> <b>(57%)</b>	<b>0</b>	<b>2</b> <b>(33%)</b>	<b>1</b> <b>(14%)</b>
Totals	<b>8</b>	<b>8</b>	<b>9</b>	<b>7</b>	<b>8</b>	<b>6</b>	<b>7</b>

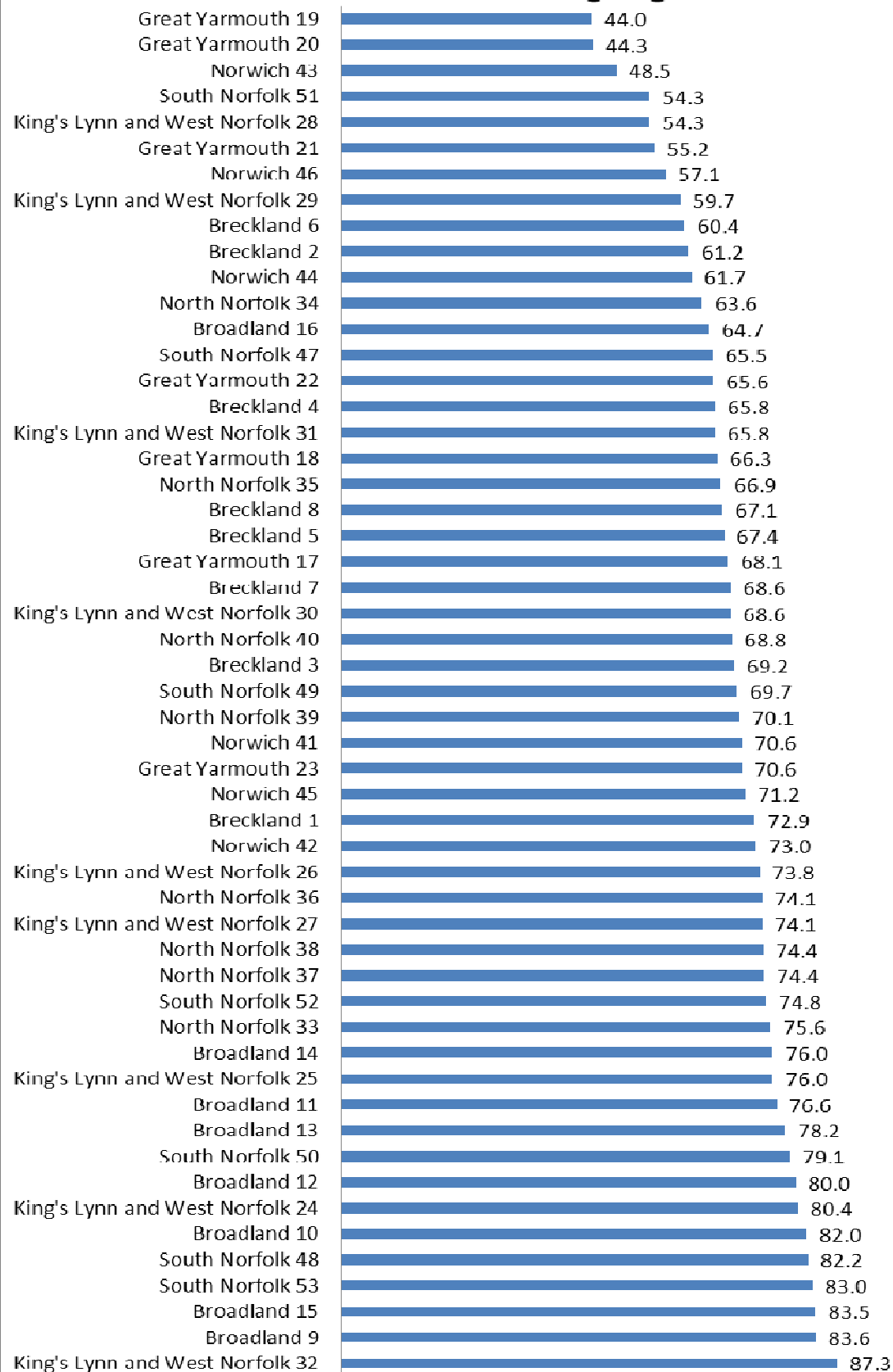
**Table – EYFSP outcomes for A ‘Good Level of Development’ in Children Centre Areas grouped into districts (percentages rounded)**

Outcomes in Broadland are the highest overall with 88% of the Children’s Centre areas performing in the top 2 quartiles. The South Norfolk district is the next highest performing with 72% of the district in the top half. The lowest performing district is Breckland with 88% of in the lowest 2 quartiles, followed by Norwich with 83% and Great Yarmouth with 71%.

**Communication and Language** includes listening and attention, understanding and speaking. Once again outcomes range across the Children’s Centre Areas and there is 43% difference between the highest and lowest performing area.

Great Yarmouth has 2 Children’s Centre Areas (No’s 19 and 20) that are the lowest performing areas however a Children’s Centre Area in South Norfolk (43) is also in the bottom 3. An Area of Kings Lynn and West Norfolk served by Children’s Centre 32 is the highest performing Area, followed by two Broadland, Areas 9 and 15.

## Communication and Language - 2013



**Chart: Communication and Language -Children's Centre Areas ranked by outcome lowest to highest**

Ranking the performance and then dividing the 53 Areas served by Children's Centres in to quartiles shows a mixed picture once again of performance across the districts. However there is a stronger picture of higher performance in one division especially in this primary area.

	Breckland	Broadland	King's Lynn and West Norfolk	Great Yarmouth	North	Norwich	South
Top Quartile (highest performing)	<b>0</b>	<b>7 (88%)</b>	<b>3 (33%)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3 (43%)</b>
Upper median Quartile	<b>1 (13%)</b>	<b>0</b>	<b>2 (22%)</b>	<b>1 (14%)</b>	<b>5 (63%)</b>	<b>3 (50%)</b>	<b>1 (14%)</b>
Lower median Quartile	<b>5 (63%)</b>	<b>0</b>	<b>2 (22%)</b>	<b>3 (43%)</b>	<b>2 (25%)</b>	<b>0</b>	<b>2 (29%)</b>
Bottom Quartile (lowest performing)	<b>2 (25%)</b>	<b>1 (13%)</b>	<b>2 (22%)</b>	<b>3 (43%)</b>	<b>1 (13%)</b>	<b>3 (50%)</b>	<b>1 (14%)</b>
Totals	<b>8</b>	<b>8</b>	<b>9</b>	<b>7</b>	<b>8</b>	<b>6</b>	<b>7</b>

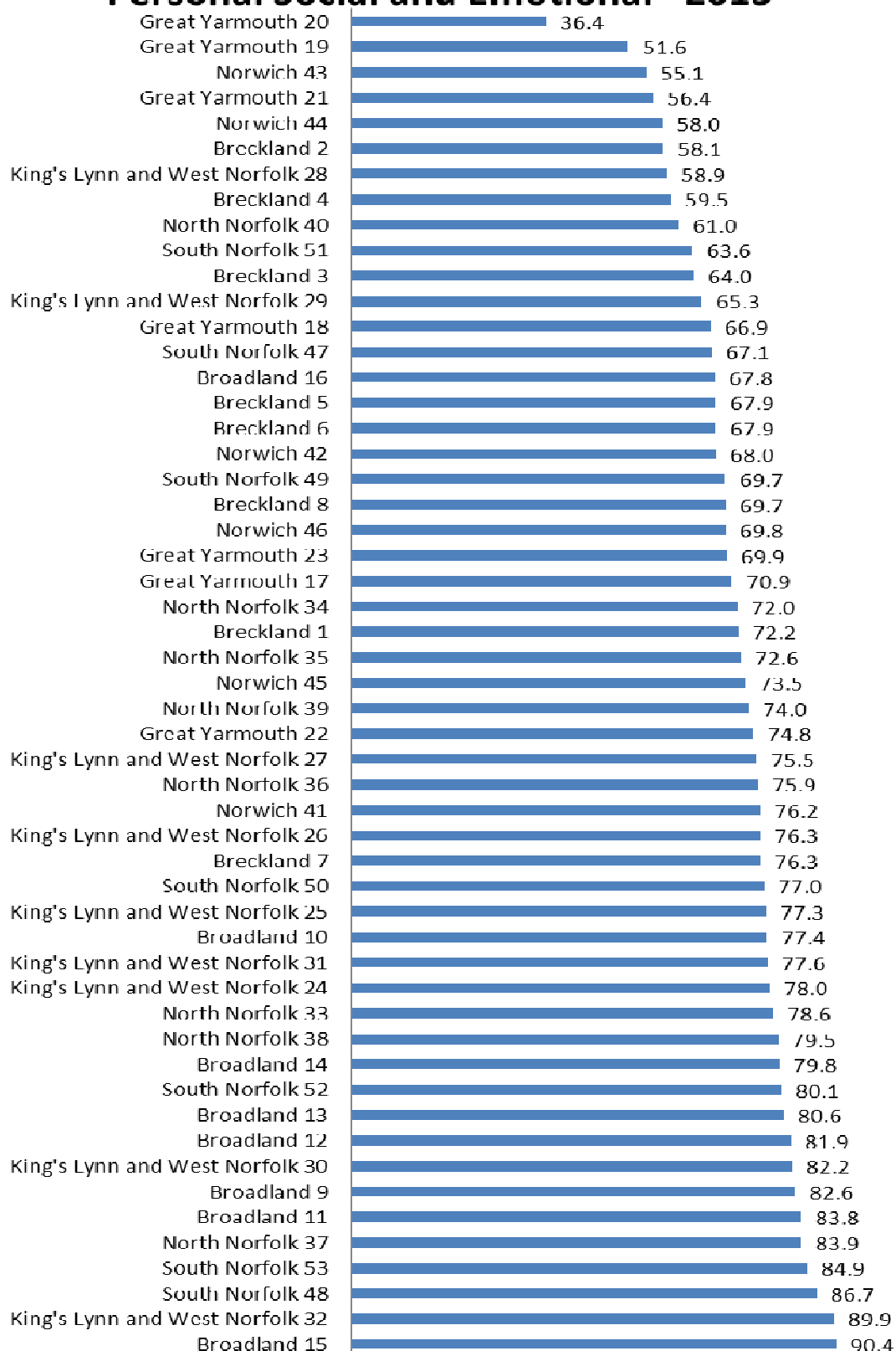
**Table – EYFSP outcomes for ‘Communication and Language’ in Children Centre Areas grouped into districts (percentages rounded)**

Broadland is the highest achieving with 88% (7 out of 8 Children's Centre Areas) of the Children's Centre Areas in the top quartile. Whilst the South has 43% (3 out of 7 Children Centre Areas) that are in the top quartile 3 other Areas are in the bottom half in terms of performance. Breckland and Great Yarmouth have the highest percentage of Children's Centre areas in the bottom half of performance with 7 out of 8 in Breckland district and 6 out of 7 in the Great Yarmouth district. However the largest percentage in the bottom quartile is in the district of Norwich with 50% (3 out of 6 Children's Centre areas).

**Personal social and emotional development** includes Self-confidence and self-awareness, managing feelings and behaviours and making relationships. Variations in outcomes across the districts as viewed by Children's Centre Areas are the widest of all the measures. There is a 54% difference between the highest performing Children's Centre Area and the lowest performing area.

The lowest performing Children's Centre Area is once again Great Yarmouth 20, however for this measure this area is significantly lower (by 15%) than the next lowest performing Children's Centre Area (20), which is also in the Great Yarmouth district.

## Personal Social and Emotional - 2013



**Chart: Personal, Social and Emotional-Children's Centre Areas ranked by outcome lowest to highest**

Ranking the performance and then dividing the 53 Areas served by Children's Centres in to quartiles shows a mixed picture once again of performance across the districts.

	Breckland	Broadland	King's Lynn and West Norfolk	Great Yarmouth	North	Norwich	South
Top Quartile (highest performing)	<b>0</b>	<b>5 (63%)</b>	<b>2 (22%)</b>	<b>1 (14%)</b>	<b>3 (38%)</b>	<b>0</b>	<b>2 (29%)</b>
Upper median Quartile	<b>2 (25%)</b>	<b>2 (25%)</b>	<b>3 (33%)</b>	<b>1 (14%)</b>	<b>3 (38%)</b>	<b>1 (17%)</b>	<b>2 (29%)</b>
Lower median Quartile	<b>4 (50%)</b>	<b>0</b>	<b>2 (22%)</b>	<b>2 (29%)</b>	<b>1 (13%)</b>	<b>1 (17%)</b>	<b>3 (43%)</b>
Bottom Quartile (lowest performing)	<b>2 (25%)</b>	<b>1 (13%)</b>	<b>2 (22%)</b>	<b>3 (43%)</b>	<b>1 (13%)</b>	<b>4 (67%)</b>	<b>0</b>
Totals	<b>8</b>	<b>8</b>	<b>9</b>	<b>7</b>	<b>8</b>	<b>6</b>	<b>7</b>

***Table – EYFSP outcomes for 'Personal, Social and Emotional Development' in Children Centre Areas grouped into districts (percentages rounded)***

Broadland has the highest percentage of Children's Centre Areas in the top two quartiles at 88% (7 out of 8) with 63% (5 out of 8 in the top quartile. Conversely Norwich has the most Children's' Centre Areas in the bottom 2 quartiles with 84% ( 5 out of 6 Children's Centre Areas), followed by Breckland at 75% (6 out of 8 Children Centre Areas and Great Yarmouth at 72% (5 out of 7 Children's centre Areas).

## 2.4 Target Areas for improving outcomes

The EYFSP outcome data indicates that the performance of Norfolk children by the age of 5 is variable across the districts of Norfolk and variable within each district. Some districts serve areas of greater deprivation however within every district there are high and low performing areas. There is other provision that is making a difference to better outcomes in some parts of the county, for example Nursery classes, however this remains a modest level of provision.

The analysis of EYFSP outcomes by Children's Centre Area indicates some obvious target areas for enhanced support and challenge. The following table indicates the Children's Centre Areas, ranked by quartiles for the lowest to the highest performing in Communication and Language and Personal, Social and Emotional Development.

Quartile	District	Children's Centre Area for outcomes in Communication and Language ( <i>in order of lowest to highest</i> )	Children's Centre Area for Personal, Social and Emotional Development ( <i>in order of lowest to highest</i> )
Bottom Quartile	Breckland	6, 2	2, 13
	Broadland	16	16
	Great Yarmouth	19, 20, 21	20, 19, 21
	King's Lynn & West Norfolk	28, 29	28, 29
	North Norfolk	34	40
	Norwich	43, 46, 44	43, 44, 46, 42
	South Norfolk	51	N/A
Lower Median Quartile	Breckland	4, 8, 5, 7, 3	1, 4, 5, 6
	Broadland	N/A	N/A
	Great Yarmouth	22, 18, 17	18, 17
	King's Lynn & West Norfolk	31, 30	26, 24
	North Norfolk	35, 40	38
	Norwich	N/A	45
	South Norfolk	47, 49	51, 47, 50
Upper Median Quartile	Breckland	1	8, 7
	Broadland	N/A	14, 10
	Great Yarmouth	23	23
	King's Lynn & West Norfolk	26, 27	25, 31, 27
	North Norfolk	39, 36, 38, 37, 33	35, 37, 34
	Norwich	41, 45, 42	41
	South Norfolk	52	49, 52
Top Quartile	Breckland	N/A	N/A
	Broadland	14, 11, 13, 12, 10, 15, 9	12, 13, 9, 11, 15
	Great Yarmouth	N/A	22
	King's Lynn & West Norfolk	25, 24, 32	30, 32
	North Norfolk	N/A	36, 33, 39
	Norwich	N/A	N/A
	South Norfolk	50, 48, 53	53, 48

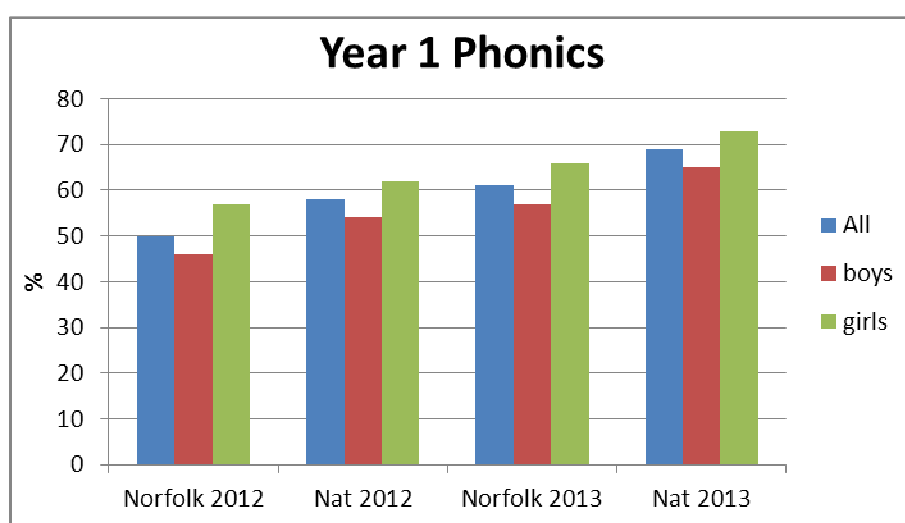
**Table: Children's Centre areas ranked by 2013 EYFSP outcomes**

## 2.5 Progression data

Children in Norfolk leave the Early Years Foundation Stage, on average, below the national average.

In Year 1 the national Phonics assessment shows that Norfolk pupils remain below the national average. Whilst there has been improvement the rate of improvement has been matched nationally so the gap remains 8% between the Norfolk average and the national average.

As nationally girls outperform boys. The gap is wider between girls and boys than nationally but did narrow from 11% to 9% this year, compared with a static picture nationally of an 8% gap.



*Year 1 Phonic assessment - Norfolk and national comparison*

By the age of 7 years at the end of Key Stage 1 the teacher assessments indicate that outcomes in reading, writing and mathematics are broadly in line with the national average. However, compared to statistical neighbours Norfolk is in the bottom quartile.

More able pupils, boys and girls perform similarly to the national average. However pupils eligible for Free School Meals (FSM6) perform slightly below the national average.

By age 11 years at the end of Key Stage 2 the Norfolk average for children attaining at the expected level of a Level 4 + in reading, writing and mathematics is 6% below the national average. Compared to statistical neighbours Norfolk is at the bottom of the neighbour group. In the new Grammar, Punctuation and Spelling test Norfolk is significantly below the national and is at the bottom of the statistical neighbour group.

In terms of expected progress and better than expected progress from Key Stage 1 to Key Stage 2 Norfolk children achieve below the national average in reading,



writing and mathematics and are in the bottom quartile compared to the statistical neighbour group.

Attainment and progress for boys, girls and those eligible for free schools (FSM6) are below the national average for these groups.

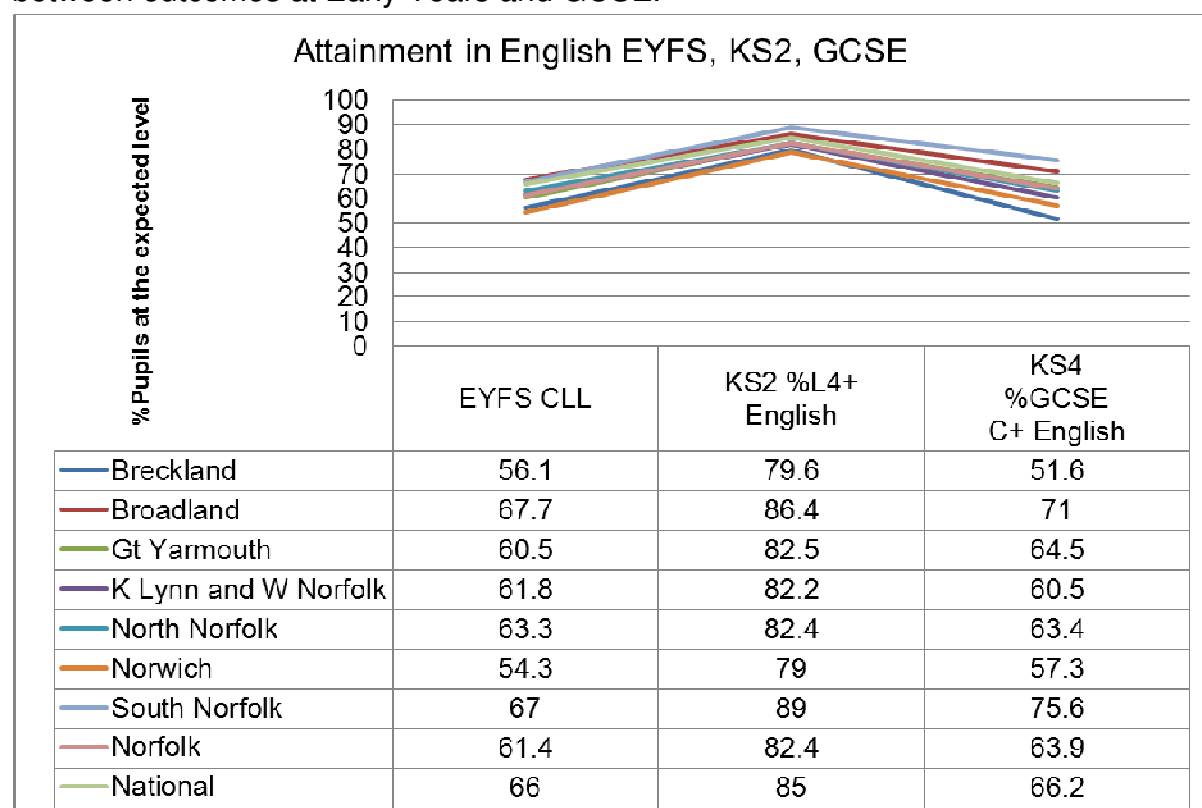
By the age of 16 years at the end of Key Stage 4 the average for young people in Norfolk is 6% below the national average for 5 good GCSEs including English and mathematics.

Progress in English from Key Stage 2 to Key Stage 4 is below the national average and in the median quartile compared to statistical neighbours. For mathematics progress is below the national average and in the bottom quartile compared to statistical neighbours.

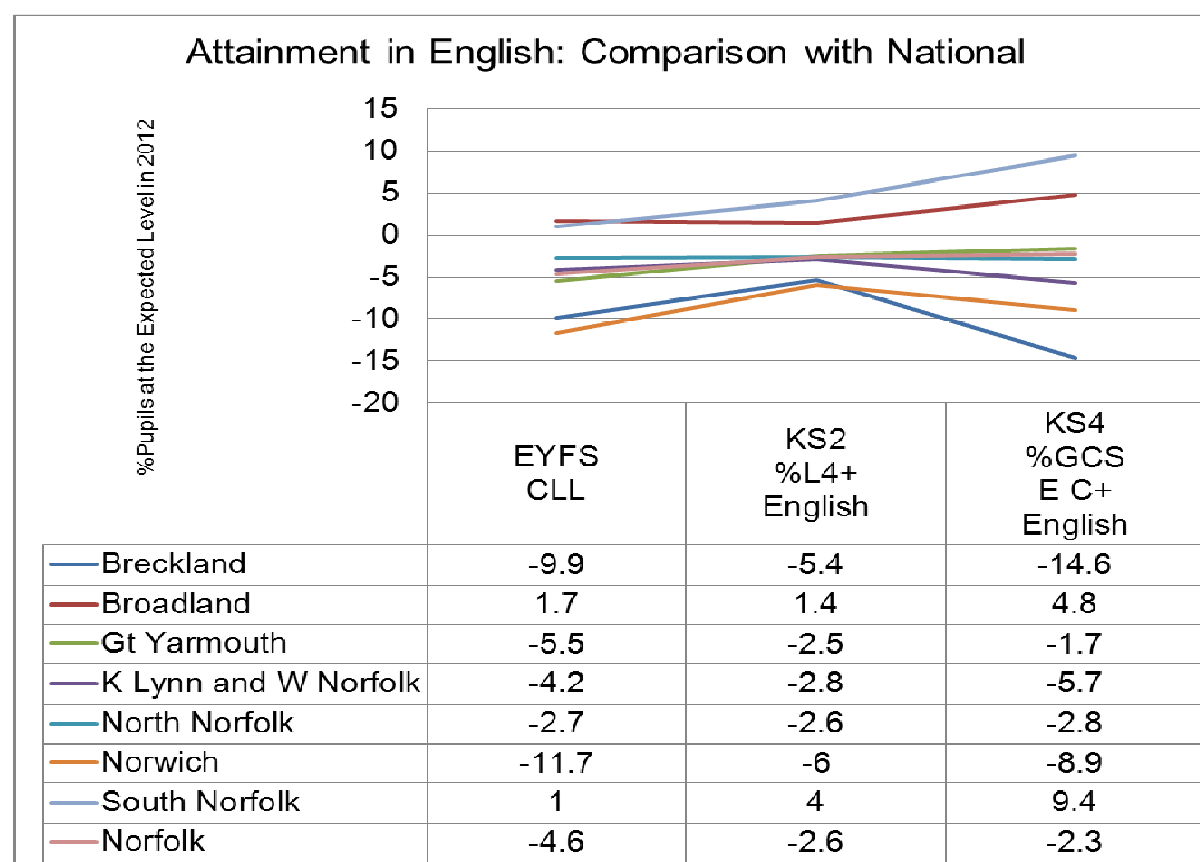
Attainment and progress for boys, girls and those eligible for free schools (FSM6) are below the national average for these groups.

## 2.6 Key findings

EYFS outcomes remain the most statistical reliable predictor of outcomes at GCSE. In 2012 analysis of attainment at each Key Stage shows a strong correlation between outcomes at Early Years and GCSE.

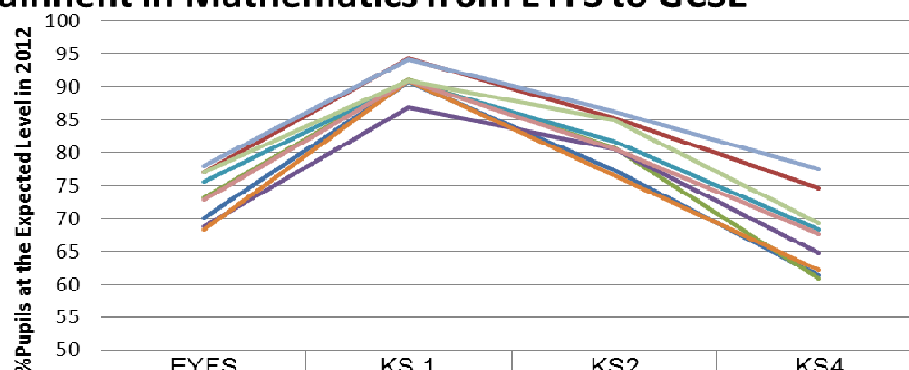


Comparing the attainment to national average standardises the measures to enable relative performance comparisons to be made. Clearly there is a very strong relationship (0.92 correlation) between attainment by district at EYFS and GCSE.



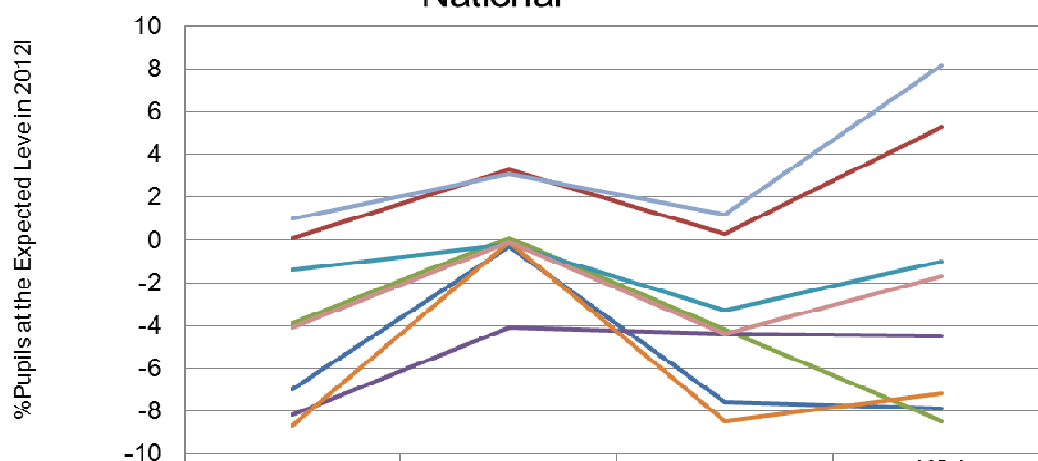
In mathematics, it is easier to make direct comparisons across phases as comparable measures exist and are reported at all key stages.

### Attainment in Mathematics from EYFS to GCSE



	EYFS %6+ PSRN	KS 1 %L2+ Maths	KS2 %L4+ Maths	KS4 %GCSE C+ Maths
Breckland	70	90.7	77.4	61.4
Broadland	77.1	94.3	85.3	74.6
Gt Yarmouth	73.1	91.1	80.8	60.8
K Lynn and W Norfolk	68.8	86.9	80.6	64.8
North Norfolk	75.6	90.8	81.7	68.3
Norwich	68.3	90.9	76.5	62.1
South Norfolk	78	94.1	86.2	77.5
Norfolk	72.9	90.9	80.6	67.6
National	77	91	85	69.3

### Attainment in Mathematics: Comparison with National



	EYFS %6+ PSRN	KS 1 %L2+ Maths	KS2 %L4+ Maths	KS4 %GCSE C+ Maths
Breckland	-7	-0.3	-7.6	-7.9
Broadland	0.1	3.3	0.3	5.3
Gt Yarmouth	-3.9	0.1	-4.2	-8.5
K Lynn and W Norfolk	-8.2	-4.1	-4.4	-4.5
North Norfolk	-1.4	-0.2	-3.3	-1
Norwich	-8.7	-0.1	-8.5	-7.2
South Norfolk	1	3.1	1.2	8.2
Norfolk	-4.1	-0.1	-4.4	-1.7

Again, comparing to National shows a similar picture to that seen in English. Average or slightly above average attainment at EYFS in the South and Broadland is mirrored at KS2, but translates into attainment well above national at KS4.

Relatively strong attainment at Key Stage 1 in North Norfolk and Norwich where EYFS outcomes were low does not translate into higher attainment at KS2 or GCSE. Kings Lynn and the West has the unusual pattern of low KS1, but then the proportions attaining at KS2 and GCSE remaining at around 4% less than National.

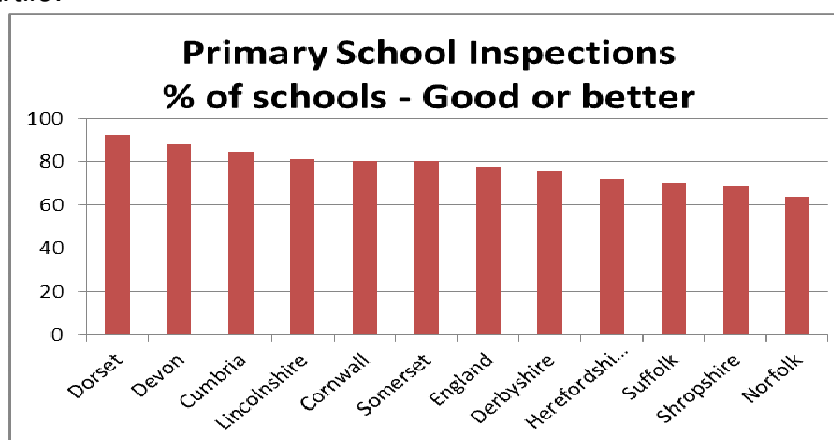
### Summary – Section 2

5. Outcomes by the end of the EYFSP are below the national average
6. Outcomes are highly varied between districts and within districts (as determined by Children' Centre Area)
7. EYFSP outcomes are the most statistically reliable predictor of outcomes by the end of Key Stage 4

## 3. Ofsted outcomes and LA risk analysis

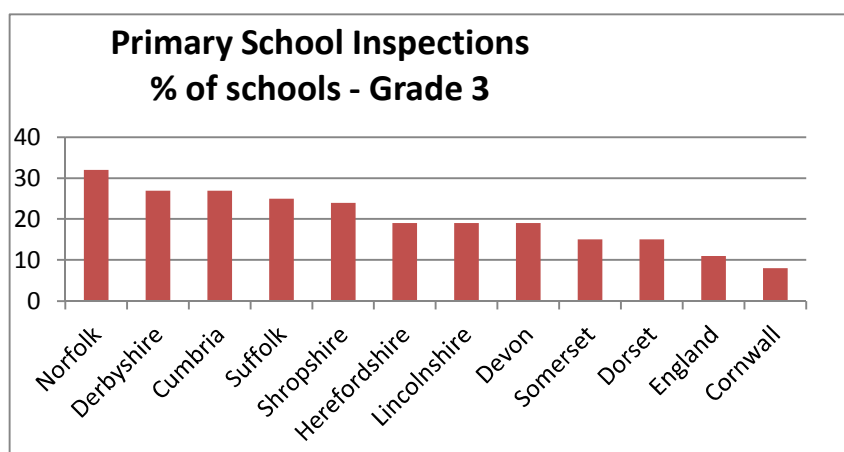
### 3.1 Schools

All school in Norfolk are routinely monitored by Ofsted outcome. Currently outcomes for primary schools are below the national average for the percentage judged good or better by Ofsted. Similarly compared to statistical neighbours Norfolk is in the bottom quartile.



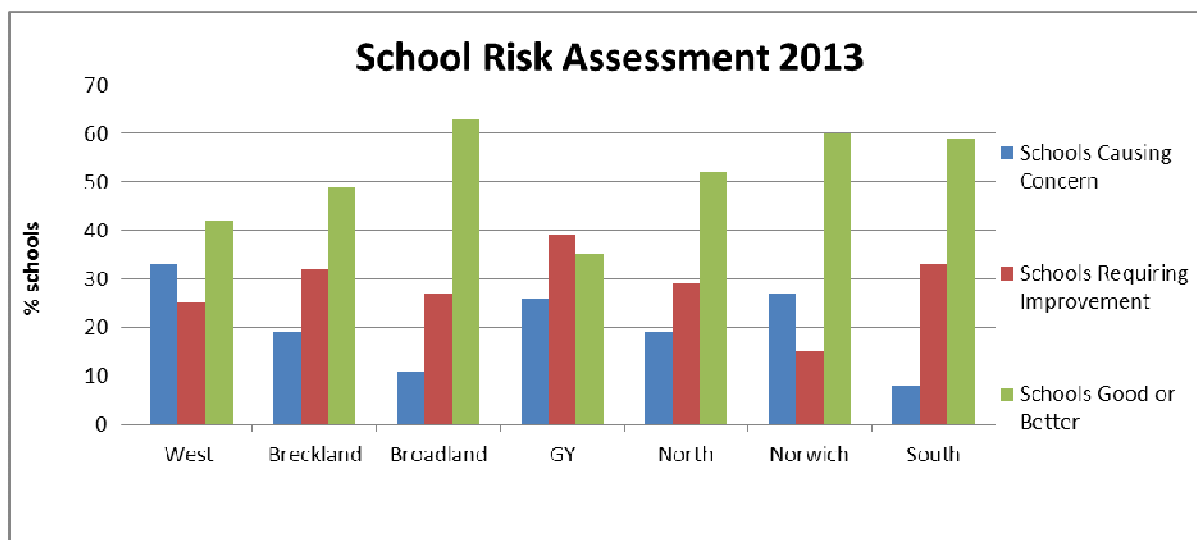
*Norfolk primary phase Ofsted outcomes (Ofsted Data View July 20130*

The impact of the introduction of a judged of 'Requiring Improvement' has been significant for Norfolk schools. Norfolk has historically had higher than national average percentages of schools judged to be 'Satisfactory' by Ofsted. The new Framework for Inspection for schools introduced in September 2012 places greater emphasis on the achievement of pupils over time and their comparison with national averages. Outcomes at EYFSP and Key Stage 2 in Norfolk do not compare favourably with national averages. Outcomes have declined at both Key Stages in 2013.



**Norfolk primary phase Ofsted outcomes (Ofsted Data View July 2013)**

The LA Achievement Service undertakes a risk assessment of every Norfolk school (including Free Schools and Academies). This risk is based on the achievement of pupils over time, the comparison with national averages and proximity to next inspection. There is particular focus on published outcomes for every school at every key Stage and those for vulnerable groups of children. The risk assessment indicates that whilst the current picture for the percentage of schools judged good or better is over 60%, without significant and rapid improvement in provision to achieve better outcomes there is a greater percentage of schools currently at risk of 'Requiring Improvement' than currently. The risk assessment shows that only 50% of schools still meet the criteria for achievement of pupils to achieve a good or better Ofsted judgement.

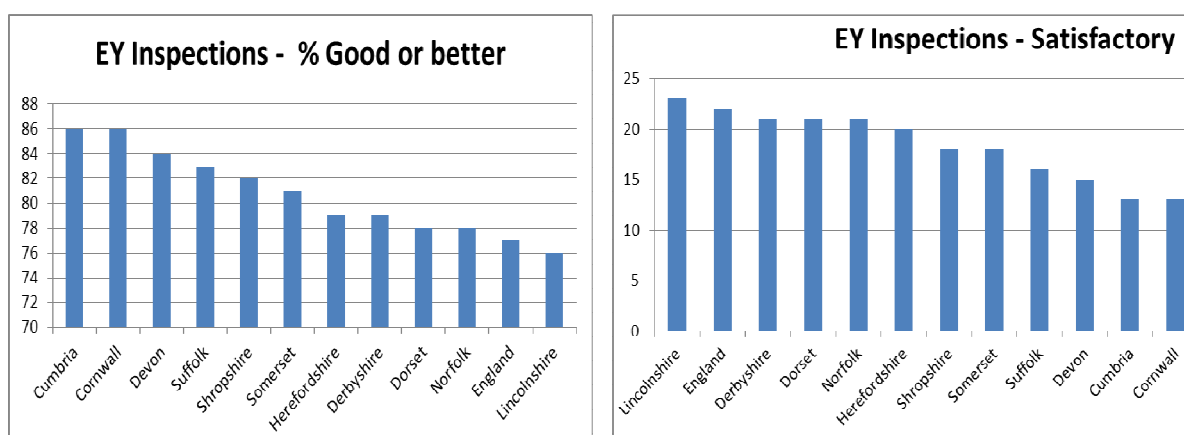


**LA risk assessment of all schools based on achievement over time**

The district analysis of the LA risk for schools indicates a significant variation across districts.

### 3.2 Early Years Providers

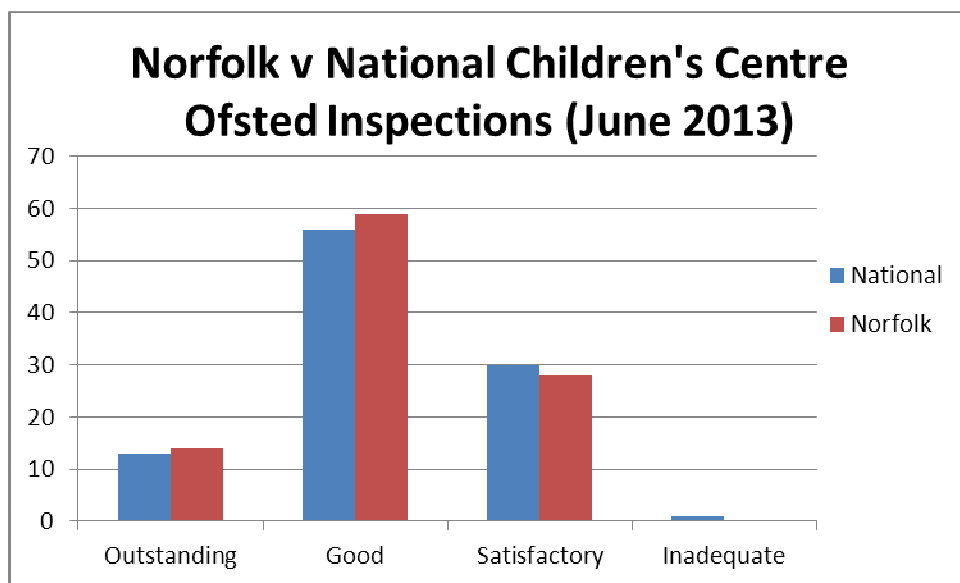
Whilst outcomes for all providers in Norfolk are comparing favourably with the national average compared to statistical neighbours Norfolk is in the bottom quartile.



**Norfolk EY Providers Inspection outcomes Ofsted Data View – July 2013**

### Children's Centres

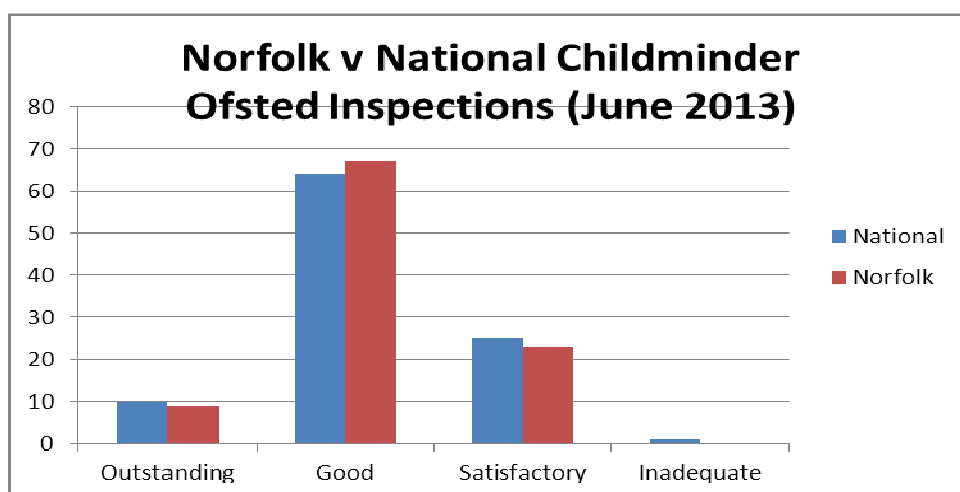
Currently 31 of the 53 Children's Centres in Norfolk have received an Ofsted inspection. The picture is slightly better than the national average in terms of outcomes against each judgement. (Under the new Framework, some centres are inspected in groups, rather than individually. School run centres will receive individual inspections.)



**Norfolk Children Centre outcomes compared to national- Data View June 2013**

Of the 57 **Group settings** Ofsted inspections conducted since September 2012 12 settings have gone down to a satisfactory grade and another 6 settings have gone down to inadequate. This equates to 31.6% of these inspections resulting in a satisfactory or lower grade and shows the increased rigour of Ofsted inspections. Another 286 inspections are due within the current inspection cycle, which ends on the 31<sup>st</sup> July 2016. Prior to January 2013 there were no inadequate judgements for group settings and there had not been an inadequate judgement for approximately 18 months prior to this. 6 settings have been judged inadequate since then.

Outcomes of inspection for **Childminders** in Norfolk indicate that judgements are slightly better than the national average. Currently the LA (through Childminding Matters) is required to provide advice/challenge to 133 Childminders graded satisfactory or lower.



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**The LA risk assessment process** has been carried out with all providers (taking in to account safeguarding, governance, children's learning and development, staffing issues and sustainability).

The following table summarises the outcomes of those assessments.

Area	Red		Amber		Green	
	No.	%	No.	%	No.	%
North, East & Broadland	13	10.5	32	26	79	63.5
West & Breckland	9	8	41	35	67	57
City & South	19	18	22	21	63	61
Overall	41	12	95	28	209	60

Those graded Amber are at risk of remaining at their current satisfactory/ inadequate judgement or being downgraded at their next inspection to at least a satisfactory grade.

### Summary – Section 3

8. Outcomes in Ofsted inspection are poorer than national for schools and slightly better for Early Years Providers
9. LA risk assessment of schools and Early Years Providers indicate that the more schools and settings are at risk of 'Requiring Improvement'

## 4. Participation and take up

### 4.1 Disadvantaged 2 year old places

The local authority has a new duty to deliver free early education places for two year olds. This is part of the Government's Fairness Premium, to drive up social mobility and improve life chances. The primary focus will be on disadvantaged children, who are currently less likely to access the benefits of early education.



The new entitlement will be implemented in two phases. September 2013 (Phase One) Norfolk has a target to provide 1,668 free early education places for disadvantaged two year olds. From 2014 (Phase Two), the entitlement will be extended to a further 2,200 two year olds.

### **Eligibility**

Children become eligible for a place the term after their second birthday. Children receive up to 15 hours per week free early learning and childcare. Families are eligible if:

They meet the eligibility criteria also used for free school meals (annual gross household earnings of no more than £16,190 and receipt of various benefits); or

Their families receive Working Tax credits and have annual gross of no more than £16,190; or

The children are currently being looked after by the Local Authority, or recently adopted.

From September 2014 the criteria will be extended to include children with disabilities and families in receipt of working tax credits.

### **Funding**

Norfolk's current rate of funding for providers to deliver 2-year old places is £4.85 per hour which was the standard rate specified for the pilot in 2008. From April 2013 funding for the free early education places for two year olds has gone into the Dedicated Schools Grant.

### **Identifying priority areas for development based on need**

In order to focus resources on the areas of greatest need in Phase One (2012/2013) priority areas for development were identified. The Children's Centre Lot areas were used as the sub geographical areas on which to base development. These areas were ranked based on a number of indicators to identify the twelve priority areas using the following indicators were used per Children's Centre Lot and weighting applied.

<b>Indicator</b>	<b>Description</b>	<b>Weighting</b>
<b>Early Years Foundation Stage</b>	This data is based on educational attainment figures from 2011. For each Lot area the percentage of children achieving 78 points at Early Years Foundation Stage plus 6+ in PSE (Personal Social and Emotional development ) and CLL (Communication, Language and Literacy) - a	1.5

	"good level of development" - is calculated based on the residential postcode of the child.	
<b>Out of Work Households</b>	This dataset is from May 2010 and represents the number of children aged 0-5 dependent on a parent or guardian who is claiming one or a combination of the following out-of-work benefits: Income Support, Jobseeker's Allowance, Employment and Support Allowance, Incapacity Benefit and Severe Disablement Allowance, and Pension Credit. This DWP (Department for Work and Pensions) data is compared to actual 0-5 population numbers from 2011 to arrive at a percentage for each Lot, and these are then ranked.	1.5
<b>Penetration Rate</b>	This calculation gives a feel for the number of Early Years places in a Lot area compared to the number of children. The calculation divides the total number of Ofsted registered 0-5 year old places offered by Providers in the Lot area (Ofsted data) by the total number of 0-5 year old children resident in the Lot area (health data), multiplied by 100 to give a percentage. The Lots are ranked by this percentage.	1.5
<b>Number of 2 Year Olds</b>	This is based on health data, and gives the number of children resident in the Lot area aged 2 as at March 2012.	0.5
<b>Eligible 2 Year Olds 10% Most Deprived</b>	Based on health data, this is the number of 2 year olds resident within the 10% most deprived part (according to the Indices of Multiple Deprivation 2010) of the CC	1.0

	Lot whose date of birth made them eligible to apply for 2 Year Old Funding in Spring 2012, regardless of the wider eligibility factors. Children's Centres with no deprived area of this type were all given a rank number of 1 to make the scores even.	
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## Twelve Priority Areas

By applying these indicators and weightings provided the following ranking:

Rank	Children's Centre Lot	Total Score
1	CFM CC (Norwich - Catton, Fiddlewood & Milecross)	273.5
2	Great Yarmouth / Greenacre CC	253.5
3	Signpost CC + Woottons + Gaywood N Bank (Kings Lynn)	239.5
4	Seagulls / Gorleston & Hopton CC	238.5
5	North City CC (Norwich)	237.5
6	Bowthorpe, W Earlham & Costessey Area CC (Norwich)	230.5
7	Earlham EY CC (Norwich)	228.5
8	Thetford / Thetford Drake CC	220.5
9	East City & Framingham Earl Areas CC (Norwich)	216.5
10	Thorpe Hamlet & Heartsease / Dussindale CC (Norwich)	212.0
11	Vancouver CC + Springwood (Kings Lynn)	193.0
12	City & Eaton CC (Norwich)	192.0
13	West Walton / Emneth CC	174.5
14	Nar / St Clements CC + East & West Winch	173.5
15	Caister CC + Yarmouth North Ward	164.5
16	Dereham Central / Dereham South / Litcham CC	155.5
17	Wells / Corpusty & Holt / Stibbard CC	147.5
18	North Walsham CC	144.0
19	Watton CC	143.5
20	Hunstanton Area CC	137.0
21	Fakenham Gateway CC	135.0
22	Cromer / Mundesley CC	134.0
23	Attleborough CC	125.0
24	Stalham & Sutton / Broadland CC	123.0
25	Downham Market / Methwold CC	121.0
26	Village Green CC	118.5
27	Spixworth & Sprowston CC	113.0
28	Swaffham CC	110.0
29	Trinity CC	
30	Reepham / Aylsham CC	88.5
31	Diss CC	86.0
32	Harleston / Loddon CC	84.0
33	Long Stratton CC	82.0
34	Wymondham / Hethersett CC	66.0
35	Drayton & Taverham / Hellesdon CC	65.0
36	Acle Area (Marshes) CC	40.5

## Take up of provision for 2 year olds – November 2013

Lot	Div	Total 2YOs	Eligible 2YOs	% of 2YOs that are Eligible	Funded 2YOs Nov 13	% of Eligible 2YOs Funded	Actual Places Sept 2013	Deficit/surplus for Sep 13	Deficit for 2014
Bowthorpe, West Earlham & Costessey	C&S	449	85	18.9%	77	90.6%	88	3	-82
CFM (Catton, Fiddlewood & Milecross)	C&S	317	97	30.6%	61	62.9%	50	-47	-144
City & Eaton (Norwich)	C&S	381	52	13.6%	33	63.5%	35	-17	-69
Earlham Early Years	C&S	238	91	38.2%	49	53.8%	70	-21	-112
East City & Framlingham Earl (Norwich)	C&S	370	63	17.0%	62	98.4%	62	-1	-64
North City (Norwich)	C&S	323	62	19.2%	23	37.1%	24	-38	-100
Thorpe Hamlet & Dussingdale	C&S	422	71	16.8%	44	62.0%	74	3	-68
Thetford & Thetford Drake	W&B	386	85	22.0%	58	68.2%	65	-20	-105
Signpost CC + Woottons + Gaywood N Bank	W&B	247	43	17.4%	53	123.3%	62	19	-24
Vancouver CC + Springwood	W&B	282	68	24.1%	45	66.2%	44	-24	-92
Seagulls / Gorleston & Hopton CC	N&E	362	115	31.8%	82	71.3%	56	-59	-174
Great Yarmouth / Greenacre CC	N&E	452	180	39.8%	128	71.1%	182	2	-178
Acle Area (Marshes) CC	N&E	219	23	10.5%	13	56.5%	43	20	-3
Attleborough CC	W&B	307	30	9.8%	28	93.3%	52	22	-8
Caister CC + Yarmouth North Ward	N&E	119	21	17.6%	12	57.1%	47	26	5
Cromer / Mundesley CC	N&E	182	33	18.1%	31	93.9%	68	35	2
Dereham Central / Dereham South / Litcham CC	W&B	511	63	12.3%	71	112.7%	112	49	-14
Diss CC	C&S	241	46	19.1%	53	115.2%	87	41	-5
Downham Market / Methwold CC	W&B	404	70	17.3%	39	55.7%	66	-4	-74
Drayton & Taverham / Hellesdon CC	N&E	375	34	9.1%	30	88.2%	60	26	-8
Fakenham Gateway CC	N&E	154	15	9.7%	8	53.3%	58	43	28
Harleston / Loddon CC	C&S	249	27	10.8%	29	107.4%	46	19	-8
Hunstanton Area CC	W&B	182	36	19.8%	18	50.0%	24	-12	-48
Long Stratton CC	C&S	161	20	12.4%	14	70.0%	37	17	-3
Nar / St Clements CC + East & West Winch	W&B	343	80	23.3%	62	77.5%	109	29	-51
North Walsham CC	N&E	143	20	14.0%	24	120.0%	50	30	10
Reepham / Aylsham CC	N&E	244	37	15.2%	21	56.8%	32	-5	-42

Spixworth & Sprowston CC	N&E	288	22	7.6%	22	100.0%	24	2	-20
Stalham & Sutton / Broadland CC	N&E	205	21	10.2%	20	95.2%	60	39	18
Swaffham CC	W&B	290	37	12.8%	66	178.4%	79	42	5
Trinity CC	N&E	142	11	7.7%	45	409.1%	79	68	57
Village Green CC	N&E	166	23	13.9%	20	87.0%	26	3	-20
Watton CC	W&B	210	40	19.0%	31	77.5%	15	-25	-65
Wells / Corpusty & Holt / Stibbard CC	N&E	185	35	18.9%	34	97.1%	67	32	-3
West Walton / Emneth CC	W&B	292	48	16.4%	24	50.0%	49	1	-47
Wymondham / Hethersett CC	C&S	418	31	7.4%	17	54.8%	54	23	-8
		10,259	1,835	18%	1,447	79%	2,156	321	-1,514
12 Priority Lots		4,229	1,012	24%	715	71%	812	-200	-1,212

Red	< 65%
Amber	65-85%
Green	>85%

*Note: this data comes with a health warning in that i) we have yet to reconcile actual places available with the returns from the Provider Local Agreement Form but this data is 'good enough' for planning purposes ii) the children funded include some children where local criteria have been applied based on individual case of need and not necessarily current government criteria.*

Current supply of 2 year old places:

- 155 Pre-school groups
- 85 Childminders
- 81 Day Nurseries
- 1 Nursery Class

*Note: this data was correct as of September 2013. This constantly changing picture.. We need to reconcile the returned Local Agreement forms with current supply of places by provider type to give a more accurate picture of total number of providers by type by end November 2013.*

## **Summary of findings: Phase 1 (September 2013)**

Overall take up of places across the county is 80%. A capital programme is underway to increase capacity. The Norfolk Community Fund are administering the capital fund (£1 million) on behalf of Children's Services to increase places with the aim of encouraging Good and Outstanding providers to develop provision in areas of greatest need. In addition Children's Services are planning £1.8 million of capital investment on school sites in the priority areas.

### **Priority Areas**

- Of the 12 priority areas the take up is lowest in the North City children's centres area where only 23 out of the eligible 63 children (37%) have taken up a place. This can be directly attributed to lack of places.
- Other priority areas where take up is low are Earlham, CFM and City and Eaton which is also because of lack of places.
- However, in Thorpe Hamlet poor take up can be attributed to lack of awareness/promotion of the scheme to parents in the local area.

### **Other Areas**

- Take up of places is less than 65% in the Acle, Caister, Downham Market, Fakenham, Hunstanton and Reepham areas. This is not because of a lack of places available but can be attributed to lack of awareness/promotion of the scheme to parents in the local areas.
- Swaffham Children's Centre area presents an interesting picture – take up of 2 year old places is very high but this does not match with the take up 3&4 year old places which are very low. This could be because there are insufficient 3&4 year old places in Swaffham or a lag in the data.

## **Summary of findings: Phase 2 (September 2014)**

The overall picture in terms of ensuring a sufficiency of places from 2014 when we will be expected to provide an additional 2,200 places presents a greater challenge.

- There is currently a significant shortage of places in 11 out of the 12 priority areas to meet our statutory duty from 2104
- The area of greatest need is Great Yarmouth and Gorleston areas where there is a combined shortage of 300 places.
- The project will need to ensure that wherever it focuses development sufficient places need to be available to allow children to transition to a funded 3/4 year old place.

## 4.2 Take up of provision for 3&4 year olds

Across the county we have:

- 215 Pre-school providers
- 150 Childminders
- 121 Day nurseries
- 85 Nursery classes

The report below compares the number of children eligible for 3 & 4 Year Old funding in Spring Term 2013 (Date of Birth between 01/01/2008 and 31/12/2009) with the number of children taking up their funded place or already attending school.

Children's Centre Area	Not in Receipt		In Receipt		Total	
Outside Norfolk or Unknown	461	61.0%	295	39.0%	756	
Acle Area (Marshes)	52	11.4%	405	88.6%	457	
Attleborough	89	17.0%	433	83.0%	522	
Aylsham	22	7.8%	261	92.2%	283	
Bowthorpe, West Earlham and	139	19.0%	594	81.0%	733	
Broadland	22	11.1%	177	88.9%	199	
Caister	30	10.3%	260	89.7%	290	
Catton Grove, Fiddlewood and Mile	85	15.0%	482	85.0%	567	
City and Eaton	147	23.0%	492	77.0%	639	
Corpusty and Holt Area	20	8.3%	222	91.7%	242	
Cromer	28	12.3%	199	87.7%	227	
Dereham Central	89	19.8%	361	80.2%	450	
Dereham South	55	16.6%	276	83.4%	331	

Diss	81	21.1%	303	78.9%	384
Downham Market	88	18.7%	382	81.3%	470
Drayton & Taverham	48	13.6%	304	86.4%	352
Dussindale	28	8.7%	295	91.3%	323
Earlham Early Years Centre	99	19.9%	398	80.1%	497
East City & Framingham Earl Area	106	15.9%	561	84.1%	667
Emneth	97	34.8%	182	65.2%	279
Fakenham Gateway	39	13.9%	241	86.1%	280
Gorleston and Hopton	98	26.0%	279	74.0%	377
Great Yarmouth (Priory)	62	26.3%	174	73.7%	236
Greenacre	152	25.3%	448	74.7%	600
Harleston	37	19.3%	155	80.7%	192
Hellesdon	35	11.7%	265	88.3%	300
Hethersett	53	12.2%	382	87.8%	435
Hunstanton Area	54	17.0%	264	83.0%	318
Litcham	38	20.9%	144	79.1%	182
Loddon	56	25.6%	163	74.4%	219
Long Stratton	32	10.3%	279	89.7%	311
Methwold	74	24.4%	229	75.6%	303
Nar	86	19.8%	348	80.2%	434
North City	134	23.2%	444	76.8%	578
North Walsham	23	7.5%	284	92.5%	307
Poppyland (Mundesley)	14	12.7%	96	87.3%	110



Reepham	28	11.2%	221	88.8%	249
Seagulls	66	20.3%	259	79.7%	325
Signpost	79	15.3%	439	84.7%	518
Spixworth & Sprowston	68	11.9%	502	88.1%	570
St Clements	28	13.3%	182	86.7%	210
Stalham and Sutton	29	14.8%	167	85.2%	196
Stibbard	8	5.8%	129	94.2%	137
Swaffham	216	35.5%	393	64.5%	609
Thetford	114	30.6%	258	69.4%	372
Thetford Drake	90	25.4%	264	74.6%	354
Thorpe Hamlet & Heartsease	80	18.4%	354	81.6%	434
Trinity	31	11.2%	246	88.8%	277
Vancouver	97	16.6%	487	83.4%	584
Village Green Childrens Centre	62	19.2%	261	80.8%	323
Watton	78	20.6%	301	79.4%	379
Wells	18	11.3%	141	88.7%	159
West Walton	24	14.0%	148	86.0%	172
Wymondham	71	14.4%	421	85.6%	492
<b>Total</b>	<b>3960</b>	<b>19.6%</b>	<b>16250</b>	<b>80.4%</b>	<b>20210</b>

Data source: Children's Centres Funding Report Spring Term 2013

However, what we can't assume is that the number of children not accessing a place is the number of places needed. Further analysis will need to be undertaken to ascertain the supply of 3&4 year old places in these areas first.

It is worth noting that most of the areas where there are a high number of children not accessing a 3&4 year old place correlate with the 12 priority areas for development of 2 year old places, with the exception of the market towns and surrounding rural areas of Swaffham, Attleborough and Dereham.

Children's Centre	Number of children not accessing a place
Swaffham	215
Greenacre (Great Yarmouth)	152
City and Eaton	148
Bowthorpe, West Earlham and Costessey	139
North City	134
Thetford	114
East City and Framingham Earl	106
Earlham Early Years	99
Gorleston and Hopton	98
Vancouver	97
Attleborough	90
Dereham	90

#### Summary – Section 4

10. To meet to our statutory duty for September 2014 The LA must create and encourage take up an additional 1,500 2 year old places
11. Further research to be undertaken as to why families not taking up 2, 3 & 4 year old places
12. Currently we have nearly 4,000 children not accessing funded 3&4 year old provision – particularly in the market towns. Further analysis of number of places currently available will need to be undertaken to identify development needed.

## **5. Stakeholder views**

### **5.1 Outcomes of visioning day**

A Visioning Day was held on 11<sup>th</sup> July 2013. We involved a wide range of stakeholders including our own staff from the Early Years teams, representatives from the Early Years Project Board, health colleagues, voluntary sector, Children's Centres, Childminding Matters, Early Years Reference Group and Job Centre Plus. The aim was to create the vision for Early Years, based on local need and evidence of what works, to help inform the future of Early Years practice in Norfolk.

The following questions were posed to the group to help inform the future Early Year's service.

#### **1. How do we ensure that our most vulnerable 2, 3 and 4 year old children take up the early learning places they're entitled to?**

##### **Key finding indicate that we need to:**

- Undertake research on why families are not accessing
- Be better at promoting the benefits through professionals involved with families
- Ensure that there is a sufficient supply of places – current demand outstrips demand in some areas
- Ensure children can access all year round provision
- Improve the home learning environment for the most vulnerable children
- Ensure partners are kept up to date with the latest criteria and processes

#### **2. How can we better support children's transition to school so that they have the skills they need to reach their full potential at the end of the Foundation Stage?**

##### **Key finding indicate that we need to:**

- Have better links between early years settings and schools to support transition
- Have greater support for reception teachers
- Ensure that the children's voice is heard so that they can engage with their learning
- Ensure our structure supports EYFS being one stage – currently our structure doesn't do this

### **3. How do we support settings to take greater responsibility for their own quality improvement?**

#### **Key findings indicate that we need to:**

- Take greater note of geographical variation in what works best
- Have a Norfolk Vision for Quality
- Create opportunities for settings to work together to support each other – develop cluster models of support/ buddy system
- Provide greater support for local committees
- Need to consider the impact of projects like ECAT and HEY to enable staff to be up-skilled to improve quality in their settings
- Ensure training is available
- Look at ways at how we can incentivise settings to improve
- Drive up quality in the early years workforce
- Clear messages for providers on the national changes for early years policy
- Look at business opportunity to sell RAG tool
- Review funding formula
- Undertake an annual contract review and assessment as route into settings

### **4. How can we better support settings to meet the learning needs of children with SEN?**

#### **Key findings indicate that we need to:**

- Work more closely with children's centres as they are bridge between universal and targeted services as should reach ALL families.
- Build confidence of practitioners to work with children with SEN
- Increase practitioners expectations of children with SEN
- More effective transitions – closer working relationship between Early Years and schools
- Ensuring the workforce is skilled to work with children with SEN
- Ensure effective communication – everybody being kept informed of changes and processes

### **5. What more can we do to ensure our children's centres strengthen our Early Help offer**

#### **Key findings indicate that we need to:**

- More clearly define what Early Help offer is – confusion with the Local Offer as part of the Children & families Bill

- Provide training to children's centres on Early Help – as they have the links with a range of different partners in the community and can spread the word
- Offer needs to be “co-produced” with Children's Centres
- Standardise practice across the county
- Co-location of staff
- Ensure CCs to reach all families in the area in order to assess needs

The output of the visioning Day was that we identified seven new priorities for the service. The need to:

1. Champion the needs of the most vulnerable children
2. Provide Information, Advice and Guidance to parents, providers and professionals
3. Intervene and challenge under performance
4. Ensure a sufficient supply of high quality, flexible learning and childcare places
5. Promote and improve the take up of 2,3 & 4 year old places
6. Facilitate an environment where providers operate independently
7. Ensure providers and keeping children safe.

## **5.2 Providers survey**

As part of the transforming Early Years project an on line consultation with Early Year's providers was carried out from 14 October 2013 to 5 Nov 2013.

The aim of the survey was to ensure providers understood the need for change as a result of new Early Year's national policy and to provide them with an opportunity to tell Children's Services the implication of these changes on them. It was also made clear to providers that we would use this information to help inform service development.

The survey questions were developed by early year's managers with support from the customer service and communications department. A small group of early year's staff and a nursery manager tested the survey and provided feedback before it was launched.

There were 510 responses submitted, however only 311 answered the questions. 145 respondents left email contact details for further consultation.

The survey link was emailed to all providers, promoted on the Family Information Service website and promoted by early year's teams working with providers. Early years teams had access to a hard copy of the survey for any providers with out internet access.

## Summary of Findings

A good balance of providers responded, childminders and pre school accounted for 65% of the responses (168 responses from childminders and 162 pre-school playgroups)

Broadland had the highest number of responses with Great Yarmouth & North Norfolk the lowest.

The survey was divided into three sections

1. Impact of Statutory Changes
2. Childcare sufficiency and take up of free early year's education
3. Traded Services

### 1. Impact of Statutory Changes

This section looked at the statutory changes, some of which came into effect on 1<sup>st</sup> September 2013, and the impact this has on providers including the introduction of a new contractual arrangement for providers moving from the Directory of Providers (DOP) to a much shorter Local Agreement.

There were not a significant amount of concerns raised in relation to meeting the requirements of the new local agreement.

However there were a number of comments made across some key areas of concern:

- 31 respondents identified a concern about the reduction in local authority support and the impact this will have on their ability to remain informed and retain and improve standards. With particular reference being given to the value of early years advisors, access to training and the RAG process
- 12 respondents particularly mentioned their concern that good and outstanding providers will not receive support.

*"The good and outstanding settings also need steady links and support to improve and maintain their good or outstanding rating"*

*"That the focus on under-achieving settings will mean that standards slip for all good - outstanding settings"*

- 7 respondents expressed concern that the changes would impact on their ability to support children with additional needs. This is obviously an area work that settings identify as requiring support as it is highlighted in other responses

*"Difficulty securing sufficient funding to provide the extra help the disabled or Special Educational Needs child would require to ensure their care and progress"*

- 6 respondents expressed concern about the increased workload for them, these were mostly childminders
- 6 respondents commented on the low rate of funding provide by the local authority for childcare places

*“NCC have not increased the amount of funding for free nursery places for 3 1/2 years. It was not enough in the first place and now the amount is seriously underfunded.”*

*“Finally the amount of money we receive from county to cover actual cost of childcare, I feel is still inadequate and that quality could also deteriorate as a result.”*

- Though out the responses there is a concern that OFSTED ratings will drop resulting in loss of eligibility to receive funding for places especially 2 year olds. This was reflected in another response in this section where it was identified that the element of the local agreement which providers would like more information or support with was the requirement
- Providers will have achieved an overall rating of ‘outstanding’ or ‘good’ in their most recent Ofsted inspection or where judged less than ‘good’ providers will address all pertinent concerns raised at the Ofsted inspection with guidance from the Local Authority.

### **Priorities for providers**

In light of the statutory changes there were some clear messages about priority areas for providers

1. SEN was identified as the top priority with 86% of respondents identifying that it was likely or vey likely that they would continue to need support with this. Safeguarding is also an area requiring support with 73% respondents identifying that it was likely or vey likely that they would continue to need support with this
2. Support with governance – particularly for committee run pre-school groups..
3. Visits and training courses open to all are valued as local authority services that support with quality improvement, with web based and over the phone support also identified as helpful

### **2. Childcare sufficiency and take up of free early year’s education**

When asked about barriers and challenges when providing high quality flexible and affordable childcare for all families the responses did not identify any significant barriers. However it appears that barriers and challenges were more likely in areas such as marketing, business planning and access to financial information with qualified flexible staff being less of a concern.

There were 115 comments made about barriers and challenges, some key themes that have emerged are as follows:

- 5 respondents (pre-school play groups) commented on premises being an issue, particularly in rural areas

*'Our challenge is being a 'pack away' setting within a shared premises – time lines for packing up and leaving premises'*

- 7 respondents reflected on the challenge of being a committee run provision

*We are a committee run charity nursery. Parents now work and do not want to give up any time they have to be on the committee. They do not understand the business and really are unable to be our 'employers'*

- 9 responses highlighted the challenge of providing a quality professional service, as part of the wider network, retaining qualified trained staff when income and funding restricts this.

*One challenge has been funding all the additional services that we provide beyond providing places for individual children e.g. being part of child protection review meetings, being part of family support process meetings and on occasions being lead practitioner. While we want to support all children and recognise the importance of joined up working the financial cost of releasing staff to attend such meetings and completing assessments is high and difficult to manage when we only receive approx £4 an hour to look after the child, train staff and meet all the other running costs*

The concern over levels of funding and accessible training when trying to provide high quality flexible and affordable childcare were clear

- 24 respondents cited funding as an issue

*The current funding rate, does not realistically cover the actual cost of childcare in our setting, as a result staff wages remain at a min wage level, hence the difficulty in recruiting staff. Quality of the environment is also neglected due to us having to cover the shortfall of funding as we can't charge top ups*

- 10 comments were made about the accessibility of training, referring to timings, cost and location as barriers – a particular issue for pre-school groups and childminders

*Finding local training courses for staff on days and times to suit us is a nightmare.*

- 13 responses identified the volume of paperwork as an issue



*Quantity of record keeping required (E.g. 2 year progress checks & parent interviews) and finding the time to do it thoroughly and to our satisfaction whilst not reducing the contact time spent on caring for/educating children*

- Survey responses have highlighted the unique role childminders have in the childcare market; below are some comments that reflect the challenges and frustrations that a number of childminders have indicated in this survey.

*Being seen from other childcare professionals / settings as not being on the same level as them this also includes parents, as a childminder I am still a childcare professional not a baby sitter, more information needs to be available to all concerned*

*As a childminder training sessions provided at appropriate times e.g. week-ends and evenings would be a great support. I value training to update and improve to knowledge but I am finding it increasing difficult to access training. If I booked week day training the families who use my setting would need to find alternative childcare*

*Paperwork, paperwork and paperwork. It has never been fair or just to expect childminders to complete the same or in a lot of cases MORE paperwork than nurseries with their extra staffing of managers, qualified teachers, cleaners, cooks, supervisors, play care assistants. This paperwork has been a burden for us and has forced us to increase fees as we have less children to enable us to keep our sanity. More children equals more paperwork. We have tried to have an equal balance*

Other barriers referred to include planning permission and OFSTE

6 responses raised concerns about the loss of current support from the early year's teams.

## **Improving take up**

Improved facilities, improved marketing and introduction of more flexible hours were identified as the key areas that had contributed to improved take up for those that responded to this question.

137 comments were received on what NCC could do to improve take up

- 22 responses suggested improved marketing and publicity, with comments that this should happen when the child is younger and should include the promotion of all types of childcare provider.
- 31 responses identified the need for an improvement in communication with parents ensuring information is accessible and using, health visitors, GPs & children's centres to support this.

- 9 respondents specifically identified children's centres as a key area to promote availability, some recommending building on current good practice and others citing it as a gap
- Reference was also made on the need to simplify processes for the application and receipt of 2 year old funding.
- 6 responses requested some specific help with improving premises. These will be followed up.
- 6 responses commented on the importance of the support they currently receive from the early year's service

### 3. Traded Services

The response for this section is being used to help inform the traded service business plan

The responses indicate that Early Years Foundation Stage, Safeguarding, Special Educational Needs / Equality and OFSTED are areas of local authority expertise that it is expected there will be a need for going forward.

Parent support and Business & finance are areas that are less likely to be required from the local authority in the future.

Earlier comments about the challenge of committees and the role of volunteers indicate that there will still be a need for specialist support around governance, but it is not likely that providers will be able or willing to purchase the service.

70% of respondents attended more than three training courses last year with nearly 40% attending six plus. 65% paid £25 to £35 for their course.

Only 37% of respondents use the Childcare Jobs website to recruit staff, with nearly 70% stating that they would be unlikely or very unlikely to pay to use the Childcare Jobs website to recruit staff

The comments about the childcare jobs website indicate that it is not a well known or well used resource, suggestions to improve included

*For the service to be accessible to a wider audience perhaps by developing links with local media and job centres. The website maybe could reflect a more professional approach with a new look to celebrate the industry and the opportunities within*

*speed up the process of getting the jobs live - recently took 10 days*

*make it more public - not many people read our advert from the website and more user friendly*

However this site is seen as an additional free route to advertising vacancies not the main form of advertising, so improvements to the site would not necessarily encourage providers to pay to use it

*I would advertise at the job centre it's free*

### **5.3 Consultation with Children's Services workforce**

As part of the work in developing the new service for Early Years nine focus groups were held with members of the Early Years teams over July/August 2013. The following views were expressed about the way the current service operates:

- Inefficient processes with duplication of activities
- Multiple and confused lines of accountability
- Confused service offer
- Providers interact with different parts of the service – conflicting information/advice
- No clear 'front door' for families
- Lack of evidence of impact of provision
- Staff feel skills are not being used in the most effective way
- Lack of effective contract management
- Lack of consistent recording systems

#### **Summary – Section 5**

13. Identified new priorities for the service from the Visioning day
14. Exceptionally high response to Provider survey – identified issues in relation to the need for ongoing training, support with governance for pre-school groups and the need for a review of the LA funding rate for 3&4 year old provision.
15. Settings highlighted that they need support and guidance with meeting the needs of children with SEN
16. Early Years staff frustrated with the complexity of working within the current system.

## 6. Recommendations

In order to improve the provision and outcomes for children by the time they leave Early Years Foundation Stage the Local authority should:

- Identify best practice across the county and engage in understanding and sharing more widely;
- Target all Children's Centre Areas in the bottom half of educational outcome by EYFSP
  - Provide/ commission intervention resource to improve schools, settings, childminders and Children's Centres within this target group and treat as Areas of Concern
  - Provide/ commission intervention resource to improve take up of 2, 3 and 4 year old places within target Areas of Concern;
  - Provide/ commission intervention resource for specific target programmes e.g. Every Child A Talker – to improve speaking and communication and Language; Behaviours for learning; emotional literacy programmes to target Areas of Concern
  - Provide/ commission resource to target Childminders to support home learning
- Target intervention and support for improvement to individual schools, settings, Children's Centres, Childminders.
- Undertake further research as to why families are not taking up 2, 3 & 4 year old places and provide / commission alternative intervention and support according to need
- Stimulate the childcare market to create additional capacity to meet the demand for 2,3&4 year old provision where there are geographical gaps

## Appendix 1

Centre (PVI pupils not included)	District 1 (majority of postcodes)	CCs in top 12 priority areas for 2 year olds	cll bottom quartile	pse bottom quartile
Attleborough CC	Breckland 1			
Dereham Central CC	Breckland 2		y	y
Dereham South CC	Breckland 3			
Litcham CC	Breckland 4			
Swaffham CC	Breckland 5			
Thetford CC	Breckland 6	Y	y	
Thetford Drake CC	Breckland 7	Y		
Watton CC	Breckland 8			
Aylsham Cluster Area CC	Broadland 10			
Drayton & Taverham CC	Broadland 11			
Dussindale CC	Broadland 12	Y		
Hellesdon CC	Broadland 13			
Hoveton & Broadland CC	Broadland 14			
Reepham CC	Broadland 15			
Spixworth & Sprowston CC	Broadland 16		y	y
Acle Area Marshes CC	Broadland 9			
Caister CC	Great Yarmouth 17			
Gorleston & Hopton CC	Great Yarmouth 18	Y		
Greenacre CC	Great Yarmouth 19	Y	y	y
Gt Yarmouth (Priory) CC	Great Yarmouth 20	Y	y	y
Seagulls CC	Great Yarmouth 21	Y	y	y
Trinity CC	Great Yarmouth 22			
Village Green CC	Great Yarmouth 23			
Downham Market CC	King's Lynn and West Norfolk 24			
Emneth CC	King's Lynn and West Norfolk 25			
Hunstanton Area CC	King's Lynn and West Norfolk 26			
Methwold CC	King's Lynn and West Norfolk 27			
Nar CC	King's Lynn and West Norfolk 28		y	y
Signpost CC	King's Lynn and West Norfolk 29	Y	y	y
St Clement's CC	King's Lynn and West Norfolk 30			
Vancouver CC	King's Lynn and West Norfolk 31	Y		
West Walton CC	King's Lynn and West Norfolk 32			
Corpusty & Holt Area CC	North Norfolk 33			
Cromer CC	North Norfolk 34		y	
Fakenham Gateway CC	North Norfolk 35			
Mundesley Poppyland CC	North Norfolk 36			

North Walsham CC	<b>North Norfolk 37</b>			
Stalham & Sutton CC	<b>North Norfolk 38</b>			
Stibbard CC	<b>North Norfolk 39</b>			
Wells-next-the-sea CC	<b>North Norfolk 40</b>			y
CFM SureStart CC	<b>Norwich 41</b>	Y		
City & Eaton CC	<b>Norwich 42</b>	Y		y
Earlham EY CC	<b>Norwich 43</b>	Y	y	y
East City & Framingham Earl Areas CC	<b>Norwich 44</b>	Y	y	y
North City CC	<b>Norwich 45</b>	Y		
Thorpe Hamlet & Heartsease CC	<b>Norwich 46</b>	Y	y	y
Bowthorpe, W. Earlham & Costessey Area CC	<b>South Norfolk 47</b>	Y		
Diss CC	<b>South Norfolk 48</b>			
Harleston CC	<b>South Norfolk 49</b>			
Hethersett CC	<b>South Norfolk 50</b>			
Loddon CC	<b>South Norfolk 51</b>		y	
Long Stratton Area CC	<b>South Norfolk 52</b>			
Wymondham Area CC	<b>South Norfolk 53</b>			

## Appendix 2: Early Years Strategy

Early Years Service	
Overall Purpose	<ul style="list-style-type: none"> <li>Statutory duties (Childcare Act 2006) in relation to: 1. Improve the outcomes of all children up to five years of age and reduce inequalities between them 2. Secure sufficient childcare for working parents 3. Provide a parental information service and 4. Provide information, advice, and training for childcare providers</li> <li>Risk assessment of schools and Early Years providers in terms of likely Ofsted inspection outcome and providing necessary intervention to improve quality</li> <li>Ensuring effective transition into early years provision and then into school for all children and in particular children with SEND.</li> <li>Children's Centres to reflect new core purpose of focusing on the most disadvantaged</li> <li>Increase take up of funded 2,3 &amp; 4 year old places and payments to providers</li> </ul>
Links to 2 key Children's Services plans	Plan 1: 'A Good School for Every Norfolk Learner' identifies 5 key strategic aims: 1.Raise standards at all key Stages 2. Increase proportion of schools judged good or better 3. Improve leadership and management 4. Improve monitoring and evaluation of impact. The plan includes key targets for improvement, 3 of which are directly linked to Early Years provision and outcomes.
Plan1:Education and Early Help Operational Plans	Plan 2: Early Help Operational Improvement Plan identifies 4 improvement priorities: 1.To improve multi agency governance and partnership arrangements which support the delivery of coordinated effective early help.2. To improve early assessment of needs including multi agency use of the Family Support processes (ex CAF) in order to increase the effectiveness of provision and individual practice 3. To improve the participation of children and young people as service users and the 'voice of the child' in shaping early help provision at both a strategic and operational/case level 4. To improve the quality of early intervention with families in order to prevent the escalation of their needs and reduce the needs for intervention from safeguarding teams.
Plan2: Early Help Operational Plan	
Outcomes	<ul style="list-style-type: none"> <li>(i) Improved attainment at the end of the Foundation Stage – in particular CLL and PSED</li> <li>(ii) Narrow the attainment gap for the most disadvantaged children and the rest</li> <li>(iii) Improved access to early years settings judged Good or Outstanding by Ofsted</li> <li>(iv) Increased take up of 2,3 and 4 year old places across the county – <i>for all children and in particular LAC and children with disabilities</i></li> <li>(v) Improved transition planning for vulnerable children (e.g. LAC) and children with SEND</li> <li>(vi) Improved access to children's Centres</li> </ul> <p><i>The following outcomes are not directly attributable to the Early Years services provided by the LA but are part of the work of integrated teams within both Children's Services, health and Children's Centres but none the less contribute towards the overall improvement in outcomes for children under 5 and also ensure that the Healthy Child Programme outcomes are delivered.</i></p> <ul style="list-style-type: none"> <li>(vi) Improved parent and infant mental health</li> <li>(vii) Reduced obesity, dental decay and reduced number of accidents</li> <li>(viii) Reduction in number of young people affected by child poverty</li> <li>(viv) Reduction in number of young people living with domestic violence</li> <li>(x) Reduction in number of children and families affected by parental misuse or poor mental health</li> <li>(xi) Reduction in number of children requiring safeguarding intervention</li> <li>(xii) Reduction in number of children needing to enter care</li> </ul>

## Appendix 2: Early Years Strategy

Outcomes	(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)
Outputs/KPIs for Outcome	<p>Increase in % achieving 'Good' level of development</p> <p><b>2014 target: 55%</b></p> <p><b>2015 target: 60%</b></p> <p><b>2016 target: 70%</b></p>	<p>Closing of the attainment gap for children at the end of the Foundation Stage for those in receipt of Free School meals (FSM) and the rest</p> <p><b>2015 target: In line with national average</b></p> <p><b>2018 target: Better than national</b></p> <p><b>No children excluded from school at the Foundation Stage</b></p>	<p>Improve the % of Early Years settings (including Children's Centres) judged good or better</p> <p><b>2014 target: 82%</b></p> <p><b>2015 target: 84%</b></p> <p><b>2016 target: 86%</b></p>	<p>Improve the % take up of 2,3&amp;4 year old places</p> <p><b>January 2014 target: 85%</b></p> <p><b>January 2015 target: 93%</b></p> <p><b>March 2016 target: 100%</b></p> <p>Improve the % take up of 3&amp;4 year old places</p> <p><b>January 2014 target: 85%</b></p> <p><b>January 2015 target: 93%</b></p> <p><b>March 2016 target: Matching/exceeding national figure (currently 96%)</b></p>	<p>Improve outcomes at end of EYFS for vulnerable children &amp; children with SEND and improve transition into early years provision and then into school by increasing effectiveness and consistency of practice</p> <p><b>2014 target; 100% of children with additional needs to have been identified within 6 weeks of entry into EY setting and appropriate education and transition plan in place</b></p> <p><b>2014 target: 100% LAC children to access 2,3&amp;4 year old provision</b></p>	<p>Improve the % reach of Children's Centres</p> <p><b>March 2014 target: 80% reach</b></p> <p><b>March 2014 target: 65% reach with disadvantaged groups</b></p> <p><b>(Note these targets need adding to the Early Help Improvement Plan)</b></p>	<p>Improved health outcomes for children under 5</p> <p>Reduced PND and improved parent and infant mental health</p> <p>Reduced obesity, dental decay and accidents in the home</p> <p>Reduction in number of young people living with domestic violence</p> <p>Reduction in number of children &amp; families affected by parental misuse or poor mental health</p>	<p>Improved safeguarding outcomes for children under 5 – including a reduction in number of children needing to enter care</p> <p><b>January 2014 target: 100% children with a child protection plan known to their local children's centre and early years setting</b></p> <p><b>January 2014 target: 100% children categorised as CIN known to their children's centre and early years setting</b></p>



## Appendix 2: Early Years Strategy

Activities	<p>Target early years providers and schools in lowest performing children's centre areas for enhanced support and challenge where FSP outcomes in lower median and bottom quartile.</p> <p>Focus support for early years providers on improving learning and development (teaching) specifically in relation to CCL and PSE to ensure children are ready for school e.g. Every Child A Talker, Writing project, Behaviours for learning; emotional literacy programmes</p> <p>Improve quality of stay &amp; play activities in</p>	<p>Improve development of children not in provision through developing the approach to Home Learning Environment in partnership with Children's Centres</p> <p>Raise expectations of children's ability in Early years classrooms</p> <p>Increase capacity of learning places in disadvantaged areas</p> <p>Engage with the most vulnerable families and migrant communities to increase take up of provision</p>	<p>Undertake Risk Assessment process to identify early years settings likely to receive a RI or Inadequate Ofsted judgment and provide targeted challenge and support to improve quality</p> <p>Available during and post Ofsted inspection and accountable for rapid improvement</p> <p>Provide/Commission training to support improvement journey of providers</p> <p>Facilitate an environment – possibly through clusters – that support providers being more responsible for their own</p>	<p>Increase capacity of 2 year old places in line with Children's Centre Area Lot Development plans</p> <p>Eligibility checks for 2 YO place funding</p> <p>Undertake market research as to why families not taking up 2,3,&amp;4 year old provision</p> <p>Promote the free funding entitlement more widely with targeted marketing and awareness raising amongst strategic partners to support take up (including working with District Councils)</p> <p>Undertake targeted door knocking to increase take up of places with hard to reach groups –</p>	<p>Distinguish SEND from impact of poor provision in early years settings</p> <p>Early Years, Portage and locality teams to work more closely with children's centres to identify early children who may need additional support.</p> <p>Build confidence of practitioners to work with children with SEN through sharing skills and building capacity - particularly 2 YOs</p> <p>Increase practitioners expectations of children with SEN</p> <p>Ensure workforce is</p>	<p>Undertake Risk Assessment process to identify children's centres likely to receive a RI or Inadequate Ofsted judgment and provide targeted challenge and support to improve quality</p> <p>Available during and post Ofsted inspection and accountable for rapid improvement</p> <p>Quarterly monitoring of contract and progress towards core activities in service specification</p> <p>Named Development Worker for sufficiency); Early Years Adviser (for Home Learning) and Social Worker (CI N &amp; Info sharing)for every centre</p>	<p>Undertake joint 2 -21/2 year review between health and early years settings</p> <p>Named Health Visitor for every children's centre</p> <p>Partnership agreement in place between children's centres and health to include information sharing and joint working around healthy child programme</p> <p>Family Nurse Partnership</p> <p>0-19 Integrated Healthy Child Programme pathway</p> <p>Early Years and reducing outcomes at the end of the Foundation Stage a key priority for the</p>	<p>Partnership agreement in place between Children's Services and C/Centres to include information sharing and joint working around</p> <p>Named Social Worker for every C/Centre</p> <p>5 x Home Start schemes</p>
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## Appendix 2: Early Years Strategy

	<p>Children's Centres – greater emphasis on learning &amp; development</p> <p>Improve attendance in Year R</p> <p>Improve quality of early years practice in schools to accelerate progress (short term targeted boost) and to achieve continuity with early years settings to improve transition for children</p> <p>Improve early years practice that prepares children for phonics</p> <p>Improve development of children not in provision through developing the approach to Home Learning</p>		<p>quality improvement and to break the cycle of dependency of support from LA (develop model of system leadership)</p> <p>Improve quality of provision delivered by childminders</p> <p>Target training at key needs e.g. safeguarding, literacy/phonics, better assessments etc</p>	<p>including working with traveller communities and EAL families.</p> <p>Stimulate the childcare market where there are gaps in provision (including After School Childcare)</p> <p>Maintain database of providers to inform strategy, commissioning, intervention, and information for parents</p> <p>Maximise funding passed directly to providers through a review of the Single Funding Formula</p> <p>Monitor and evaluate effectiveness of place funding</p> <p>Provide information, advice and guidance to parents, providers and professionals on the availability of</p>	<p>skilled to work with children with SEN</p> <p>Provide assessment/funding for the most complex children to access early years provision</p>	<p>Refresh Children's Centre contract/specification and KPI's – to include take up of 2, 3 &amp; 4 year old provision and domestic violence</p> <p>Commission Children's Centres MI systems including on-line SEF to support Ofsted process</p> <p>Integrate children's centres with school cluster developments</p> <p>Ensure healthy child outcomes are delivered</p>	HWB Board	
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## Appendix 2: Early Years Strategy

	Environment in partnership with Children's Centres			childcare and other services for families  Support quality of small rural pre-school groups and After School provision (micro - businesses) – including management committees and safeguarding  Annual Report on Childcare Sufficiency				
CS Plans, Strategies & Programmes	Education Plan	Early Help Operational Plan	Education Plan	Early Help Operational Plan	Children & Families Bill Project	Early Help Operational Plan	Healthy Child Programme HWB Board	Early Help Operational Plan LAC Reduction Edge of Care
Early Years Workforce	EYA & DWs  Achievement Advisers  Children's Centres	EYA & DWs  Achievement Advisors  Children's Centres	Achievement Advisers  EYA  Trainers Commissioners	Commissioners FIS DWs Governor Support Services Achievement Advisers - Children's Centres	EYAs & DW Development officer Inclusion Portage Children's Centres Educational Psychology	Commissioners  EYA & DW  Social Workers – Existing CIN Teams	Commissioners  Children's Centres	Commissioners Social Workers –Existing CIN Teams Clinical Commissioning Group and Childrens Centres
Stakeholders	Total number of eligible 2 year olds and 3&4 year olds requiring a funded place – 22,400 children Total number of children under 5 categorised as CIN 1088, 211 children with a Child Protection Plan, 151 Looked After Children 53 Children's Centres, 750 childminders, 219 pre-school play groups, 123 day nurseries, 88 nursery schools/classes							
Partners	Headteachers, schools, maintained nurseries, Governing bodies, Private, Independent, Voluntary (PVI) sector early years providers – including childminders, Children's Centres, Educational Psychology Service, Portage Service, Health, Job Centre Plus, other Voluntary Organisations, parents							

## **Early Years Strategy – Immediate Refocusing Proposals**

### **Context**

Following CSLT's agreement to the Strategy paper presented to them on 2 December 2013, two briefing sessions were held with early years staff from across Children's Services.

These sessions yielded no information indicating that the objectives set out in the CSLT strategy paper were wrong or misguided, but did highlight some lack of clarity about exactly what now needed to be done, or done differently, to start delivering to these objectives.

This paper provides greater clarity in relation to the existing Early Help EY teams by proposing the immediate re-focussing of their deployment towards key improvement objectives, while work continues to develop the early years component of a sustainable long-term service plan for Children's Services.

### **Proposed Actions**

#### **Early Years Advisers (EYAs).**

1. Introduce, on a pilot basis until 31.08.14. initially, three core deployment profiles for different types of EYA work focussing on:
  - i) Working in the achievement service to provide targeted challenge to improve achievement in schools and settings, especially in those where Ofsted or the LA have identified them as inadequate or RI.
  - ii) targeted work with and through Children's Centres and other practitioners to improve the Home Learning Environment (HLE) in areas and localities where it will have the most impact on outcomes;
  - iii) work with settings to improve provision to meet the needs of vulnerable children and families.
2. Deploy EYAs in line with one of the above roles on the basis of skills, travel to work area, and professional preference (with service needs paramount).
3. Postholders working in roles i) and ii) to work in line with targeting priorities identified by the Education Achievement Service.
4. Under role ii), continue to explore the potential for EYAs to be aligned with school clusters.
5. Ensure that all EYAs have timely access to EYFS data and use it to inform and prioritise their work.

## **Development Workers (DWs)**

6. Continue to focus on developing and maintaining a sufficient and stable supply of good quality 2, 3, and 4 year old childcare places, in conjunction with Children's Centres.
7. Carry out a programme of visits to settings to review the adequacy of their safeguarding policies and practices and identify training needs to bring about improvement where required.
8. Seek expressions of interest for 2 DWs to work with:
  - i) the FIS Team to support the eligibility checking process for 2 year old places, get ready and support the roll out of the new Provider Portal (system to process provider funding claims for 2,3, & 4 year old funding) and gain a greater understanding of the Family Services Directory.
  - ii) the Childcare Commissioning Manager to support the 2YO development agenda and review and improve the 2YO customer journey.
9. Develop the capability of DWs to undertake more work with settings to improve health outcomes.
10. Under the guidance of EYAs, develop skills and work focussed on improving the home learning environment.

## **Implementation Options/Risks**

For the EYA refocusing, there is a spectrum of implementation approaches exemplified in the following options:

Option A - a measured introduction of more focussed/targeted work into day-to-day deployment via the current line management arrangements. Strategic leadership provided differently.

This would require the minimum of process but would require clear protocols for working with the Education Achievement Service on targeting and priorities for the re-focused work.

Key Advantages: Most likely to retain staff commitment and motivation  
Would not require changes to j-ds  
Therefore earlier start possible

Key Risks: Slower pace of change/impact and continuing lack of clarity

Option B - replacing the current division and patch-based deployment arrangements with a new model in which the EYA workforce was divided into three groups each concerned with one of the defined deployment profiles. This would require significant changes in the line management of EYAs. One way of doing this would be for the EYAs deployed in line with profile i) above to be line managed from within the Education Achievement Service, with the two current substantive EY TMs line managing the two other EYA groups.

Key Advantages: Faster change of focus, deployment, and therefore impact

Key Risks: Increased transitional workload management issues  
Increased staff resistance and possible union involvement  
Could require more structured employee relations process  
Delayed start to change and ongoing damage to motivation.

Option C - a formal restructuring/staffing adjustment imposing re-designed job roles and re-focussed deployment and line management.

Key Advantage: Would achieve clear change of focus and deployment

Key Risks: Transitional workload management issues  
Likely to be staff resistance and union involvement  
Would require more structured employee relations process  
Delayed start to change and ongoing damage to motivation.  
More likely to raise Design Authority questions about the overall design of Early Years jobs/structure

Given that:

- these proposals will not resolve all the issues identified in the suspended Early Years Review project,
- achievement of the N:PPF £2.67m saving requirement remains problematic from April 2015,
- our DfE assessed capacity to sustain improvement may require a significant review of structure across the whole of CS,

**Our recommendation** would be to proceed on the basis of Option A as a 6 month pilot, subject to review by 31 August 2014, if not as part of an earlier wider service/structural review of CS.

## Decisions Required

CSLT is asked to:

- i) Agree that the above actions can all be taken forward
- ii) Indicate which of the implementation options should be used.
- iii) Approve the creation, from retained underspend on EL0145, of the following new fixed-term post in the Education Achievement Service, to provide strategic leadership for HLE Improvement work:

Adviser for Home Curriculum Learning - Soulbury 14 – 17

To be located in the Achievement service working closely with existing Early Years Advisers, the Early Years Quality Improvement team and the EYAs working under deployment profile 1. (ii) above and the EY Development Workers working under 10. above to provide strategic leadership for the development of intervention with children, families, settings and schools around with a focus on the home curriculum, home learning environment and parents as educators.

- iv) To re-focus the current Early Years Speech and Language Therapy contract with NCH&C (current contract value £250k) to work closely with the new Adviser for Home Curriculum Learning and provide more targeted speech and language improvement work in priority areas and to explore the potential for SLT's to be aligned with school clusters.

**Sarah Spall**  
**Head of 0-5 Strategy &**  
**Commissioning**

**Chris Snudden**  
**Head of Education Achievement**  
**Service**

*SSp/CS/SS 31.01.14.*

## Children's Services Overview & Scrutiny Panel

13 March 2014

Item No. 18

### Scrutiny Forward Work Programme

Report by the Chairman

#### Summary

This report asks Members to consider an updated scrutiny forward work programme.

- 1.1 The forward work programme has been updated to show changes from that previously submitted to the Panel on 23 January 2014.

#### Added:

May 2014

- success of the recruitment campaign (back office support, number of newly qualified and experienced social workers, progress with the In House Academy)
- report on progress being made to ensure we have the correct level of additional learning places, following the Government's raising of participation age.

July 2014

- Norfolk Family Focus update
- staff wellbeing (outcome of staff survey and sickness absence analysis)
- Multi Agency Safeguarding Hub update

**Deleted** – None

**Postponed** - None

- 1.2 I have asked officers to ensure that a programme of Member Development workshops continues once the committee system of governance is in place, to ensure that Members are properly supported.

#### 2. **Section 17 – Crime and Disorder Act**

- 2.1 The crime and disorder implications of the various scrutiny topics will be considered when the scrutiny takes place.

#### 3. **Equality Impact Assessment**

- 3.1 The equality of access or outcomes for diverse groups will be considered when the scrutiny takes place.



#### 4. **Other Implications**

- 4.1 Officers have considered all the implications which Members should be aware of. Apart from those listed above, there are no other implications to take into account.

#### 5. **Action required**

- 5.1 Members are asked to decide whether there are topics to be added or deleted, postponed or brought forward.

### **Forward work programme**

The following table complies with the current programme of future meetings. Once the new committee structure and timing of meetings has been confirmed, the items will be programmed into the agenda of the relevant committee(s).

<b>15 May 2014</b>	Integrated Performance and Finance Monitoring report	To challenge the service on performance and outcomes achieved; to consider an update on how the 2014/15 capital budget settlement for the Local Growth and Investment Plan is intended to be spent.
	Norfolk Safeguarding Children Board Child Sexual Exploitation Strategy, following the annual refresh	To consider the refreshed strategy and challenge the outcomes achieved.
	Recruitment campaign	To consider the success of the campaign, including the impact on back office support, the number of newly qualified and experienced social workers, progress with the In House Academy
	Additional learning places	To consider the progress being made to ensure we have the correct level of additional learning places, following the Government's raising of participation age.
<b>17 July 2014</b>	Finance outturn report 2012-13 and performance monitoring report	To challenge the service on performance and outcomes achieved.
	Annual Review of the Norfolk County Council Adoption Agency	To challenge the service on performance and outcomes achieved, and approve the statement of purpose.
	Annual Review of Norfolk's Fostering Service	To challenge the service on performance and outcomes achieved, and approve the statement of purpose.

	<p>Annual Review of Norfolk's Residential Children's Homes</p> <p>The Promise for Norfolk Children In Care and Leaving Care</p> <p>Quality Assurance update</p> <p>Norfolk Family Focus update</p> <p>Staff wellbeing</p> <p>Multi Agency Safeguarding Hub</p> <p><u>Member Briefing to include:</u>  An update on apprenticeships <ul style="list-style-type: none"> <li>• Details of the action plans in place to reach the target for care leavers</li> <li>• Details of how many young people, and specifically care leavers, have successfully completed apprenticeships and how many have secured jobs</li> <li>• How the work can continue once the initial funding has run out.</li> </ul> </p>	<p>To challenge the service on performance and outcomes achieved, and approve the statement of purpose.</p> <p>To consider an update from the Norfolk In Care Council.</p> <p>To consider a quarterly update of audit activity, lessons learnt and actions taken.</p> <p>To consider a progress update.</p> <p>To consider the outcome of staff survey and sickness absence analysis.</p> <p>To consider a progress update.</p>
<b>18 September 2014</b>	<p>Integrated Performance and Finance Monitoring report</p>	<p>To challenge the service on performance and outcomes achieved.</p>
<b>20 November 2014</b>	<p>Integrated Performance and Finance Monitoring report</p> <p>Service and Financial Planning 2014/15</p> <p>Local Growth and Investment Plan 2013-17</p> <p>Changes to school funding</p> <p>Quality Assurance update</p>	<p>To challenge the service on performance and outcomes achieved.</p> <p>To consider the service and financial planning context and proposals for the service.</p> <p>To consider proposals to address pupil place pressures.</p> <p>To consider any changes to the funding arrangements for Norfolk's schools.</p> <p>To consider a quarterly update of audit activity, lessons learnt and actions taken.</p>

## Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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