

# Children's Services Overview and Scrutiny Panel

Date: **Thursday 23 January 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 S Adamson	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 21 November 2013.

## **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 20 January 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 20 January 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 30)  
Report by the Interim Director of Children's Services
9. **Putting People First: Service and Budget Planning 2014/17** (Page 75)  
Report by the Interim Director of Children's Services  
Note: Cabinet members will present the findings from the Norfolk: Putting People First budget consultation and the outcome of the Equality Impact Assessments. The responses will be included here and published on the Putting People First webpage  
([www.norfolk.gov.uk/budgetconsultationfindings](http://www.norfolk.gov.uk/budgetconsultationfindings)).
10. **Update on Norfolk Family Focus** (Page 215)  
Report by the Interim Director of Children's Services
11. **Private Fostering Arrangements in Norfolk** (Page 242)  
Report by the Interim Director of Children's Services
12. **Update on Recruitment and Wellbeing Activity** (Page 267)  
Report by the Interim Director of Children's Services
13. **Report in respect of the Multi-Agency Safeguarding Hub (MASH)** (Page 272)  
Report by the Interim Director of Children's Services
14. **The Directions Notice issues to Norfolk County Council in respect of Children's Services** (Page 277)  
Report by the Interim Director of Children's Services
15. **Scrutiny Forward Work Programme** (Page 283)  
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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Martineau Lane  
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NR1 2DH

Date Agenda Published: 15 January 2014



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

**Minutes of the Meeting Held on Thursday 21 November 2013  
2:00pm Edwards Room, County Hall, Norwich**

### **Present:**

Mrs J Chamberlin (Chairman)

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

Mr B Hannah  
Mrs J Leggett  
Mr J Mooney  
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 Cabinet Member:**

Mr M Castle	Education and Schools
Mr J Joyce	Safeguarding

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

Dr B Carrington	Primary Education
Ms T Humber	Special Needs Education

## **1. Apologies and substitutions**

- 1.1 Apologies were received from Mr D Crawford (Mr S Agnew substituting), Mr M Kiddle-Morris (Mr J Mooney substituting), Dr L Poliakoff, Mr S Adamson, Ms V Aldous (Dr B Carrington substituting) and Ms C Smith.

## **2. Minutes**

- 2.1 The minutes of the meeting held on 24 October 2013 were received and signed as an accurate record.
- 2.2 The Chairman gave the following updates in relation to the minutes:
- Members had been included in the circulation of The Improving Times

departmental publication.

- An update relating to the work of the Multi-Agency Safeguarding Hub would be presented to the January meeting to ensure that it included current ongoing work.
- An update relating to the Safeguarding Children Board would be presented in spring 2014.
- The Social Care Directions Notice was still in draft, and correspondence was ongoing between OFSTED and Norfolk County Council. A formal consultation would take place and the Notice would be presented to the next Improvement Board meeting. The focus of the Notice had moved to the capacity for continued improvement.
- Member Development sessions had been set up for School Governance Arrangements and Members Role in Supporting School Improvement (28<sup>th</sup> November); and Refreshed Performance Information (12<sup>th</sup> December).
- A governor recruitment drive was underway, and it was expected that the results of this would be reported to the Panel.
- A briefing to update Members on how the Restorative Approaches Strategy was being built into support for Looked After Children and care leavers was requested.

### **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 There were no public questions.

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

6.1 The Local Member questions and answers are attached to these minutes at Appendix 1.

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

#### **7.1 Safeguarding**

7.1.1 The Cabinet Member for Safeguarding reiterated that a two way conversation was underway with OFSTED regarding the draft Directions Notice, and that OFSTED understood the way that the Council was moving forward.

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



- 7.2.1 The Cabinet Member for Education and Schools noted that he had attended the Putting People First consultation events and had heard concerns regarding the proposed cuts in services. The Cabinet Member would be meeting with MP Brandon Lewis to discuss these concerns, with particular reference to subsidised bus travel. The concerns regarding intervention at Cavell Primary School had been noted, and it was recognised that Norfolk County Council needed to act decisively.
- 7.2.2 It was noted that although there was room for improvement within Norfolk's residential homes, the statement of purpose and standards table presented at the last meeting had shown that all homes were assessed as either Good or Outstanding by OFSTED. The ideal would be that all homes were assessed as Outstanding.
- 8. Promise for Norfolk Children In Care and Leaving Care by members of the Norfolk In Care Council**
- 8.1 The annexed report (item 8) by the Consultation and Community Relations Manager was received, and a presentation by members of the Norfolk In Care Council was given (attached at Appendix 2).
- 8.2 During the discussion, the following points were noted:
- The youngest member of the In Care Council was six years and nine months old, and the under 7's had been included in the process of collating the Promise. The idea of a DVD for under 7's had come directly from that age group.
  - It was confirmed that depending on the situation, some older children in care remained under the guidance of a social worker, while some moved to a personal advisor.
  - It was expected that all councillors would be made aware of the Promise and would use it to scrutinise their role as corporate parents.
  - The complaints process for children in care could be difficult to understand, but was being made easier and more accessible. The introduction of this area on the website would assist with this.
  - No child in care was forced to leave care, although the transition from foster care to residential placement was sometimes difficult. The Promise aimed not to force young people out of their placement, but to support them through the care leaver transition.
  - It was suggested that a strong message should be given to the Council that all Members had a responsibility as corporate parents. It was agreed that an additional recommendation would be made that the Promise would be recommended by Cabinet to Full Council.
  - It was agreed that statistics relating to the number of complaints that had been received and resolved in the last two years would be provided (see Appendix 3).

- It was agreed that the recommendation contained within the last slide would form one of the recommendations of the Panel.
- It was confirmed that the Promise would be uploaded to social media sites such as Facebook, to ensure interaction with the target audience.
- It was agreed that regular six monthly updates should be received by the Panel to monitor progress of the Promise, in order to strengthen the ongoing relationship between Councillors and children in care.
- The Chairman thanked the members of the In Care Council for their informative presentation and confident answers to the Panel's questions.

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

- To commend the hard work and commitment of the children and young people to create the Promise.
- To agree to recommend the Promise to Cabinet as a statement of purpose, with onward recommendation to Full Council.
- To acknowledge elected members' responsibilities as corporate parents and their role in promoting the Promise, to ensure that it was well understood by children and young people.
- To receive updates at six monthly intervals, to monitor progress of the Promise.
- To support the importance of all elected members being aware of the Promise and that they use it to help inform and fulfil their corporate parent and scrutiny roles.

## 9. Children's Services Improvement Plans

9.1 The annexed report (item 9) by the Interim Director of Children's Services was received. The report presented the refreshed Improvement Plan following the increased pace of improvement. The Interim Director noted that the Improvement Plans were changing on a daily basis by responding to detailed analysis, and that these would be presented to the Improvement Board at their next meeting.

9.2 During the discussion the following points were noted:

- It was confirmed that there were two Improvement Boards:- Education; and Social Care. Progress was reported to both however there were commonalities within the reports presented.
- The OFSTED recommendations were being picked up, and the department was testing itself against the law and regulatory frameworks. The Plans would cover statutory duties, as well as what could be done to improve.
- The two strands of improvement were inextricably linked, therefore the Improving Times publications covered both. Improvement was influenced by families and the community with ambitions for all children, and was not

just looking at the vulnerable.

- The Cabinet funding of £16.5M was designated to drive forward immediate improvement, however it was recognised that ongoing funding would be required to sustain this. A more integrated approach to working was being developed, including opportunities to work with health and education partners.

9.3 The Panel **RESOLVED** to note the report and Improvement Plans, and to endorse the direction of travel for improvements in service delivery for children. Members endorsed:

- The new branding for improvement in Children's Services.
- The proposed new governance arrangements.
- The re-ordering of the improvement actions and activities into strategic and operational elements.
- The reinforced emphasis on achievement of outcomes for service users as the primary means of evidencing improvement over time.

Members requested an update to a future meeting, to include further comment on work to be undertaken and the resources available, including use of the new money to promote integrated working.

## 10. **Children's Services Performance Monitoring Report for 2013-2014**

10.1 The annexed report (item 10) by the Interim Director of Children's Services was received. The report provided an update on performance monitoring information based on the County Council's performance monitoring framework for the 2013/14 financial year. It was noted that the performance monitoring data was being reviewed to give a richer picture to ensure robust scrutiny. The next report would give a picture across the department, as data and performance indicators were still being gathered. It was noted that performance data was displayed in offices for staff to see, and that Members would be welcome to visit to see this.

10.2 During the discussion the following points were noted:

- It was noted that some data had been missed from the graphs, and agreed that updated versions would be circulated with the minutes (Appendix 4).
- Positive changes to the departmental leadership team had been implemented to drive the department forward in its improvement. Staff confidence was being rebuilt, and underperformance would be challenged.
- It was key that scrutiny advice was acted upon, and that the focus across the board was on the outcome based service being provided.
- The work undertaken by Skylakes had been commissioned some time previously, and the department had the capacity to undertake internal quality assurance which was giving the same assessments as that external review. Work was underway with staff and managers to ensure that

processes were right for the Authority and to ensure that all improvement was sustainable.

- Both improvement plans had a refreshed approach to leadership, with the emphasis on outcome and consistency. A workforce development plan was in place, with clear roles, responsibilities, and accountability. It was important that staff had the right skills and tools to do their jobs.
- There were important changes underway within family law, including the requirement to complete all court applications within 26 weeks. Work was underway with nplaw to ensure that the right cases reached court, with clear plans and assessments to minimise delays.
- It was agreed that a series of visits would be set up for Members to talk to front line staff in both social care and schools, to test progress being made, and reporting back to Panel.

10.3 The Panel **RESOLVED** to note the report, and to set up a series of visits to front line staff in social care and schools.

## 11. Service and Financial Planning 2014/17

11.1 The annexed report (item 11) by the Interim Director of Children's Services was received. The report set out the financial and planning context for the authority and gave an early indication of what this meant for Children's Services.

11.2 During the discussion the following points were noted:

- It was confirmed that the total savings on page 50 should have read as £30.094M. The reference numbers within the tables at Appendix A referred to the Putting People First consultation. Government policy had led to changes within a number of budget planning assumptions.
- The Early Intervention Grant was a previously ring-fenced grant which had been reduced in the previous financial year. The underspend had also been ring-fenced. This would be removed from one-off funding and shown as a budget change, which would match the corporate picture. It was agreed that a briefing note regarding the Early Intervention Grant would be circulated (Appendix 5).
- The corporate position was reported within Appendix B, and the Capital Programme figures provided a breakdown of the capital grant and how this would be spent in future years.
- Concern was expressed that the proposed reductions in subsidised travel for 16-19 year olds would double the cost of bus passes, with a significant impact on NEET (not in education, employment or training) and those in rural areas. It was acknowledged that this illustrated the difficult choices that would have to be made, and that other authorities who faced similar challenges had been consulted on their approach. MPs were due to debate the gap between education policy and transport policy.
- Changes to early years provision would be the subject of a future Panel

report. The link between early years provision and attainment was important, and partnership working was key to improving delivery in this area. The report would focus on understanding the need for support for providers, and working with the community and voluntary sector.

- Savings in ICT related to ensuring value for money and joined up spending to make savings and ensure best value. This was a saving that would lead to an improved service.
- Any proposed cuts to service would be risk assessed, and safety would be paramount (for example cuts to school crossing patrols). The focus was on the method of service delivery rather than removal. Different solutions were being explored with partners.
- The Cabinet Member for Education and Schools noted that it was necessary to consult on some difficult issues as central funding was being cut. Children's Services was a priority area, and innovative ideas for savings were welcomed.

11.2 The Panel **RESOLVED** to note the report and recommended their comments to Cabinet in relation to:

- The revised service and financial planning context.
- The updated capital bids and announcements relevant to Children's Services.
- Budget savings and reductions in unsupported borrowing costs in relation to delivering the capital programme.

## 12. Support for School Improvement

12.1 The annexed report (item 12) by the Interim Director of Children's Services was received. The report updated Members on progress in supporting school improvement through the strategy 'A Good School for Every Norfolk Learner'.

12.2 During the discussion the following points were noted:

- It was acknowledged that every child was entitled to a good education and that low standards could not be ignored. This could be provided in partnership with communities, however the local authority could intervene where schools were not run well at a local level. In some cases, devolved powers would be removed temporarily however where the pace of change was not fast enough, or confidence in a transition to a sustainable regime was not apparent, other solutions such as academy sponsorship could be promoted.
- Local collaboration with autonomous academies was important.
- It was recognised that good schools required good governors, and funding had been used to support governors. This would be explored further with Members in the briefing sessions.

- A change in circumstances did sometimes result in a change in categorisation. The option of classifying a school as temporarily a cause for concern was available.
- It was acknowledged that the large number of teachers leaving the profession was of concern, and that a better deal for teachers was required. The importance of good quality teaching was emphasised.

12.3 The Panel **RESOLVED** to note the report, including the scale of the challenge, and supported the general direction and work undertaken so far, and request a briefing on the success of the Council's Governor Recruitment Week.

### 13. Children's Services Growth Planning and Investment Plan 2013-17

13.1 The annexed report (item 12) by the Interim Director of Children's Services was received. The report provided a summary of pupil place number pressures in the County for the short and medium term and the proposed capital projects to deal with these pressures.

13.2 During the discussion the following points were raised:

- Due to dependency on announcements of district council housing allocations, capital proposals for some areas would be announced at a later stage.
- It was important to develop and maintain relationships with school providers in those key areas of growth so that sites could be planned to accommodate population growth, whilst working with the autonomy some schools had in setting their own admission limits. This approach had been productive so far.
- The level of future funding for basic need was now known until 2015, however it was expected that national schools capital would remain level until 2021. There was an increased dependency on the Community Infrastructure Levy funding, which required a business case to be put forward when a development was proposed. This replaced the previous system of a formulaic approach to Section 106 contributions.
- Surplus schools sites became the responsibility of the corporate property portfolio. It was unlikely that such sites would be brought back into use as a school, but had been used by local partner organisations, where this was possible.
- Although an all-through approach to the primary phase of education could be the solution to work towards in some areas of growth, it was acknowledged that the important issue at the current time was to raise the standard of existing provision within the county.

13.3 The Panel **RESOLVED** to note the report including:

- The proposed responses to address pupil place pressures in the short and medium term in Norfolk.

- The proposed capital spending profile to be part of the County Council's overall capital spending proposals 2013-17.
- Agreement of the proposals at Annex A of the report, recommending to Cabinet that these should be adopted and noting that an update would be reported to Cabinet in the spring.

#### **14. Apprenticeships Norfolk – one year on**

- 14.1 The annexed report (item 14) by the Interim Director of Environment, Transport and Development and the Interim Director of Children's Services was received. The report provided an update on the progress of Apprenticeships Norfolk, an initiative set up to tackle youth unemployment and encourage more businesses to employ apprentices, especially in the small and medium enterprise sector. 12 care leavers had been placed on apprenticeships, and a further 12 were due to start shortly.
- 14.2 During the discussion the following points were raised:
- The problem of young people being 'work ready' was acknowledged, and this was being linked to the plans for school improvement. Work was underway with employers to help get this key message to schools.
  - Apprenticeships were offered with the Council's key strategic partners including Kier and May Gurney.
  - Care leavers were very capable when finding their own apprenticeships, however sometimes they needed longer to make their applications, as adult help was required. Early notification of vacancies was circulated to care leavers, and financial support was available.
  - Norfolk County Council had provided funding to Norse for apprenticeships. The function of Apprenticeships Norfolk was to shape the recruitment policies and give early notification of vacancies.
  - Apprenticeships were available to young people aged 16 – 24. Although some could receive assistance with forms from their school, some were outside of this assistance. With looked after children, the difficulty was in fulfilling the parental role of knowing the young person well enough to help them communicate their strengths.
  - Taster sessions were available for young people, and the Council supported initiatives such as Take Over Day. Work experience was offered to 3,000 school students each year.
  - Changes to funding of apprenticeships was expected in around two years.
  - It was agreed that a further briefing would be provided giving details of the action plans in place to reach the target for care leavers; details of how many young people, and specifically care leavers, had successfully completed apprenticeships and how many had then secured jobs; and how the work could continue once the initial funding had run out.

- It was suggested that Members could play a role as corporate parents in assisting looked after children with their applications.

14.3 The Panel **RESOLVED** to note the progress of the Apprenticeships Norfolk programme, to approve the review of the final 12 months of the programme, and to receive a further briefing on the Apprenticeships Norfolk programme.

## 15. **Introduction to Norfolk's Children's Services Quality Assurance Team Audit Framework and Standards**

15.1 The annexed report (item 15) by the Interim Director of Children's Services was received. The report introduced Members to the programme of audits for the forthcoming year as well as the basis for the judgements that will be made. It was noted that the focus of the Quality Assurance team's work would be amended according to the improvement agenda.

15.2 During the discussion the following points were raised:

- Although the visibility of the work of the team had been enhanced, this was not a new initiative for the department.
- It was suggested that future reports could present more tabular information, with less narrative.
- A regional group had been developed to share standards and processed. Colleagues from other authorities gave an independent view where required.
- It was suggested that real examples could be given within the next report, to see where an issue had been picked up and what change had been implemented.

15.3 The Panel **RESOLVED** to note the report and endorse the methodology described, and to receive quarterly updates of audit activity, lessons learned and action taken.

## 16. **Scrutiny Forward Work Programme**

16.1 The annexed report (item 16) by the Interim Director of Children's Services was received. The report asked Members to consider a refreshed scrutiny forward work programme. It was noted that the Pathway Planning report scheduled for January 2014 would be moved to March 2014.

16.2 During the discussion the following points were raised:

- An overview of departmental risks was requested. It was confirmed that this would be included within the next integrated performance and finance monitoring report.

16.3 The Panel **RESOLVED** to note the report, and agreed the following additions:

- A briefing on how the Restorative Approaches Strategy was being built in to support for looked after children and care leavers.



- Regular updates about the Promise for Norfolk children in care and leaving care, including commentary from the In Care Council about the number of complaints the department had received which had been prompted by the Promise and the themes of those complaints.
- An update on Children's Services Improvement Plans to include comment on the job to be done and the resources available to do it, include use of new money to promote integrated working.
- Briefing on the success of governor recruitment week.
- Briefing on Apprenticeships.
- Quarterly Quality Assurance updates.
- Management of departmental risks to be included in future integrated finance and performance monitoring reports.
- Movement of the Pathway Planning report from the January 2014 meeting to the March 2014 meeting.

The meeting closed at 5:05pm.

#### CHAIRMAN



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## Local Member Questions

**6.1      Questions from Cllr Roger Smith:**

- 6.1.1**      *Would the Cabinet Member for Education & Schools reassure the Panel, with some explanation, why he saw fit to remove the entire Governing Body of Cavell Primary & Nursery School, Norwich, a School striving to improve.*

**Answer from the Cabinet Member:**

It is pleasing to note that progress is being made at Cavell Primary and Nursery School and that children are beginning to receive a better quality of education. Following the special measures verdict in the Spring, progress has been achieved because the Local Authority (LA) has made full use of its powers of intervention. Working with the school, the LA has ensured that all efforts are focused effectively on improving teaching, learning and achievement. In line with the principles agreed in 'A Good School for Every Norfolk Learner', the LA now makes full use of its powers of intervention so that no time is wasted in providing the standard of education to which children are entitled. To replace a Governing Body with an Interim Executive Board is an unusual step to take. In this case such a step was necessary in order to maintain the important drive for improvement and the LA's application to the Department for Education was approved.

- 6.1.2**      *In particular why was this action timed at the end of the first day of a fresh Ofsted inspection on 6 November 2013?*

**Answer from the Cabinet Member:**

The inspection of the school was a monitoring visit to judge progress made following the special measures judgement in the Spring. The timing of such inspections is unknown and the establishment of the IEB was coincidental. It has been necessary to use progressive steps in our intervention - as described in 6.1.1 above - in order that momentum in improvement is maintained.



## Norfolk's Promise to all Children and young people in its care



## Background

Over a year ago a consultation was held asking children and young people;

- Do you know what the pledge is?
- Do you have a copy of the pledge?
- Do you think the pledge is useful to you?
- Do you understand how to raise an issue against the pledge if you feel Norfolk County Council is not keeping to it?
- What do you think of the look and wording of the pledge?

Over 97% of responses were negative.

The findings of this consultation was presented to the corporate parenting strategic board



## Background

- The strategic board asked for a working group to be formed to;
- redesign the pledge, its look and the content
- Look at how it should be shared with all children and young people in care.
- Look at how it should be monitored.
- A working group containing four care experienced young people, Cllr Tom Garrod, Wendy Dyde (service manager for the IROs and independent chairs, Alison MacPhail, operational manager for corporate parenting and our involvement worker Irene Kerry was set up.



## Key recommendations from the working group

- It is a statutory requirement that we have a pledge and one of the things that Ofsted look at and so not redeveloping it was not an option.
- That it should be renamed a promise, as this is a word understood by children and young people and the word promise is in every dictionary definition for pledge.
- That the promise should list children and young people's rights as well as what we see as good practice.
- Due to including the rights of children and young people, that the promise should be produced in three different age related formats as our rights pre and post 18 are different and we wanted to produce something more child friendly for the under 7's.
- It should also be available in other languages, easy read and other formats used by the children with disabilities team..



## Content under 7's

- It is proposed that we develop a short 5 minute animated DVD for the under 7's.
- We plan to use a simple storyline to highlight different parts of the promise.
- This will include finding the right place for you, talking to the social worker, making a complaint, family contact and support at school.
- We hope to market this DVD to other local authorities.



## 7 to 15 year olds. rights

- We will make sure you understand how to make a complaint or comment about the care you receive from us. If you would like someone to support you make a complaint or an 'advocate,' we'll arrange this for you.

Details of how to make a complaints are also included in both of the new promise leaflets.

- You will have a qualified social worker, who will visit you at least every 28 days when you first come into care or change your placement. After this your social worker will still visit you regularly and will let you know how often this will be.



## 7 to 15 year olds. rights

- You will have a named Independent reviewing officer (IRO) who will manage your reviews. These have to happen when you come into care, three months after this and then every six months until you are 18 years old. You can contact your IRO between reviews if you want to talk to them and you can work with them and chair your own review meetings if you would like.
- No major changes like moving where you live, even if it is to go home, will happen without a statutory review with your IRO.
- Foster carers can now make more decisions about your life, for example staying at a friend's house or going on a school trip. This is called delegated authority and means that you do not always have to wait for background checks to be done on a friend's family before you can visit or sleepover or wait for your social worker to sign a consent form for most school trips.
- 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.

## 7 to 15 year olds. rights

- We will make sure, as long as it is safe, that you have contact with your family and that this is written into your care plan.
- We will provide you with help and support at school to help you do as well as other children and young people not in care.
- We will make sure that the place you live is safe and that you are well cared for. We will make sure your carers understand your needs, this could be your religion, your culture or any disabilities you may have.

## 7 to 15 year olds. rights

- You will be provided with a copy of your care plan unless we feel that you are too young to have it or that you may find it upsetting - if we do decide this we will explain why
- Where you have not had regular contact with family members, we will make arrangements for you to have an independent visitor if this is something you would like.
- 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 you as an individual or the care system.

## 16 to 21 content rights

- We will make sure you understand how to make a complaint or comment about the care you receive from us. If you would like someone to support you make a complaint or an 'advocate,' we'll arrange this for you.

Details of how to make a complaints are also included in both of the new promise leaflets.

- 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.

## 16 to 21 content rights

- 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. 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.
- 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.

## 16 to 21 content rights

- 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.
- 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 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.

## 16 to 21 content rights

- 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.

## Aspirational statements

- Many of these are shared by both age related versions and so have been combined.
- They are covered by this statement.
- These are the things that Norfolk County Council says you should have. If you feel we are not keeping these you should talk to your social worker or IRO, or you can let us know by using a complaints form - details of how to do this are at the end of the form

## Aspirational statements

- 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.
- Your 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.
- We will celebrate what you do well and not just concentrate on things that need to be improved.

## Aspirational statements

- 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 possible we will not use a temporary place as we want you to feel settled where you live. We will always try to make sure that you get to meet your foster carers before you move to be with them. This may not be possible if it is an emergency move.
- We will try to make sure that as many things as possible, like your school, stay the same when you come into care.
- We will talk to you about all the options for your future and not just about higher education or work
- We will ask your opinion about everything that happens to you and if we can't do what you want we will explain why.

## Aspirational statements

- We will do our best to promote a positive image of children and young people in care,
- 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 offer you opportunities to get involved with helping us make the service better for all children in care

## Aspirational statements

- We will offer training to all professionals that come into contact with children and young people in care to help them understand what it means for you to be in care
- We will make sure that you have the best experience possible while you are in our care.
- We will make sure that you understand all of your rights whilst you are in our care.
- . 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.

## Process

- The promise will be handed out by the child or young person's social worker or personal advisor. They will read through it with them and give them a complaints form at the same time, explaining how to use it.
- The IRO will monitor that this has been done at the child or young person's statutory review.
- Over 18's who will not have an IRO, the personal advisor will have a sheet for the young person to sign. This will say they have received one, and have been given a complaints form and know how to use both. This will be monitored by team managers who will check that a signed copy of this sheet is included in the young person's file.

## Monitoring

- Overall responsibility for monitoring the promise will sit with the Director of Children's services.
- The NICC Norfolk In Care Council will work closely with Children's services on themes identified.
- The complaints team will add a box to the complaints form which can be ticked if the complaint is raised due to the promise.
- Themes will be collected and fed back to the director at regular intervals.

## Elected Members

- We will share copies of the promise with all elected members.
- We will work with the director and elected members to decide how often themes raised by the promise are reported back to members.
- We ask that elected members make themselves aware of the contents of the promise and use it in their scrutiny role and to help them fulfil their role as a corporate parent.

## Recommendation

That cabinet agree to the promise being accepted as a statement of purpose

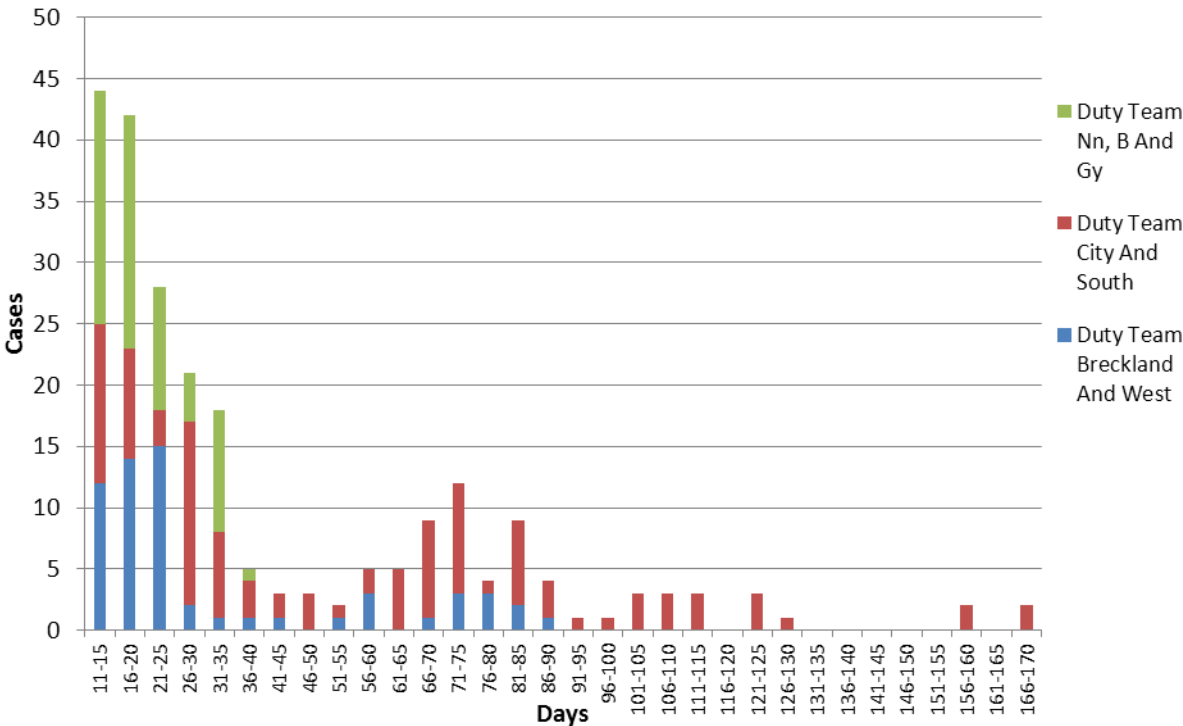
That cabinet support the importance of all elected members being aware of the promise and that they use it to help inform and fulfil their corporate parent and scrutiny roles.

**Children's Services Overview and Scrutiny Panel**  
**Thursday 24 October 2013**

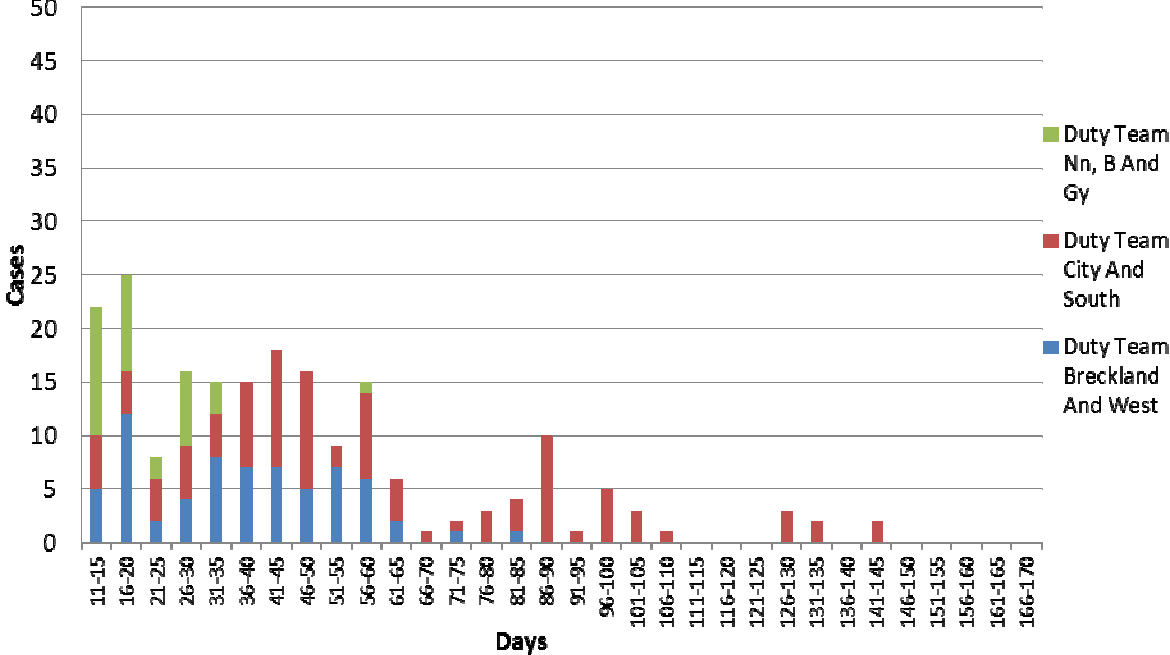
Agenda Item Number/ Minute Number	Report Title	Action	Response
8	In Care Council Promise	Provide statistics for how many complaints have been received by young people in care in last two years, and how many have been resolved.	<p>Our records show 47 complaints have been received from young people in care or their advocate since 1 April 2012.</p> <p>21 were received in the 2012/13 financial year and 20 have been resolved (1 outstanding is a complex Stage 2) and 26 received year to date in 2013/14 and of these 21 have been resolved.</p> <p>The 5 received in 2013/14 that have not yet been resolved are all recent complaints and are within the published timescales for responding to.</p>
10	Performance Monitoring Report	Provide updated copies of three graphs of data	See Appendix 4
11	Service and Financial Planning	Provide an explanatory note regarding underspend within Early Intervention Grant	See Appendix 5

Provide updated copies of three graphs of data

Initial Assessments Backlog as at 3rd November 2013



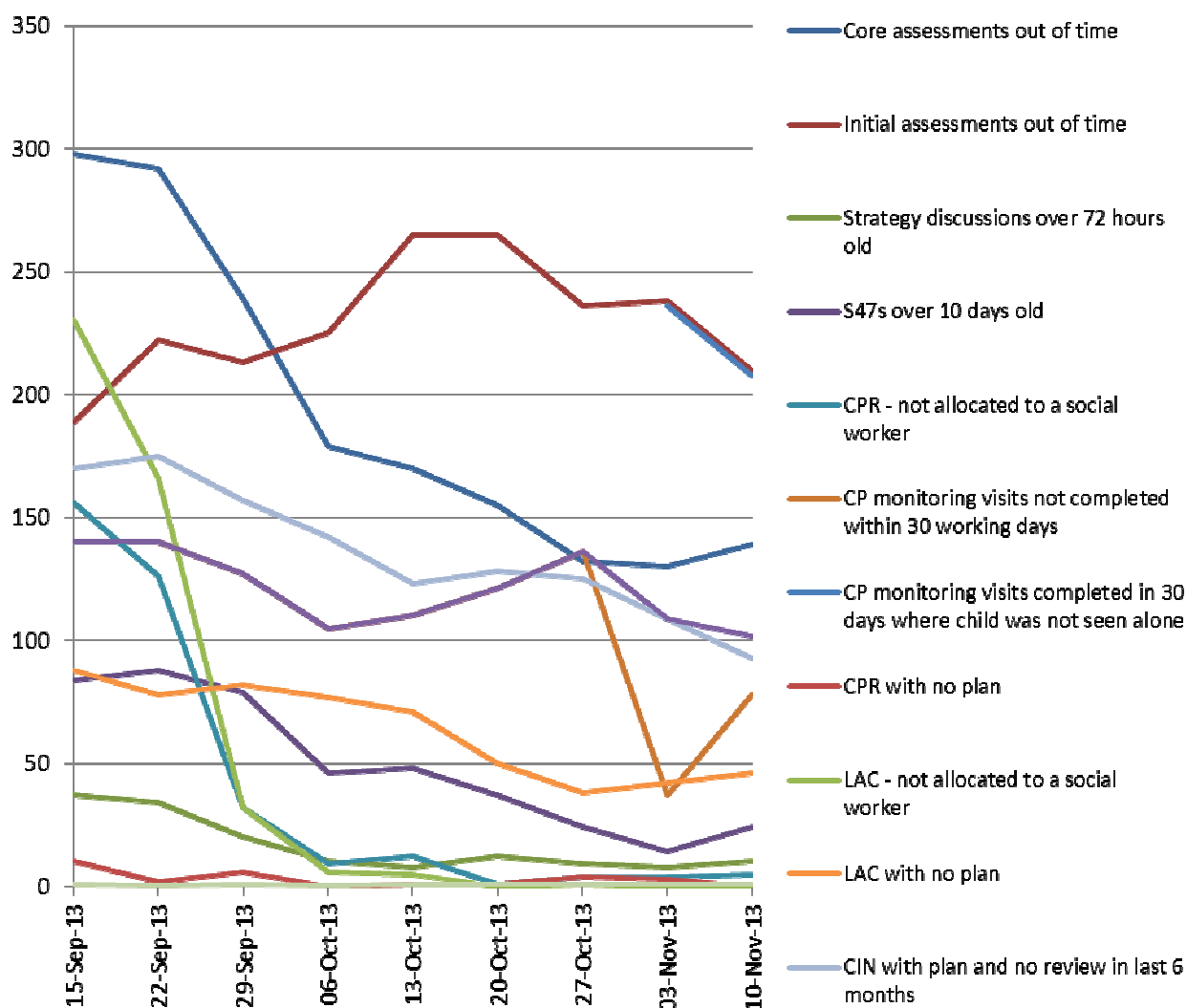
Initial Assessments Backlog as at 29th September 2013





## Performance Data

The graph below shows the trend from the implementation of the weekly reports



## Description of the Measures in the Trend diagram above

	Core Process Measure	Plain English
1	Core assessments out of time	<p>Where the outcome of an initial assessment requires a more in depth assessment of the child's need a core assessment must be completed within a maximum of 35 working days.</p> <p>Children's social care staff are responsible for the co-ordination and completion of the core assessment drawing on information provided by partner agencies. During the course of and upon completion of a Core Assessment it will be necessary to decide what services should be provided. The services will be appropriate depending on the needs of the child/ren.</p> <p>This measure reports on those core assessments not</p>

	<b>Core Process Measure</b>	<b>Plain English</b>
		completed within the 35 working day timescale.
2	Initial assessments out of time	<p>An Initial Assessment is necessary when a referral to a Local Authority indicates that a child is in need of services provided by Children's Social Care.</p> <p>An Initial Assessment is a brief assessment of a child's circumstances and will determine if a child is in need, what services would assist the child and whether a more detailed Core Assessment needs to be undertaken.</p> <p>It is a Local Authority's duty, in accordance with The Children Act 1989, to find out if a child is in need of services when they come to the attention of Children's Social Care.</p> <p>Initial Assessments should be led by a qualified and experienced social worker and must be completed within 10 working days.</p> <p>This measure reports on those not completed in the 10 working day timescale.</p>
3	Strategy discussions over 72 hours old	<p>Children's Social Care must hold a Strategy Discussion whenever there is reasonable cause to suspect that a child has suffered or is likely to suffer Significant Harm. It should always be held at the outset of a Child Protection Enquiry.</p> <p>This Strategy Discussion should include other key professionals. It should always include the Police and be informed by health input.</p> <p>The purpose of the Strategy Discussion is to share relevant information and plan the child protection enquiry.</p> <p>More than one strategy discussion may be necessary.</p> <p>This measure monitors those strategy discussions that have been open on CareFirst for more than 72 hours and therefore remain uncompleted.</p>
4	S47s over 10 days old	Whether to hold a Section 47 (Child Protection) Enquiry will be determined by Strategy Discussion and must be undertaken by a qualified social worker within a maximum

	<b>Core Process Measure</b>	<b>Plain English</b>
		<p>of 15 working days of that decision. . The urgency of the situation, however, may dictate that the timescale is shorter.</p> <p>The outcome and any supporting evidence must be recorded, together with recommendations for further action, by the person undertaking the Section 47 Enquiry.</p> <p>This measure monitors those Section 47 Enquiries that have been open on CareFirst for more than 10 days.</p>
5	Child Protection Plan – not allocated to a qualified social worker	<p>All children with a Child Protection Plan should be allocated to a qualified social worker.</p> <p>This measure counts those cases where this is not so.</p>
6	Child Protection monitoring visits not completed within 30 days	<p>All children who are the subject of a Child Protection Plan must be visited by the allocated, qualified social worker. This must be equal to the minimum visiting requirement or at a greater frequency as specified in the Child Protection Plan.</p> <p>This measure counts the number of children where visits were made at intervals of more than 30 days.</p>
7	Child Protection monitoring visits not completed within 30 days where child was not seen alone	<p>All children who are the subject of a Child Protection Plan must be visited by the allocated, qualified social worker and seen alone.</p> <p>This measure counts the number of children not seen alone (regardless of age) in a visit during the last 30 days.</p>
8	Child Protection with no plan	<p>All children made the subject of a Child Protection Plan at the child protection conference must have that plan recorded in CareFirst.</p> <p>This measure counts the number of children subject to a Child Protection Plan who do not have a plan recorded in CareFirst.</p>
9	Looked After Children (LAC) - not allocated to a social worker	<p>All Looked After Children must be allocated to a qualified social worker.</p> <p>This measure counts the number of children where this is not so.</p>
10	Looked After Children with no plan	<p>All Looked After Children should have a Looked After Child Plan. This addresses questions in relation to permanency and contingency, but central to the document is the 'plan' where the child's needs are set out and SMART planning is recorded.</p> <p>This measure counts the number of looked after children with no current Plan.</p>
11	Children in Need with plan and no review in the last 6 months	<p>Every child who receives a service outside of the Child Protection or Looked After Children processes must have a Child in Need (CiN) Plan. The CiN plan should be</p>

	<b>Core Process Measure</b>	<b>Plain English</b>
		<p>reviewed and progress recorded.</p> <p>This measure counts the number of children whose CiN plans have not been reviewed in the last six months.</p>

**Briefing note regarding the presentation of Early Intervention Grant**

In 2013/14 the Government reduced funding for the Early Intervention Grant (EIG) and included the responsibility for funding 2 year old education places within the Dedicated Schools Grant (DSG). In addition, the Government top sliced £150m from the national EIG grant. The amount removed from the non ring fenced EIG to the ring fenced DSG was greater than was currently being spent on 2 year old education, resulting in a pressure on the other areas previously funded through the EIG. In order to allow sufficient time to review these services in context with the whole service being provided by the Local Authority, Cabinet agreed to fund this work on a one off basis for 2013-14.

The overall shortfall was £6.505m. Of this shortfall, £3m was met from EIG funding in 2012-13 which was carried forward to 2013-14 and ensuring that, where applicable, costs associated with 2 year old education are funded through the DSG. Cabinet agreed that the remaining shortfall of £3.5m could be funded from the additional one-off funding announced by the Leader at Cabinet on the 7th January 2013.

The presentation in Appendix A shows the pressures within Children's services and the relationship of the budget for Norfolk County Council as a whole. This means that the impact of the funding reduction in 2013/14, that was met through using one-off funding, impacts Children's Services budget in 2014/15, creating an additional pressure of £6.505m shown as a positive figure in appendix A. The one off funding of £3.5m has been removed from Children's Services budget (shown as a negative figure in Appendix A). The net impact is an additional pressure of £3.005m in 2014/15 for Children's Services and an additional pressure of £3.5m in Finance General.

These funding shortfalls are being addressed through the corporate budget and service planning process and forms part of the Putting People First budget consultation proposals.

## **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:

- Validated data at Key Stage 2 shows that Norfolk outcomes are improving and closing the gap between Norfolk children and all children nationally. In 2012 75% of children nationally achieved a good standard at Key Stage 2, compared to 69% of children in Norfolk. In 2013 Norfolk results improved by 2% to 71% and the national stayed at 75%. The gap of 6% has therefore reduced to 4%
- The participation figures for 16 and 17 years olds have improved and consequently the population of young people described as NEET (not in education, employment and training) is now reduced to 5% for 16 year olds. This is the lowest NEET figures since 2010.
- The proportion of schools judged by Ofsted to be Good (Grade 2) or Outstanding (Grade 1) has continued to rise nationally. In Norfolk the trend is also up. The recent national Schools' report from Ofsted's Chief Inspector shows a 15% improvement for Norfolk's secondary schools and a 4% improvement for Norfolk's primary schools from the academic year 11/12 to 12/13. Published inspection outcomes for the autumn this term indicate a further 4% improvement in both primary and secondary schools in Norfolk.

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 all areas of assessments and review are improving month on month
- 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 of and 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
- There is increasing multi-agency alignment between early assessment and family support processes under the oversight of NSCB

Based on the position at the end of November the latest financial monitoring for Children's Services:

- Revenue budget shows a £0.924 million or 0.5% projected overspend for the year.
- Schools Budget variations are contained within the approved contingency fund.
- Capital budget shows a £0.152 million or 0.4% projected underspend for the year.
- The level of projected school balances at 31 March 2014 is £21.994 million.
- The level of projected balances and provisions at 31 March 2014 is £17.941 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
- 1.4 Risk 2 – Over-reliance on interim and agency staff will result in unsustainable improvement in services to children and families
- 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.
- 1.6 The information below shows in some detail how these risks are being systematically mitigated.

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

- 2.1.1 A refreshed approach to supporting school improvement, 'A Good School for Every Norfolk Learner', was launched in the summer term 2013 following much development work between the Local Authority (LA) and its partners. The strategy includes the post Ofsted action plan and has high level targets for improved outcomes for pupils and schools, as well as specific actions with milestones to monitor the impact of the LA support for school improvement. The milestones ensure that the progress towards the high level targets is routinely monitored and evaluated.
- 2.1.2 Outcomes for pupils in 2013 tests and examinations have been validated for Early Years, Key Stages 1 and 2. Whilst not technically validated yet for Key Stage 4 and 5 they are more secure at this stage of the school year. In order to check whether Norfolk schools are on course to make progress to meet the Norfolk targets for 2014 pupil data is being collected by the LA from half of Norfolk schools. These schools are those categorised through the LA risk assessment as schools causing concern and those judged by Ofsted or the LA as Requires Improvement (Grade 3).
- 2.1.3 Outcomes for schools in Ofsted inspections indicate that the proportion of schools in Norfolk judged by Ofsted as Good (Grade 2) or Outstanding (Grade 1) is significantly below the national average. The strategy for supporting school improvement includes a major focus on identifying, supporting and challenging the schools that are already Requires Improvement and those at risk of such a judgement. This approach is called 'Norfolk to Good and Great' (N2GG). A main aim of the programme, in the first instance, is to target every school that is not currently good to ensure that they secure a good Ofsted judgement within the trajectory set by the LA (as determined partly by the Ofsted inspection schedule).
- 2.1.4 'Norfolk to Good and Great' will also focus on supporting schools to move to 'outstanding'. Whilst this is not the main priority for this year work has already begun with 11 secondary schools that are moving towards 'outstanding'. Building a strong and self – sustaining network of schools is an important priority for both the schools and the LA. Working in partnership with Head teachers a strategic



approach to collaboration and partnership is developing in order to create strong and resilient groups of schools.

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

2.2.1 The post Ofsted action plan was devised in response to the Ofsted inspection of Norfolk LA's support for school improvement in June 2013. It was submitted to HMI on 24<sup>th</sup> October 2013. The first action was to commission an external review of the LA strategy to support school improvement 'A Good School for Every Norfolk Learner'. This was carried out by ISOS and the findings were built into the version of the strategy and post Ofsted action plan submitted to HMI. Feedback on the strategy and post Ofsted plan was received from HMI at the end of November 2013. This has led to some minor adjustments. For example more detail has been included about our approach to supporting the improvement of teaching and learning. Furthermore some clarification has been given about the replacement of Cluster Education Partners (a role described in our early documentation) to that of Education Challenge Partners. A summary report of progress against the milestones on the strategy is attached.

2.2.2 The Education Challenge Partner role has begun and visits to Norfolk schools are being undertaken by our contractor Cambridge Education. So far 30 visits have been made to primary and secondary schools across the county with more to be completed by the end of January 2014. These visits are providing an external validation of the school's self-evaluation and their identification of areas for improvement. This leads to a clear diagnosis of what the school needs to do to secure a Good Ofsted judgment at their next inspection. As a result the school has clarity and the 'Norfolk to Good and Great' programme can be customised to meet the school's needs. Between February and April every school categorised by the LA risk assessment as good or better will be visited by an Education Challenge Partner to provide an external perspective on their continued agenda to improve.

3.2.1 The Government is increasing the age to which all young people in England must continue in education or training, requiring them to continue until the end of the academic year in which they turn 17 from 2013 and until their 18th birthday from 2015. Raising the participation age (RPA) does not mean young people must stay in school; they will be able to choose one of the following options post-16:

- full-time education, such as school, college or home education
- an apprenticeship
- part-time education or training if they are employed, self-employed or volunteering full-time (which is defined as 20 hours or more a week).

This will have significant implications for the number of learning places that the education infrastructure will need to support from 2013 onwards and especially from 2015.

## **2.3 Education Performance**

2.3.1 Attached to this report as Appendix A is a summary of key performance indicators against the milestones shown in the strategy for supporting school improvement.

In order to monitor progress towards meeting the high level targets contained in the LA strategy for supporting school improvement pupil data has been collected from all target schools that are risk assessed as schools of concern, and those judged by Ofsted and the LA to Require Improvement. Half termly teacher assessments are provided by the schools to reflect the percentage of children and young people on track to achieve the expected outcome for their Key Stage. The LA is collecting this information from schools not just for all children but by gender and for those eligible for Free School Meals. The attached report gives the overall performance for 'all children' only. The following is a brief explanation of the data contained in the attached report.

- 2.3.2 Early Years outcomes (age 5) are described as children achieving a 'Good Level of Development'. This is a new measure so is not comparable with any data from 2012. The average for children achieving this standard in Norfolk is 45.3 % in 2013 compared to a national average of 52%. The data provided to us by the target schools, from the teacher assessments up to the October half term 2013, indicates that the percentage of pupils on track to achieve the expected outcome is predicted to increase to 51%. This is potentially 5.7% better than the 2013 result. This early prediction is 4% below the target set for 2014, which is relatively positive at this stage of the academic year.
- 2.3.3 Schools of concern and those in N2GG are indicating significant improvements for 5 year olds compared to their 2013 results. They report a 15% improvement in terms of the children on track to achieve the expected outcome in summer 2014. Intervention Officers and N2GG will follow up these predictions to ensure that they are robust and can be evidenced.
- 2.3.4 By the end of Key Stage 2 (age 11) the Norfolk average for achieving the expected level in reading, writing and mathematics has risen by 2% to 71%. The national average in 2013 has stayed the same as 2012 at 75%. So the gap has narrowed from 6% to 4% below the national average for Norfolk children. The data provided to us by the target schools, from the teacher assessments up to the October half term 2013, indicates that the percentage of pupils on track to achieve the expected outcome is predicted to increase to 76%. This is potentially a further 4% increase and in line with current national average. These early predictions of outcomes for summer 2014 place us 1% below our 2014 target.
- 2.3.5 Schools of concern and those in N2GG are indicating significant improvements for 11 year olds compared to their 2013 results. They report an 18% and 9% improvement respectively, in terms of the children on track to achieve the expected outcome in summer 2014. Intervention Officers and N2GG will follow up these predictions to ensure that they are robust and can be evidenced.
- 2.3.6 By the end of Key Stage 4 (age 16) the Norfolk average for achieving the expected level in 5 A\* - C including English and mathematics is 54%. This is a 2% decline on this measure from 2012. The national average in 2013 increased by a further 1% to 60%. So the gap has increased from 3% to 6% below the national average for Norfolk children. The data provided to us by the target schools, from the teacher assessments up to the October half term 2013, indicates that the percentage of pupils on track to achieve the expected outcome is predicted to increase by 1% to 55%. These early predictions of outcomes for summer 2014

place us 6% below our 2014 target.

- 2.3.7 Schools of concern and those in N2GG are indicating a 1% improvement for 16 year olds compared to their 2013 results. Intervention Officers and N2GG will follow up these predictions to ensure that they are robust and can be evidenced.
- 2.3.8 The end of Key Stage 5 (age 18+) attainment is published at Local Authority level in terms of Average Point Score per Student (APSS), and Average Point Score per Entry (APSE), based on A Levels and equivalents. The unvalidated results for 2013 were published in October, to be followed by validated results on 23<sup>rd</sup> January 2014.
- 2.3.9 The Norfolk average APSS for all providers in 2013 is 652.4 which is a drop of 35.6 points on the previous year, and is 56.7 points below the national figure of 709.1 in 2013. However, The Norfolk average APSS for maintained state-funded providers in 2013 is just half a point below the equivalent national figure. The Norfolk figure is 775.0 which is 1.1 points higher than in 2012, whereas nationally there has been a drop of 5 points to 775.5.
- 2.3.10 The Norfolk average APSE for all providers in 2013 is 202.4 which is a drop of 2.9 points on the previous year, and is 10.3 points below the national 2013 figure of 212.7. For maintained state-funded providers in Norfolk the APSE has remained the same as last year at 208.8 and is 4.7 below the national equivalent. The national figure has risen from 211.9 in 2012 to 213.5 in 2013.
- 2.3.11 Participation at age 16+ and 17+ in Norfolk is improving. For 16 year olds (Yr 12) it has increased by 3.7% since 2012 and is on target to achieve the 2014 target of 96%. This compares favourably to the latest (Oct 2013) national figure for participation in learning of 87.7%. Participation in learning for 17 year olds (Yr 13) at 81.9% is still significantly below the Norfolk target of 90%, however, there has been a 1.5% improvement since 2012 and is above the October national figure of 80.5%.
- 2.3.12 NEET has reduced from 6.45% in December 2012 to 5.97% in December 2013 and unknowns have reduced by over 2% from 9.5% in December 2012 to 7.4% in December 2013. This is provisional data as of 19<sup>th</sup> December 2013.

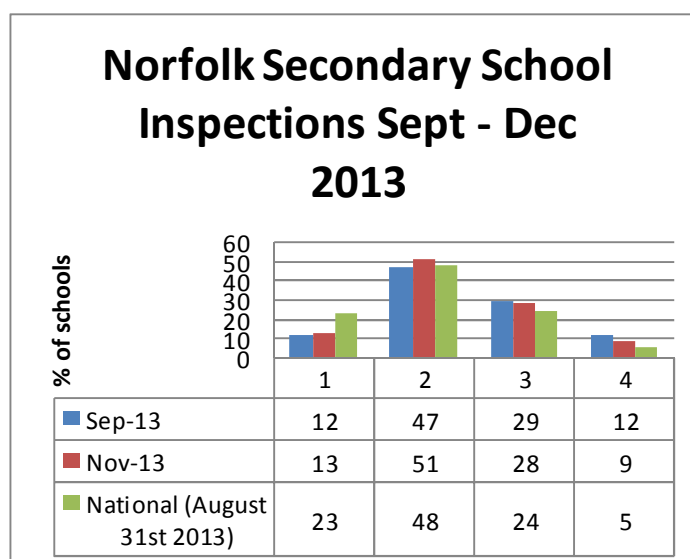
Activity	Dec 2013	Dec 2012
Participating in learning at 16	95.02%	91.3%
Participating in learning at 17	81.9%	80.3%
NEET	5.97%	6.45%
Unknowns	7.4%	9.55%

## 2.4 Ofsted Outcomes

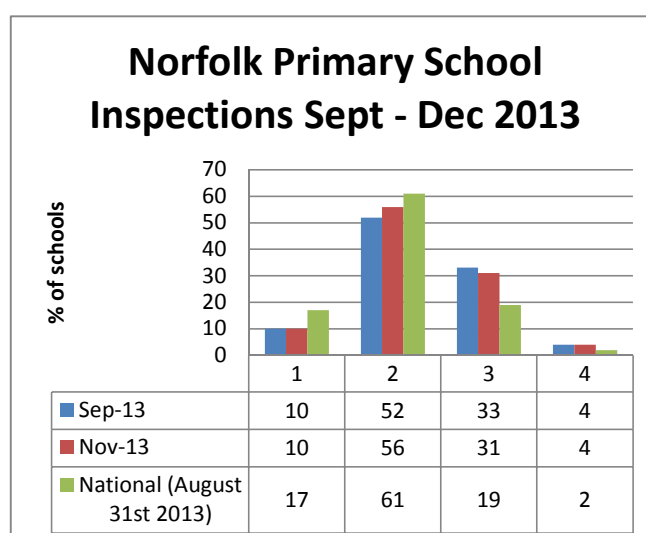
- 2.4.1 The proportion of schools judged by Ofsted to be Good (Grade 2) or Outstanding (Grade 1) has continued to rise nationally. The Schools' report from Her Majesty's Chief Inspector of Education, Children's Services and Skills was published in December 2013 taking account of Ofsted inspection judgements nationally to August 31<sup>st</sup> 2013. This report identifies the percentage of pupils attending a good or outstanding primary or secondary school. Out of 150 LAs

Norfolk schools are 118<sup>th</sup> for secondary schools and 141<sup>st</sup> for primary schools. The percentage of pupils attending a good or better Norfolk school has risen from 47% for secondary schools (August 2013) to 62% (August 2013). For primary schools the percentage has risen from 59% (August 2013) to 63% (August 2013).

- 2.4.2 Inspection outcomes of Norfolk schools to date indicate that there is improvement this term in number of schools judged by Ofsted as Good or Outstanding. (See appendix A Aim 2). By the end of the autumn term 2013 outcomes for Early Years settings had improved by 1% since July 2013. Primary school outcomes had increased by 2% as had secondary schools.



*Norfolk Secondary School Inspection outcomes for autumn term 2013 and national comparator*



*Norfolk Secondary School Inspection outcomes for autumn term 2013 and national comparator*

- 2.4.3 Since the start of the autumn term the N2GG programme has been working with schools at risk of a Requires Improvement judgement by Ofsted. The aim is to secure a Good Ofsted outcome. 20 N2GG schools have been inspected during

the autumn term 2013. Of those 11 were judged good or outstanding. (10 judged to be Good schools, 1 judged to be Outstanding).

## **2.5 Small Schools and Partnerships**

- 2.5.1 Norfolk's Small Schools Strategy entails an annual review and specific risk assessment for all schools with under 140 pupils with special attention paid to schools of less than 50. This is because evidence indicates that a small school is less likely to achieve consistently well for its pupils because of the difficulty of recruiting and retaining the highest quality teachers and leaders.
- 2.5.2 Given the Council's commitment to provide a 'Good School for Every Norfolk Learner' by 2016, it is intended to continue close scrutiny of our small schools through an enhanced form of our ongoing system of risk assessment.
- 2.5.3 Where a school is located in areas in which housing growth is expected, discussions will include how a school might grow and so become more sustainable.
- 2.5.4 Further details on these matters will be brought to Overview and Scrutiny Panel in March.

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

- 3.1.1 In addition to implementing actions set out in the strategic and operational improvement plans, 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.
- 3.1.2 **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.
- 3.1.3 **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*). The simplification of the recording system will both improve the way children are protected, and enable us to evidence it. By the end of January 2014, the CareFirst system will have received a full overhaul with safeguarding and child protection processes already robust and effective and the final part of the case data for Looked-After Children completed during January.
- 3.1.4 Weekly performance data is being produced for managers to assess progress towards full compliance with all assessment and statutory reporting processes. Exception reporting on this data is occurring weekly and managers are thus able to quickly address performance issues at both team and individual social worker level.

- 3.1.5 On a monthly basis this data together with qualitative audits of a sample of cases is being reported through the three area-operational Performance and Quality Meetings where all team managers meet to review the performance across a whole geographic district. Managers are held to account by their peers for their own team's data.
- 3.1.6 In addition, on a three weekly basis the Performance and Challenge Board meets to review data trends and to carry out 'deep dives' of data and management information to ensure that improvements in practice are fully embedding and that there are no areas of weak practice that remain unknown and un- addressed. There is strong evidence from the Carefirst system that all social workers are using the new forms and processes effectively. Social work team managers are reporting through the performance and Quality meetings that the new forms are user-friendly and significantly improve their ability to record information in a timely and efficient manner. Practitioners acknowledge and appreciate that social work is now driving the system, rather than the system driving social work. This will encourage better social work practice.
- 3.1.7 The increase in morale and energy levels from the workforce are being informally recognised to be positively affecting the quality of practice with children and families. Expectations are that this will be increasingly reflected in the weekly and monthly performance data, audit and service user feedback and this will be reported in the monthly performance scorecard.
- 3.1.8 Best Practice Training to ensure full compliance and understanding of the importance of these processes has taken place and has been positively received by front line social workers. Further best practice events have been created for Family Support Workers. A 'Sustaining Best Practice' workshop has taken place from which an action plan will be agreed to ensure best practice is maintained and continues to improve
- 3.1.9 Draft NSCB Practice Standards have been developed and shared for consultation with all partners. Over the next month this multi-agency document will be finalised and published providing an agreed framework for delivering safeguarding services to all Norfolk's children.

## 3.2 **People**

- 3.2.1 The NCC Children's Services Work Force Plan is nearing completion although elements of the plan will not be completed until the review of the Senior Management Structure has been completed and fully implemented.
- 3.2.2 Stage 2 of the social worker recruitment campaign has been planned and signed off and will commence 13 January 2014. Stage 1 has led to 13 new appointments of social workers and 1 team manager. Interviews are on-going. The recruitment of more permanent social workers and agency staff as well as business support staff into the establishment has impacted quickly and positively on staff caseloads and the ability of teams to work pro-actively to manage issues such as backlogs.
- 3.2.3 Methodology for a group approach to induction has been agreed, further work to refine this will happen in January / February 2014 with the aim of ensuring that all

new social care staff have clear understanding of the aims of Norfolk's Children's services and expectations of them in their roles.

- 3.2.4 An 'Aspiring Managers Programme' has been advertised to all staff with the aim of identifying and developing our own talent as well as bringing in talented individuals from outside Norfolk. Further information and outcomes from this programme will be reported over the coming months.
- 3.2.5 A new Assessed and Supported Year in Employment (ASYE) cohort has commenced in partnership with the University of East Anglia (UEA). 44 Newly Qualified Social Workers are part of this group which also includes the 26 new recruits.
- 3.2.6 Adaptations to the Health Coaching Programme have been agreed with the provider. A pilot will be running during Feb / March / April for 14 multi-agency / disciplinary "Early Help" teams (2 per district). A train the trainer event will also be running to ensure effective roll out of this important training over the following months and ensure best value for money. A team mentoring programme is also out to tender and once secured will give further impetus to the sharing of good practice across all social work and social care teams. Support for the further development of leadership across all teams has been assisted by additional information on the staff intranet. NCC Learning and Development Team have started the refresh of the career pathway / Learning and Development plan for Children's Services staff.
- 3.2.7 A proactive approach is being taken in respect of staff sickness monitoring with all Tier 4 managers sent their sickness data monthly. Patterns of sickness are being reported monthly and are being used as part of the monitoring of operational team and individual performances.

### **3.3 Performance and Quality**

- 3.3.1 The Second round of Performance and Quality Meetings has taken place in all three Operational areas. These are now chaired by operational managers with an Assistant Director (AD) in attendance (previously AD chairing). Engagement and level of discussion regarding performance matters have improved significantly since last month.
- 3.3.2 The third Performance and Challenge Board has taken place with a focus on a forensic analysis of MASH data. As a result of this analysis there are a number of partnership and DfE Guidance issues to be addressed.
- 3.3.3 Further Scorecard development is currently taking place and a Norfolk Children's Services agreed dataset is being worked up before submission to PPP as a full change request. This dataset will be reported on from February 1<sup>st</sup> 2014 and will be structured around the 'Norfolk Dozen' priorities for action.
- 3.3.4 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 also be available for Ofsted inspectors when they re-visit Norfolk.

- 3.3.5 Caseload trends have begun to be tracked as an average per team to ensure that managers have full oversight of this important proxy indicator of team performance.
- 3.3.6 Over the next 6 months there are a number of reviews and inspections anticipated and for which all teams and staff are preparing these are:
- Unannounced Ofsted inspection of Safeguarding and Looked After Children
  - Ofsted Inspection of arrangements for support for school improvement
  - Unannounced CQC inspection of health arrangements for children
  - DfE Review of Children's Services Strategic Capacity to Improve
  - East of England Peer Safeguarding Health Check
- 3.3.7 The Quality Assurance team will complete the systemic audit across the County in January. The previously published process (taken to Panel in November 2013) has been built upon to include an additional interview with each social worker prior to auditing to explore their knowledge of the child, how this is reflected in the case file and to highlight their understanding and recording of the impact of their work, particularly from the child and family's perspective. The pre audit interview is reflected upon during feedback and agreement reached as to what would move the judgment from 'good' up to 'outstanding'. As a consequence of this additional coaching interview the time-frame for completion of this audit has increased by 3 weeks however the positive impact of this work is being evidenced clearly through case records.
- 3.3.8 A series of three "Getting The Basics Right" workshops which focus on the impact of social care work on families have been facilitated by the QA Manager with the Duty Team in West and Breckland. These have been very well received and resulted in Initial Assessments being completed by that team having an overt statement of the child and family's view on the work and the impact it has had on them as well as what they would like to achieve from future interventions. These workshops proved to have a powerful effect on the team and their practice and will be rolled out across all teams in the New Year.

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

- 3.4.1 The emphasis on delivering early help provision through a partnership approach has been furthered by building on the current Family Focus partnership pilot which is reported more fully to this Overview and Scrutiny Panel.
- 3.4.2 The delivery of early help services through a locality, needs-led approach is exemplified by the location of a dedicated social worker in six school clusters with a remit to provide social work advice and guidance for educational professionals including the use of the NSCB Thresholds to ensure consistency of approach and addressing of need at the earliest opportunity. Terms of reference have been agreed and the pilot began on the first day of this term. Further reports on progress and positive impact will be prepared for panel later in the year.



- 3.4.3 The important role of Family Support Workers is being emphasised with a re-focus on their priorities and the part they can play in ensuring family needs are addressed in a timely way. Further reports on progress and positive impact will be prepared for panel later in the year.
- 3.4.4 Work is progressing to 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.
- 3.4.5 In terms of partnership planning and commissioning work has been completed to map 'touch points' between Children's Services and partners agencies to identify opportunities to rationalise partnership arrangements with the aim of getting better outcomes as well as better value for money. After the meeting of the first Children and Young People's Partnership Board, it is anticipated that the Joint Commissioning Group will receive instructions and will use the mapping to plan provision more effectively.
- 3.4.6 Also to help with planning effective early help provision further work has been undertaken to show 'age and stage' profiles with a greater emphasis on analysis by district area and super-output area to highlight local priorities for each age and stage. This will be important information to assist with the delivery of locality based services.
- 3.4.7 Staff within the NCC Strategy and Commissioning Team have been nominated to participate in a 'health coaching' scheme which will target children, young people and families who need to develop their ability to identify when they need help and give them the confidence to self-refer.
- 3.4.8 On 8<sup>th</sup> November a multi-agency Youth Summit was held to develop a framework for securing young people's input to an annual audit of sufficiency and utilising Young Commissioners. Further training for young people has taken place on 11<sup>th</sup> January with contracted youth and community work providers focussed on measuring impact and use of Young Commissioners for quality assurance and performance management of locally commissioned provision.
- 3.4.9 To align all NCC social care commissioning activity thereby delivering better services and more value for money, work is continuing to develop a NCC commissioning hub. Further work will be needed to fully develop this model however early opportunities are already being used to foster co-commissioning opportunities and the benefits of these pieces of work are being carefully evaluated to inform further work in this area.

### 3.5 **Update on the Looked After Children Operational Improvement Plan**

- 3.5.1 NCCs vision for Looked After Children is summarised below:
- A child's safety, welfare and best interests will always be at the centre of our work;
  - We believe that so long as it is consistent with their safety and well-being, a child or young person should be brought up within their own family;

- If they cannot be cared for by their parents, our first aim will be to identify and support suitable carers from within their wider family ;
- If this is not possible, we will try to identify suitable alternative arrangements which will meet their needs;
- If a child or young person is cared for away from their family, so long as it is consistent with their safety and well-being, we will support continued contact with their family, and we will work with the family towards reunification wherever possible.

3.5.2 The above “Vision” is entirely fit for purpose however, the evidence, as exemplified by 1144 children in the care of Norfolk County Council is that it is not having the impact for which it strives. Clearly, too many children are in the system – an analysis against statistical neighbours indicates this. There are approximately 500 more children in care than would be expected. Too many children have inappropriately entered the system and have stayed too long.

3.5.3 We have introduced a focussed, targeted approach to reducing our numbers. This presently concentrates on three cohorts

- a) Children aged over 17 in care – Cohort A
- b) Children aged 13+ on the verge of entering care – Cohort B
- c) Children under 2 who are subject to legal proceedings placing them in care – Cohort C

3.5.4 Cohort A: A ‘task and finish’ group with dedicated resource has been established and is reviewing all young people over the age of 17.5 to see if they can move, if appropriate, into more suitable accommodation utilising the private sector. Presently some 55 young people are being interviewed to take such a proposal forward. This excludes those who are at risk of significant harm and those with special needs.

3.5.5 Cohort B: This focuses on children entering the care system aged 13 and over. The “Edge of Care” project is being re-launched for 16<sup>th</sup> January with a specific focus on these children. Again, those subject to significant harm are excluded, with a concentration on those teenagers where there is a breakdown in their relationship with their parents. The “Edge of Care” process will ensure that all options from Early Help through to therapeutic intervention have been explored to sustain the young person in their family. This is part of the project that aims to avoid bringing unnecessary young people into the care system.

3.5.6 Cohort C: This has a ‘task and finish’ group looking at all 161 children under the age of two presently in the care of Norfolk County Council. It is reviewing the progress of their case to ensure if “permanence” has been agreed and that we are progressing this with the necessary impetus to move them out of the system. Further, the group will be making recommendations to ensure that having unblocked the system we avoid such blockages in the future.

- 3.5.7 1144 children in care is far too high but it is a figure that can be tackled with a focus on targeted groups; that avoids children coming into care; reunifies them as and when possible and moves them on as and when safe to do so.

### 3.6 **Update on Safeguarding Operational Improvement Plan**

- 3.6.1 Duty and Assessment Team Managers meet with their respective Operational Manager every week to plan their responses to the weekly report data. The emphasis of the work has been to bring to a satisfactory conclusion those assessments (initial assessments [IA] and core assessments [CA]) most out of date. The impact of this work is clear in the graphs included as part of the 'Improvement Scorecard' attached to this report. There has also been considerable success reducing the out of date core assessments from around 300 to a little over 100 during the previous two months. During the same period a significant amount of new capacity was focused on Children In Need cases not having an assessment and these were all dealt with.
- 3.6.2 The numbers of unallocated CIN cases are continuing to fall as they are being allocated to newly recruited staff. Further work will be done over the next month on this area of work particularly in relation to children with a disability.
- 3.6.3 Although the emphasis on 'backlog' cases often causes current 'in time' assessments to slip out of time, it is worth noting both the significant reduction in the number of overdue assessments and that the high volume of Initial Assessments in November was substantially dealt with by Duty Teams and not carried over into the December performance. This indicates that current workflow is being better managed and shows improvement in the time children and their families are waiting to meet their social worker and have their needs assessed. There will be a continued effort to improve the timeliness of Initial Assessments and in order to put the performance in the wider context, future data will also include those children assessed within the 10 day timescale as well as the backlog.
- 3.6.4 On 7<sup>th</sup> January 134 members of Norfolk's Social Care and Safeguarding Teams met together to explore the current position vis a vis Children's Services Improvement. There was opportunity for all Assistant Directors to set out their responsibilities and priority area for action and in addition senior managers from audit and commissioning for Looked After Children presented their challenges and actions for improvement. An interactive session for all attendees posed the question:  
*'What three things do we need to do now to improve children's social care and safeguarding?'*
- 3.6.5 Actions that came out of the first of these Colloquia were:
1. All team managers to RAG rate cases **within one week** so that a full audit of all open cases can be carried out using a risk-based approach
  2. Multi-disciplinary and multi-level working groups to develop and steer the following areas
    - a. Preparation for Ofsted (Sponsor Helen Wetherall)

- b. Early Help (Sponsor Michael Rosen)
- c. LAC permanency arrangements (Sponsor Kevin Peers)

3.6.6 Over the next two months there will be continued effort to reduce the IA and CA backlog/performance. We will undertake “Getting The Basics Right” workshops with further operational teams. The Quality Assurance team will complete and write up the systemic audit during January which will be used to inform further improvements in practice.

#### 4. Managing our Resources

##### 4.1 Revenue – Local Authority Budget

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.

**This year end monitoring report shows a projected overspend of £0.924m for the year.**

4.1.1 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	27.310	+2.804	+11	+0.584
Residential /Kinship payments	1.665	2.165	+0.500	+30	+0.090
Special Education Needs - Home to School Transport	10.336	11.354	+1.018	+9	+0.351
Homelessness – Southwark judgement	0.000	0.110	+0.110	n/a	+0.110
Ofsted unregulated accommodation - 16/17 year olds	1.026	1.426	+0.400	+40	+0.400
In-house fostering	7.000	7.800	+0.800	+11	+0.800
<b>Spending Reductions</b>					
School Pension /Redundancy costs	4.095	3.436	-0.659	-16	+0.246

Looked After Children Legal	4.041	3.611	-0.430	-10	-0.050
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	-0.220
School Crossing Patrols	0.405	0.315	-0.090	-22	
MASH project	0.807	0.702	-0.105	-13	
School Sports Facilities	0.250	0.215	-0.035	-14	
Early Years Services	4.601	3.701	-0.900	-20	-0.100
Targeted Support Teams	1.090	0.850	-0.240	-22	-0.240
Clinical Commissioning Team	1.153	0.753	-0.400	-35	-0.400
Children's Centre Support	1.000	0.796	-0.204	-20	-0.204
Computing costs	0.541	0.441	-0.100	-18	-0.100
School Psychology Service	1.241	1.200	-0.041	-3	-0.041
Education Improvement	3.606	3.514	-0.092	-3	-0.092
DSG Early Years contribution	0.000	-0.500	-0.500	n/a	-0.500
Use of unconditional grants and contributions reserve	0.000	-0.200	-0.200	n/a	-0.200
<b>Total</b>			<b>+0.924</b>		<b>+0.434</b>

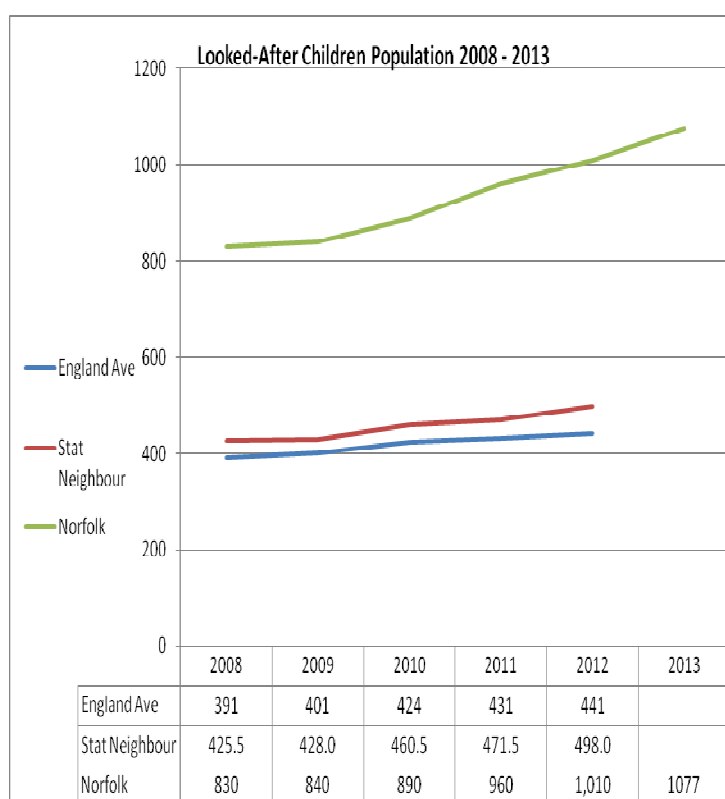
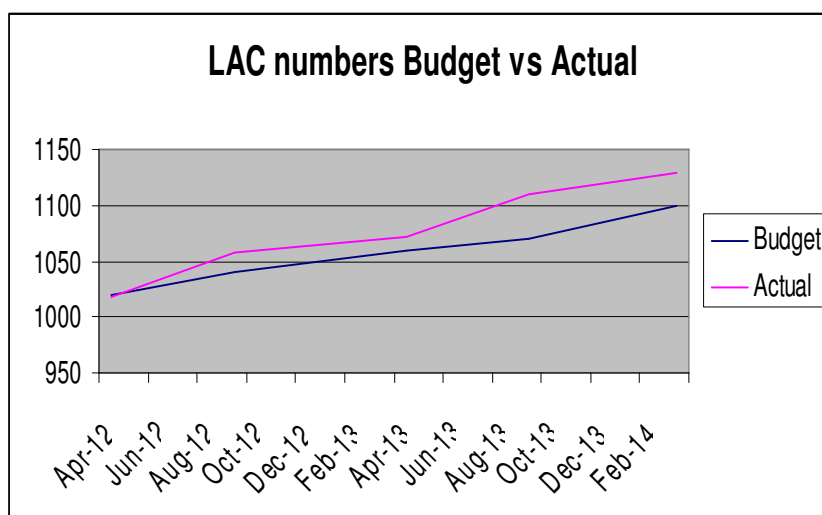
The main reasons for the variances are shown in the following table:-

Division of service	Forecast +Over/- Underspend £m	Reasons for variance
<b>Spending Increases</b>		
Looked After Children (LAC) - Agency placements	+2.804	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	+1.018	Additional cost of school transport to Specialist Resource Bases and Short Stay Schools
Homelessness – Southwark	+0.110	Additional costs in finding accommodation

judgement		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.
<b>Spending Reductions</b>		
School Pension /Redundancy costs	-0.659	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	-0.090	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	-0.900	Savings on Early Years training and Development
Targeted Support Teams	-0.240	Turnover of staff and delay in recruitment to Vacancies
Clinical Commissioning Team	-0.400	Delay in recruitment to team
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

## 4.2 Looked After Children

- 4.2.1 Looked After Children remains to be an area of budgetary pressure. The first table below shows the growth in looked after children numbers compared to estimates used for financially planning (with actuals extrapolated to the year end), the second graph shows the population when compared to Norfolk's statistical neighbour average.



4.2.2 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.

4.2.3 Further work has been undertaken to address the current cohort and is initially focusing on three main areas:

- To ensure that children 0-2 are in appropriate placements and where applicable are progressed to adoption
- Working with children who are aged 13 and above and their families to strive for reunification
- Ensuring that 16 and 17 years are in appropriate accommodation and are being supported through to independence.

#### 4.3 Revenue – Schools Budget

4.3.1 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.

4.3.2 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.

#### 4.4 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	0.526	+0.146	+38	
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	1.000	0.560	-0.440	-44	-0.440



credits					
Early years 2 year old places	4.609	3.509	-1.100	-24	-1.100
Early years 2 year old infrastructure	1.809	0.909	-0.900	-50	-0.900
School central spend	2.315	4.341	+2.026	+88	+2.440
<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	+0.146	Additional SEN support for young children early
School staff redeployment	+0.061	Additional cost of school staff redeployments
<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 infrastructure	-0.900	Reduced cost of Early Years 2 year old placements infrastructure costs
School central spend	-2.026	Contribution to ring fenced reserve as a result of the above

#### 4.5 Monitoring of budget investment decisions

- 4.5.1 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.
- 4.5.2 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.
- 4.5.3 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

4.5.4 The current forecasted position for the improvement funding for 2013/14 is £2.95m and £0.580m for the adoption reform grant. The spend profile is following the duration of the improvement activities, which is showing incremental and sustainable improvement, particularly with the educational activities which are reflecting the academic year. It is intended that any unspent funding will be carried forward to the next financial year to continue with the necessary improvement activities.

#### 4.6 Capital Programme

	2013/14 £m	Future Years £m
Approved Budget	42.143	94.013
Forecast Outturn	41.991	93.765
<b>Variation from Approved Budget</b>	<b>-0.152</b>	<b>-0.248</b>

4.6.1 The 2013/14 approved capital budget contained £66.556 million of estimated payments in 2013/14. Since approval the spend profile for the year has decreased by £24.413 million to £42.143 million. This is due to the re-profiling of projects from prior years.

4.6.2 The projected 2013/14 outturn based on the latest monitoring information is £41.991 million.

**This year end monitoring report shows a projected £0.152 million or 0.4% 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	-0.210	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
Schools Devolved Formula Capital	2.283	2.459	+0.176	Spend profile higher than forecast
<b>Total</b>			<b>-0.152</b>	

### 4.7 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.

4.7.1 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	0.053	-0.029	-0.029	0.000
Primary schools	17.797	12.827	-4.970	-3.431	-1.539
Secondary schools	10.205	6.334	-3.871	-1.394	-2.477
Special schools	1.336	0.905	-0.431	-0.431	0.000
School Clusters	3.485	1.875	-1.610	-1.610	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>21.994</b>	<b>-11.430</b>	<b>-7.107</b>	<b>-4.323</b>

## 4.8 Children's Services Reserves and Provisions

4.8.1 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.

4.8.2 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	10.056	+0.026	Contribution from Early Years 2 year old provision etc (£2.026m) less investment in high need provision (£2.000 m)
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>16.176</b>	<b>-0.964</b>	
Title/description	Balance at 31-03-13 £m	Forecast balance at 31-03-14 £m	Variance £m	Reason for variance

<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	1.449	-3.670	Use of reserves
<b>Children's Services total</b>	<b>5.789</b>	<b>1.765</b>	<b>-4.024</b>	
<b>Total</b>	<b>22.929</b>	<b>17.941</b>	<b>-4.988</b>	

## 5. Resource Implications

- 5.1 **Finance:** Paragraph 2.3 of this report sets out the additional funding for the improvement activities and the monitoring of these budget investment decisions.
- 5.2 **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.

## 6. Other Implications

### 6.1 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.

### 6.2 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.

### 6.3 **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

### 7 **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.

### 11. **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.

### 12. **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.

## 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."*



## 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)						A	55%
	SCC			39% (58)		54% (52)							50%
	RI			39% (83)		59% (81)							50%
1.2 Improve outcomes at Key Stage 2  (%achieving Level 4+ in Reading, Writing and Mathematics)	All	69%	75%	70% (287)	76%	76% (291)						G	77%
	SCC			59% (66)		77% (58)							79%
	RI			68% (88)		77% (84)							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)						R	61%
	SCC			45% (3) (47% inc. Academy9)		46% (3)							58 (56% inc. Academy)
	RI			48% (12)		49% (12)							62% (61%)

				(49% inc Academy18)									inc Academy)
1.4Increase participation post 16	Age 16+	91%	92%	85.1 (Sept 13	tbc	95.02						G	96%
	Age 17+	80 %	84%	78 (Sept13)	tbc	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		Norfolk Latest	December 2013			April 2014			July 2014		
		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%	79% [736/929]	tbc	80%			81%			82%	
	2.2 Improve %Primary phase schools judged good or better	60% [214/358]	69%	64% [224/350]	78%	66% (233/354)]	66% (233/354)	67%			69%			78%	
	2.3 Improve %Secondary phase schools judged good or better	47% [22/47]	66%	63% [30/48]	72%	64% (30/47)	64% (30/47)	62%			63%			75%	
	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% [20/413]	5% (20/413)	3%			3%			2%	
	2.6 Reduce % of schools judged to Require Improvement (inc. Satisfactory)	37% [157/419]	28%	32% [137/425]	19%	29% (120/413)	29% (120/413)	30%			28%			20%	

## Norfolk Children's Services Social Care Improvement Plan Scorecards

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:

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## **Strategic Improvement Plan**

### **PERFORMANCE AND QUALITY**

<b>1. What has been completed this month?</b>
<ul style="list-style-type: none"><li>• Second round of Performance and Quality Meetings have taken place in all three Operational areas. Now chaired by operational managers with AD in attendance (previously AD chairing). Engagement and level of discussion regarding performance matters have improved significantly since last month.</li><li>• Third Performance and Challenge Board has taken place. Focus was on a forensic analysis of MASH data.</li><li>• Further Scorecard development with CS agreed dataset being worked up before submission to PPP as a full change request.</li><li>• The 'Norfolk Dozen' priorities for action agreed by CSLT</li><li>• Caseload trends have begun to be tracked as an average per team</li></ul>
<b>2. What has been the impact on children and families and how do we know?</b>
<ul style="list-style-type: none"><li>• The refocus on achievement of positive outcomes and impact for children and families is shifting the emphasis for practitioners away from inputs. This is evidenced through the Operational Managers weekly reports where systematic, weekly written evidence is being provided, filed and reviewed on an ongoing basis.</li></ul>
<b>3. Plans for next month</b>
<ul style="list-style-type: none"><li>• Forensic analysis of all aspects of CS safeguarding operations to be planned.</li><li>• Full, agreed dataset agreed and with PPP for monthly reporting hereon.</li><li>• Performance measures and monitoring arrangements to be aligned with the 'Norfolk Dozen, priorities.</li><li>• Arrangements for the Peer Safeguarding Health-check to be finalised</li><li>• Arrangements for the DfE Review to be finalised</li><li>• Arrangements for a risk-based audit of all open cases to be agreed by CSLT</li></ul>

## People

<b>1. What has been completed this month?</b>
<ul style="list-style-type: none"><li>• The Work Force Plan is nearing completion; owners of information gaps are being identified in order that we can complete. It is important to note that at this time some elements of the plan will not be completed until the review of the Senior Management Structure has been completed and recruited into. We also need the caseloads to be reanalysed following the backlog clearance exercise (due to happen January / February)</li><li>• Stage 2 of the recruitment campaign has been planned and signed off and will commence 13 January 2014. The planned activity over December in Norfolk fuel stations is cancelled as we have diverted that money to advertising in the North East and North West of England.</li><li>• Methodology for a group approach to induction has been agreed, further work to refine will happen in January / February</li><li>• Discussions have commenced to agree which roles should move reporting lines or where some matrix management is required. These will be concluded and appropriately implemented in the New Year.</li><li>• Aspiring Managers Programme has been advertised, full details will be circulated once they have been firmed up</li><li>• Assessed and Supported Year in Employment cohort has commenced in partnership with the UEA, 44 Newly Qualified Social Workers are on it; this includes the 26 new recruits.</li><li>• The adaptations to the Health Coaching Programme have been agreed with the provider. We will be running a pilot in Feb / March / April for 14 multi-agency / disciplinary “Early Help” teams (2 per district). They will also be running a train the trainer event for us.</li><li>• We are out to tender on a team mentoring programme</li><li>• Tier 4 managers are sent their sickness data monthly; we have also sent them a list of staff who have reached some sort of trigger point. In January, we will follow up to ensure actions are being taken to manage sickness and evaluate what patterns of sickness are telling us about operational team and individual performances.</li><li>• Improving Leadership content has been added to the intranet</li><li>• Learning and Development Team have started the refresh of the career pathway / Learning and Development plan.</li></ul>
<b>2. What has been the impact on children and families and how do we know?</b>
<ul style="list-style-type: none"><li>• The experienced agency workers who have come in have been well equipped to immediately work with children and their families</li><li>• The recruitment of more Social Workers into the establishment has impacted positively on caseloads</li><li>• The recruitment of dedicated business support staff will increase the time available for Social Workers to spend with Children and Young People.</li></ul>
<b>3. Plans for next month</b>

- Launch phase 2 of the recruitment campaign
- Develop proposals for an academy approach to ASYE; we have attracted a lot of interest from more Newly Qualified Social Workers, one option is to have a different approach to the cohort we are currently running. Discussions have started with the UEA.
- The review of caseloads needs to be done before we can complete the WF Plan and consider structure; this is due to be done in January subject to understanding the backlog
- Identify Team Managers to attend mandatory training around 'getting the basics right'
- Formally launch 'Aspiring Leaders' Programme details
- Develop protocol for internal transfers of staff between teams
- Kick off of the Regional Sector Led Improvement work around understanding cultural diversity (need to tie into the Peer Safeguarding Health-Check work)



## Practice Standards

<b>1. What has been completed this month?</b>
<ul style="list-style-type: none"><li>• The newly redesigned Carefirst forms for Child in Need and Child Protection have been successfully implemented.</li><li>• The Carefirst forms for Looked After Children have been developed and are currently being tested before go-live</li><li>• The go-live date for Looked after Children's forms have been brought forward from January 28<sup>th</sup> to January 25<sup>th</sup> to minimise obstruction to all users</li><li>• The LAC visual overview has been developed to support roll out of the new forms</li><li>• Best Practice Training has taken place and has been positively received by front line social workers. Further best practice events have been created for Family Support Workers.</li><li>• The Draft NSCB Practice Standards have been developed and shared for consultation with all partners</li><li>• A 'Sustaining Best Practice' workshop has taken place from which an action plan will be agreed to ensure best practice is maintained and continues to improve</li></ul>
<b>2. What has been the impact on children and families and how do we know?</b>
<p>"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." (<i>The Munro Review of Child Protection: Final Report – A child-centred system 2011</i>). The simplification of the recording system will both improve the way children are protected, and enable us to evidence it.</p> <ul style="list-style-type: none"><li>• Data gathered 4 days after go-live showed 516 of the new Child in need and Child Protection forms had been added and completed.</li><li>• This included the creation of 66 Child in Need Plans, 57 Child in Need Visits, 50 Initial Assessments, 36 Child Protection Visits, 35 Core Assessments, and 15 S47 Core Assessments.</li><li>• Every new form has been used. This compares positively given that previously there were numerous forms on the system that were never, rarely or inconsistently used</li><li>• Practitioners are very positive about using the new forms for their recording and there has been no negative feedback. Practitioners acknowledge and appreciate that social work is now driving the system, rather than the system driving social work. This will encourage better social work practice.</li><li>• The increase in morale and energy levels from the workforce are informally recognised to be positively affecting the quality of practice with children and families. Expectations are that this will be reflected in the performance data, audit and service user feedback in the New Year.</li></ul>
<b>3. Plans for next month</b>
<ul style="list-style-type: none"><li>• The new Carefirst forms for Looked after Children will go live at the end of January</li><li>• Specific Carefirst training on the Looked After Children forms will be undertaken by all frontline workers who complete the forms, prior to go-live</li><li>• The Carefirst guides relating to all Looked after Children forms will be ready to support go-live</li></ul>

- The visual overview of the journey of the child through social care will be completed and publicised
- The Multi-Agency Practice Standards document will be finalised and published
- Work to ensure clarity and consistency across social care procedures within Tri-X will be completed prior to publication in March 2014
- Work to ensure best practice is sustained will be begun and further detailed to Improvement Board next month

Early Help									
All Children and Families in Norfolk are able to enjoy a secure, stable family life.									
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.									
Effort Input					Effort Quality				
Measure	Norfolk	Statistical Neighbour	England	RAG	Measure	Norfolk	RAG		
Family Support Assessments (CAF) – Number Initiated (Oct 2013)	54	-	-		% Early Years Settings Graded Good or Outstanding in Inspection (Nov 13)	80.2	☺		
Percentage of children, aged 0-5, in Norfolk who are registered with a Children’s Centre (as at 16/12/13))	71.4	-	-	☺	% Family Assessments/CAFs audited graded Adequate, Good or Outstanding (OCT 13)	74%	☹		
Number of Active Family Support Cases	1922	-	-						
Number of Children & Young People Supported in Active Family Support Cases	3375	-	-						
Number of Troubled Families being worked with	1056	516	411	☺					
Number of children with 20% or more Unauthorised Absence over past 4 weeks (Nov 13)	108	-	-	☹					
Number of Children with 10 consecutive days Unauthorised Absence (Nov 13)	14	-	-	☹					
% Children Missing Education who have received an Early Help package	-	-	-	-					
% 3 & 4 Year Olds accessing free childcare entitlement	80.1	-	-	☺					
Is anyone better-off?									
Measure					Norfolk	RAG			
Average age of subjects of CAF / Family Assessments reduces					6.7 yrs	-			
% [& Number) Family Assessments/CAFs completed where the outcome is the child’s/family’s needs were met (Closed between 1 July-31 Sep 13)					57%	-			
Reduction in 1 <sup>st</sup> Time Entrants to Youth Justice System					-10.4%	☺			
% 16 – 18 Year Olds NEET					5.97%	☺			
Improve Early Years Outcomes (% achieving a good level of development)					45.3%	☹			
Story behind the data									
Early Help is a key focus of activity to ensure that there are sustainable improvements in outcomes for all Norfolk’s Children and Young People. Added impetus for change and improvement has now been given to tis area of CS business									
Partners who can help us do better									
Early Help will be a key part of the work of the new Children and Young People’s Strategic Partnership Board (CYPSPB). First meeting set for 15 <sup>th</sup> January with the setting of 3 monthly priorities and targets to be agreed.									
What we propose to do to improve performance									
First meeting of CYPSPB set for 15 <sup>th</sup> January with the setting of 3 monthly priorities and targets to be agreed.									

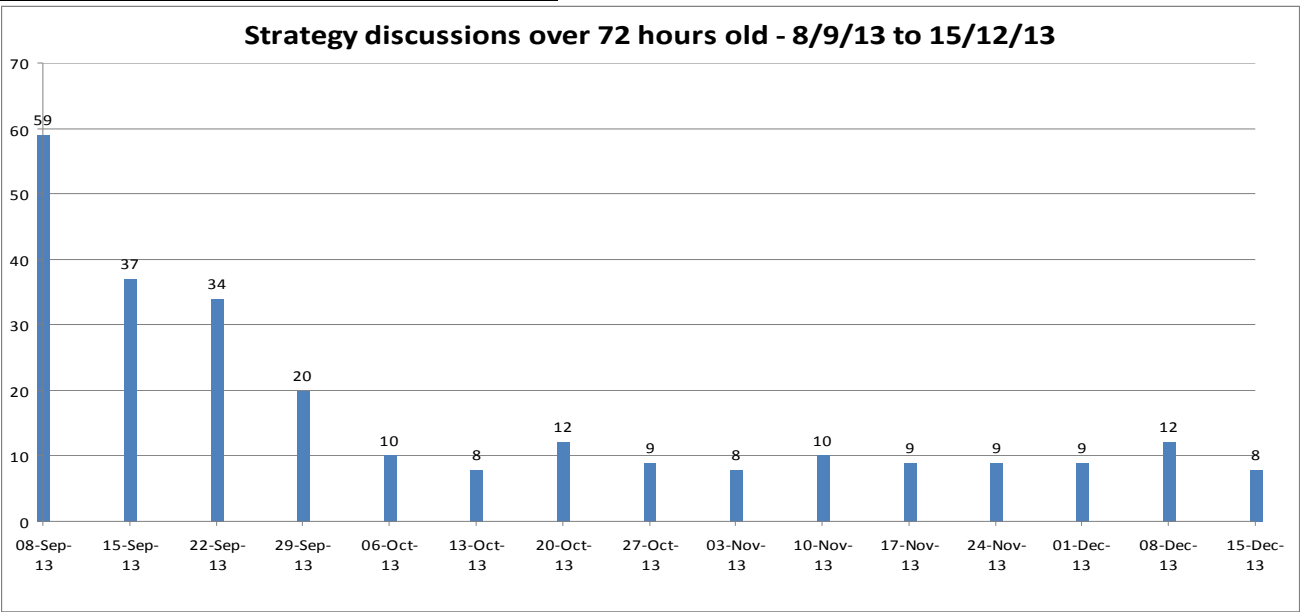
Safeguarding

All Children in Norfolk are safe and protected from harm

Children with safeguarding needs are identified at an early stage and have their needs responded to promptly and effectively

Effort Input

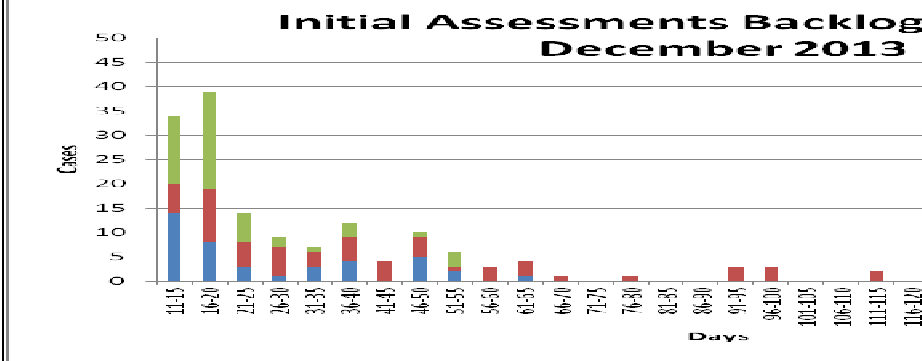
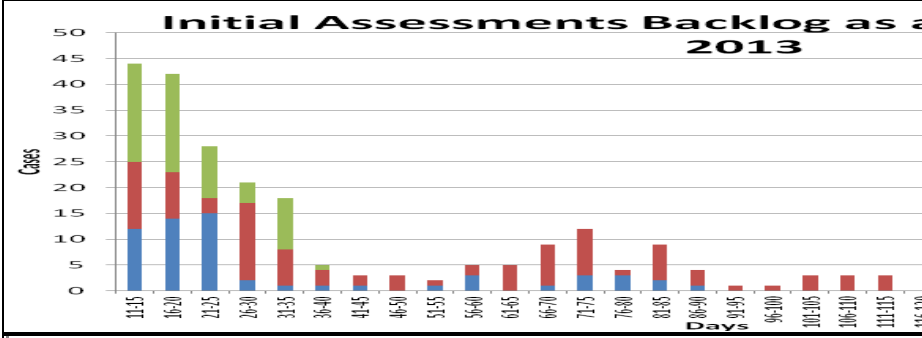
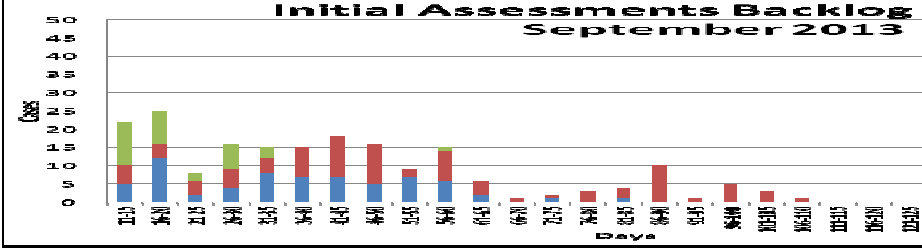
Measure	Norfolk	Statistical Neighbour	England	RAG
% of initial assessments completed within 10 days (in-month Nov 13)	50.1	81.0	77.4	⦿
Strategy discussions not completed in 72 hours (15/12/2013)	8	-	-	☹
% Core Assessments completed within 35 working days (in-month Nov 13)	51.1	78.3	75.5	⦿
% Children subject to child protection plan seen in Timescale (as at 16/12/2013)	85.8	-	-	⦿
Percentage of children with a child protection plan whose plans were reviewed in line with statutory timescales (Nov 13)	98.1	97.3	96.7	😊



Effort Quality

Measure	Norfolk	RAG
Social Worker Sickness Rates		😊
Social Worker Staff Turnover		😊
Social Worker Vacancy Rates		⦿

Reducing the IA backlog



Is anyone better off?

**Initial and Core Assessments:** Duty and Assessment TM's meet with their respective Operational Manager every week to plan their responses to the weekly report data. The emphasis of the work has been to bring assessments most out of date. The impact on IA's can be seen in the graph above and there has also been success with the out of date CA's coming down from around 300 to a little over 100 during the previous two significant amount of new capacity was focused on CIN not having an assessment and these were all dealt with.

**Children subject to child protection plan seen in Timescale:** Local managers are of the view that our actual performance of children 'seen' is better than that reported and the shortfall is substantially a recording picked up in weekly meetings and the monthly performance and Challenge Locality meetings. It is anticipated that the January 2014 Scorecard will reflect the true figures.

Unallocated CIN cases:

4th Oct	993
7th Nov	544
15th Dec	290

The numbers of children in this category are continuing to fall as they are being allocated to newly recruited staff. Further investigation will be undertaken in the next period to assure the integrity of the data, particularly

**Quality Assurance Team, Audit and Improvement Activity**

The Quality Assurance team will complete the systemic audit across the County in January. The previously published process (taken to Panel in November 2013) has been built upon to include an additional interview auditing to explore their knowledge of the child, how this is reflected in the case file and highlight their understanding and recording of the impact of their work, particularly from the child and family's perspective. The during feedback and agreement reached as to what would move the judgment from good up to outstanding. As a consequence of this additional coaching interview the time-frame for completion of this audit has increased

**Impact Workshops**

A series of three "Getting The Basics Right" workshops which focus on the impact of our work on families have been facilitated by the QA Manager with the Duty Team in West and Breckland. These have been very Assessments being completed by that team having an overt statement of the child and family's view on the work and the impact it has had on them as well as what they would like to achieve from future interventions powerful effect on the team and their practice and will be rolled out across all teams in the New Year.

Measure	Norfolk	RAG
Percentage [and Number if =or >5] of all child deaths that were deemed to have been preventable	100% [5]	⊖
Rate of CYP with CP Plan Per 10K Under-18 Population	31.4	⊖

**Story behind the baselines**

The table above shows the impact of work to reduce the backlog of Initial Assessments. Although the emphasis on 'backlog' often causes current in time assessments to slip out of time, it is worth noting both the significant reduction in the 'tail' of overdue assessments and that the high volume of Initial Assessments in November was substantially dealt with by the Duty Teams and not carried over into the December performance. This indicates that current workflow is being better managed and shows improvement in the time children and their families are waiting to meet their social worker and have their needs assessed. There will be a continued effort to improve the timeliness of Initial Assessments and in order to put the performance in the wider context, future data will also include those children assessed within the 10 day timescale as well as the backlog.

**Partners who can help us do better**

See NSCB

**What we propose to do to improve performance**

Continue to reduce the IA and CA backlog/performance.  
Undertake "Getting The Basics Right" workshops with two other D  
Complete and write up the systemic audit during Jan.  
Carry out the first of a series of cross cutting "colloquium" Quality  
January 8th.

## Looked-after Children

Children in Norfolk are supported to live with their families. Where this is not possible, services are provided to ensure lives and outcomes of children who are looked-after are not materially different to their peers.

Children in Norfolk who need to be looked-after are placed in high-quality placements and the services provided meet statutory duties, their individual needs and enable them to fulfill their potential.

Effort Input					Effort Quality		
Measure	Norfolk	Statistical Neighbour	England	RAG	Measure	Norfolk	RAG
% of LAC with Care Plan (15 Dec 13)	98.3	-	-	😊	% LAC Placed in Good/Outstanding Private or Voluntary Placements	68.0%	😐
% LAC Reviews Conducted in Timescales (Nov 13)	67.4	-	-	😞	Social Worker Sickness Rates		😊
% LAC with PEPs (Nov13)	91.9			😊	Social Worker Staff Turnover		😊
% PEP's reviewed within timescale	76			😞	Social Worker Vacancy Rates		😞
Pathway Plans (eligible young people) (Nov 13)	69.1			😞			
% Pathway Plans reviewed and authorised within timescale	17			😞			
Permanence: Adoption	57	-	-	😊			
Special Guardianship Order (Apr-Nov 13)	29	-	-	😊			
Residence Order	-	-	-	-			
% LAC with up-to-date:				😞			
Health Assessments (Nov 13)	73.1	84.7	86.3	😞			
Immunisations (Nov 13)	59.5	-	-	😞			
Dental Assessments (Nov 13)	64.1	-	-	😞			
% of looked-after children whose last visit by a social worker was in line with statutory duty (Nov 13)	87.2	-	-	😐			
Number of episodes of LAC missing from care for over 24 hours (Nov 13)	8	-	-	-			
% of LAC in Out-of-County Placements (Nov 13)	19.0	-	-	😐			
% Care Leavers in Employment, Education or Training (Nov 13)	64.3	N/A	N/A	😞			

### Is anyone better off?

Activity has been focused on addressing capacity and reallocation of Looked After Children to ensure statutory compliance and improvement in quality. To this end we have analysed the demand across the County and recruited the following additional staff:

	Team Manager	Assistant Team Manager	Front Line Social Worker
West and Breckland (2 Teams)	2	2	4
City and South (2 Teams)			4 (2 permanent)
North and East (2 Teams)	1		5

The impact of improved staffing has resulted in every looked after child being allocated a qualified social worker and caseloads will become more manageable. The service also has an enhanced ability to undertake planned work without this being de-railed by emergencies and day to day staffing issues.

In order to ensure increased staffing results in improved quality we have begun addressing culture and performance management within the LAC teams, specifically by:

- a) 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 supervision to set individual targets and in team meetings to engender a culture of proactively managing cases and also aggregates to a team report.
- b) A weekly performance and accountability meeting has been introduced to reinforce the role of TM's in performance management and analysis. At this meeting managers are held accountable for performance and management within their team.
- c) A programme of fortnightly practice discussions has been introduced in team meetings to cover:
  - our learning from audits and
  - findings from our LAC inspection, specifically.
    - reflective analytical practice,
    - communications skills,
    - the child's voice,
    - improved skills in recording.

We expect the impact of this will be reflected in improved quality of work and performance from the New Year, specifically Care Planning, PEP's, Pathway Plans and evidencing an improved culture of child and family-centred work. This will be tested/evidenced by audit and data analysis.

**Health Assessments:** CS and Health colleagues have undertaken work to address the difficulties with the processing of health assessments. A hub has been introduced to ensure all children's health assessments are jointly tracked. We have seen improvement from April 2013 (54.5%), to date 73.1% and we expect the pace of improvement to continue. CS and health colleagues are working to resolve the complexities regarding the commissioning across the 5 CCG's which currently leads to delay in the Childs health assessments being undertaken. This is an example of good partnership working.

**Care Plans:** Care plans continue to be a priority. We have made significant improvement with LAC children with care plans moving from 89.1% in July to 98.3% in December 2013. We are not complacent and will continue to track and monitor through the weekly performance meetings with team managers to ensure no slippage.

**PEP's:** PEP's have been an area of focus for improvement and work with the virtual and other schools. To further streamline our management of PEP's a centralised hub system will be put in place in Jan 2014 to parallel the Health Assessment process already in place. With the hub system and increased capacity within the teams we expect to see the pace of improvement increase. As well as maintaining this improvement we will focus on improving the timeliness of PEP reviews and report these separately.

**Pathway Plans:** It has to be acknowledged that the pace of improvement of pathway plans has been slowed by achieving the reallocation of work within teams. An improved streamlined pathway plan will be issued on CareFirst in January. An overview and scrutiny task and finish group has been set up with a focus of supporting improvement in this area. This is a welcome additional drive for improvement which will also assist OSP in their understanding of the corporate parenting role.

**Corporate Parenting Board:** Date for this Executive board to meet is 22<sup>nd</sup> January 2014.

#### Story behind the baselines

Over the last month performance focus that has had an impact on children includes:

- Working on time management with social workers, ensuring diaries are managed and work planned throughout the year.
- 15 minute weekly meetings between Team manager and every worker to check case progress
- Weekly performance meetings with Team Managers to track data and plan ahead supporting the cultural shift toward systematic planning and forensic analysis of team and individual level data.

LAC reviews on time are showing at 67.4%, the data shows that a high proportion of these occur within month 7. We will investigate the reasons for this and plan that this combined with the performance and time management work being undertaken within teams will bring about improved performance from next month (January 2014).

#### Partners who can help us do better

Corporate Parenting Board has been set up consisting of two elements:

- A multi-agency Steering Group that meets quarterly
- An Executive Group which is much smaller comprising a core of NCC Members/Officers with rotating involvement of other Steering Group members which meets monthly and will taking a lead on LAC performance accountability

Both groups are co-chaired by a representative of NCC and the Lead member for Children's Services. Members of the "In Care Council" will also assist in the chairing and agenda-setting processes. The Board has an overview of NCC's Corporate Parenting Strategy, and takes responsibility for promoting partnership activity and scrutinising the performance of NCC and key partners in improving outcomes for Norfolk's Looked After Children and care leavers.

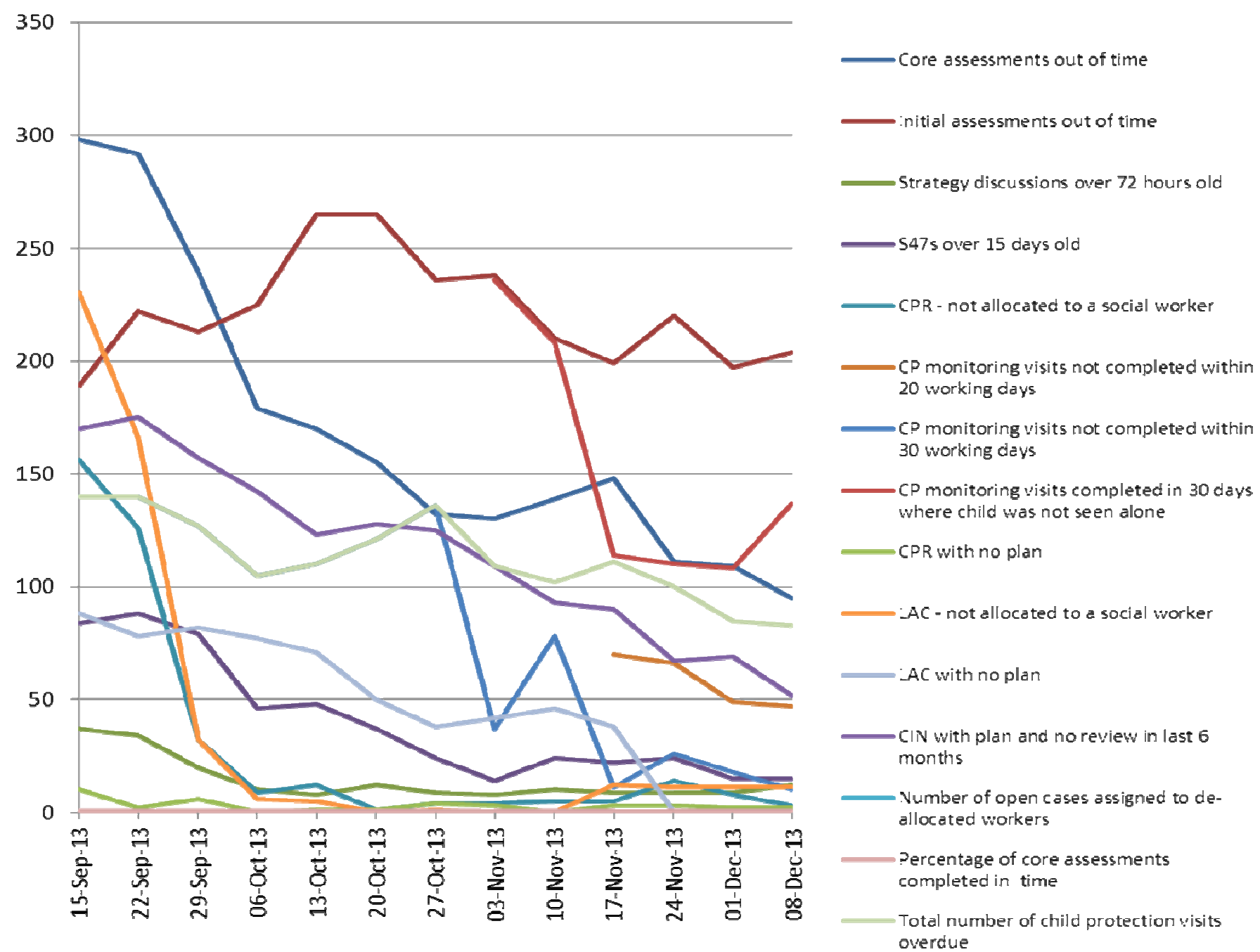
<p>The measures for PEP's and Pathway Plans have been built upon from the last report and indicate the need for further investigation in the next period to improve performance with reviewing. The impact of this will be reported in the next Scorecard.</p>	
	<p><b>What we propose to do to improve performance</b></p> <p>Thus far our priority has been to focus on improving care plans, Health assessments and PEP's. Through forensic analysis we are in a better position to understand the interdependencies between fieldworkers and the IRO Service. With this analysis we will work closely in the next period to ensure Care Plans are reviewed within timescales. Interestingly of the 400 "fails" noted in this period, approximately 250 had authorised dates in the following month (i.e. in month seven).</p>

People Management

KPI or Measure	Progress										
Description	Jan-13	Feb-13	Mar-13	Full Year 2012/13	Apr-13	May-13	Jun-13	Jul-13	Aug-13	Sep-13	Oct-13
Agency staff (draft definition - the number of agency staff on assignment with NCC via Comensura contract. Monthly headcount included in table)	41	44	45		43	45	44	40	46	48	88
Staff sickness rates (draft definition - number of days sickness absence per FTE. Monthly actuals included in table)	0.85	0.77	0.91	8.84	0.87	0.74	0.59	0.73	0.67	0.79	0.65
Staff turnover (draft definition - the number of employees leaving NCC as a proportion of the workforce. Monthly figure included in table).	1.2%	0.3%	0.6%	9.5%	0.9%	0.9%	0.0%	0.0%	0.3%	1.8%	0.6%



**Trend Graph – DCS Weekly Trend Report**



## **Putting People First – Service and Budget Planning 2014/17**

Report by the Interim Director of Children's Services

### **Summary**

At its November meeting, the Panel considered a report on proposals for service and financial planning for 2014-17. This report sets 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 3 years. It also contains sets 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.

### **Action Required**

Members are asked to consider and comment on the following:

- The provisional finance settlement for 2014-15 and the latest planning position for Norfolk County Council
- The updated information on spending pressures and savings for Children's Services and the cash limited budget for 2014-15 in context with the feedback from the consultation reported elsewhere on this agenda.

### **1. Background**

- 1.1. A report to Cabinet on 2 September confirmed that the projected funding gap for planning purposes should be increased from £182m to £189m over the three year period 2014/17 based upon information from the Department of Communities and Local Government (CLG).
- 1.2. On 19 September the County Council launched Putting People First, a consultation about the future role of the County Council, and about specific budget proposals for 2014/17. The context for this consultation is the Council's need to bridge a predicted budget gap over the next three years, due to increasing costs, increased demand for services, inflation and a reduction in Government funding.
- 1.3. This paper brings together for Panel Members the following:
  - Financial and planning assumptions agreed by Cabinet in September to inform the Council's budget proposals
  - An updated budget position for Children's Services based on the local government settlement published in December
  - A detailed list of costs and pressures facing Children's Services
  - A detailed list of proposals for savings

## 2. **Provisional Local Government Settlement 2014-15 and the Autumn Statement 2013**

- 2.1. The Chancellor of the Exchequer announced his Autumn Statement on 5<sup>th</sup> December. Our planning assumptions remain broadly the same. It is important to note that the additional £3bn cuts do not affect local government funding directly. However there may be some reductions due to cuts in the Department of Education funding (£167m 2014-15 and £156m 2015-16) and we await further details.
- 2.2 New Homes Bonus funding will not be transferred to the local growth fund except £70m for the London Local Enterprise Partnership. This equates to a reduction in pressures of £1.3m in 2015/16 for NCC as the assumed reduction based on the earlier proposed transfer will not now take place.
- 2.3. The 2013/14 business rate multiplier was due to increase by 3.2% reflecting the September 2013 RPI figure, which has been confirmed by ONS. However, the RPI increase in business rates will be capped at 2% for 1 year from 1 April 2014. Fully funded business rate policy changes such as:
- Small Business Rates Relief will be extended to April 2015; it was due to end April 2013
  - A 50% business rates relief for 18 months up to the state aid limits will be available for businesses that move into retail premises that have been empty for a year or more.

A letter received from Eric Pickles states that local authorities will be fully refunded for these changes. We await details as part of the provisional settlement.

- 2.4 Local authorities will have some flexibility to use capital receipts for service reform. Total spending of £200m will be permitted across 2015-16 and 2016-17 and local authorities will have to bid for a share of this flexibility.

## 3. **Implications of the settlement for Children's Services**

- 3.1 The distribution of the Dedicated Schools Grant (DSG) to local authorities will continue to be based on the current "spend-plus" methodology for 2014-15, set out in three spending blocks for each authority: an early years block, a schools block and a high needs block. The underlying schools budget will be kept at flat cash per pupil for 2014-15.
- 3.2 Although the overall schools budget will stay at the same level on a per pupil basis before the addition of the Pupil Premium, the actual level of each school's individual budget will vary due to changes in the funding reforms, which impacted the budget allocation to individual schools. To protect schools from significant budget reductions, we will continue with a Minimum Funding Guarantee that ensures that no school sees more than a 1.5% per pupil reduction in 2014-15 budgets (excluding sixth form funding) compared with 2013-14 and before the Pupil Premium is added.
- 3.3 From 1 September 2013 early learning became a statutory entitlement for around 20% of two-year-olds across England, which will extend to 40% of two-year-olds from September 2014. To deliver this, additional funding has been allocated through

the DSG in 2014/15.

3.4

The Department of Energy and Climate Change (DECC) announced on 10 December 2012, that all state funded schools in England will be withdrawn from participating in the CRC Energy Efficiency Scheme from April 2014. This means that local authorities will no longer be required to administer the CRC Energy Efficiency Scheme on behalf of schools. A deduction will be made from the DSG for 2014-15 to compensate the Exchequer for the loss of revenue resulting from local authorities no longer needing to meet the costs of purchasing carbon allowances for schools under the scheme. As schools will no longer need to meet these requirements, they will be no worse off as a result of this change.

3.5

In summary the total DSG received in 2014-15 totals £530m before academy recoupment, this is after the top slice for carbon reduction credits (CRC) of £1.2m. This compares to a total DSG allocation of £527m in 2012-13. The Schools block totals £432m, representing £4,333.80 per pupil, the Early Years block totals £25m, representing £3,705.04 per pupil, and the High Needs block totals £64m, as the high needs funding is based on a place plus basis (a set amount of money is allocated for each placement and the additional amount is based on need) it is not possible to give a per pupil amount. The overall difference in the DSG allocation from the prior is set out in the table below:

Funding element	2013/14 (£m)	2014/15 (£m)	Change (£m)	Explanation for change
Early Years	25.350	24.979	-0.371	Reduction in pupil numbers
Schools Block	431.698	432.864	1.166	Increase in pupil numbers
High Needs block	62.953	64.015*	1.062	Increase in place estimate
2 year old funding	6.418	9.461	3.043	Increase in entitlement to 2 year old funding
Transition funding for 3 year olds	0.094	0	-0.094	End of transition arrangements following end of 90% funding floor protection
Newly Qualified Teachers	0.151	0.151	0	No change
Share of grant previously paid to non-maintained special schools	0.011	0.011	0	No change
Carbon Reduction Credit		-1.173	-1.173	Removal of schools from CRC energy efficiency scheme
<b>Total</b>	<b>526.675</b>	<b>530.308</b>	<b>3.633</b>	

\*Final High Needs Block will be confirmed in February following place submission to Education Funding Agency.

3.6

From 2014/15, primary Free School Meals (FSM) 'Ever 6' pupils will attract £1300 per pupil which is aimed to help primary schools raise attainment and ensure that every child is ready for the move to secondary school. £935 per pupil will be allocated for secondary FSM 'Ever 6' pupils. In 2013/14 the pupil premium for these pupils was £900 per pupil. FSM 'Ever 6' pupils are pupils who have been registered

for free school meals at any point in the last six years.

- 3.7 The pupil premium plus for looked after children will have increased from £900 in 2013/14 to £1900 per pupil in 2014/15. The eligibility has been expanded to include those who have been looked after for one day or more, as compared with the 6 months in care currently required. The role of the virtual school head will be enhanced to ensure that, as the 'corporate parent' of looked after children, the virtual school head works closely with schools to ensure the funding is used to maximum effect.
- 3.8 For the first time in 2014/15 the pupil premium plus will include children who have been adopted from care or leave care under a special guardianship or residence order. This change recognises that the needs of those children who leave care do not change overnight. Schools will receive £1900 for each eligible pupil adopted from care who has been registered on the school census and the additional funding will enable schools to offer pastoral care as well as raising pupil attainment.
- 3.9 Children with parents in the armed forces will be continued to be supported through the service child premium. In 2014/15, the service child premium will be set at £300 per pupil.
- 3.10 The settlement also announced the distribution of the Education Services Grant (ESG) for 2014/15 and is based on a total figure of £1.03 billion transferred from local government funding as announced in December 2012. The grant is allocated on a per-pupil basis to local authorities. The grant is not ring fenced and is intended to fund for the statutory duties that a local authority retains regardless of the type of school they attend and education services where there is local authority responsibility for maintained schools and where academies have direct responsibilities. The movement of responsibilities to academies means that when a maintained school converts to an academy, funding is recouped from the local authority by the Education Funding Agency to passport to academy.
- 3.11 The per pupil amount for the ESG general funding rate for local authorities has decreased from the previous year from £116.46, £436.73, and £494.96 per pupil in mainstream, PRUs (Pupil Referral Units) and special schools respectively to £113.17, £424.38, and £480.97.
- 3.12 There were also additional capital grants announced as part of the settlement. Capital grant can only be spent in terms of capital projects that see the creation or the improvement of an asset. Capital funding was confirmed for universal infant free school meals capital for financial year 2014 to 2015; and basic need for financial years 2015 to 2017. This extends the previous allocations, meaning that basic need funding has now been confirmed for financial years 2014 to 2017. Further details of this are given in section 8.

#### 4. **Overview and Scrutiny Panel comments**

- 4.1 On the basis of the planning context and budget planning assumptions, Panels in November considered planning proposals and issues of particular significance. At

the Children's Services Overview and Scrutiny Panel meeting on 21 November 2013, the following issues were identified as having particular impact on service delivery and achievement of the Council's priorities:

Concern was expressed that the proposed reductions in subsidised travel for 16-19 year olds would double the cost of bus passes, with a significant impact on NEET (not in education, employment or training) and those in rural areas.

5. **Timetable**

5.1 Earlier comments and any arising from this meeting will be reflected in the budget Report, along with other Overview and Scrutiny Panel comments, to Cabinet on 27 January 2014.

5.2 Cabinet will then make their recommendations to County Council meeting 17<sup>th</sup> February 2014

6 **Budget Proposals for Children's Services**

6.1 **Revenue Budget**

6.2 The attached proposals set out the proposed cash limited budget. This is based on the cost pressures and budget savings reported to this Panel in November adjusted for:

6.3 The demographic pressures related to looked after children have been increased in 2014/15 by £1.850m to reflect the current increase in demand on the service. As the improvement journey continues the planning assumption remains that the looked after children will reduce to be inline with our statistical neighbour average. This has seen increased savings in 2015/16 and 2016/17 of £0.925m per year. The aim to reduce the looked after children is inline with the need to improve the service overall as there is a better long term outcome for a child if they can be returned to a stable family environment in a planned manner.

6.4 An additional saving proposal of £0.5m has been identified with the aim of ensuring the whole system within Norfolk is contributing to the improvement and early help agenda.

7 **Capital Budget**

7.1 Capital funding can only be used for the creation or improvement of an asset. The context for the NCC capital programme, proposed capital funding and projects within the overall programme is shown in Appendix B.

- 7.2 The Government announced the following capital grant for schools in February 2013, the planned use to this panel in the Growth and 17 Planning and place growth” paper :
- of which was reported “Children’s Services Investment Plan 2013- funding pupil number on 21 November 2013

Category of grant	13/14
	£m
Basic Need	32.271*
Mid year Basic Need	0
Maintenance	16.443
<b>TOTAL NCC grant</b>	<b>48.714</b>
LCVAP**	1.481
Schools Devolved Capital	2.684
<b>TOTAL ALL (inc mid-year)</b>	<b>52.879</b>

\*The Basic Need grant covers two years, 2013/14 and 2014/15. All other categories are for 2013/14 only.

\*\* LCVAP = Locally Controlled Voluntary Aided School Programme

7.3

In the recent financial settlement announcement Capital funding was confirmed for universal infant free school meals capital for financial year 2014 to 2015; and basic need for financial years 2015 to 2017. This extends the previous allocations, meaning that basic need funding has now been confirmed for financial years 2014 to 2017.

Settlement announcement	14/15	15/16	16/17
Category of grant		£m	£m
Basic Need	Previous grant	8.520	8.946
Universal infant free school meals – Local Authority	1.709		
Universal infant free school meals – Voluntary Aided School	0.230		
<b>Total</b>	<b>1.939</b>	<b>8.520</b>	<b>8.946</b>

7.4



7.5 The basic need funding is intended to ensure that every child will have a place at school and recognises the demographic pressures within the system. The department for education has also kept aside capital funding for basic need in order to provide additional funding to local authorities which face significant and unexpected increases in pupil numbers during these years.

7.6 The universal infant free school meals capital funding is to allow alterations to be made to kitchens and dining facilities where needed to ensure schools are able to offer every infant pupil a free school meal.

The use of this additional grant will be developed through the capital priority group in line with planned need.

## 8 **Putting People First – consultation**

8.1 On 19 September 2013 we launched the Putting People First budget consultation about the future role of the County Council and specific budget proposals for 2014/17. The consultation closed on 12<sup>th</sup> December. A paper setting out the equality impact assessment of the budget proposals and a summary of the responses relevant to this Overview and Scrutiny Panel is reported to the Panel elsewhere on this Agenda.

## 9 **Resource Implications**

9.1 **Finance** : Financial implications are covered throughout this report

9.2 **Staff** : Staffing implications of the budget proposals are being reviewed as part of workforce planning activity carried out across the authority. Changes to service delivery will have the potential to impact upon staff. This will be managed throughout the process.

9.3 **Property** : Property implications have been reviewed as part of the overall assessment for individual proposals

9.4 **IT** : IT implications have been reviewed as part of the overall assessment for individual proposals

## 10 **Other Implications**

10.1 **Legal Implications** : Legal implications have been reviewed as part of the overall assessment for individual proposals

10.2 **Human Rights** : Human Rights implications are being assessed on an individual budget proposal basis as part of the Equality Impact Assessment process.

10.3 **Equality Impact Assessment (EqIA)** : The assessment of equality impact of the budget proposals is included in a separate report to this Panel.

10.4 **Communications** : The Authority has taken a number of steps to inform people about its ambition and priorities, the financial context it faces, the approach it is taking to manage within it and the specific savings proposals on which it welcomes views. We are also actively encouraging people to engage with the consultation process and make their views and ideas known, We have also publicised clearly the

- factors the council will take into account before coming to any decisions.
- 10.4.1 The public consultation started on the 19<sup>th</sup> September and closed on Thursday 12 December 2013. Feedback from the consultation has been summarised elsewhere on this agenda.
- 10.4.2 We have used the print, broadcast and online media to publicise the consultation, we have also written to many principal partners and stakeholders, including Norfolk's town and parish councils and principal voluntary organisations, telling them about the consultation and how to get engaged. We have a dedicated website and are enabling people to give their views online, by post, by email or in writing. People who have no access to the internet are able to receive a printed copy of our proposals via a call to our customer service centre and we are also publicising that widely.
- 10.4.3 In addition, the latest edition of Your Norfolk (delivered to every home in Norfolk) gives information about the issues and lets people know how to make their views known.
- 10.4.4 We have also arranged a series of face to face meetings different groups to get their views and give them an opportunity to hear more, and ask questions or seek clarification where necessary, to help them ensure their members understand what is being proposed and can make informed responses.
- 10.4.5 Clients of social care who may be directly affected by some of the proposals have also been written to individually. We have also taken some extra steps to engage with underrepresented groups such as older people, disabled people, young people, people with learning difficulties, carers, people from Black Asian and minority ethnic backgrounds and the LGBT community.
- 10.5 **Health and Safety Implications :** Health and Safety implications will be reviewed as part of the overall assessment for individual proposals
- 10.6 **Environmental Implications :** Environmental implications will be reviewed as part of the overall assessment for individual proposals
- 10.7 **Impact on Children and Young People in Norfolk:** The financial changes outlined in this report are designed to minimise the impact on children and young people and maximise the allocation of resources to priority areas.
- 10.8 **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.
- 11 **Section 17 – Crime and Disorder Act**
- 11.1 Issues in relation to the Crime and Disorder Act will be reviewed as part of the overall assessment for individual proposals.
- 12 **Risk Implications/Assessment**
- 12.1 Given the scale of potential change associated with the budget proposals, there are

a series of risks which are generic to all services, and against which each individual proposal is being evaluated. These are:

- 12.2 **Service performance:** the risk that the scale of change will impact on performance and on user satisfaction with services
- 12.3 **Staffing:** the risk that skills and knowledge may be lost as people leave or are made redundant, and that staff morale is adversely affected
- 12.4 **Capacity for change:** the proposals require significant transformation and change to services, and there is a risk that there will be insufficient capacity to re-design services and implement new ways of working.
- 12.5 **Increasing demand:** there is a risk that where preventative services are being scaled back, that there may – in future – be an increased risk in demand, as people's needs become more pressing.
- 13 **Action Required**

Members are asked to consider and comment on the following:

- (i) The provisional finance settlement for 2014-15 and the latest planning position for Norfolk County Council
- (ii) The updated information on spending pressures and savings for Children's Services and the cash limited budget for 2014-15 in context with the feedback from the consultation reported elsewhere on this agenda.

## Background Papers

Service and Financial Planning 2014/17 presented at 21 November 2013 Children's Services Overview and Scrutiny Panel.



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

## Appendix A

### Proposed Budget Changes for 2014-17

#### CHILDREN'S SERVICES

		2014-15	2015-16	2016-17
		£m	£m	£m
	<b>BASE BUDGET</b>	<b>176.637</b>		
	<b>ADDITIONAL COSTS</b>			
	<b>Economy</b>			
	Basic Inflation - Pay ( 1% for 14-17 )	0.633	0.572	0.577
	Basic Inflation – Prices	2.839	2.691	2.764
	<b>Demographics</b>			
	Looked After Children - increased residential and foster care agency provision	3.931	2.081	2.081
	<b>Government Policy</b>			
	Early Intervention one off funding – underspends	6.505		
	Early Intervention one off additional cost	(3.500)		
	Academy conversion – Education Service Grant	1.376	0.695	0.726
	<b>NCC Policy</b>			
	Youth Advisory Boards - from 13/14		(0.500)	
	Raising School Standards – from 13/14		(0.500)	
	Resource within Social work teams	2.344		
	<b>Total Additional Costs</b>	<b>14.128</b>	<b>5.039</b>	<b>6.148</b>
Ref	<b>BUDGET SAVINGS</b>			
2	To review the procurement of existing ICT systems with Children's services	-0.100		
4	Re-negotiate contract for buying and leasing mini-buses	-0.136		
4	Reducing the costs of business travel	-0.159	-0.145	-0.133
8	Reintegration of business support into operation teams	-0.375	-0.000	-0.000
8	Review senior management and commissioning structures		-0.090	-0.090
12	Reduced retirement costs for teachers			-0.400
19	Improve the way we support, challenge and intervene in schools	-0.850		
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	-5.215	-7.215	-7.559
21	Children's Services Review – use of one off reserves to delay savings to 2015/16	-2.000	2.000	
22	Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill			-1.912
23	Reduce the funding for restorative approaches	-0.160		

		2014-15	2015-16	2016-17
		£m	£m	£m
24	Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools	-0.474	-0.215	
25	Change how we support childminders, nurseries and other childcare providers	-2.670		
26	Reduce the cost of transport for children with Special Educational Needs			-1.000
27	Reduce the transport subsidy provided to students aged 16-19	-1.000	-1.000	
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			-0.250
29	Reduce funding for school crossing patrols		-0.150	-0.150
64	Change the support we give to families, children and young people	-0.300		
	<b>Putting People First proposals sub total</b>	<b>-13.439</b>	<b>-6.815</b>	<b>-11.494</b>
	<b>Other savings proposals</b>			
	Increased Looked After Children savings	0.000	-0.925	-0.925
	Early Help system	-0.500		
	<b>Other savings sub total</b>	<b>-0.500</b>	<b>-0.925</b>	<b>-0.925</b>
	<b>Total Savings</b>	<b>-13.939</b>	<b>-7.740</b>	<b>-12.419</b>
	<b>COST NEUTRAL ADJUSTMENTS i.e. which do not have an impact on overall Council Tax</b>			
	Depreciation	-4.734		
	REFCUS*	-14.033		
	Debt Management Expenses	-0.010		
	Office Accommodation Depreciation	0.007		
	To Resources: Transfer of Carrow reception staff	-0.014		
	From Resources: Information management	0.012		
	<b>Sub total Cost Neutral Adjustments</b>	<b>-18.772</b>		
	<b>BASE ADJUSTMENTS</b>			
	<b>Sub total Base Adjustments</b>	<b>0.000</b>		
	<b>TOTAL</b>	<b>158.054</b>		

\* The Code of Practice on Local Authority Accounting states that the cost of property, plant and equipment shall only be recognised (and hence capitalised) as an asset on a local authority balance sheet if, and only if, it is probable that the future economic benefits or service potential associated with the item will flow to the entity, and the cost of the item can be measured reliably. Regulation 25 then extends the statutory definition of capital on a proper practices basis to include "the giving of a loan, grant or other financial assistance to any person, whether for use by that person or by a third party, towards expenditure which would, if incurred by the local authority, be capital expenditure".

Legislation, therefore, allows some expenditure including grants and loans to be classified as capital for funding purposes when it does not result in the expenditure being carried on the balance sheet as an asset. This is to enable such expenditure to be funded from capital resources rather than being charged to revenue (the general fund) and impacting directly/immediately on the level of the council tax. These grants and loans are referred to in the Code as “revenue funded from capital under statute” (REFCUS).

## Appendix B

### A. Capital overview and context:

In January 2013, Panel received and endorsed the first version of the Local Growth and Investment Plan. This document set out the medium to long term pupil place pressures on areas of the County as a result of planned housing growth and/or demographic (birth rate) trends. The way in which local authorities spend Basic Need funding to create new school places is now monitored annually by the Education Funding Agency.

### B. Summary of existing capital programme

The following table shows the latest position in relation to the existing capital programme.

**Children's Services capital programme summary as at 31 December 2013**

	2014-15					2015-16			2016-17		TOTAL PROGRAM ME
	Unsupported Borrowing & Capital Receipts	Revenue and Reserves	DfE Grant	Grants and Contributions	TOTAL	Unsupported Borrowing & Capital Receipts	DfE Grant	TOTAL	DfE Grant	TOTAL	
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	
Childrens Centres and Extended Schools	1.360		1.662		3.022						3.022
ICT		0.227	3.699		3.926						3.926
Basic Need	0.067		16.428	0.823	17.318		9.670	9.670	8.946	8.946	35.934
Compliance with DDA	0.195				0.195	0.200		0.200			0.395
SEN Review	0.506		0.080		0.586						0.586
Modernisation	1.285	0.950	2.654		4.889						4.889
Specialised Diplomas			0.151		0.151						0.151
School Based Projects	0.450	0.283	2.005	0.082	2.820						2.820
Social Care	1.800		0.223	0.710	2.733						2.733
Sites	0.022		0.153		0.175		0.175	0.175			0.350
Free School Meals			1.939		1.939						1.939
Other schemes	0.448		0.469	0.286	1.203						1.203
2013/14 Funding carried forward	1.438		29.000	0.065	30.503		24.967	24.967			55.470
					69.460			35.012		8.946	113.418

### C. Capital strategies, prioritisation and evaluation

The strategic growth summary presented to this panel on the 21 November 2013 as part of the Local Growth and Investment Plan sets out the priorities for the capital programme.

#### D. Funding available for future capital programme – new items

New funding associated with the service assumed for 2014-17 is shown in section 8.2 of this report.



# Norfolk - Putting People First

## Findings from the public consultation and the outcome of the Equality Impact Assessments for proposals affecting Children's Services (Proposals 21 -29)

### The proposals for Children's Services:

- P21 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 (£17.645 million)
- P22 Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill (£1.912 million)
- P23 Reduce the funding for restorative approaches (£0.160 million)
- P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if these services could be sold to schools (£0.689 million)
- P25 Change support to childminders, nurseries and other childcare providers (£2.670 million)
- P26 Reduce the cost of transport for children with Special Educational Needs (£1.000 million)
- P27 Reduce the transport subsidy provided to students aged 16-19 (£2.000 million)
- P28 Reduce the amount of funding contributed to the partnerships that support young people who misuse substances and young people at risk of assessing (£0.250 million)
- P29 Reduce funding for school crossing patrols (£0.300 million)

## 1 Introduction

- 1.1 On 19 September the County Council launched Putting People First, a consultation about the future role of the County Council, and about specific budget proposals for 2014/17.
- 1.2 The proposals set out the Council's initial plans for bridging a £189 million budget gap in the next three years. This gap is made up of things like increasing costs, rising demand for services, inflation and reduced government funding. More details about the financial context for the proposals can be found in the financial planning report to Cabinet on 2 September, and in the Financial & Service Planning reports on the agenda at each Overview & Scrutiny Panel meeting in January.
- 1.3 This paper outlines the approach taken to the consultation and impact assessment of proposals. It summarises the main impacts as well as points and contentions raised about the overall approach proposed for Children's Services. It then summarises for each proposal two main things:
  - The findings from the consultation; and
  - The outcome of the Equality Impact Assessments (EQIA)
- 1.4 Finally Appendices A to K present for each proposal more detailed summaries of the consultation findings and Equality Impact Assessments.
- 1.5 This report sets the context to, and should be read in conjunction with, the finance and service planning report being presented to Overview & Scrutiny Panel.

### What is the difference between the consultation findings and the Equality Impact Assessments?

- 1.6 It is important that we present the findings from both the consultation and from the Equality Impact Assessment process.

- 1.7 In analysing and reporting the consultation findings we have sought to present what people think of the proposals. In most cases this will mean their personal opinions and views.
- 1.8 Equality Impact Assessments are evidence based, incorporating analyses of user and service data as well as the views of people who could be affected, to determine the likely impact of proposals. They are the way we pay due regard, as required by the Equality Act 2010, to the impact that services changes might have on different groups of people. In addition, where the Equality Impact Assessment process shows that changes may have a disproportionate negative impact on specific groups, it then also identifies mitigating actions that might be taken to reduce the impact.
- 1.9 Responses to the consultation and the outcomes of the EQIAs are two of several factors that Members will consider as they set the budget. As outlined in the Putting People First proposals document, the other factors are:
- The evidence of need and what is proven to work effectively and well
  - The financial position and constraints at the time
  - Any potential alternative models or ideas for making the savings

## 2 How was the consultation conducted?

- 2.1 Full details of the Council's future role, and of its proposals for savings money, were published at the start of the consultation period here:  
[http://www.norfolk.gov.uk/Council\\_and\\_democracy/Interact\\_with\\_us/Norfolk\\_putting\\_people\\_first/index.htm](http://www.norfolk.gov.uk/Council_and_democracy/Interact_with_us/Norfolk_putting_people_first/index.htm).
- 2.2 The web site includes copies of all of the proposals and links to videos of each Cabinet Member explaining the approach in their area.
- 2.3 People were encouraged to respond in any of a number of ways including via the Council's website, letter, email, telephone (via the Customer Service Centre) and through social media such as Twitter and Facebook.
- 2.4 A range of measures were put in place to publicise the proposals, and significant coverage in the local press has helped generate responses.
- 2.5 In addition we organised or took part in a series of consultation events that people could attend to have their say. In many instances these events were organised to engage with specific groups of people – for example older people, people with disabilities and carers. This has enabled us to understand, through our equality impact assessments, whether our proposals are likely to have a

## Equality Impact Assessments

An equality assessment of each proposal has been undertaken to determine any disproportionate impacts on people with protected characteristics.

When making decisions the Council must give due regard to the need to promote equality of opportunity and eliminate unlawful discrimination of people with the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Equality assessments are evidence based, taking into account analysis of user data and the views of residents and service users.

Where disproportionate impacts are identified consideration has been given to how these can be avoided or mitigated. It is recognised that it is not always possible to adopt the course of action that will best promote equality; however the equality impact assessment process enables informed and transparent decisions to be made.

## Rural 'proofing'

An assessment of the rural issues arising from proposals has also been undertaken to determine the impact on rural communities. The rural proofing exercise has been integrated with equality impact assessments.

disproportionate impact on particular groups.

- 2.6 Young people were engaged in the consultation through a number of initiatives that were arranged within the county. Forums for young people were held in Great Yarmouth and King's Lynn, and these were organised in liaison with the Youth Advisory Boards. Young people involved in Takeover Day 2013 in Norwich and Great Yarmouth discussed the proposals, and a further consultation event was held at the Icen Centre, Swaffham. Young people chose the proposals that they discussed. All comments were recorded and have been fed into the overall analysis of views received. In total, 146 young people attended these events.
- 2.7 The Norfolk In Care Council and the Shadow Safeguarding Board both held their own consultation events involving a total of 45 young people. Their views on the proposals of particular interest to them were also included in the overall analysis of responses received.
- 2.8 The Youth Parliament also promoted awareness of the consultation through their social media platform and encouraged young people to make individual responses.

### **3 How the Council has analysed people's views**

- 3.1 Every response the Council has received has been read in detail and analysed. This analysis identified:
  - The range of people's views on the proposal/s
  - Any repeated or consistently expressed views and whether or not the responses represented a consensus of views
  - The reasons people support or object to the proposal/s
  - The anticipated impact of proposals on people
  - Any alternative suggestions

### **4 Who responded?**

- 4.1 In total, 1,756 responses were received on the Children's Services proposals.
- 4.2 The total includes 56 responses received via The Matthew Project's own feedback forms which they had produced to allow young people and their relatives and professionals (for example pastoral workers in high schools) to respond to P28 (Reduce the amount of funding we contribute to the partnerships that support young people who misuse substances and young people at risk of offending).
- 4.3 Over 600 postcards, many with personal comments on, were also received as part of a 'Last Stop' campaign against the proposals to reduce the transport subsidy for students (P27).
- 4.4 In addition to these responses the council received two petitions against P27 containing a total of 1579 signatures.
- 4.5 Responses were received from individuals as well as from local groups and organisations. Some groups sent formal responses by letter or email whilst others replied through the Council's online tool. This tool included an option for individuals to indicate that their response was on behalf of a group or organisation. The responses received from groups and organisations included:
  - Acle Parish Council
  - Beeston with Bittering Parish Council
  - Beetley Parish Council
  - Blakeney Parish Council
  - Borough Council of King's Lynn and West Norfolk
  - Broadland District Council

- CAMHS (Child & Adolescent Mental Health Services) Strategic Partnership
- Carers Council for Norwich
- College of West Anglia
- County Community Safety Partnership (CCSP)
- Dereham Sixth Form College
- Diss Town Council
- East Norfolk Sixth Form College
- Easton & Otley College
- flagship housing group
- Great Ellingham Parish Council
- Great Yarmouth College
- Great Yarmouth Youth Advisory Board
- Healthwatch Norfolk
- Horsford Parish Council
- INDIGO Foundation (Norfolk) the Charity
- Kickstart Norfolk
- King's Lynn Festival Ltd.
- Leziate Parish Council
- Magdalen Gates Preschool
- Mental Health Clinical Action Team
- Motor Neurone Disease Association
- Needham Village Hall
- National Farmers' Union
- NHS Norwich CCG
- NHS South Norfolk Clinical Commissioning Group
- Norfolk and Suffolk NHS Foundation Trust
- Norfolk Community Law Service and Norfolk Community Advice Network
- Norfolk County Council's Trails Development, Trails Infrastructure and Environmental Projects Teams
- Norfolk Music Service
- Norfolk Neurology Network & MS Society
- Norfolk Rural Community Council
- North Norfolk District Council
- Norwich & Norfolk Community Arts Ltd.
- Norwich City Council
- Paston College
- Paston Sixth Form College
- Pastoral assistant
- Retired members' section of the Norfolk County branch of Unison
- Royal National Institute of Blind People
- Sheringham and Cromer Choral Society
- Stalham Town Council
- Tasburgh Parish Council
- Taverham Brass Band
- Taverham Parish Council
- Terrington St John Parish Council
- Tharston and Hapton Parish Council
- Unison
- Woodton Parish Council
- Wymondham Music Festival, Wymondham Arts Forum and Wymondham Words
- Wymondham Youth Music Society
- YMCA & Rethink Mental Health & Riversdale
- YMCA Norfolk

4.6 When submitting their responses we asked people to tell us the basis upon which they were responding – for example whether they were responding as a member of the public, a service user or a carer. We also asked them about their age, gender and other background information.

4.7 Very few of those responding through the council web site, or through emails and letters, were young people – in fact only 18 people responded who stated that they were aged 0-15. However it is likely that most of the postcards and petition signatures mentioned above were from younger people. In short, young people engaged in the consultation process in large numbers, albeit through different means.

4.8 Beyond this analysis of age, respondents to proposals affecting Children's Services had broadly expected demographic characteristics with a roughly even gender split, and slightly lower than average numbers stating that they are a carer or are disabled.

## 5 What did people think about the council's priorities and overall approach?

- 5.1 As part of the consultation people were asked to comment on the council's priorities, approach, overall package of proposals, and the specific proposal to freeze council tax. They were also asked to consider what else the council might do to deliver savings. To summarise the findings from these questions:
- 5.2 **The Council's three priorities (Excellence in Education, Real Jobs, and Good Infrastructure).** A significant number of respondents – around 30% of people who commented on the priorities – said that they agreed with them. A smaller proportion – around 5% – clearly stated that they didn't support them (with the remainder not stating support or otherwise). Respondents, including some educational organisations, felt particularly strongly about "Excellence in Education" with many highlighting its importance as a building block for improving Norfolk's long term prospects. There were more mixed views about the importance of "Good Infrastructure" and "Real Jobs". Many people supported the idea of improving infrastructure particularly given Norfolk's rural nature, but others suggested that it wasn't as important as some other areas of council business. Those agreeing with 'Real Jobs' felt strongly about supporting the economy, whereas others questioned whether this was the role of the County Council. In addition to the three priorities outlined, a high proportion of respondents felt that the Council should also be prioritising vulnerable people, particularly given the County's high and growing number of older people. A smaller number of people felt that public safety or the environment should be priorities. Several respondents also felt, irrespective of their support for the priorities, that they are "aspirational", "fine in principle" or "easy to say". Others said they found it difficult to comment due to a lack of detail on how the priorities will be achieved.
- 5.3 **The Council's approach and strategy for bridging the funding gap.** Again, a higher proportion of respondents that answered this question clearly stated that they accepted the approach and strategy (around 25%) than rejected it (around 4%). Those in support felt it was a "sound", "pragmatic" or "common sense" approach, with some reflecting that the Council has limited options. Of those who didn't agree with the approach, several suggested that it was not radical enough. Others said that the Council was "salami slicing" services bit-by-bit when a bolder approach was required. Some people also said that they were worried that changes in one part of the organisation might create demand in another part, or result in cost shifting to other public sector organisations. There was also some concern about the longer term impacts of the changes. A number of 'hot topics' emerged in the responses. For some of these there were differing views – for example, several people argued for and against the increased use of technology, the sale of assets and the outsourcing of services. Other 'hot topics' generated a more consistent response. There was a broad consensus that the Council should collaborate more with other organisations, improve its processes, get better at procurement and do more to lobby central government. Finally, a large number of responses suggested that the Council should address what many regarded as problems with public sector organisational culture. Suggestions included reducing officer and member pay, reducing bureaucracy and 'red tape', having fewer meetings and stopping 'silo working'.
- 5.4 **The overall package of proposals.** Some proposals clearly generated more responses than others. The most responded-to proposal was 'P27 Reduce the transport subsidy provided to students aged 16-19'. All of the proposals relating to libraries received a high number of responses (partly because library users were able to respond as part of their visit during the consultation period). Other proposals or issues prompting a high number of responses include those to stop subsidising the Schools Music Service, to reduce funding for wellbeing services for people receiving social care through a personal budget, and to

introduce charging at household recycling centres. People were asked to consider the balance and overall impact of all of the proposals together. Responses generally reflected those about the Council's priorities and approach, and in particular people felt that overall the proposals would disproportionately affect vulnerable people. Several organisations described their anxiety about the impact of proposals on vulnerable people – for example a response from Clinical Commissioning Groups and NHS providers in Norfolk outlined their concerns about the impact of cuts in Children's and Community services on their own services (for example GP surgeries and hospitals). People were also worried about the cumulative impact of proposals – where individuals are simultaneously affected by cuts to different services they receive. Some organisations were concerned about cost-shifting and requested that the County Council engage with them more in the future design of service delivery.

**5.5 The Council's proposal to freeze its share of Council Tax.** Around 515 people responded to the question about freezing Council Tax, with about 26% of people stating that they agree with the proposal. A small proportion felt that Council Tax should be cut. Those agreeing with the freeze either felt that an increase in Council Tax would be unaffordable and unfair, or disagreed with an increase because they principally or ideologically felt that tax should be kept to a minimum. Around 55% of people stated that they disagree with the freeze (with the remainder neither agreeing nor disagreeing). Those rejecting the Council Tax freeze had quite consistent views, with most suggesting that a small increase of 1 or 2%, or in line with inflation, would be better. They felt that the increase would be justified on logical or commercial grounds. Many people qualified their support for an increase stating that it should be directly spent on vulnerable people or on specific service areas. Some also suggested that the council would need to be very clear about what an increase would be spent on. Of those people who neither agree nor disagree with the proposal, several acknowledged the practical and political difficulties of 'unfreezing' Council Tax given central government pressure and incentives. Others felt that a Council Tax freeze is appropriate now, but that an increase should be applied in future years. A number of people felt that increasing Council Tax should have been an option in the consultation.

**5.6 Any other things they think we should consider.** A huge range of alternative suggestions for saving money were received. Many of these relate to very specific areas of service and are covered in the detail of this and other Cabinet Portfolio reports. In terms of more general suggestions several people suggested:

- Transferring services to the voluntary or community sector
- 'Decentralising' services by moving away from single buildings (County Hall) and into communities
- Moving to a strictly 'statutory minimum' level of service – so not providing non-statutory services
- Making all non-statutory services self-funding
- Being more energy efficient
- Stopping printed council publications and translation services
- Changes to staffing arrangements – so pay freezes, redundancies, moving to a 35 hour week and staff parking charges
- Reducing opening times for council buildings and services.

### **What did people think of the council's approach to the consultation?**

**5.7** Alongside comments about the proposals over 240 respondents commented on how the Council went about the consultation.

- 5.8 Some people felt that consultation documents were inaccessible, finding both the web sites and the document difficult or too large to navigate. Some feedback was received about the format and delay in making easy read consultation documents available, which could have disadvantaged some disabled residents. Others challenged the language used in the proposals, suggesting that they should use more plain English. A relatively large number of respondents, whilst expressing their concerns about proposals, suggested that the Council would not listen to the views expressed in the consultation, and that decisions had already been made.
- 5.9 A number of positive comments were also received. Some respondents were pleased to be able to respond via social media sites, and others suggested that the consultation document was comprehensive and considered. In addition, positive feedback was received from many of those involved in consultation events, with participants stating that they welcomed the opportunity to explore the proposals with council elected Members.

## 6 What did people think about the council's proposals for Children's Services?

### 6.1 Introduction

- 6.1.1 The Children's Services proposals generated a large number of responses. In these people presented a wide range of views with some supporting the proposals and others opposing them. As such there are few proposals for which there is a clear consensus of views.
- 6.1.2 Few consistent themes emerged from the responses relating specifically to proposals about services for safeguarding children (P21, P22 and P23). Over 200 responses were received for each of these proposals with the biggest response to proposal **P21** to *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*. This proposal was supported by almost half of respondents (46%), whilst 9% disagreed with it.
- 6.1.3 A larger proportion (52%) provided comments in support of proposal **P23** to *reduce the funding for restorative approaches*. Although proposal **P22** to *change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill* was supported by around 24% of respondents compared to 11% against, a large majority of respondents provided feedback that was not clearly in support of or against the proposal.
- 6.1.4 Based on those who expressed a clear opinion, four out of the six education proposals were supported. This includes '**P24** *Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools*' which had a very small majority of support from those who expressed a view on the whole proposal. However it should be noted that as the proposal includes four quite distinct services, many people only responded in relation to one or two services and may have supported a cut in one service and not another. For instance, a large majority of those who expressed a view specifically on the School Music Service were against the proposal.
- 6.1.5 Other proposals that received support were: '**P25** *Change how we support childminders, nurseries and other childcare providers*'; '**P26** *Reduce the cost of transport for children with Special Educational Needs*'; and '**P29** *Reduce funding for school crossing patrols*'.
- 6.1.6 The proposal that had the most responses but least support was **P27** *Reduce the transport subsidy provided to students aged 16-19*. A significant majority of respondents (over 87%) expressed their opposition to the proposal, with only 6% expressing views in

support. The other proposal unsupported by the majority of respondents that expressed a view was **P28** *'Reduce funding to support young people who misuse substances and young people at risk of offending'*.

- 6.1.7 A small number of comments, containing a mixture of views, were also received in relation to the efficiency savings in Children's Services, which did not form part of the main public consultation. Namely: **P12** *'Reduced retirement costs for teachers because of an increase in academy schools'* and **P19** *'Improve the way we support, challenge and intervene in schools'*. Comments included views about the protection of teachers' pensions, the academisation of schools and concerns about future cuts to the school improvement/intervention service.

## 6.2 Groups and Organisations

- 6.2.1 Many of the organisations that responded to the Children's Services proposals either represented those who would be affected by them, or were providers of services that would be affected. As a result many responses expressed concerns about the proposals.
- 6.2.2 General support was received from nine of the groups that responded to proposal **P21** *to 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*. The key role of early intervention was accepted although some respondents questioned whether it would be possible to make the level of savings planned within the proposed timescale. Concern was also expressed about the risks associated with children remaining in families where it is to their detriment.
- 6.2.3 The NHS Norwich CCG referred to capacity issues within the health service to manage the growing number of looked after children and asked for further details on how the County Council plans to support children to stay with their families. The NHS South Norfolk CCG formally offered their support in developing alternative services and options for the future.
- 6.2.4 Other responses suggested the need to reduce the number of outside fostering agencies and bringing services back in house. For the proposal to be successful, others drew attention to the need for support through good quality social workers, children's centres, schools and well trained foster parents.
- 6.2.5 With regard to the proposal around children with Special Educational Needs (SEN) and disabilities, **P22**, there was a strong view that further consultation will be needed when detail of the Bill is known along with the local offer. The Motor Neurone Disease Association felt that the new system is likely to work best for those children with severe/complex special needs but was concerned that it will be less effective for those with moderate/mild SEN. They favour an early intervention approach with support shared between small schools and better training for Special Educational Needs Co-ordinators.
- 6.2.6 Some of the organisations responding to this proposal emphasised the need for the Council to engage with local or voluntary organisations. This included the INDIGO foundation which emphasised the need to engage directly now with voluntary organisations (not through 'umbrella' bodies).
- 6.2.7 The level of savings that could be realised from this proposal was also challenged. For instance, the Norwich CCG states that these savings do not appear feasible due to the extensive joint working that will be required with Health whilst managing a larger cohort of children due to the extension in age requirements. Child and Adolescent Mental Health Services (CAMHS) suggested that there is little evidence that the predicted reduction in demand will materialise.



- 6.2.8 A mixture of views was received regarding the proposal to reduce the funding for restorative approaches **P23**. Concerns were raised around the future financial viability of the process in the event of funding being reduced. For example, the retired members section of the Norfolk County branch of Unison commented *“to withdraw services that are currently provided free and then ask schools and voluntary organisations to buy these services back from the council is unrealistic as budgets to schools and voluntary organisations are cut”*. Other responses supported the proposal as long as a reduction in funding does not result in a reduction in delivery.
- 6.2.9 The Norfolk Rural Community Council expressed concern about the impact on crime in rural communities, saying *“we see restorative approaches as a critical part of addressing community concerns, reducing perceptions of anti-social behaviour and enhancing community cohesion”*.
- 6.2.10 The development of effective partnerships between organisations was suggested as a way forward to make better use of the limited resources including the provision of training.
- 6.2.11 **Proposal 27** *Reduce the transport subsidy provided to students aged 16-19* received the largest number of responses from groups and organisations. Many respondents were against the proposal on the grounds that it would have an unfair impact on those living in rural communities and low income families, and could discourage students from participating in post 16 education, leading to a rise in the number of people not in education employment or training (NEET), and a subsequent loss of skills.
- 6.2.12 Responses in relation to the Great Yarmouth area were received from East Norfolk 6<sup>th</sup> Form College, Great Yarmouth Youth Advisory Board and Great Yarmouth College with all making the point that there are no sixth forms attached to schools in the area and therefore students have to travel further to college. The College of West Anglia pointed out that they already support a number of students’ bus pass costs through a bursary fund and that there is unlikely to be sufficient funds to support the additional number of students likely to need help. Other specific concerns included the detrimental effect on Norfolk’s economic development and future if students are unable to access specialist agricultural training from Easton and Otley College, the destabilisation of the post-16 provider network and the limitation of choice for students.
- 6.2.13 An open letter on this proposal was sent to the Eastern Daily Press signed by all Norfolk MPs suggesting that the Council should make savings elsewhere; in particular, through back-office efficiency savings and improved partnership working with other public and voluntary sector organisations.
- 6.2.14 The following petition containing 1,328 signatures against the proposal was received (organised by East Norfolk 6<sup>th</sup> Form College & East Norfolk Sixth Form College Student Association): *“I believe that the proposed cuts to the travel subsidy for post 16 students by the Norfolk County Council are unfair and in particular a barrier to learning for those from lower income backgrounds who are seeking an education. I urge the council to reconsider this proposal”*. Another petition of 251 signatures in opposition to the proposal was received as part of the ‘Last Stop’ campaign organised by the Norwich City College Students’ Union: This petition read: *‘Norfolk County Council are proposing to cut the transport subsidy for Post 16 Transport. By signing this petition you are showing your support against the proposed plan’*. In addition, 638 of the responses rejecting the proposal were postcards received as part of the ‘Last Stop’ campaign.
- 6.2.15 The next largest number of responses received from groups and organisations related to **P24** *Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools*. However, responses only tended to focus on

particular parts of the proposal rather than the whole proposal with ten groups or organisations specifically opposing cuts in funding to the music service and four opposed to cuts in funding to the Healthy Schools programme. Those against the music service proposal underlined the benefits of music education for young people (similar to those outlined in paragraph 6.4.6.1 below). With regard to the Healthy Schools programme, the view was made that a ‘whole systems’ approach needs to be used because cuts made by the Council will impact on initiatives undertaken by other agencies. Specific reference was made to the impact on improving outcomes for the 0-5 age group and the obesity agenda.

- 6.2.16 Responses were received from nine groups and organisations on **P25 *Change how we support childminders, nurseries and other childcare providers*** with two stating that they were explicitly in favour of the proposal whereas four were clearly against. Magdalen Gates Pre School felt that more investment is needed in early years, and that smaller organisations would struggle to afford training. They stated *“a small setting like ours would not be able to afford to buy in training externally or presumably at a cost you would be offering it at. We can just afford it now. Compulsory courses like first aid and food hygiene should be subsidised. Other courses such as Communication Friendly spaces, ECat, Talk About, etc etc are often inspiring and life changing for staff and settings. Our staff would not be able to get inspired by some of these amazing courses if we had to buy them in ourselves. The cost would simply be too high”*.
- 6.2.17 The Motor Neurone Disease Association suggested that training is offered to clusters of providers who are encouraged to work together rather than in competition. Other comments received suggested that implementation would result in a reduction in standards and a decline in “good” providers.
- 6.2.18 Responses were received from 12 groups and organisations on proposal **P26 *Reduce the cost of transport for children with Special Educational Needs***. The principle of children remaining nearer to their home and families received a measure of support provided that the right support and facilities are available and standards are maintained. The response from Norwich CCG cross-referenced this proposal with P22 with associated ramifications together with implications for carers. The Motor Neurone Disease Association was broadly in favour of the proposal if this meant an expansion of special school provision offering more local and integrated support.
- 6.2.19 The groups and organisations that responded to **P28 *Reduce funding to support young people who misuse substances and young people at risk of offending*** provided comments in objection to the proposal. The main themes of concern centred around the fact that these partnerships provide preventative services and a reduction in funding will create further problems down the line such as crime and anti-social behaviour, youth homelessness, family breakdowns, an increase in looked after children and increased pressure on health and emergency care services. In essence, they argue that this will remove funding from vulnerable young people in need of support. The Matthew Project described the benefits to vulnerable young people, their families and wider society that the service provides and the possible impact of reducing funding for this service on the NHS, police and social services.
- 6.2.20 A response from the Norfolk and Suffolk Foundation Trust stated that they wish to be *“centrally involved in these discussions”* and Norwich CCG expressed concern that funding could be removed from Public Health funding allocations.
- 6.2.21 Amongst those groups and organisations that responded on the proposal to reduce funding for school crossing patrols **P29**, there was a consistent theme of needing to ensure the safety of children. Some doubts were expressed over the practicalities of recruiting, vetting and training volunteers.

### 6.3 Consultation Events

- 6.3.1 Views on the proposals were gathered through a number of consultation events including those with staff, young people, service users with disabilities, older people's forums, NALC and the Black, Asian and Minority Ethnic (BAME) and Lesbian, Gay, Bisexual and Transgender (LGBT) communities. The following represents an overview of the feedback received, given in numerical order of the proposals.
- 6.3.2 The view from the Norwich BAME community consultation event was that the Looked After Children (LAC) proposal **P21** is likely to have a disproportionate impact (though not necessarily a negative one) on BAME children as they are currently over represented in the LAC figures. A range of views were received from the King's Lynn and Norwich staff events including the suggestion that the County Council should invest more in training and should recruit its own bank staff as the use of agency staff should not be a permanent solution.
- 6.3.3 The response from the disability consultation event in Norwich was broadly against the SEND proposal **P22** although concern was expressed that insufficient information had been provided on which to base their views. Staff attending the staff consultation event in King's Lynn thought that changes to SEN statements will create increased work for staff and the Council needs to be mindful that there could possibly be financial penalties for not meeting timeframes.
- 6.3.4 Feedback from the NCC staff consultation event at King's Lynn was broadly against the restorative approaches proposal **P23** *to reduce the funding for restorative approaches*, suggesting that this would be short sighted action.
- 6.3.5 **P24** *Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools* was discussed at seven consultation events but no consensus of view was reported.
- 6.3.6 With regard to **P25** *Change how we support childminders, nurseries and other childcare providers*, there was broad agreement at a staff consultation meeting in favour of the proposal and a suggestion was made that good and outstanding providers could mentor less good providers in shadowing arrangements. Concern was expressed however that more voluntary settings could fall into the 'needing improvement' category without LA support.
- 6.3.7 Mixed views were received from three staff consultation events regarding proposal **P26** *Reduce the cost of transport for children with Special Educational Needs*. Closer partnership working with the voluntary sector was suggested as a way forward that could be explored.
- 6.3.8 The proposal **P27** *Reduce the transport subsidy provided to students aged 16-19* was discussed at a number of consultation events. Concerns were raised about young people having reduced access to further education due to high travelling costs. Other feedback in relation to this proposal was similar to that summarised in paragraph 6.2.11 above.
- 6.3.9 Feedback from consultation events reflected a mixture of views to proposal **P28** *Reduce funding to support young people who misuse substances and young people at risk of offending*. Principal concerns were raised around the longer term implications including the impact on young people's safety and mental health and fears of increased anti-social behaviour and crime with the outcome of costs escalating down the line and cost shifting. Concern was also expressed about the possibility of young people relapsing if help is withdrawn.
- 6.3.10 Support was received from staff consultation events for **P29** *Reduce funding for school crossing patrols* with a general view that responsibility of getting children to school should

lie with their parents – a suggestion was made that a rota of parents or school staff could be introduced. Feedback from two children and young people's events reflected a mixture of views.

#### 6.4 Individual Responses

6.4.1 Around 1,690 individuals commented on the Children's Services proposals.

6.4.2 For **P21 to 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**, several of the respondents thought that the proposal made sense and supported the idea of early intervention. However, a significant number who supported the proposal did so with certain caveats or provisos such as ensuring that children and young people are not put at risk, that each case should be individually reviewed and that there should not be targets for reducing the number of children going into care. On this latter point, the following is an example of a concern received:

*"I fundamentally disagree with having a target for reducing the number of children going into care. This will lead directly to more tragedies and child deaths. It is vital that more foster carers and adoption places are found. Social workers will not act in the interests of the child if they know they have to try and achieve a target. If adequate support services are in place then the number of children going into care may fall naturally".*

6.4.3 Other repeated suggestions included greater outsourcing of work to the private sector, increasing partnership working, using volunteers, working more closely with schools and asking Looked After Children for suggestions.

6.4.4 The majority of respondents to **P22 to change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill** felt that the proposal was unclear. No consistent themes emerged. Some individual respondents expressed support with provisos such as the costs should not be passed to schools and that one to one support should still be available. Individuals against the proposal suggested that we should consult more with other organisations and should work in closer partnership with specialist charities or outsource the service.

6.4.5 Over half of the respondents supported proposal **P23 to reduce the funding for restorative approaches**. Of these, several views were expressed around charging for training and the need for flexibility and keeping costs affordable. A number of people who supported the proposal suggested that the service should be ceased altogether or that further savings are made than those proposed. Others suggested that we should seek private sponsorship or work collaboratively with other councils, the private sector, or the voluntary sector. Better utilisation of technology was also suggested as a more efficient way of providing training. Of those who did not support this proposal, some thought this would be short-sighted and would move costs to other agencies and organisations such as the police.

6.4.6 For **P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools**, comments were often targeted at one particular element of the proposal:

6.4.6.1 **Norfolk Music Service:** 44% of respondents (179) provided comments that clearly opposed the proposal, whilst just four percent were in support. Reasons given for opposing the proposal included the perceived loss of academic benefits that musical education brings such as supporting GCSE and A levels and advancing literacy, numeracy and cultural education. In addition, the personal benefits of learning music were highlighted such as confidence building, teamwork, stress relief and the

pleasure it brings for players and audiences.

Reference was made by one respondent to the impact on children with learning difficulties: *“Learning an instrument is very important as it gives children confidence they may not get from academic subjects. It introduces them to a cultural education, they mix with others and get to do performances which gives them confidence. Our daughter is dyslexic and it’s important to have non-academic subjects where she can be as good as anyone else as her dyslexia does not affect her ability to play an instrument. She therefore gets a sense of achievement she may never get from other academic work”*.

The council received praise for the current Norfolk music services, and concerns were raised about a reduction in funding leading to music becoming the preserve of wealthier families. Alternative suggestions for funding the music service included: raising sponsorship, charging, introducing means testing, arranging fundraising events (e.g. concerts), requesting voluntary contributions, teaching in larger groups rather than one to one and encouraging schools to make arrangements to buy services in clusters.

#### 6.4.6.2 **Schools Wellbeing Service, Teacher Recruitment Service, Healthy Norfolk Schools Programme:**

A smaller number of responses were received on these services. In each case a slightly larger percentage expressed support for the proposal compared to those that were against. Examples of suggestions received include:

- **Healthy Norfolk Schools:** encourage public health to commission the Healthy Norfolk Schools Programme,
- **Teacher Recruitment Service:** sustain the teacher recruitment service from charges levied for training NQTs
- **Schools Wellbeing Service:** co-ordinate what is available in the charitable sector to provide school wellbeing services.

6.4.6.3 Some people who supported the proposal as a whole did so with caveats, including that funding should only be reduced by only 50%, establishing greater peer support between schools and using volunteers.

6.4.7 For **P25 Change how we support childminders, nurseries and other childcare providers**, a number of respondents who supported the proposal stated that we should save more than proposed or even cease supporting this service altogether. It was also the view of some that parents should take more responsibility for looking after their children. However, respondents against the proposal were concerned that standards would slip as a consequence of charging good providers for training and them not being able to afford it. A number of people suggested that more should be spent on early years and that parents, organisations and academies should be charged for support.

6.4.8 Proposal **P26 Reduce the cost of transport for children with Special Educational Needs** was supported by a majority of respondents. Various ideas were suggested included seeking sponsorship, using volunteer drivers, and means testing for support. However, a number of respondents that did not support the proposal felt it was unfair to target a cut or change to a service for very vulnerable children and their families. Others questioned whether the proposed savings could be achieved. For example, one respondent said *“I very much doubt you will save any money on this suggestion. I applaud putting in more places for children with complex needs but it is highly unlikely that the most complex children will travel less far”*.

6.4.9 There was a strong consensus that proposal **P27 Reduce the transport subsidy provided to students aged 16-19** should not go ahead. Of those who disagreed with the proposal,

the reasons given reflected those identified in paragraphs 6.2.11 and 6.2.12 above. Additional comments referred to the increase in car usage and the view that it was unfair to alter the subsidy at a time when government policy is changing to make post-16 education compulsory. Concerns were also raised that the proposal would have a negative impact on the viability of bus routes as fewer students would be using them. Of those that supported the proposal, several did so with caveats, such as suggesting that the subsidy should be reduced but by less than proposed or suggesting that the contribution made by lower income families should be reduced by means testing. Some expressed the view that it was the responsibility of parents to get their children to school and they should bear the cost. Others suggested that we should work closer with transport providers to reduce cost of travel – or that it should only be subsidised to the nearest Sixth Form.

- 6.4.10 For **P28 Reduce funding to support young people who misuse substances and young people at risk of offending**, over half (55%) of respondents objected to the proposal, whilst 22% provided comments in support. Reasons for not supporting the proposal included concern over the social and economic consequences of reducing funding and the impact on other services. Professionals working in substance misuse services argued that there would be negative impacts, with increased pressure on other services, including the Youth Offending Team and more young people would be at risk of mental health problems. Other concerns reflected those given in paragraphs 6.2.19 and 6.3.9 above and stressed the importance of preventative work and the risk of shifting costs to other agencies.
- 6.4.11 Particular support was expressed for the Matthew Project with service users describing the positive benefits they have received from the service and the difference that interventions have made to their lives. They also highlighted the lack of alternative support available.
- 6.4.12 With regard to those in favour of the proposal, some felt that other organisations should provide this support and others felt that schools should have a greater role to play.
- 6.4.13 Proposal **P29 Reduce funding for school crossing patrols** was supported by half (140) of the respondents. Some agreed with the idea of using volunteers to deliver the service, some supported sponsorship as a way forward whilst others felt that parents should take responsibility for supervising children crossing the road. Other suggestions included charging schools for the service, providing traffic calming measures, in particular 20mph speed limits, and the installation of zebra/pelican crossings. Of the 36% (101) that did not support the proposal, the main reason given was the safety and potential danger to children. Several described road crossing patrols as a key or essential service and some questioned the availability and reliability of volunteers. Several respondents described the school crossing patrols as offering more than simply a service to get children across the road safely *“The children trust our patrol lady and she looks out for them. The children respect her and recognise her as a familiar face; this would not be there if it was different people every day”* or *“The school crossing patrol is also a representative for the school and first and last point of contact for my child each and every day, so contributes to the positive experience of school”*.

## 7 The outcome of the Equality Impact Assessments

- 7.1 Detailed Equality Impact Assessments (EqIAs) have been carried out on each of the proposals relevant to Children’s Services. These are presented in the appendices. All of the proposals have been assessed as having disproportionate impacts on protected groups.

- 7.2 Overall there will be a significant impact on children, particularly vulnerable and disabled children, their families and carers. Other protected groups may be affected to a lesser extent, including people from the Black, Asian and Minority Ethnic community and young people who identify as gay or bisexual.
- 7.3 Proposal 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) will have a positive impact, preventing the need for some children to come into our care by increasing early help and support services to families. Though this will only affect a small number of vulnerable children and their families, the impact on their longer term wellbeing will be substantial. It should be noted that the proposed cuts to services that support young people who misuse substances and young people at risk of offending (P28) may be detrimental to this – placing additional pressure on looked after children and other mainstream services like GPs or A&E.
- 7.4 There could be an impact on educational outcomes including attainment and attendance for some children and young people. In particular around 10% of young people aged 16-19 are likely to be affected by a forty percent increase in the cost of travel to school or college. The increase could be unaffordable for some students and their families, leading to people dropping out / not attending further education, and may limit the choice of education establishment and courses for others. Proposals to reduce funding for school services, including music lessons, and restorative approaches, could also impact on learning outcomes, but to a much lesser extent.
- 7.5 Families of children with a disability or statement of Special Educational Need could experience a change in approach to the care they receive (in line with the Children and Families Bill), and may be offered alternative school provision which is nearer to where they live. There could be positive impacts from these proposals, but further assessment work and consultation is required on the one that will impact on care once the Bill has passed through parliament.
- 7.6 In addition to assessing each proposal independently we have considered the cumulative impact of all budget proposals. The young people affected by the Children's Services proposals may be indirectly impacted by proposals that will reduce or change care arrangements for adults (P30-37). These could place more pressure on young carers to provide support or lead to an increase in the number of young carers.
- 7.7 Mitigating actions should be considered to address the adverse disproportionate impacts that have been identified. A range of actions are suggested in the full EqlAs in the appendices, including:
- Monitor the profile of foster carers so that wherever possible these reflect the identity and diverse needs of the child in these placements
  - Work with the Norfolk Drug and Alcohol Partnership and Norfolk Youth Offending Team over the next year to secure alternative sources of funding to support these services going forward
  - Proactively model financial scenarios based on different funding arrangements and work with schools and community music groups to consider the options for music service delivery going forward
  - Work with colleges and sixth forms to further support transport and the cost of travel for students aged 16 to 19
- 7.8 In addition, we have considered the likely impact that proposals to cut our own costs and become more efficient will have. The approach we have taken to assess these proposals is proportionate given that they are internal process or function changes and will have little or no impact on the service customers receive. An EqlA is presented in Appendix K;

which identifies a number of actions that will be undertaken to ensure that as we deliver these internal savings proposals there will not be adverse impacts on particular groups.

## 8. Supporting papers

The appendices accompanying this report present more detailed summary information for both the consultation responses and the Equality Impact Assessments. There is a separate Appendix for each report, as follows:

Appendix Ai: Consultation responses summary for P21 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 .....	18
Appendix Aii: Equality Impact Assessment for Proposal 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
Appendix Bi: Consultation responses summary for P22 Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill .....	30
Appendix Bii: 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 .....	34
Appendix Ci: Consultation responses summary for P23 Reduce the funding for restorative approaches .....	41
Appendix Cii: Equality Impact Assessment for Proposal 23: Reduce the funding for restorative approaches .....	44
Appendix Di: Consultation responses summary for P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if these services could be sold to schools .....	48
Appendix Dii: Equality Impact Assessment for P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if these services could be sold to schools .....	52
Appendix Ei: Consultation responses summary for P25 Change support to childminders, nurseries and other childcare providers .....	63
Appendix Eii: Equality Impact Assessment for P25 Change support to childminders, nurseries and other childcare providers .....	66
Appendix Fi: Consultation responses summary for P26 Reduce the cost of transport for children with Special Educational Needs .....	71
Appendix Fii: Equality Impact Assessment for P26 Reduce the cost of transport for children with Special Educational Needs .....	75
Appendix Gi: Consultation responses summary for P27 Reduce the transport subsidy provided to students aged 16-19 .....	79
Appendix Gii: Equality Impact Assessment for P27 Reduce the transport subsidy provided to students aged 16-19 .....	88



Appendix Hi: Consultation responses summary for P28 Reduce the amount of funding contributed to the partnerships that support young people who misuse substances and young people at risk of assessing .....	96
Appendix Hii: Equality Impact Assessment for P28 Reduce the amount of funding contributed to the partnerships that support young people who misuse substances and young people at risk of assessing .....	101
Appendix Ji: Consultation responses summary for P29 Reduce funding for school crossing patrols .....	109
Appendix Jii: Equality Impact Assessment for P29 Reduce funding for school crossing patrols .....	114
Appendix K: Equality Impact Assessment for Proposals 1-20: Cutting our own costs and becoming more efficient .....	118

## **Appendix Ai: Consultation responses summary for P21 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**

### **Analysis of responses**

#### **Feedback from consultation events**

This proposal was discussed at three consultation events:

- Two staff consultation events, Kings Lynn and Norwich
- Black, Asian and Minority Ethnic (BAME) community consultation event, Norwich

There was a mixture of responses from the staff events reflecting a range of views. Comments included:

- Suggestions that the Council should recruit its own bank staff and invest in training
- Short term services such as agency social workers are not a permanent solution
- There is a lack of specialised foster carers for children on remand
- Using existing skills or look outside organisation where alternative skills are needed

The response from the BAME event was that this proposal is likely to disproportionately affect BAME residents as they are over represented in Looked After Children (LAC) figures at the moment.

#### **Organisation, group or petition responses**

Nineteen responses were received from named statutory or voluntary organisations. These were:

- Taverham Brass Band
- Flagship housing group
- Taverham Parish Council
- East Norfolk Sixth Form College
- Needham Village Hall
- Motor Neurone Disease Association
- Healthwatch Norfolk
- YMCA & Rethink mental health & riversdale
- Norfolk Neurology Network & MS Society
- County Community Safety Partnership (CCSP)
- Retired members' section of the Norfolk County branch of Unison
- Norfolk Community Law Service and Norfolk Community Advice Network
- YMCA Norfolk
- Norfolk and Suffolk NHS Foundation Trust
- NHS South Norfolk Clinical Commissioning Group
- Diss Town Council
- NHS Norwich Clinical Commissioning Group
- Norwich City Council
- North Norfolk District Council

Nine of the responses from groups/organisations were broadly in favour of the proposal. Comments included:

- General support/agreement
- Support for the principle of early intervention and reducing the In Care population
- Support with concern about ability to recruit to the additional posts needed
- Support with concern that children should not remain within families where it is to their

detriment

- Need for good quality social workers and community support and education

The response from the South Norfolk Clinical Commissioning Group commented that “The principles outlined here appear to be sensible, although we note that the ‘prevention and support’ approach being adopted is at odds with the reduction in prevention being proposed for older people”. The Clinical Commissioning Group also formally offered their support in developing alternative services and options for the future.

The other group responses expressed mixed views which were not easily categorised as either “for” or “against” the proposal. Comments included:

- Reduce the number of outside fostering agencies and bring the services back in house
- Better post-adoption support is needed
- More services are needed for children of dying/severely disabled parents
- Maintain Children’s Centres
- Better support through schools
- Questioning the likelihood of achieving the stated savings within the timescale with the resources available
- Any saving here is undermined by Proposal 28
- Support but concern that funding needs to be sustained over the longer term
- Support for the principle of prevention but concern for likelihood of achieving high savings with a lack of detail
- Questions how this related to the Ofsted improvement plan

The response from Norwich Clinical Commissioning Group indicated that they felt the savings estimates are very high. Additionally they ask for further details about how the Council plans to support children to stay with their families. Their response also makes reference to capacity issues for existing health providers to manage the growing number of Looked After Children.

The response from Healthwatch Norfolk was broadly supportive of the proposed approach but included some concerns about our ability to recruit new staff needed especially in health settings like the Queen Elizabeth Hospital where they state there are problems recruiting staff at present.

Flagship Housing described this as a “tricky” area in which to negotiate savings but suggested reducing the number of outside fostering agencies who pay more than the Council and bring services back in house.

The Motor Neurone Disease Association’s response emphasised that earlier intervention and intensive support is needed to reduce the number of Looked After Children but that this is expensive. They also stated that more support is needed for the parents of very severely disabled/dying children. They suggested that maintaining Children’s Centres was key alongside better support through schools and well trained foster parents.

#### **Consistent, repeated or notable views from people who agreed with the proposal**

One hundred and twenty-three people supported Proposal 21. Lots of people supported the proposal in general without offering any specific reason for this, saying things like: “support”, “agree”, “good” or “sensible proposal”.

Forty of the people who supported the proposal did so with certain caveats or provisos such as: children should not be put at risk, each case should be reviewed individually, multidisciplinary teams are put in place. Several respondents supported the proposal with the caveat that children should still get support when they need it despite a target number. Others supported with the

proviso that a robust early help offer was in place first.

A number of respondents who supported the proposal said that they did not support having a target number of LAC, saying, for example: “I fundamentally disagree with having a target for reducing the number of children going into care. This will lead directly to more tragedies and child deaths. It is vital that more foster carers and adoption places are found. Social workers will not act in the interests of the child if they know they have to try and achieve a target. If adequate support services are in place then the number of children going into care may fall naturally”

Twenty-three of the people who supported the proposal said it would not affect them directly. Twenty-five of the people who supported the proposal gave alternatives.

### **Consistent, repeated or notable views from people who did not agree with the proposal**

Twenty-five people rejected the proposal.

Of these, several stated they thought the proposal needed a rethink and ten of the respondents suggested alternatives. These included: outsourcing the service, asking the government for additional money, using volunteers, cutting red tape, and greater use of foster carers. Several people stated as alternatives that money should not be cut from this budget.

Five respondents described negative consequences including: concerns about children being placed in appropriate settings due to the pressure of a target, and vulnerable young people being placed at risk by the changes and being returned to their families too soon.

Three respondents stated the Council should invest in this area not make cuts.

### **Other comments**

There were a relatively high number of responses to this proposal, which gave mixed views or were responses where the respondent did not explicitly support or reject the proposal. In 33 cases the respondent suggested alternative options without specifically supporting or rejecting the original proposal.

Several respondents were critical about the proposal wording or consultation process. Others commented that they do not have the expertise needed to comment or offer alternatives. Some respondents stated that the proposal was not clear enough and one felt this should be “business as usual”.

In 29 cases, respondents commented that the proposal would not affect them but did not state that this meant they supported it or rejected it.

There was a relatively high number of people (21 of the respondents) who critiqued this proposal/the consultation – many said that this proposal lacked clarity as to what we wanted to do or stated that they did not feel qualified to comment on this complex issue. Others commented that while the principle was good they remained unconvinced that the saving could be achieved within the timescales given. Others said the level of saving was unrealistic.

### **Alternative suggestions**

Repeated suggestions included:

- Improve the workforce
- Ask Looked After Children for suggestions

- Work more closely with schools
- Invest in this service
- Use volunteers
- Greater partnership working
- Outsource/work with the private sector more

A number of alternatives were suggested, including:

- More housing with support or charity-led children's homes
- Commission more support from special schools
- Improve services for parents
- Cut less
- Make teams outreach more and listen to corporate messages
- More promotion of adoption/fostering
- Cease altogether
- Purchase smaller 2-3 bed units
- Invest more at early stages e.g. health visitors
- Integrated commissioning
- Review payments to foster carers which are too high
- Managers to be more hands-on
- Partnership with Suffolk
- Role for parish councils and local churches
- Intervene later
- Increase council tax
- Provide only the statutory minimum
- Work more closely with police to gain right of entry to homes where children are thought to be at risk
- Simpler systems
- Greater use of in-county provision

### Responses relevant to the Equality Impact Assessment

The EQIA for this proposal identifies a possible disproportionate impact upon Black, Asian and Minority Ethnic (BAME) children– but not necessarily in a negative way. No disproportionate adverse impacts have been identified.

The response from the Black, Asian and Minority Ethnic (BAME) event was that this proposal is likely to disproportionately effect BAME residents (though not necessarily in a negative way) as they are over represented in Looked After Children figures at the moment.

### Other information

Total responses: 267 (some people did not say whether are 'users' or 'non-users' of the service)

The division of views between users and non-users is:

Users: for 4, against 1, other\* 3

Non-users: for 108, against 23, other\* 100

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## **Appendix Aii: Equality Impact Assessment for Proposal 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**

### **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 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.

If implemented this proposal will impact on looked after children, children at risk of going into care and their families, carers and guardians. The proposal will mean some children are prevented from needing to go into care at all and other children will need to spend less time in care as a result of an increased use of fostering, adoption and Special Guardianship Orders.

Black, Asian and Minority Ethnic (BAME) children are over represented in the looked after children cohort, so they could be disproportionately affected by the proposal – but not necessarily in a negative way. No disproportionate adverse impacts have been identified. Despite this, a number of actions have been identified that will ensure protected groups are not adversely affected, including:

- Accurate recording of protected characteristics
- Monitoring the profile of foster carers so where possible these reflect the identity and diverse needs of the child
- Training for staff and foster carers so they can support the needs of protected groups effectively
- Monitoring the profile of Looked After Children to review representation of protected groups according to placement type

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Kevin Peers
<b>Other officers:</b>	Louise Cornell, Susan Saxby, Isabel Horner
<b>Date completed</b>	6 January 2014

## **1. Overview of Proposal**

We look after children who cannot be cared for by their parents, either on a temporary or long-term basis. There are many reasons for children needing to be looked after. Sometimes families are in crisis and a short period of care can enable children to remain part of their family in the long term. Sometimes issues such as parental abuse, neglect or abandonment, mean that children will spend longer in our care. The number of children that we look after has increased steadily over the last six years, from 835 in 2006/07 to 1,077 in 2012/13.

We propose to save money by reducing the number of children in our care to approximately 770 over the next three years. We propose to put in place more services to prevent children and young people coming into care and carry out additional work with families so that more children can remain at home.

The service will need to change its approach, how staff work to achieve different ways of working, working closely with partners to ensure that the work they do with these families' complements and supports the work of our social care staff. This focuses on 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 kind of placements we have for children and young people and having fewer residential placements and more fostering. This will be done in conjunction with the workforce plan, ensuring that the right level of staff are in the right places. This proposal would save £19.989 million: £5.215 million in 2014/15, £7.215 million in 2015/16 and £7.559 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 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.

The following protected groups are likely to be disproportionately affected.

<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>NO</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>NO</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

There are a number of acts and regulations that set out our responsibilities for the children in our care. These are the Children Act 1989, the Children and Young Persons Act 2008, and the Care Planning, Placement and Case Review Regulations 2010. The actions listed below are statutory and will not be affected by this proposal. We must:

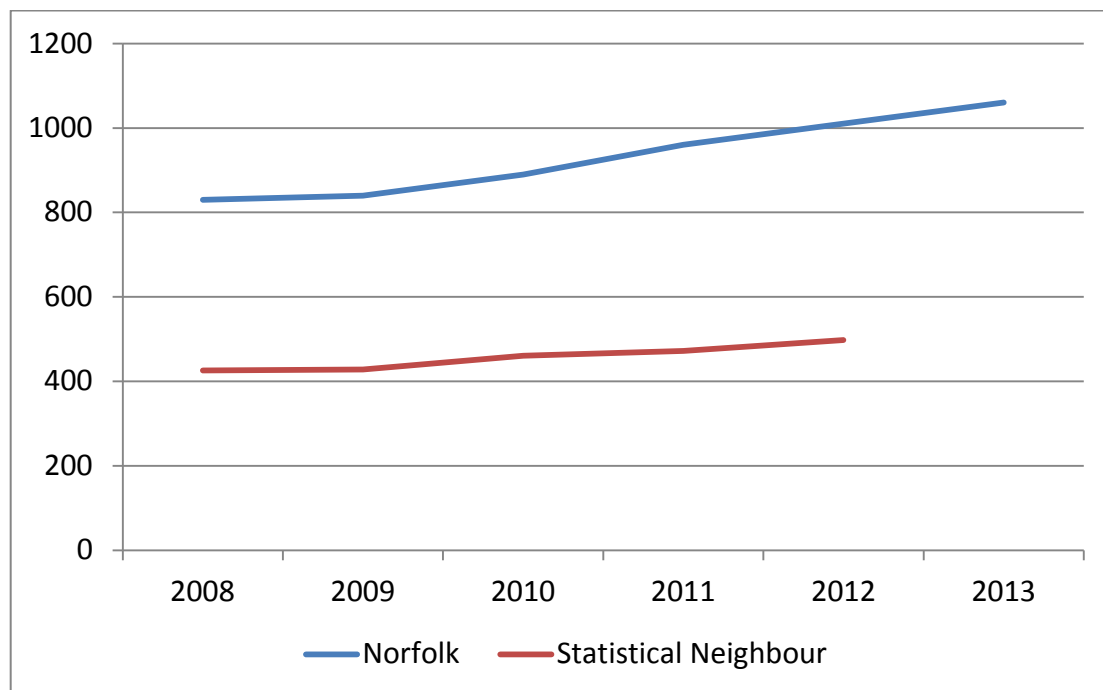
- Receive any child into care when a care order is made and we are named as the designated local authority. We must keep them in our care whilst the order is in force.
- Have a complaints procedure in place for looked after children, children in need, care leavers and others about the discharge of our functions.
- Ensure that we promote the educational achievement of children we are looking after.
- Appoint an officer to advise or assist anyone named by the court in a family assistance order, such as a parent or guardian.
- Ensure that looked after children's cases are reviewed and there is an independent reviewing officer (IRO) for each looked after child.
- Allow a child in our care reasonable contact with their family, even when we refuse contact for welfare reasons.
- Appoint an independent visitor to visit, advise and befriend a looked after child and in any other case in which we think it would be in the child's interests to do so.
- Develop a pathway plan together with each child in our care that identifies their needs and how they relate to their future requirements as they approach adulthood.
- Pay a fixed amount, in the form of a bursary, to former looked after children who are undertaking a course of higher education in order to help them make a successful transition into adulthood.

Figure 1 shows that at the end of March 2013 there were 1,060 looked after children in Norfolk, an increase of 5% since March 2012, and an increase of 28% over the six year period from 2008. The national picture demonstrates that numbers of looked after children are clearly increasing, however Norfolk's picture is significantly higher. The graph shows a continuous almost linear rise in Norfolk since 2009, which is markedly steeper than our statistical neighbours.

Figure 1: Looked after children statistics

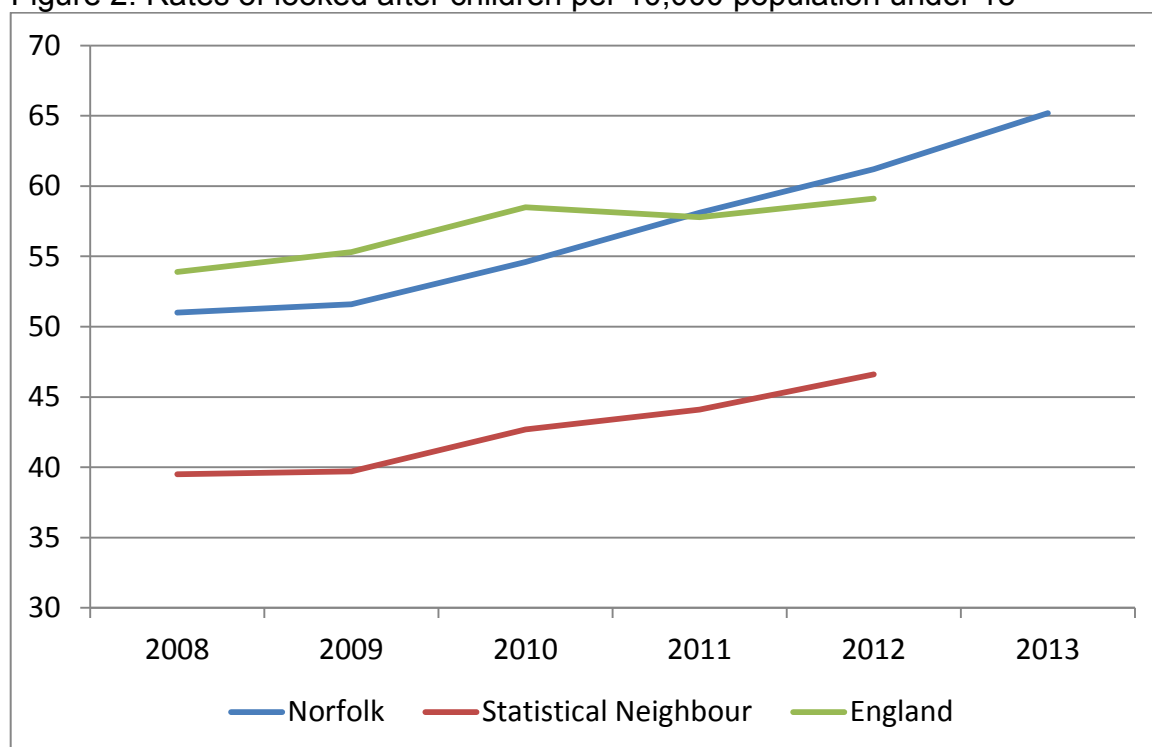
<i>Year</i>	<i>Norfolk</i>	<i>Statistical Neighbour Average</i>	<i>England</i>
2008	830	426	59,380
2009	840	428	60,910
2010	890	461	64,460
2011	960	472	65,520
2012	1,010	498	67,050
2013	1,060		68,110





Another key statistic is the rate of looked after children per 10,000 of the population aged under 18. Figure 2 shows that the rate for Norfolk has increased sharply and is now greater than the England rate and significantly higher than that for our statistical neighbours.

Figure 2: Rates of looked after children per 10,000 population under 18



Analysis of historical data about the children we look after reveals:

- The likelihood of being in care on a given date is highest for those who were aged 0-4 at entry
- 0-4s and especially children under the age of one are likely to spend the least amount of time in care
- 5-9s are most likely to have longer stays in care

- Children aged 10+ are most likely to be entering care because of challenging behaviour or relationship problems though may have suffered year of lower level maltreatment.

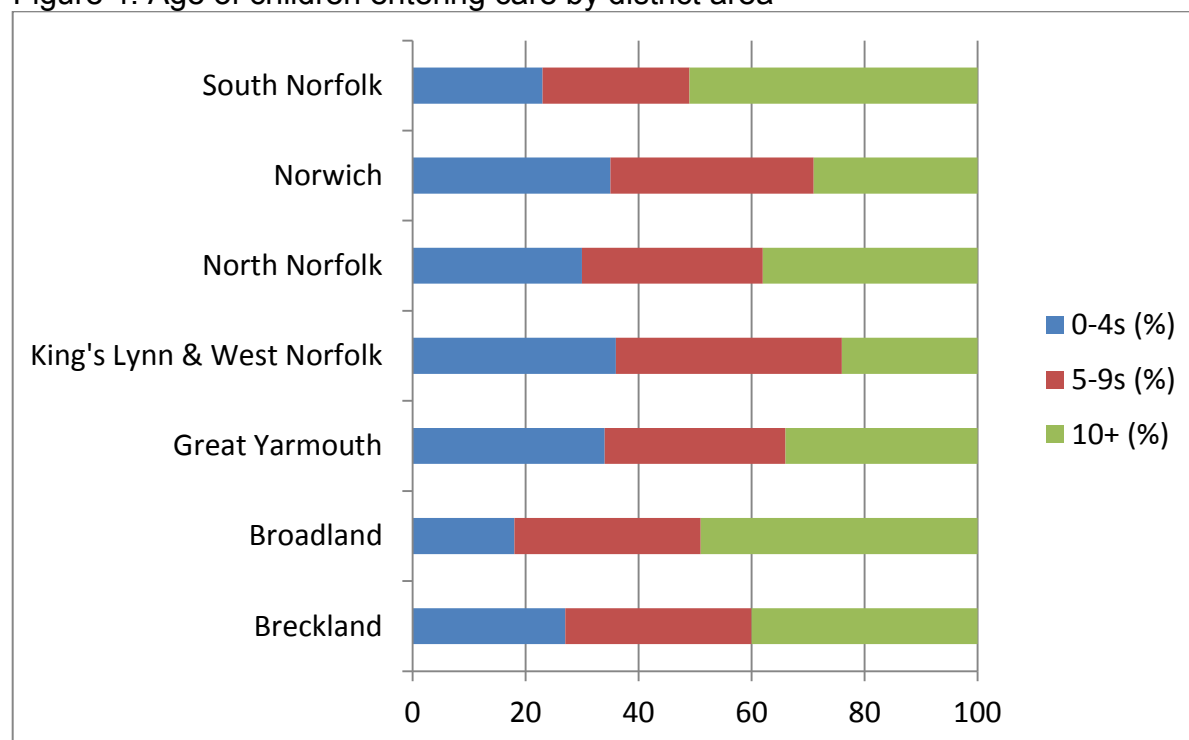
Figure 3 identifies that at the end of March 2013 over half of children we looked after came from the districts of Norwich and Great Yarmouth.

Figure 3: Proportion of looked after children by district (31/3/13)

<i>District</i>	<i>% total looked after children</i>
Breckland	10
Broadland	5
Great Yarmouth	23
King's Lynn & West Norfolk	15
North Norfolk	8
Norwich	30
South Norfolk	9

Figure 4, which provides a breakdown by district of the age at entry, highlights variations across the county. Overall the greatest proportion of children entering care (40%) are aged 10+, but this drops to 24% in King's Lynn & West Norfolk and 29% in Norwich.

Figure 4: Age of children entering care by district area



Of the current population of children (August 2013) who are looked after by us:

- 21% of children are aged 0-5, 20% aged 5-11 and 59% aged 11-18
- 30% have one or more disability
- 86% are recorded as 'White British', 7% are 'White Other' and the remaining 7% are 'Black, Asian or Minority Ethnic'
- 48% of children are female, which reflects a slight increase in the proportion who are female
- 77% are recorded as having no religion or belief, 21% identify as Christian and 2% are non-Christian faith or declined to say<sup>ii</sup>

Children from non-white British backgrounds are slightly over-represented in numbers of LAC. There is no information currently on the number of children looked after by us who may be questioning their sexual orientation or gender, or who already identify as gay, lesbian, bisexual or transgender.

Analysis of child poverty data and LAC rates suggests there may be a correlation between rates of child poverty and looked after children: both are high in Norwich and also in Great Yarmouth. Figure 5 shows that the child poverty rate for Norfolk is 17.8%, which means that an estimated 29,700 Norfolk children live in poverty. The local child poverty measure includes all dependent children under the age of 20. It is important to remember that the overall figure for Norfolk masks particular hotspots in the county where child poverty is a more serious issue.

Figure 5: Child Poverty rates across Norfolk:

<i>Area</i>	<i>Percentage rate</i>	<i>Number of children</i>
Breckland	15.6	4,035
Broadland	9.8	2,410
Great Yarmouth	24.2	5,055
King's Lynn & West Norfolk	18.6	5,440
North Norfolk	16.4	2,795
Norwich	29.1	7,150
South Norfolk	11.4	2,800
Norfolk	17.8	29,700

Figure 5 Child Poverty Rates<sup>iii</sup>

The average (total) cost of looking after a child is £46,307. This means that it costs us approximately £4.6 million to look after 100 children. We propose to put in place more services to prevent children and young people coming into care and carry out additional work with families so that more children can remain at home. The support we provide to each family is tailored to their needs, but examples of the types of services we will use include cognitive behaviour therapy, and psychiatry and therapeutic care. We will also promote adoption and Special Guardianship Orders, which allow a child or young person to live with their extended family.

The extra investment agreed by Cabinet in August 2013 will support the changes we need to put in place. In addition, Children's Services will also be drawing on £2 million 'invest to save' funding in year one, so that the savings are not 'front-loaded' but spread over the three years so that the changes can be made smoothly. We are also proposing to focus on improving our processes so that the cost of looking after each child is reduced. We have already done a lot of work over the past few years to reduce the average cost of each placement. The average cost of looking after a child has reduced from £48,000 in 2011/12 to £46,307 in 2012/13. However, information from the Chartered Institute of Public Finances and Accountancy suggests that our costs remain relatively high when compared with other local authorities.

There are a number of other services that we provide and things that we do which would be affected by a reduction in the number of children who are being looked after by us. Our proposal would save money because we would have fewer children to look after, but these other services may also need less funding as a result. For example, there would be fewer applications to court for care orders and consequently our legal costs would be reduced.

We plan to reduce the cost of looking after children in our care further by reducing the amount of time that children and young people stay in care. We would achieve this by making decisions about their future more quickly while taking into account the child's safety, wellbeing and their views. We would also reduce the cost of looking after the children in our care by placing more of them in accommodation in Norfolk which is much cheaper than if they are looked after out of the county. We would be able to do this if there are fewer children in our care. We would also use fewer agency residential placements and more

fostering placements. If our proposal goes ahead families would receive help earlier to prevent problems getting worse and their children coming into our care. Children and young people that do come into our care would spend less time in care.

We have used national evidence to help us decide what changes need to be made. The ‘Munro Review of Child Protection’ describes the principles of a good child protection system as:

- Early help is better for children: it minimises the period of adverse experiences and improves outcomes for children
- The family is usually the best place for bringing up children and young people, but it can be difficult to balance the right of a child to be with their birth family with their right to protection from abuse and neglect
- Helping children and families involves working with them and therefore the quality of the relationship between the child and family and professionals directly impacts on the effectiveness of help given

A study conducted during a meeting with 150 children and young people, arranged by the Child Rights Director in support of the Munro Review, reported a clear message from children (and their parents) which was that they value continuity in their relationships which fostering and helping the child remain in the family if appropriate supports.<sup>iv</sup> The United Nations Convention on the Rights of the Child (CRC) and the Children Act 1989 endorse the principle that the family is the best place for bringing up children and young people wherever possible.

**4. Potential impact**

This proposal could have a positive impact on children and their families by preventing children and young people from becoming looked after and by reducing the amount of time children spend in care if they do become looked after. Families in Norfolk would receive help earlier to prevent problems from escalating which would reduce the need for children to come into our care, resulting in fewer applications to court for care orders and a reduction in our legal costs.

Our aim to use fewer agency residential placements, more fostering placements, and to promote adoption and Special Guardianship Orders will have a positive impact on children and young people. Fostering can have a positive impact on children as it helps them to grow and reach their potential, while receiving high quality relevant care. The proposed changes are a way of providing a family life for children who cannot live with their own parents or temporary care while parents get help sorting out problems or to help children or young people through a difficult period in their lives.

There is no evidence that rural communities will be disproportionately affected by this proposal.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. At a consultation event held specifically to seek the views of Black, Asian and Minority Ethnic (BAME) residents, it was noted that BAME children are over represented in the looked after children cohort at the moment, so they could be disproportionately affected by the proposal – but not necessarily in a negative way.

**5. Mitigating actions**

Although no disproportionate adverse impacts have been identified, this proposal will affect a vulnerable group of children and therefore the following actions have been identified to ensure that should this proposal be delivered, extra steps are taken to ensure that protected groups are not adversely affected.

Actions	Lead	Date
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1	Ensure accurate recording of protected characteristics and other identities of LAC when planning services, including placements, to take into account their identity	Kevin Peers	Ongoing
2	Monitor the profile of foster carers so that wherever possible these reflect the identity and diverse needs of the child in these placements	Kevin Peers	Ongoing
3	Ensure high quality training for staff in all types of placement (including foster carers) so that they can support the needs of any protected groups effectively	Kevin Peers	Ongoing
4	Continue to monitor the profile of LAC in relation to protected characteristics to review representation of protected groups according to placement type	Kevin Peers	Ongoing

## 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](mailto:PPPService@norfolk.gov.uk)

# Appendix Bi: Consultation responses summary for P22 Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill

## Analysis of responses

### Feedback from consultation events

This proposal was discussed at two consultation events

- Disability consultation event, Norwich
- Staff consultation event, Kings Lynn

Feedback from the staff consultation event emphasised that changes to Special Educational Needs (SEN) statements will increase the need for staff to undertake reassessment to coproduce the Local Offer document and that there would be possible financial penalties for not meeting timeframe.

The response from the disability consultation event was broadly against the proposal although there was concern that there is not enough information provided as to what the changes will be that we are consulting on. There was concern about the potential impacts.

### Organisation, group or petition responses

Fifteen respondents stated that they were responding on behalf of a statutory or voluntary group. These were:

- Taverham Brass Band
- Flagship housing group
- INDIGO Foundation (Norfolk) the Charity
- Taverham Parish Council
- East Norfolk Sixth Form College
- Needham Village Hall
- Motor Neurone Disease Association
- YMCA & Rethink mental health & riversdale
- Norfolk Neurology Network & MS Society
- Retired members' section of the Norfolk County branch of Unison
- Norfolk and Suffolk NHS Foundation Trust
- NHS South Norfolk Clinical Commissioning Group
- Royal National Institute of Blind People
- CAMHS (Child & Adolescent Mental Health Services) Strategic Partnership
- NHS Norwich Clinical Commissioning Group

The responses from groups presented a mixture of views, in many cases not explicitly “for” or “against” the proposal, with many groups asking questions and stating that further consultation will be needed later on when the detail of the Bill is known as well as the local offer. Comments included:

- Needs more discussion with a wide range of people
- Need to develop early intervention more efficiently
- Share support more amongst very small schools
- Better support and training for Special Educational Needs Coordinators (SENCOs)
- Lack of detail in the proposal

- Difficult to know how the proposal will save money
- Work more with specialist charities
- Concern that decisions are being made on the basis of financial savings rather than the needs of children
- Various suggestions and questions for when changes are made to this service in the future
- Questioning the likelihood of the feasibility of the savings

The Motor Neurone Disease Association response stated that the new system is likely to work best for those children with severe/complex special needs but concerned that it will be less effective for those with moderate/mild SEN. The Association favours an early intervention/prevention approach with support shared between small schools and better training for SENCOs.

East Norfolk 6<sup>th</sup> Form is against the proposal and commented on the combined impact of this proposal and Proposal 26 (SEN transport) on children with special educational needs.

The response from the INDIGO Foundation questions if the Council is ready for these changes and if commissioners have the requisite skills. They also question whether this level of savings can be realised on this proposal. They emphasise the need to engage now with the voluntary organisations who feel consultation with them is overdue. They also ask that the Council speak directly to them, not through umbrella organisations. The response from Needham Village Hall emphasises the importance of the Council consulting with a large range of local organisations.

The response from Norwich Clinical Commissioning Group states that “these savings do not appear feasible” due to the extensive joint working that will be required with Health whilst managing a larger cohort of children due to the extension in age requirements.

The response from Child & Adolescent Mental Health Services Strategic Partnership questions if Child & Adolescent Mental Health Services funding has been identified for the reduction and states that a large saving was made last time from this service’s budget and that any further reduction would therefore have a dramatic impact on the service. They also state that in their view the proposed savings are unrealistic as there is little evidence that the predicted reduction in demand will materialise.

#### **Consistent, repeated or notable views from people who agreed with the proposal**

Fifty-two respondents supported Proposal 22. Some respondents replied with short statements of support such as: “Agree this proposal”, “sound”, “support – no impact”, or “correct” without giving a reason for their support.

Twelve of the respondents who were in favour of the proposal stated it would not affect them directly.

Ten supported it with a proviso or caveat, for example: the cost should not be transferred to schools, the new system should be closely monitored, one to one support should still be available, and that children should not be put in expensive care homes.

Ten of the respondents in favour of the proposal also suggested alternatives such as: providing only a statutory service, parents taking more of a role, talking to early years workers, sharing support across small schools and more training for SENCOs.

#### **Consistent, repeated or notable views from people who did not agree with the proposal**

Twenty-four respondents rejected Proposal 22. Some gave short responses such as “disagree”,

“poor”, or “do not cut funding” without saying more about why they disagreed.

Six of the respondents who rejected the proposal suggested alternatives such as: better support to parents to spend personal budgets effectively, more consultation with organisations, outsource the service, change the system for distributing SEN funding, work in partnership with specialist charities more.

Five of the respondents who rejected the proposal did so because of perceived negative consequences and four of the respondents disagreed with cutting services to a vulnerable group of children.

Five of the respondents who rejected the proposal were critical of the consultation process or wording of the proposal.

### **Other comments**

The majority of respondents to Proposal 22 made other comments (137 people).

Forty-seven of these responses stated that they could not comment on the proposal because it was unclear, undeveloped or does not show what we are planning to do. For example: “There isn’t one [proposal] - it just states that the new bill will have an effect but no indication of what that effect will be” and “there doesn’t really seem to be enough substance to your proposals to comment on”.

Twenty-six of the responses that were not clearly for or against the proposal stated that this proposal would not affect them directly but did not say if this meant they were in favour or not of the proposal. For example “no impact on me”.

Sixteen people suggested an alternative idea but did not state clearly if this was because they were against the proposal or supported it.

Eight people said that further consultation should be undertaken once more was known about the Bill and the changes.

There was a relatively high number of people who critiqued this proposal/the consultation. Many suggested that this idea isn’t fully formed enough to be consulting on and there is not enough to comment on especially concerning the potential impacts.

Responses from the voluntary sector emphasised their wish to be involved now about this and to work with us to develop the offer.

### **Alternative suggestions**

Alternative suggestions included:

- Greater use of partnerships
- Invest in support from special schools
- Support parents to spend personal budgets better
- Require mainstream schools to meet the needs of these young people
- Open up provision to the private sector
- Define local offer quickly
- Encourage parents to play more of a role
- Services for SEN and Children With Disabilities to sit in the same team
- Charge for services
- Ask national government for more funding
- Provide only the statutory minimum



- Keep services local
- More training for commissioners
- Review the staff running the service
- Deal with challenging behaviour in separate environments, not in mainstream schools
- Return to the old system for distributing SEN funding in Norfolk
- Signpost families to independent support centres
- Consult with early years workers
- Centralise funding rather than devolving it
- Better support and training for SENCOs
- Use volunteers
- Sponsorship from business for activities and days out

Repeated suggestions:

- Charities to support
- Further consultation with 3<sup>rd</sup> sector

### Responses relevant to the Equality Impact Assessment

The EQIA for this proposal identifies that 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

Seven responses mentioned issues such as the most vulnerable children and families being hit the hardest and that this proposal affects children with special needs the most. One response mentioned the combined impact of this proposal with Proposal 26. Some relevant comments were:

- "I have concerns, in particular, about how dyslexic children will fare under the new proposals. In most cases, an EHC [Education Health and Care] plan will not be appropriate for these children. Where, therefore, will the funds come from for providing them with the support they need?"
- "I work in educational research and some years ago worked on a project that resulted in a publication (by the National Union of Teachers in conjunction with the University of Cambridge) called "the Costs of Inclusion"; Norfolk was one of our case-study authorities. I suggest you get a copy of it to read - inclusion was underfunded and ill-thought out then so goodness only knows what it is like now. You have poor children and high deprivation in many areas - there is a correlation between poverty and SEN and health yet you are proposing to ignore many of these children to save money. Yet again children in poor areas will suffer because they will be expected to support the needs of others in their classes because there is no money for anyone else to support them."

### Other information

Total responses: 213

The division of views between users and non-users (some people did not say whether are 'users' or 'non-users' of the service) is:

Users: for 5, against 4, other\* 8

Non-users: for 44, against 13, other\* 115

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Bii: 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

### 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 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>vi</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

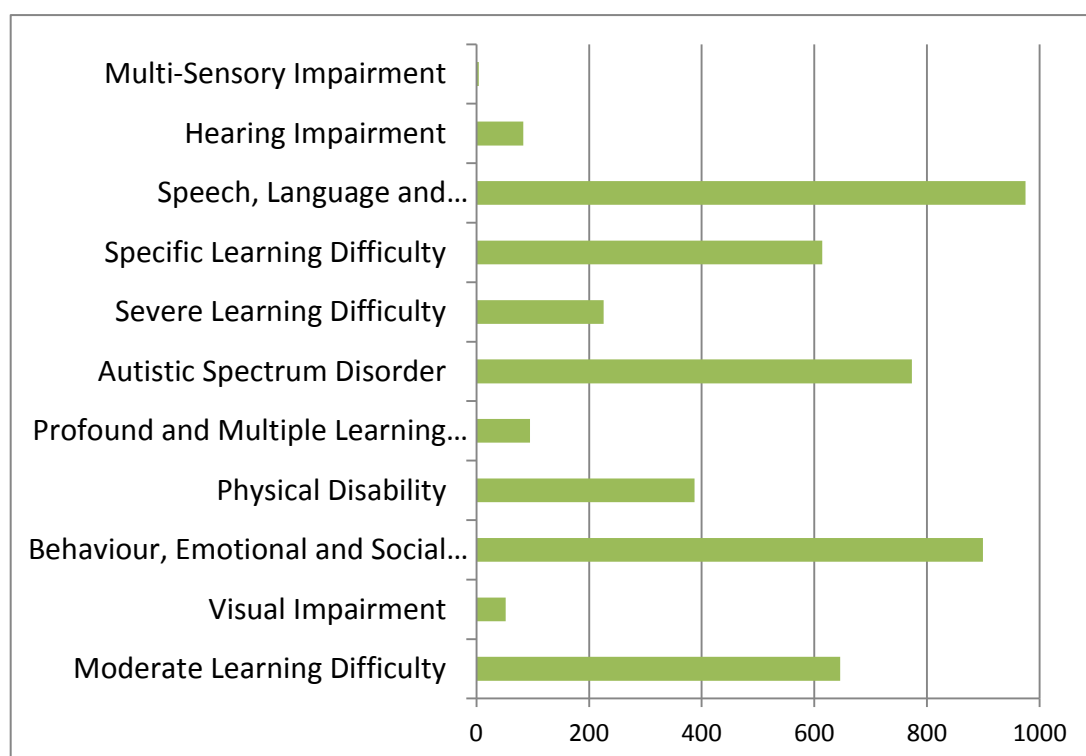


Figure 2 Source: January 2013 SEN2 DFE return and the data was collected as at 17/01/2013

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>vii</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

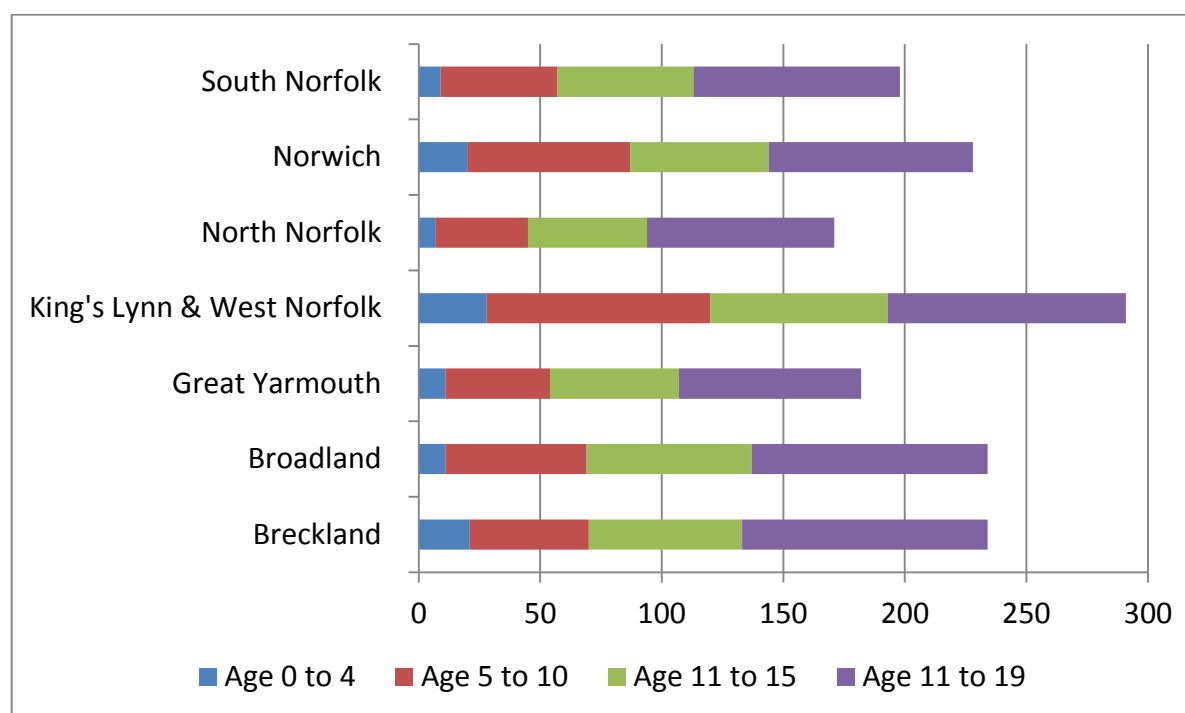
White European	2
White Gypsy/Roma	11
White Irish	15
White Italian	2
White Portuguese	14
White Turkish Cypriot	1
White Turkish/Turkish Cypriot	7
White Western European	3
<b>Total</b>	<b>4754</b>

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>viii</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>

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.

Action/s	Lead	Date
1. Further work to Equality Impact Assess the proposal as it develops will be undertaken to determine the full impact	Michael Rosen	Ongoing
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.	Michael Rosen	As required

## 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](mailto:PPPService@norfolk.gov.uk)



## Appendix Ci: Consultation responses summary for P23 Reduce the funding for restorative approaches

### Analysis of responses

#### Feedback from consultation events

Responses were received from the following consultation events:

- Staff consultation event, Kings Lynn
- Lesbian, Gay, Bisexual and Transgender (LGBT) event, Norwich

The feedback from the staff event was broadly against the proposal, describing it as shortsighted and emphasising the need to “return to original ambitions” and “listen to research”.

The feedback from the LGBT event was that this area could impact on LGBT residents and that we could be more effective in how we work – a suggestion was to train more volunteers in the approach especially in schools to reduce homophobia.

#### Organisation, group or petition responses

Thirteen responses were received which stated that they were on behalf of statutory or voluntary organisations. These were:

- Taverham Brass Band
- Taverham Parish Council
- Needham Village Hall
- Motor Neurone Disease Association
- YMCA & Rethink mental health & riversdale
- Norfolk Neurology Network & MS Society
- County Community Safety Partnership (CCSP)
- Retired members' section of the Norfolk County branch of Unison
- Broadland District Council
- Diss Town Council
- Norfolk Rural Community Council
- Norwich City Council

Three of the group responses were broadly in favour of the proposal. Comments included:

- Important service
- Make it easy for schools to access as they have too many pressures on their budgets to fund training
- Support for the proposal as long as a reduction in funding does not result in a reduction in delivery
- Better partnership working to bring organisations together “to achieve consistency and better manage resources”

There was a mixture of views expressed by many of the groups. Comments included:

- More training and use part time staff more
- Questions as to the current take up of the training and model of delivery
- Utilise the staff already trained in other organisations in Norfolk
- Develop a more effective partnership for Restorative Approaches which would negate the need to charge fees for training
- A desire to understand the data behind the approach and impact on Anti Social Behaviour
- Seeking assurance as to the efficacy of this method
- Concern not to lose knowledge gained
- How might gaps be created for other agencies

The response from the Norfolk Rural Community Council stated that:

“Despite comparative low levels of crime, crime and safety is routinely highlighted as a key issue for rural areas. We see restorative approaches as a critical part of addressing community concerns, reducing perceptions of ASB and enhancing community cohesion. We are keen to see how Norfolk County Council plans to implement these proposals ensuring rural areas are not disproportionately affected. We also see restorative approaches as a key test of an ability to deliver more holistic preventative based approach to delivery, given the cross-cutting impact on communities, policing, criminal justice, physical and mental health service and the economy.”

The response from the Retired members' section of the Norfolk County branch of Unison stated that: “This is a good scheme but needs to be properly resourced to achieve good outcomes. To withdraw services that are currently provided free and then ask schools and voluntary organisations to buy these services back from the council is unrealistic as budgets to schools and voluntary organisations are cut; where are they going to get extra money to do this?”

#### **Consistent, repeated or notable views from people who agreed with the proposal**

One hundred and twelve people supported the proposal.

Of the respondents who supported the proposal, 21 did so with certain caveats or provisos. These were mostly with regard to any charges made for training, such as being flexible with charges, thinking about who could afford to pay for training, not making charges excessive, and only charging academies not maintained schools for training.

Ten people who supported the proposal said it would not directly affect them.

Twenty-five people who supported the proposal wanted us to go further and either cease the service altogether or save more than proposed.

Sixteen people who supported the proposal suggested alternatives such as: charging for the service, working together collaboratively with other councils, utilising school buildings which are empty in the evenings, seeking private sponsorship, or seeking a smaller contribution to training.

#### **Consistent, repeated or notable views from people who did not agree with the proposal**

Thirty people rejected Proposal 23. Some simply said “no” or “there should not be any cuts”. Others disagreed with the proposal because they support restorative approaches and think they should be invested in: “I believe that Restorative Justice is an Excellent Way Forward for our communities. Please ring-fence, and extend the funding for Restorative Approaches.”

Five people thought the suggested action was short-sighted or would result in shifting costs saved by the Council to other agencies and organisations such as the police.

Seven respondents who rejected the proposal suggested alternatives such as: ring fencing the budget, investing more in restorative approaches, working more with charities, a smaller reduction, and using older people as volunteers.

#### **Other comments**

A relatively high number of people (72) gave responses from which it was unclear if they supported or rejected the proposal. In 12 cases this was because they suggested an alternative but did not clearly indicate if they supported or rejected the original proposal.

Eleven people said this would not affect them but did not say if they supported or rejected the idea.

Twelve people criticised the proposal wording as too vague or said they were not familiar enough with the service to comment. Others posed questions as to the efficacy of the service and stated any decision should be based on research and evidence for what works.

Fifteen responses were critical of our approach or the wording of the proposal. Several respondents commented that it was difficult to comment without specialist knowledge of the service or more information about the budget. Others commented that they could not find the information required.

### **Alternative suggestions**

A number of alternatives were suggested including:

- Executive committee to meet less often
- Charitable sector involvement
- Private sector involvement
- Volunteers
- Collaborate with other councils
- Charge an annual subscription

Repeated suggestions:

- Outsource
- Greater use of partnership working and skills in other organisations
- Cease altogether
- Sponsorship
- Utilise technology to provide training more efficiently
- Charge for the service to some, or all, users
- Do not reduce this service

### **Responses relevant to the Equality Impact Assessment**

The EQIA for this proposal identifies a possible adverse disproportionate impact upon children and their families, where reduced support for restorative approaches could lead to increased levels of non-attendance and exclusions and a drop in attainment levels.

Two responses were relevant to the Equality Impact Assessment:

- One response from the Lesbian, Gay, Bisexual and Transgender event reflected that this approach could be used more to reduce homophobia, especially in schools.
- The response from Norfolk Rural Community Council emphasised that despite low levels of crime, it is a key issue of concern in rural areas.

### **Other information**

Total responses: 214

The division of views between users and non-users (some people did not say whether are 'users' or 'non-users' of the service) is:

Users: for 6, against 2, other\* 2

Non-users: for 96, against 24, other\* 60

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Cii: Equality Impact Assessment for Proposal 23: Reduce the funding for restorative approaches

### 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 reduce the funding for restorative approaches. The proposal will mean a reduction in funding for training and the development of restorative approaches in Norfolk, and this is likely to result in organisations being charged for these services instead of receiving them for free. It could mean a lower take up of restorative justice approaches in Norfolk and could lead to poorer outcomes for offenders, victims and communities affected by crime in Norfolk.

As restorative approaches are particularly in used in the school setting, there is likely to be a disproportionate impact on children and their families, where reduced support for restorative approaches could lead to increased levels of non-attendance and exclusions and a drop in attainment levels.

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Kirsten Cooper
<b>Other officers</b>	Bethany Small, Susan Saxby, Louise Cornell
<b>Date completed</b>	6 January 2014

### 1. Overview of proposal

Norfolk County Council works in partnership with other organisations to develop the use of Restorative Approaches in Norfolk. Restorative Approaches is a method for managing conflict when it occurs, based on building and maintaining relationships. It can be used in a wide variety of situations when there is conflict, for example between victims and offenders, in a school, with families or in a whole community setting. The approach focuses on repairing harm done to relationships and people, rather than blaming or punishing people.

We work with others to make sure that we all use restorative approaches in a similar way across Norfolk. We fund the management, support and administration of the full programme of work of the Norfolk Restorative Approaches Strategic Board. This includes funding free training for a wide variety of organisations and access to tools that have been developed.

If the proposal goes ahead we would:

- Reduce our core funding for this work by £160,000 in 2014/15.
- Develop alternative ways of working, including providing the training ourselves, rather than using an external organisation, and charging for the training and access to the tools

## 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 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>ix</sup>.

The following protected groups are likely to be disproportionately affected by this 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>NO</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>NO</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

Restorative Approaches is the umbrella term for a number of different practices that help to build, maintain and repair relationships. A restorative practice is one that deals within an incident or conflict without assigning blame or punishment. This includes restorative justice, which gives victims the chance to tell offenders the real impact of their crime, to get answers to their questions and to receive an apology. It gives the offenders the chance to understand the real impact of what they've done and to do something to repair the harm. Restorative justice holds offenders to account for what they have done, personally and directly, and helps victims to get on with their lives.

Norfolk is the lead authority for restorative approaches in the UK and is nationally and internationally regarded as an area of best practice. As such, we have provided support to 14 other Local Authorities and Constabularies in the last 18 months to help them develop their use of restorative approaches. We have developed two train the trainer packages (one of which is the first of its kind – to enable staff working with children with Special Educational Needs to provide inclusive restorative practices); an e-learning module which is also used by external trainers and authorities as it is the first of its kind; and an online self-assessment tool which is also the first of its kind.

The County Council has been responsible for the governance arrangements for Restorative Approaches with political support since 2009. The Children and Young Peoples Trust oversaw the work and progress was reported to the County Strategic Partnership and the Norfolk Criminal Justice Board.

A five year strategy (2010/15) has been developed by Norfolk Restorative Approaches Strategic Board (NRASB), Norfolk's Restorative Approaches Strategic Group (RASG) and other key stakeholders to provide the direction for the development of restorative approaches in Norfolk over the next five years. The aims of the strategy are:

- To work with partners to develop Norfolk as a restorative County by April 2015
- To provide every child and young person in Norfolk the opportunity to access restorative approaches by April 2015 as a means of resolving conflict and repairing harm
- To develop restorative communities in Norfolk
- To embed restorative practices within organisations and businesses

The key achievements of Restorative Approaches in Norfolk include:

- Development of the hub schools initiative, building local partnerships which share learning and resources, including training at 39 schools involving over 430 staff
- A reduction in school exclusions, improved attendance rates, attainment and a reduction in persistent absentees at these schools
- Training undertaken at Short Stay Schools, leading to audits and development plans being produced
- Community circles initiatives delivered in Brundall and Acle resulting in a reduction in anti-social behaviour, communities feeling more empowered and improved victim satisfaction
- Work with Norfolk Residential Services helped train almost 150 people, which has contributed to a 19% reduction in Police call outs to residential homes in the 12 months following the training. There was also a 20% increase in the number of calls resulting in Police action – which means that when the Police are called, it's for more appropriate reasons
- A reduction in Looked After Children in the Youth Justice System by 52%

The Restorative Justice Council maintains there is good evidence that restorative practice delivers a wide range of benefits for school communities. Recent independent evaluations of restorative practice in schools have shown that:

- Whole-school restorative approaches were given the highest rating of effectiveness at preventing bullying by a report published by the Department for Education, with a survey of schools showing 97% rated restorative approaches as effective
- In Hull, a two-year Restorative Justice pilot led to 73% fewer classroom exclusions, 81% fewer fixed term exclusion days, a reduction in verbal abuse between pupils and verbal abuse towards staff of over 70%<sup>x</sup>

The use of restorative approaches with Looked After Children in Norfolk was highlighted as outstanding in the Ofsted inspection 2013. Detailed reports showing the impact of restorative approaches in Norfolk are available<sup>xi</sup>.

## 4. Potential impact

If this proposal goes ahead it will mean that:

- We will no longer provide the £160,000 funding to support training and development of restorative approaches in Norfolk, though there will continue to be a small team of staff
- We will look to establish a traded service to sell training and development resources to organisations including schools

The strategic development of restorative approaches in Norfolk requires substantial amounts of training to be delivered in a variety of settings. There is a risk that if a charge is introduced for training, fewer organisations including schools, local councils, and voluntary and community groups will participate or have access to the specialist restorative approaches tools that have been developed. It could mean a lower take up of restorative justice approaches by services in Norfolk. Given the evidence in support of restorative approaches, this could lead to poorer outcomes for offenders, victims and communities affected by crime in Norfolk.

As restorative approaches are particularly used in the school setting, there is likely to be a disproportionate impact on children and their families. The hub schools initiative will be affected as some of the £160,000 funding is currently directed to support this. It may lead to schools that are already taking a restorative approach not having the capacity to support other schools, which will reduce the take up of restorative approaches. This could affect children and their families, by increasing the risk of non-attendance and exclusion rates will increase and attainment levels will drop.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. We received two responses that were relevant to this impact assessment. The first was received at an event for people who identify as lesbian, gay, bisexual and transgender, where it was reflected that restorative approaches should be used more to reduce homophobia, especially in schools. In addition the response from the Norfolk Rural Community Council emphasised that despite low levels of crime, it is a key issue of concern in rural areas.

## 5. Mitigating actions

The following actions will be delivered if this proposal goes ahead to mitigate the impacts identified above.

	Action/s	Lead	Date
1	Work with the Restorative Approaches Board to minimise the impact of proposals on the Restorative Approaches Strategy 2013 – 2015	Bethany Small	1 April 2014

## 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

## Appendix Di: Consultation responses summary for P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if these services could be sold to schools

### Analysis of responses

#### Feedback from consultation events

There were seven consultation events at which this proposal was discussed:

- Two staff events, Norwich
- Voluntary sector event, Great Yarmouth
- Two young people takeover days
- Two Children and young people consultation events, Kings Lynn & Great Yarmouth

There were mixed responses to the proposal amongst the participants at each event and so no consensus to report.

#### Organisation, group or petition responses

21 named groups and organisations responded to this proposal – 12 on behalf of voluntary/community organisations and nine on behalf of statutory groups:

- Taverham Brass Band
- Magdalen Gates Preschool
- Taverham Parish Council
- Wymondham Youth Music Society
- East Norfolk Sixth Form College
- Needham Village Hall
- Motor Neurone Disease Association
- Healthwatch Norfolk
- Sheringham and Cromer Choral Society
- Wymondham Music Festival, Wymondham Arts Forum and Wymondham Words
- King's Lynn Festival Ltd.
- YMCA & Rethink mental health & riversdale
- Norfolk Neurology Network & MS Society
- Retired members' section of the Norfolk County branch of Unison
- Broadland District Council
- Norwich & Norfolk Community Arts Ltd.
- Wymondham Youth Music Society
- Norfolk and Suffolk NHS Foundation Trust
- CAMHS (Child & Adolescent Mental Health Services) Strategic Partnership
- NHS Norwich Clinical Commissioning Group
- Norwich City Council

The majority of the group responses only commented on certain aspects of the proposal – for example only referencing one or two of the four services which make up proposal 24.

Ten groups/organisations responded specifically about the Music Service and were opposed to cutting the funding. Four groups/organisations responded specifically about the Healthy Schools service and were opposed to cutting the funding.



### **Responses relating to all four services:**

A relatively small number of responses (163) were about the proposal in its entirety – that is all four services.

Eighty-five respondents supported the entire proposal – supporting reductions in subsidies to all four services. Of those, 12 said it would not affect them and 15 suggested alternatives. Nine respondents said funding should cease altogether and eight said we should charge for the service. Some of those who supported the proposal did so with certain caveats or provisos. These included: continuing to provide for free for maintained schools and charging academies, reduce funding by only 50%, consider how to fulfil statutory duties like wellbeing, and that the services should continue to be available in some form.

Seventy-eight respondents rejected the entire proposal – opposing reductions in subsidies to all four services. Of those, 15 offered alternatives whilst 16 mentioned negative consequences such as: schools not being able to afford to pay for the services, impact on health and wellbeing, loss of valuable services. Eight respondents described the proposal as shortsighted and that cutting these services would lead to other problems and negative effects on society. Thirteen of the respondents who rejected the proposal in its entirety made specific mention of opposing the cut in funding to the music service particularly as well as generally opposing the cuts to funding of all of the services.

### **Responses relating to the Music Service**

A large number of respondents referred only to one or two of the services in the proposal. The majority of responses which only mentioned one service focused on the Music Service and the vast majority of those who commented on the music service were opposed to a cut in the subsidy.

One hundred and ninety-four people commented specifically on the music service and, of these, 179 were opposed to cuts to funding for this service. 15 respondents supported cuts to funding for the music service.

Many of the 179 responses opposing cuts in funding to the Music Service described the academic and personal benefits musical education brings, particularly ensemble and orchestral playing. The benefits most commonly cited by respondents included: supporting GCSE and A levels, confidence, sense of responsibility, teamwork, literacy and numeracy, listening skills, friendships, academic improvement, pleasure for players and audiences, stress relief, and cultural education. Many respondents noted that a possible consequence of reducing the funding for the Music Service would be that music would become the preserve of wealthier families only. Many of the respondents described very positively their own families' experiences of Norfolk's music services and there was praise for the service.

### **Responses relating to Healthy Schools, Schools Wellbeing and Teacher Recruitment services**

There were a relatively small number of people who responded specifically about the Healthy Schools, Schools Wellbeing or Teacher Recruitment services.

Twenty-three people stated that they were opposed to cuts to funding for the Healthy Schools Service whilst 25 people specifically commented that they supported cuts to the funding for this service.

Seventeen people stated that they were opposed to cuts to funding for the Teacher Recruitment

Service whilst 29 people specifically commented that they supported cuts to the funding for this service.

Nineteen people stated that they were opposed to cuts to funding for the School Wellbeing Service whilst 27 people specifically commented that they supported cuts to the funding for this service.

## **Alternative suggestions**

### **Alternatives relating to all services**

Repeated suggestions:

- Academies to pay but not maintained schools
- Charge schools
- Charge for the service but means test so poorer families do not have to pay

Other suggestions:

- Engage with private sector providers
- Use schools more in the evenings to generate income
- Greater peer support between schools
- Continue but at a reduced level of funding
- Volunteers
- Explore generating income from services before cutting
- Charge to clusters rather than individual schools

### **Alternatives relating to the music service:**

- Repeated suggestions:
- Sponsorship (especially of orchestra)
- Means test
- Charge
- Fundraising events e.g. concerts
- Teach larger groups rather than one-to-one
- Invest rather than cut the music service
- Request voluntary contributions

Other suggestions:

- Market to the Adult Social Care sector
- Academies to pay but not maintained schools
- Continue the service in schools
- Community Choirs
- Encourage schools to make arrangements to buy services in clusters
- Explore techniques used in America and Finland
- Approach academy trust to set up a music academy
- Sell Norfolk's music service to other councils who do not have one
- Listen to staff ideas for the service
- Volunteers

### **Alternatives relating to Healthy Schools service**

- Encourage Public Health to commission this service

### **Alternatives relating to Teacher Recruitment service**

- Link to the Council's Human Resources team – promote Norfolk as a place to come for several professions e.g. teaching and social work
- Sustain the service through the funds levied by the Authority from charges for training Newly Qualified Teachers

### **Alternatives relating to School Wellbeing service**

- Co-ordinate what is available in the charitable sector
- Investigate what the NHS already provides

### Responses relevant to the Equality Impact Assessment

The EQIA for this proposal identifies a possible adverse disproportionate impact on children and families on low incomes who are less likely to be able to afford private music lessons as well as disproportionate impacts on children from Black, Asian and Minority Ethnic communities who are over represented in school music lessons.

Two respondents focussed on the impact on children and young people and both mentioned the collective impact of cuts to services for young people:

“Frankly, as parents of three children we are tired of seeing the gradual erosion of services aimed at helping local children and object to any further undermining of these services.” and “this proposal suggests to cut diverse services all aimed to (in)directly support young children in Norfolk”

One respondent made reference to the impact on children who have learning difficulties: “Learning an instrument is very important as it gives children confidence they may not get from academic subjects, it introduces them a cultural education, they mix with others and get to do performances which gives them confidence. Our daughter is dyslexic and it’s important to have non-academic subjects where she can be as good as anyone else as her dyslexia does not affect her ability to play an instrument. She therefore gets a sense of achievement she may never get from other academic work.”

Whilst not in reference to a protected characteristic, several respondents commented on the impact any cut to the music service would have on children from deprived backgrounds whose parents would be unlikely to afford to pay for private lessons: “Pupils from disadvantaged backgrounds have difficulty now accessing the music, with this you will simply leave the joy of music playing to the elite, and the wealthy.”

### Other information

Because of the way this proposal was worded it has been analysed slightly differently to other proposals. The proposal is in fact four quite distinct services and many respondents only responded in relation to one or two services. Others may, for example, have responded stating they supported the reduction in funding for some services but not others.

Eight respondents critiqued the proposal and/or our process – either stating there was a lack of detail or that they were not in a position to offer solutions. Some respondents said more information about the services was required in order to judge if they could feasibly be traded to schools.

Total responses: 404

The division of views between users and non-users (some people did not say whether are ‘users’ or ‘non-users’ of the service) is:

Users: for 5, against 26, other\* 109

Non-users: for 72, against 46, other\* 84

\* ‘Other’ responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## **Appendix Dii: Equality Impact Assessment for P24 Stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if these services could be sold to schools**

### **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 stop our contribution to the Schools Wellbeing Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme and explore if we could sell these services to schools.

If implemented, this proposal will mostly impact upon school staff and children. There are likely to be disproportionate impacts on children from families on low incomes who are less likely to be able to afford private music lessons. There could also be a disproportionate impact on children from Black, Asian and Minority Ethnic communities, who are over represented in school music lessons.

The proposal could lead to:

- An increase in head teacher absence rates, early retirements, grievances and associated tribunals and settlements.
- An increase in staff illness and absence
- Difficulty in recruiting teachers in some parts of the county
- A reduction in the quality of teaching in schools in Norfolk, potentially affecting outcomes for Norfolk's children
- Reduced availability of music education in schools, particularly whole class lessons
- Reduced self-esteem, attainment, speaking, listening and language outcomes for some children.
- Fewer community concerts and musical events
- Declining childhood health and an increase in obesity levels

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Gordon Boyd
<b>Other officers:</b>	Paul Hoey, Susan Saxby, Louise Cornell
<b>Date completed</b>	6 January 2014

## **1. Overview of Proposal**

We currently contribute funding to the Schools Well Being Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme.

We currently provide:

- £137,720 per year to the Schools Wellbeing Service
- £213,890 per year to the Teacher Recruitment Service
- £215,760 per year to the Norfolk Music Service
- £100,000 per year to the Healthy Norfolk Schools Programme (Health Education).

If this proposal goes ahead we would:

- Stop all of the funding that we contribute to these four services
- Explore if we could develop these services so that they could be sold to schools.

If this proposal goes ahead we would save £689,000 in total: £474,000 in 2014/15 and £215,000 in 2015/16. The total includes an efficiency saving of £21,630 that we would make in 2014/15, and the £667,370 that we would save by stopping the funding we contribute to these four services.

## 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 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>xii</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>NO</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

Norfolk County Council currently contributes funding to the Schools Well Being Service, Teacher Recruitment Service, Norfolk Music Service and Healthy Norfolk Schools Programme. We propose to save money by reducing the funding we contribute towards the Healthy Norfolk Schools Programme and removing all funding we contribute towards the other three services. This impact assessment considers each service in turn.

### **Schools Well Being Service**

This encompasses head teacher support and the school staff wellbeing programme, both of which are currently funded through a budget of £137,720. They are free to schools at the point of delivery.

The Norfolk School Staff Wellbeing Programme currently has 356 schools signed up to it and over the last academic year 99 wellbeing surveys and feedback sessions were carried out.

As part of the programme schools must have a trained wellbeing facilitator and in accordance with health and safety requirements around reducing stress related illness in the workplace, must complete a wellbeing survey every two years. The survey is school specific, and fully automated, apart from analysing free text comments. A wellbeing feedback session with the schools senior management team is undertaken following the survey and should result in the development of an action plan. One benefit of this approach is that the survey and feedback session is facilitated by someone external to the school, ensuring an independent approach.

The service also offers follow up visits to schools to address specific wellbeing issues, for example around conflict, communications, work/life balance and time management. Individual advice is also provided via the telephone. The service offers workshops on managing change, stress, working as a team and relaxation techniques, which are all tailored to meet school needs.

The head teacher support programme (separate to the school staff wellbeing programme) provides a confidential service direct to head teachers, who can at times feel very isolated in their role. Support is provided early on as part of the induction process, with all new head teachers (as well as experienced ones) invited to head teacher resilience days.

The service provides head teachers with the opportunity to discuss issues that have arisen at the school that are affecting their own wellbeing, which in turn can impact on the school. Issues can be wide ranging and are often things that the head cannot discuss with other school staff members. The service often signposts people to more specific support services like Norfolk Support Line.

School Governors have overall responsibility for head teacher wellbeing and their work/life balance, and they are often the people who make contact with the head teacher support programme to request support for their head teacher. Forty-two head teachers contacted the service during the autumn term 2013/14, three times the anticipated number based on previous years.

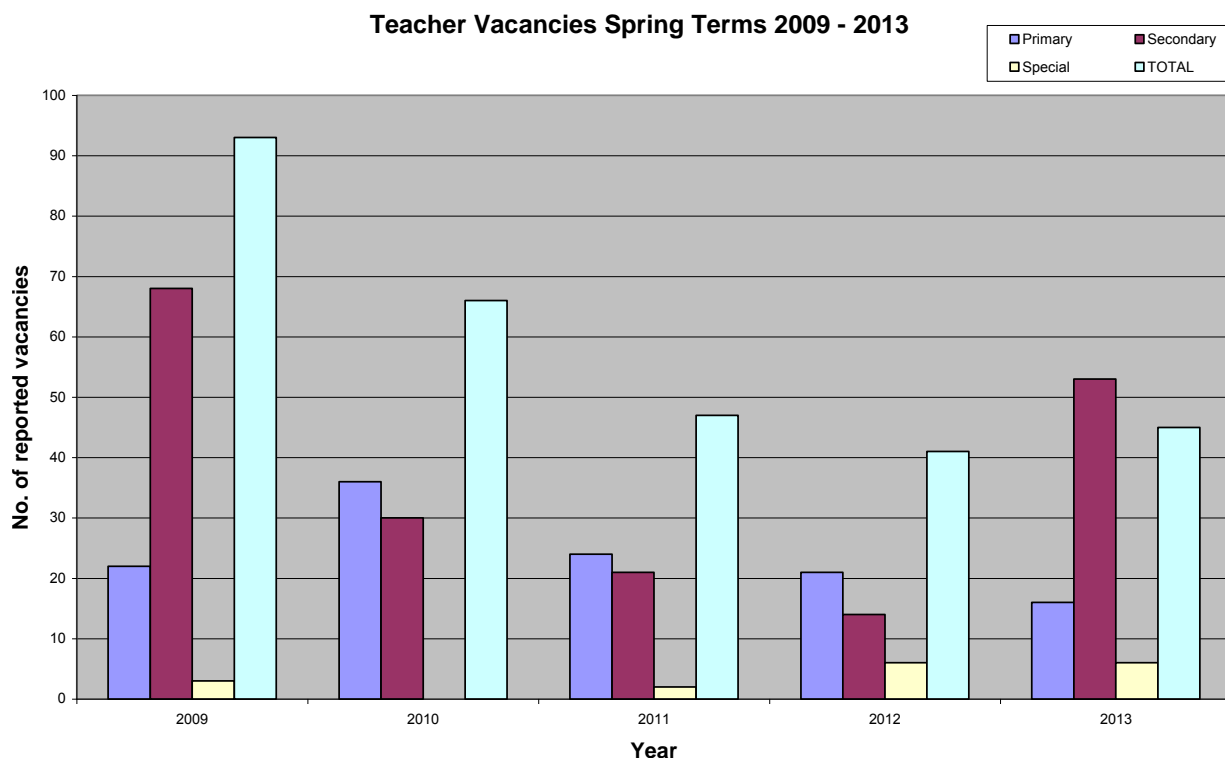
Staff wellbeing is critical to a schools performance overall, and contributes towards their self-evaluation and strategic development. Staff costs account for between 60-80% of a school's annual budget, and managing the work life balance and staff wellbeing is a statutory duty placed upon them.

### **Teacher Recruitment Service**

This service costs £213,890 per year to provide.

Although there is not a teacher shortage in Norfolk when taken as a whole, there are specific schools and areas including the west of the county that struggle to recruit. Figure 1 highlights the trend in teacher vacancies over the last four years – although there has been a declining number of vacancies overall, these have increased slightly over the last year due to a sharp increase in secondary vacancies.

Figure 1



The teacher recruitment service helps to promote teaching and increase the supply of quality applicants to Norfolk by:

- Attendance at recruitment fairs and careers events across the country
- 'Taste of Teacher' courses to attract career changers
- Work collaboratively with Initial Teacher Training, Higher Education Institutions, teaching schools and recruitment agencies to promote the supply and quality of applicants
- Promote teaching in Norfolk nationally
- Collaborate with schools on cohesive recruitment strategies
- Run secondary Newly Qualified Teacher (NQT) recruitment events
- Provide Norfolk schools with access to the NQT register
- Provide email job alerts to NQTs
- Analyse teacher vacancy data

During 2012/13 the service attended 15 recruitment fairs and successfully registered 797 NQTs for primary and 438 for secondary education. Job alerts are sent to all NQTs on the register, and over the course of the year the service sent out 147 alerts for jobs in Norfolk schools. The service helped to support 264 NQTs to successfully complete their first year of teaching.

In addition to this, as the local Appropriate Body for Norfolk schools the Council has a duty to monitor and accredit NQTs during induction. This includes provision of quality assurance; introductory training; the organisation, delivery and promotion of training courses for continuing professional development; promotion of Norfolk's core package for NQTs; and provision of support, advice and guidance for schools and vulnerable NQTs. This programme of support provides a bridge between initial teacher training and a career in teaching.

The NQTs induction service became a traded service in September 2013. Between that time and March 2014 the anticipated earned income from schools registering their NQTs with us is £136,000 – which equates to £235 per NQT per term.

## The Norfolk Music Service

The Norfolk Music Service is currently commissioned by the Arts Council England to manage the Norfolk Music Hub and deliver the national music plan. This is a three year contract, successfully won in 2012. As such it is the key organisation through which Norfolk schools and communities access:

- Curriculum advice and support about music teaching
- Whole class instrumental teaching that often serves as the school’s music curriculum
- Singing, including choirs
- Continuing professional development
- Instrumental teaching
- Instrumental hire service
- Countywide bands and ensembles
- Large scale musical events, greater than those which one school can provide

The Norfolk Music Service is a semi-traded service for the council with a budget of £2.5m in the 2012/13 financial year. It is funded by:

- Norfolk County Council - £0.2m
- Central government (Arts Council) specific grant - £0.96m
- Charges to schools and parents - £1.4m

The central government grant runs to 2015.

The service currently provides individual lessons to 4,220 pupils and teaches 4,753 pupils in whole class lessons in 246 of Norfolk’s schools. Analysis of current music students identifies that of the children taught:

- 58% are female
- As demonstrated by figure 2 the majority of children are aged between 8 and 12
- Around 13% of children are from low income families and are in receipt of free school meals
- 538 children (5%) have special educational needs
- As highlighted in figure 3, although the majority of pupils identify as White British, a significant number identify as having non-white ethnic origin – a higher proportion than the Norfolk average

Figure 2: Ages of music pupils

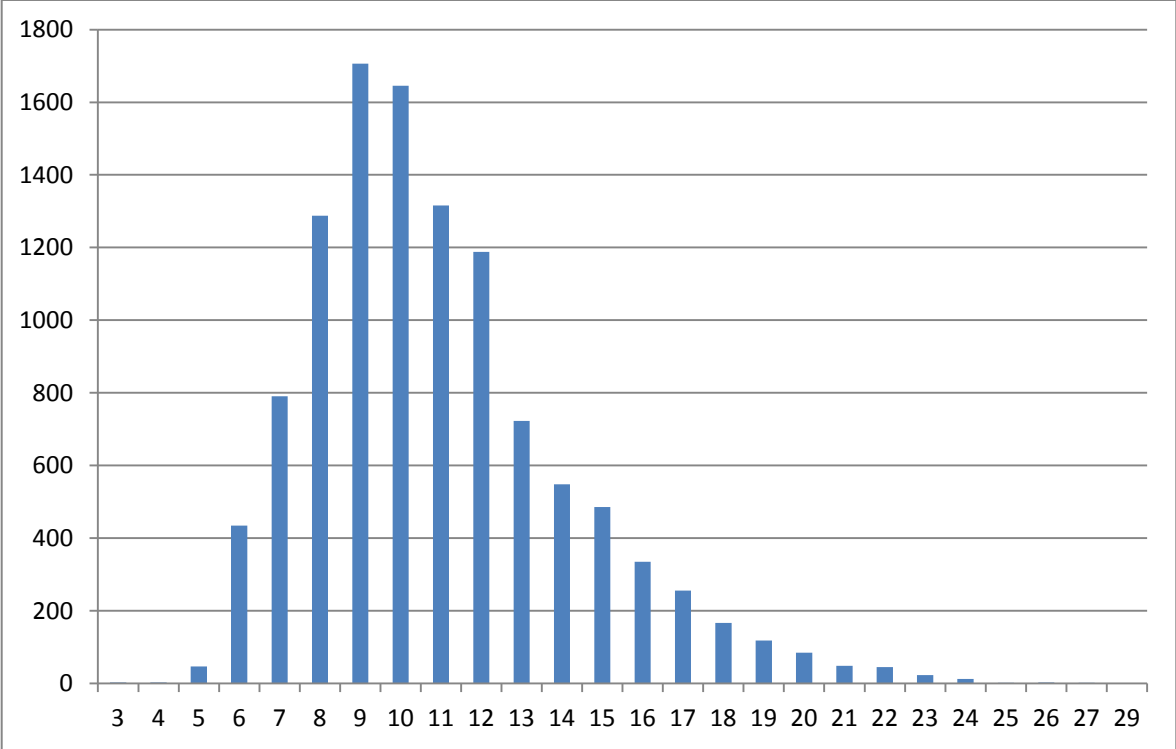




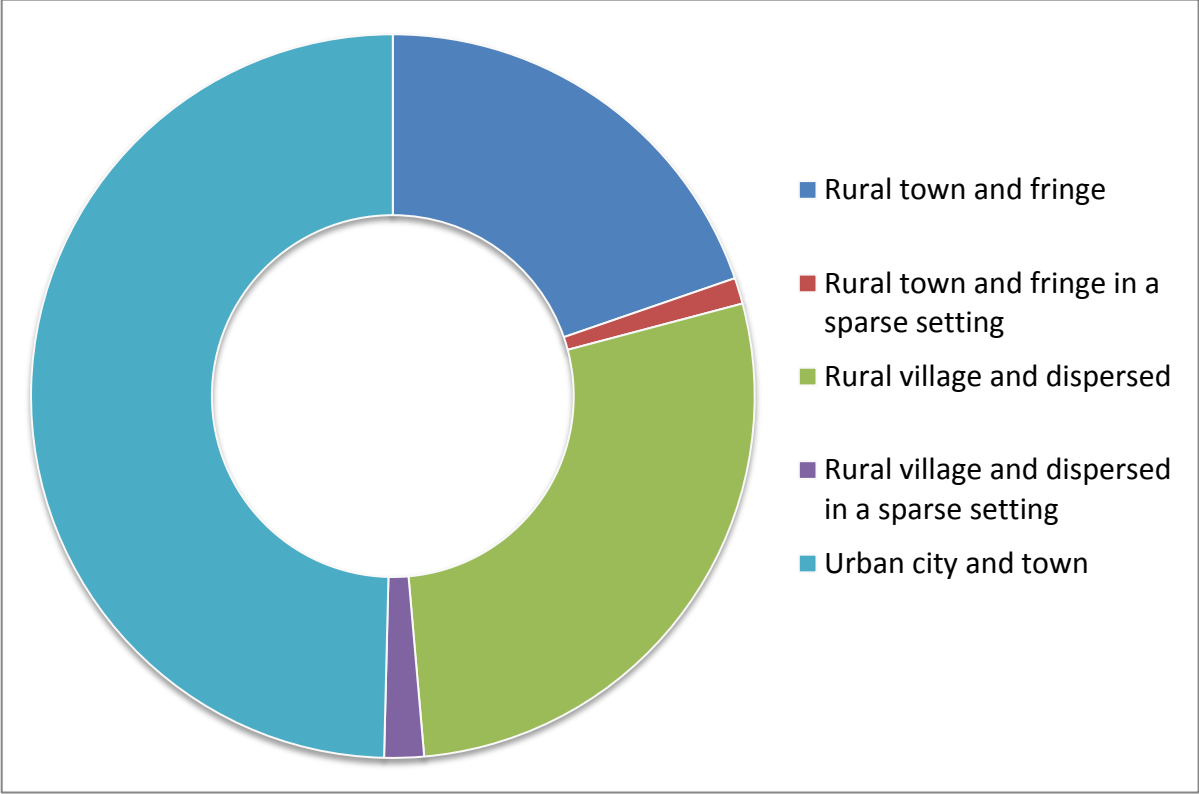
Figure 3: Ethnic background of music pupils

Count of Gender	
Ethnic Group Amended (used DFE classification)	Total
White British	8630
Any other ethnic group	1576
Any other White background	456
Information Not Obtained	416
Any other Mixed background	91
White and Asian	84
Indian	75
White and Black Caribbean	58
White and Black African	48
Any other Asian background	47
African	41
Chinese	35
White Irish	26
Any other Black background	20
Gypsy/Roma	14
Pakistani	9
Caribbean	7
Bangladeshi	6
Grand Total	11,639

DFE Classification of Ethnicity<sup>xiii</sup>

Figure 4 identifies where these pupils live, splitting them into categories according to current Office of National Statistics classifications for urban and rural communities. Analysis shows that there is a 50% split between those which live in rural and urban areas.

Figure 4: Where current music pupils live by rural and urban classification



There is national and international evidence of the value of music in child development and there is currently a push from the Government that every child needs to learn to play a musical instrument. Monitoring in Norfolk schools supports this assertion.

In a Nursery and Infant School the impact (as identified in letter from the head) has been:

- Improved self esteem and behaviours for learning
- Raised attainment for the last 3 years (top 20% in Maths/Writing/Reading Ofsted Dashboard 2012, APS higher in all subjects 2013, APS for SEND children higher than the national average 2012/13) by improved speaking and listening and language comprehension skills through singing

In a primary school in King's Lynn the impact (as identified in a letter from the head) has been:

- Impact on musical skills and understanding, engagement and enjoyment of pupils
- Increased self-confidence and esteem
- Ability of pupils to work in a controlled and focused manner

## **Healthy Schools**

This service costs £200,000 to provide and the proposal looks to reduce the funding available by 50%.

The local Healthy Schools programme is the key local mechanism for engaging with all schools and other universal settings across Norfolk on health-related issues and providing support to:

- Enable them to discharge their responsibility to promote health and wellbeing and to remove barriers to learning
- Document this in a rigorous way to meet Ofsted expectations
- Address local county and national priority issues relating to the physical and emotional health of children and young people – the universal element of the Child Health Programme
- Enable them to base their work on evidence informed approaches in line with good practice

Schools play an important role in supporting the health and wellbeing of children and young people. Research demonstrates that pupils flourish in a positive environment where they are given a voice to influence whole school decisions. This is endorsed by recent education and health white papers which highlight how schools can help children and young people to become happier, healthier and more ready to learn and achieve their full potential.

The local Healthy Schools programme is jointly commissioned at Norfolk County Council by Public Health and Children's Services. The team provides schools with tools to audit their provision to provide evidence for the new Ofsted framework and can provide packages of support for individual schools and clusters. Schools are supported to focus on key service outcomes and gather evidence of impact.

The Healthy Norfolk Schools team offers practical advice support and training to all schools and other universal settings, helping to develop policies and practices that promote improvement in children and young people's health, for example helping to prevent obesity in childhood. This in turn helps pupils achieve their potential, raising levels of achievement, improving standards and life chances.

Since April 2013 schools have had the opportunity to take part in various training sessions including:

- Health conditions training
- Addressing Homophobic Bullying
- Sexting and Pornography
- Teaching Effective Sexual Relations Education at Key Stage 2

- Diabetes training for schools

The training provides staff with an understanding of these issues and the impacts these can have on children and young people in schools.

Since 2003 the team has engaged with 98% of Norfolk schools and currently 77% hold the Healthy Schools accreditation. All schools receive regular information and resources targeted at supporting effective health and well-being interventions. In addition 40 schools are engaging in advanced activities to enable them to demonstrate impact against health targets.

Every year, children in the school Reception Year are weighed and have their height measured as part of the National Child Measurement Programme. Figure 5 shows the prevalence of overweight and obese children from the latest programme. The proportion of overweight children in Norfolk is substantially higher than the national and regional averages, whilst the percentage of obese children is slightly lower than the national average.

The largest proportion of overweight children in Reception Year (age 5 / 6) were in the King's Lynn and West Norfolk area, whilst the largest proportion of obese children were in Norwich. The areas with the lowest rates for overweight and obese children were Breckland and Broadland respectively.

Figure 5: Overweight and obese children in reception year 2008-11

<b>District Area</b>	<b>% Overweight</b>	<b>% Obese</b>
Breckland	12.7	7.3
Broadland	13.5	6.9
Great Yarmouth	14.5	9.7
King's Lynn & West Norfolk	16.8	10.0
North Norfolk	14.2	9.9
Norwich	15.2	11.1
South Norfolk	14.1	8.3
Norfolk	14.5	9.0
East of England	13.2	8.7
England	13.1	9.5

Being overweight in childhood often leads to being overweight in adulthood. This leads to increased risk of cancer, diabetes and other causes of avoidable ill health. Every year, children in Year 6 (aged 10/11) are weighed and have their height measured as part of the National Child Measurement Programme. Figure 6 shows the prevalence of overweight and obese children from the latest programme.

Figure 6: Overweight and obese children in year six 2011/12 data

<b>District Area</b>	<b>% Overweight</b>	<b>% Obese</b>
Breckland	14.8	19.7
Broadland	14.4	16.9
Great Yarmouth	16.4	21.7
King's Lynn & West Norfolk	15.3	20.3
North Norfolk	14.3	20.1
Norwich	15.2	19.6
South Norfolk	14.0	16.7
Norfolk	14.9	19.2
East of England	14.4	17.2
England	14.7	19.2

In the school year 2011/12, the area in Norfolk with the highest proportion of overweight and obese children in Year 6 (aged 10 / 11) was Great Yarmouth, with the lowest rates in South Norfolk.

## **4. Potential impact**

### **Schools Wellbeing Service**

If funding is removed, the school staff wellbeing service will no longer be available free of charge from the County Council to schools in Norfolk. Schools will continue however to have responsibility for staff wellbeing and work life balance. One potential outcome is that schools may look to deliver a wellbeing function themselves, or look to pay someone from outside to fulfil the function. Should they deliver it internally, they would lose the benefit of having independent advice and support.

The proposal will also mean that the head teacher support programme will no longer be available free of charge from the County Council. Should schools not be happy to pay for this service in future it is likely that we will see an increase in head teacher absence rates, early retirements, grievances and associated tribunals and settlements.

Removal of both these services could lead to increased pressure on schools, which could result in an increase in staff illness and absence. These in turn could reflect on the local authority which has responsibility for supporting school improvement.

### **Teacher Recruitment Service**

Should this proposal go ahead there will no longer be a council funded teacher recruitment service that proactively promotes teaching jobs in Norfolk. This could make it more difficult to recruit to teaching jobs, which is already a problem in some parts of the county. It could also lead to a reduction in the quality of applicants.

Longer term this could have an impact on the quality of teaching in schools in Norfolk, potentially affecting outcomes for Norfolk's children.

Alternative providers of this service are emerging, for example teaching schools, which may lessen the impact, however, we do not have enough information on providers at this time and their quality of practice would need to be monitored.

As the Appropriate Body for Norfolk schools, we would continue to have a duty to monitor and accredit newly qualified teachers (NQTs). This element of the service became traded in September 2013, so this will be unaffected by the proposal.

### **Norfolk Music Service**

If delivered, this proposal will result in the withdrawal of council funding from the music service in 2015, which coincides with the ending of the current music hub contract with the Arts Council. It is unclear at this time whether further funding from the Arts Council will be available. Together these funding reductions have the potential to make the current county music service offer to pupils and communities unviable.

This will impact on the availability of music education in schools, making lessons, particularly whole class lessons, more expensive and therefore less common. There is national and international evidence of the value of music to child development, and currently a strong push from the Government that every child needs to learn to play a musical instrument. This is supported by local reporting. The impact of fewer

children being involved in music is potentially reduced self-esteem, attainment, speaking, listening and language outcomes for some children.

There is likely to be a disproportionate impact on children from families on low incomes as they are less likely to be able to afford for their children to take private music lessons outside of the school setting. Our evidence shows that some groups of children – including those from Black, Asian and Minority Ethnic communities are over represented in school music lessons. This proposal therefore could also have a disproportionate impact on these groups, who can already face barriers to educational outcomes.

There will also be a community impact. The county music service currently helps to coordinate concerts and other musical events, and it is likely that some of these activities will no longer take place when the service is reduced.

## **Health Education**

The proposal is to reduce the amount of funding for the Health Education programme in schools by 50%. This means that the programme will need to change and likely reduce from March 2015 as it will not be possible for it to continue in its current form.

As much of the work of the healthy schools initiative is preventative in nature, it is difficult to make a clear analysis of the impact the proposal will have. However, a reduced service could have an impact on health outcomes for children. In particular it could lead to declining health and an increase in childhood obesity levels, which are already high in some parts of Norfolk.

## **What people have told us**

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. A number of respondents picked up on issues relevant to this impact assessment. Two respondents focussed on the impact on children and young people and both mentioned collective impact of cuts to services for young people:

“Frankly, as parents of three children we are tired of seeing the gradual erosion of services aimed at helping local children and object to any further undermining of these services.” and “this proposal suggests to cut diverse services all aimed to (in)directly support young children in Norfolk”

One respondent made reference to the impact on children who have learning difficulties:

“Learning an instrument is very important as it gives children confidence they may not get from academic subjects, it introduces them a cultural education, they mix with others and get to do performances which gives them confidence.. Our daughter is dyslexic and it's important to have non-academic subjects where she can be as good as anyone else as her dyslexia does not affect her ability to play an instrument. She therefore gets a sense of achievement she may never get from other academic work.”

Whilst not in reference to a protected characteristic, several respondents commented on the impact any cut to the music service would have on children from deprived backgrounds whose parents would be unlikely to afford to pay for private lessons:

“Pupils from disadvantaged backgrounds have difficulty now accessing the music, with this you will simply leave the joy of music playing to the elite, and the wealthy.”

## 5. Mitigating actions

The following actions will be delivered if this proposal goes ahead to address the impacts identified through this assessment

Action/s	Lead	Date
1. Utilise residual funding from the joint NHA/Healthy Schools partnership to continue to fund the service in its current form until March 2015, prior to re-commissioning the service for April 2015	<b>Sarah Barnes &amp; Paul Hoey</b>	<b>April 2014</b>
2. Proactively model financial scenarios based on different funding arrangements and work with schools and community music groups to develop and consider the options for music service delivery going forward – pending the Government's decision about Music Hub funding through the Arts Council before March 2015.	<b>Paul Hoey</b>	<b>April 2014 onwards</b>
3. Provide targeted consultancy and support to schools experiencing difficulties in teacher recruitment on a traded basis. This provision will be linked to support for Newly Qualified Teachers which is already provided on a traded basis	<b>Paul Hoey</b>	<b>April 2014</b>
4. Seek interim funding to enable the school staff wellbeing service and the head teacher support programme to continue at least for the duration of the Norfolk to Good and Great initiative and identify a strategy to trade these services in future. If this is not possible the provision will close.	<b>Paul Hoey</b>	<b>April 2014</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](mailto:PPPService@norfolk.gov.uk)

## Appendix Ei: Consultation responses summary for P25 Change support to childminders, nurseries and other childcare providers

### Analysis of responses

#### Feedback from consultation events

This proposal was discussed at three consultation events:

- Three staff consultation events, Norwich and Kings Lynn

The feedback from these events was mixed, representing a variety of views. Comments included:

- broadly in favour of the proposal and offered the suggestion that good and outstanding providers could mentor less good providers in shadowing arrangements
- a consequence might be a loss of advisory work
- a consequence might be that without Council support more voluntary settings would fall into the 'needing improvement' category

#### Organisation, group or petition responses

Eight responses were received from named statutory or voluntary organisations. These were:

- Taverham Brass Band
- Magdalen Gates Preschool
- Taverham Parish Council
- Needham Village Hall
- Motor Neurone Disease Association
- YMCA & Rethink mental health & riversdale
- Norfolk Neurology Network & MS Society
- Retired members' section of the Norfolk County branch of Unison

The group responses represented a mixture of views: two were explicitly in favour of the proposal, four clearly against it and three more mixed. Comments included:

- Likely to result in a decline in "good" providers
- General support for the proposal
- Shortsighted
- Concern that standards may slip
- Suggest offering training to clusters of providers who are encouraged to work together rather than in opposition
- General disagreement with the proposal

Magdalen Gates Preschool's response rejected the proposal citing that investment is needed in early years, particularly more places for vulnerable two year olds and that small settings would struggle to afford training and that this is needed by all: "a small setting like ours would not be able to afford to buy in training externally or presumably at the cost you would be offering it at. We can just afford it now. Compulsory courses like first aid and food hygiene should be subsidised. Other courses such as Communication Friendly spaces, ECaT, Talk About etc are often inspiring and life changing for staff and settings. Our staff would not be able to get inspired by some of these amazing courses if we had to buy them in ourselves. The cost would simply be too high."

#### Consistent, repeated or notable views from people who agreed with the proposal

One hundred and two people supported proposal 25. Many of these said things like: “support”, “sounds logical”, “sound” or “agree” and did not expand their answer with a reason for their support.

Twenty-three respondents who supported the proposal stated that we should save more than proposed or cease supporting this service altogether.

Ten respondents who supported the proposal stated that it would not affect them.

Five respondents who supported the proposal suggested we should charge for the service.

Five respondents who supported the proposal stated that it was a parental responsibility to look after children, not the responsibility of the State.

#### **Consistent, repeated or notable views from people who did not agree with the proposal**

Thirty-seven people rejected proposal 25.

Nine respondents who rejected the proposal suggested alternatives including: investing more in early years, charging parents for support, charge private organisations and academies, reward good providers and close bad providers, make no cuts.

Ten respondents who rejected the proposal were concerned about the consequences of charging good providers for training – in most cases the concern was that providers would not be able to afford to pay for training, so would not access training, leading to a fall in standards.

#### **Other comments**

Forty-four people who responded were not clearly “for” or “against” the proposal. This might be because they stated they had no comment on the proposal or simply responded that it would not impact on them without saying if they supported or rejected it. Others suggested alternatives or comments that did not include a clear indication of their support or rejection of the original proposal.

Six respondents commented that they did not feel qualified to comment or to suggest alternatives.

#### **Alternative suggestions**

Alternative suggestions:

- Sponsorship
- Privatised
- Invest in early years
- Means test
- Provide only a statutory service
- Outsource
- Reward good providers and close bad ones
- Disband early years teams and pass funding directly to providers
- Share with other councils
- Use birth records to email all parents about childcare once their children reach that age
- Termly workshops for providers to come and share good practice and get support from early years teams
- Parental contribution for more expensive settings



- Train one staff member at each provider for free and then ask them to cascade training to others

Repeated alternatives:

- Support parents to have more of a role
- Charge in some form for training
- Cease altogether
- Mentoring/buddy/cluster arrangements between providers

### Responses relevant to the Equality Impact Assessment

The EQIA for this proposal showed that further work is required, should this proposal go ahead, to determine the impacts and engage with the people who will be affected, once the Children and Families Bill has been enacted.

### Other information

Total responses: 183

The division of views between users and non-users (some people did not say whether are 'users' or 'non-users' of the service) is:

Users: for 7, against 11, other\* 6

Non-users: for 89, against 22, other\* 33

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Eii: Equality Impact Assessment for P25 Change support to childminders, nurseries and other childcare providers

### 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 our response to the Government's 'More Affordable Childcare' policy document and the Children and Families Bill that is currently going through Parliament. This new legislation will result in Children's Services making changes to the way it works with early years and childcare providers.

If implemented the service will focus on ensuring families with children aged 2, 3 and 4 years can take up the free early years education they are entitled to. We will continue to provide free support and training to early years and childcare providers that need to improve.

However, providers that are judged by Ofsted to be 'Good or Outstanding' will no longer receive free support and training, as we plan to charge for these. This has the potential to impact on children and their families, as it could lead to a drop in standards, through reduced training provision to early years providers.

Further work is required, should this proposal go ahead, to determine the impacts and engage with the people who will be affected, once the Children and Families Bill has been enacted.

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Sarah Spall
<b>Other officers:</b>	Toni Jeary, Susan Saxby, Louise Cornell
<b>Date completed</b>	07/01/2014

## 1. Overview of Proposal

We currently offer training, support and advice to all childminders, nurseries and other early years and childcare providers in Norfolk to improve the quality of their services. We need to make changes to the way we work with early years and childcare providers in response to the Government's 'More Affordable Childcare' policy document and the Children and Families Bill that is currently going through Parliament. We propose to:

- Do more to ensure that families with 2, 3 and 4 year olds take up the free early years education that they are entitled to.
- Continue to provide free support and training to early years and childcare providers that are in need of improvement.
- Reduce the amount of free training that we provide to 'Good' and 'Outstanding' early years and childcare providers.

- Sell training, support and improvement services to 'Good' and 'Outstanding' early years and childcare providers.

This proposal would save £2.67 million in 2014/15.

## 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 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>xiv</sup>.

The following protected groups are likely to be disproportionately affected:

<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>NO</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>NO</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

All three and four year olds in England are entitled to 15 hours of free early education each week for 38 weeks of the year. Some two year olds are also eligible – those considered vulnerable whose parents receive income related benefits. From September 2014 more two year olds will be eligible for free early education. Children in local authority care are also entitled to a place.

The free early education can be at

- Nursery schools
- Nurseries on school sites
- Nursery classes in schools and academies
- Children's centres
- Day nurseries
- Some playgroups and pre-school

- Childminders
- Sure Start Children's Centres

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 the broad range of knowledge and skills that provide the right foundation for good future progress through school and life.

We currently offer training, support and advice to all local early years childcare providers, voluntary and private groups, schools and other organisations. There are a total of 1,612 early years and childcare providers in Norfolk, made up of:

- 773 childminders
- 123 day nurseries
- 219 preschool playgroups
- 74 nursery classes
- 14 independent school nurseries
- 116 after-school clubs
- 117 breakfast clubs
- 93 holiday playschemes
- 83 home childcarers (Family Services Directory June 2013).

In Norfolk there are currently 259 approved providers of two year old funded childcare and 549 three and four year old funded providers, including nursery classes.

Ofsted inspection judgements show the quality of early years providers in Norfolk is better than that seen nationally, and in line with the quality seen among other areas that are similar to Norfolk. 85% of early years settings in Norfolk and 76% of childminders hold a 'Good' or 'Outstanding' inspection rating in May 2013.

Figure 1 shows that according to the latest population estimates, in 2012 there were almost 19,000 three and four year olds in Norfolk who would have been eligible for 15 hours of free early years education. In addition there were 9,485 children aged two.

Figure 1: Number of children aged 2, 3 and 4 according to the Office of National Statistics mid-2012 estimates

<i>Age</i>	<i>Number</i>
2 years	9485
3 years	9401
4 years	9535
Total	28421

During 2012, 77% of three and four year-olds took up their weekly free allowance of early years provision<sup>xv</sup>. Of all free early education accessed by 3 and 4 year olds in Norfolk, 49% was with private, voluntary and independent providers. This proportion is higher than the England average of 40%.

From September 2013 we have a new legal duty to ensure that the most vulnerable 2 year olds are able to access their free weekly allowance of 15 hours early education. According to data received in November 2013 from the Department for Work and Pensions, during 2013 there will be 10,279 children aged two, of whom 1,894 (18.4%) will be eligible for free early years education because they come from families receiving a combination of benefits. These figures are based on data from the NHS about the number of children registered with a GP. There is a huge variance in numbers across the county with the

highest percentage of eligible two year olds living in the more deprived communities in Great Yarmouth, Norwich and Thetford.

We need to make changes to the way we work with early years and childcare providers in response to the Government's 'More Affordable Childcare' policy document and the Children and Families Bill that is currently going through Parliament. This sets out an intention to reform childcare to ensure the whole system focuses on what matters, providing safe, high-quality care and early education for children – substantially increasing the supply of high quality, affordable and available childcare. The Bill will remove the existing duty placed on us to assess the sufficiency of childcare provision in Norfolk.

In response to this, we will no longer provide free training and support to all providers. Instead we will focus our support on those providers who are in need of improvement. Should 'good' and 'outstanding' early years providers wish to receive our training or support in the future they will need to buy this from us. We will also do more to encourage families with children aged 2, 3 and 4 years can take up the free early years education they are entitled to.

## 4. Potential impact

If this proposal goes ahead will would do more to ensure the most vulnerable children aged two and all three and four year olds are taking up the early years education they are entitled to. This could result in more children attending early years education, which will have a beneficial impact and ensure that children have a broad range of knowledge and skills prior to starting school.

The proposal looks to respond to the Children and Families Bill which is currently going through Parliament and if it is delivered, the providers of early years and childcare in Norfolk will experience a difference in the service we provide:

- Early years and childcare providers that Ofsted rate as in need of improvement would continue to receive free support and training from the service.
- Early years and childcare providers that Ofsted rate as 'Good' or 'Outstanding' would no longer receive free training, and they would have to pay for additional training, support and improvement services. They could choose to buy these services from other organisations.

At present, because the legislation is in the process of changing and has not been enacted, we cannot be exactly sure of the impact these changes will have on young children and their families. However, it will likely lead to us having a much sharper focus on supporting the most vulnerable and requiring early years providers to be more autonomous, taking responsibility for their own training and quality improvement. There is a risk that some providers will receive less training, or a poorer standard of training, if they are no longer receiving it from us for free. Some smaller providers in particular may be unable to afford to buy training from external companies.

This could impact on the quality of childcare provision in Norfolk, leading to fewer good and outstanding providers. Longer term it has potential to result in poorer developmental outcomes for children, with them being less prepared for school and later life.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. No responses were received that are relevant to this impact assessment.

## 5. Mitigating actions

Should this proposal go ahead the following actions will be delivered

Action/s	Lead	Date
1. Further work to Equality Impact Assess the proposal as it develops will be undertaken to determine the full impact	<b>Sarah Spall</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>Sarah Spall</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](mailto:PPPService@norfolk.gov.uk)

## Appendix Fi: Consultation responses summary for P26 Reduce the cost of transport for children with Special Educational Needs

### Analysis of responses

#### Feedback from consultation events

This proposal was discussed at three staff consultation events – two in Norwich and one in King's Lynn.

The views expressed were mixed. At one event the question was posed as to whether the cost of a specialist Special Educational Needs (SEN) teacher to allow for more inclusion weighs favourably against the cost of providing the transport. At one event the staff present supported the proposal. At one event it was suggested that closer partnership working with churches and voluntary organisations be explored.

#### Organisation, group or petition responses

Eleven responses were received from named voluntary/community groups or statutory organisations:

- Taverham Brass Band
- Taverham Parish Council
- East Norfolk Sixth Form College
- Needham Village Hall
- Motor Neurone Disease Association
- YMCA & Rethink Mental Health & Riversdale
- Norfolk Neurology Network & MS Society
- Retired members' section of the Norfolk County branch of Unison
- Norfolk and Suffolk NHS Foundation Trust
- NHS Norwich Clinical Commissioning Group
- Norwich City Council

The responses from groups represented a mixture of views with five responses broadly supporting the proposal, three rejecting it and three giving a mixture of views.

The views expressed by groups and organisations included:

- Support for the proposal because it would not impact on them
- Savings are unlikely to be realised from this proposal as children are already educated in county where possible
- Suggestions that the proposal needs more thought
- Alternatives such as looking into children working at home or using video chat for part of the week
- Support for the principle of children remaining nearer to their home and families with the proviso that the right support can be made available to them
- The proposal to educate nearer home can only be realised once local provision is built and made available so seems premature: “cart before the horse”
- Extending the Compass so children have to travel less far
- The response from Norwich Clinical Commissioning Group cross-referenced proposal 22 (Change services for children and young people with Special Educational Needs and Disabilities in response to the Children and Families Bill) and associated ramifications together with implications for carers
- Acceptable as long as the current standards are at least maintained.
- The response from the Motor Neurone Disease Association was broadly in favour of the proposal if this meant an expansion of special school provision offering more local and integrated support. They support the provision of more special support units in mainstream schools for children with milder Special Educational Needs. However the response states that many children will still need to travel to very specialist schools out of the county. The response also suggests that as an alternative the special schools are given a transport budget and families purchase transport from this using their personal budgets.

#### **Consistent, repeated or notable views from people who agreed with the proposal**

One hundred and ten people supported the proposal. Many of these respondents agreed with the proposal generally making statements like “support”, “fine”, “sounds logical” and “agreed”. Some supported it with reluctance commenting “regrettable but probably necessary” or describing the proposal as a cut they find “least unacceptable”.

Eleven of the respondents who supported the proposal said it would not personally affect them. Eight of the respondents who supported the proposal said it was a parental responsibility to transport children to school, not a state one.

Twelve of the respondents who supported the proposal suggested alternatives or ideas such as motability users providing their own transport, ensuring vehicles are full to maximise benefits, means testing for support, use of volunteer drivers and seeking sponsorship from local transport companies.

Nineteen of the respondents who supported the proposal only did so with certain caveats: for example, that each case is looked at individually, that changes are only made with parents’ consent, and that transport is still provided.

#### **Consistent, repeated or notable views from people who did not agree with the proposal**

Twenty-eight people who responded rejected the proposal. Some respondents disagreed without giving a reason while others emphasised that services to vulnerable children should be protected and not cut: “Yet again you cut the people who cannot defend themselves. This should not be cut.” Others questioned the likelihood of achieving the proposed savings: “I very much doubt you will save any money on this suggestion. I applaud putting in more places for children with complex needs but it is highly unlikely that the most complex children will travel less far.”



Four of the respondents who rejected the proposal felt it was unfair to target a cut or change to a service for very vulnerable children and their families.

Four of the respondents who rejected the proposal said that the suggested savings were unlikely to be realised and it could in fact be more expensive in the long term.

Seven of the respondents who rejected the proposal suggested alternatives such as: only using taxis if they are full to capacity, investigating shared transport options, renegotiating with providers to lower the costs, make savings elsewhere, and investigate European grants.

#### **Other comments**

Fifty-seven people who responded were neither strongly for or against the proposal or had mixed views. This was usually because they suggested alternatives but did not say if they supported or rejected the proposal. Others stated that the proposal would not affect them personally but did not indicate if they supported the idea. In some cases the respondent asked further questions or posed comments that were not decisive.

Eight respondents were critical of the consultation process or the wording of the proposal. For example, saying the proposal lacked clarity, questioning its compatibility with other proposed changes (Proposal 21), questioning the likelihood of achieving the stated level of savings, questioning the feasibility of the timescale for savings, lack of detail and comments of not being qualified to comment.

#### **Alternative suggestions**

Repeated suggestions:

- means test the contribution to Special Educational Needs (SEN) transport
- charge for SEN transport
- reassess children
- don't use taxis for small numbers of children
- Norfolk County Council to cease provision - parents to provide
- charge parents if the family is in receipt of Disabled Living Allowance/mobility allowances
- apply only for new children not those already in the system

Other suggestions:

- encourage maintained schools to take more SEN children
- seek a contribution from the transport providers, some of whom make a lot of money from these contracts
- increase residential provision
- parents to opt out of a local arrangement rather than opt in
- get local firms to provide free transport in return for advertising
- partnerships with charities
- more transport options which can be accessed through personal budgets

#### **Responses relevant to the Equality Impact Assessment**

The EQIA for this proposal showed that the proposal would have a disproportionate impact (though not necessarily a negative one) on some children and young people with disabilities or a statement of Special Educational Need, who would not need to travel so far to reach their school. It is possible that some parents may not be happy with moving their child if they are part way through their schooling at a particular establishment.

Seven respondents made comments relevant to the Equality Impact Assessment.

Two related to disability – these described the proposed changes as “an attack on children with special needs and families” and affecting “the most vulnerable children of all”.

Four related to rurality – these referred to the particular challenges in Norfolk due to the rural nature of the County with one respondent commenting that “Norfolk is a rural county and therefore having enough provision everywhere is always going to be an issue”

One respondent described the proposal as: “short sighted, discriminatory and potentially open to legal challenge“

#### **Other information**

Total responses: 209

The division of views between users and non-users (some people did not say whether are ‘users’ or ‘non-users’ of the service) is:

Users: for 1, against 2, other\* 2

Non-users: for 102, against 31, other\* 49

\* ‘Other’ responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Fii: Equality Impact Assessment for P26 Reduce the cost of transport for children with Special Educational Needs

### 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 create more places for children with complex needs at schools in Norfolk.

If implemented the proposal would have a disproportionate impact (though not necessarily a negative one) on some children and young people with disabilities or a statement of Special Educational Need, who would not need to travel so far to reach their school. It is possible that some parents may not be happy with moving their child if they are part way through their schooling at a particular establishment. We would write to parents and carers when new places become available and ask them if they would like to move their child. We would not force them to do so.

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Amanda Mawbey
<b>Other officers:</b>	Gordon Boyd, Richard Snowden, Isabel Horner, Susan Saxby, Louise Cornell
<b>Date completed</b>	7 January 2014

## 1. Overview of Proposal

We currently provide free transport to approximately 1,000 children and young people to attend Local Authority maintained complex needs schools or special schools and around 350 who attend non-maintained or independent schools. The significant majority of these children and young people have a statement of Special Educational Needs. Many of the children and young people we provide free transport to travel a considerable distance to get to their school. This is because only certain schools are able to provide the support that some of these pupils need. Some complex needs are rare and consequently it is not always financially viable to have specialist support in all parts of the county.

This proposal involves using capital funding to create more places in Norfolk for pupils with complex needs. This investment would mean that children and young people do not have to travel so far to get to school because there would be a school that could offer them appropriate support nearer to them.

If this proposal goes ahead, we will write to parents and carers of pupils who receive free transport when the new places become available to ask them if they would like to move their child to an appropriate school that is nearer to them. We anticipate this change would save £1 million in transport costs 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 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>xvi</sup>.

The following protected groups are likely to be disproportionately affected:

<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>NO</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

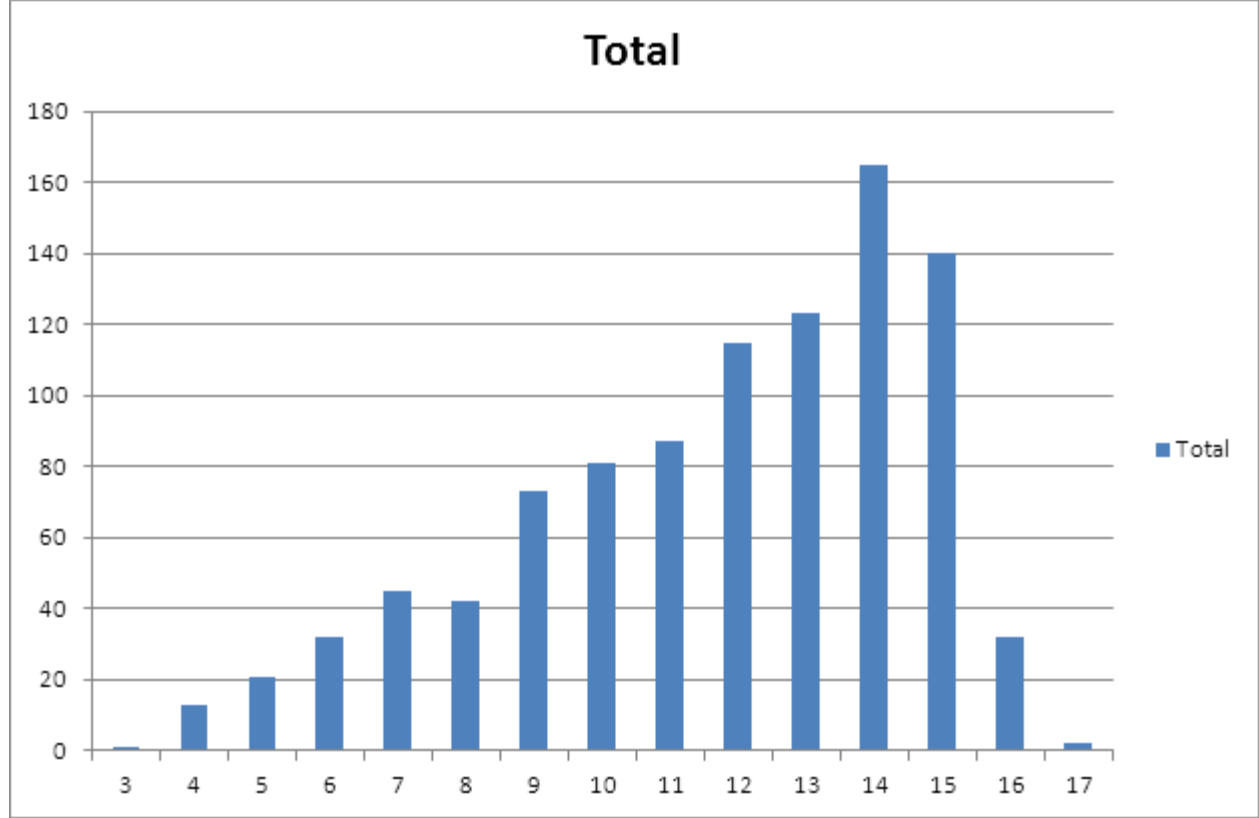
The Department for Education and Skills published the Special Educational Needs Code of Practice in 2001. The Code sets out our statutory duty to provide transport for disabled children and young people to attend their nearest appropriate school.

We currently provide free transport to 972 children who have a disability or statement of Special Educational Needs (SEN) so that they can attend an independent or local authority special school. These children are unable to use mainstream transport and require specialist travel arrangements. Most of these children have a statement of SEN.

Eighty-five percent of children we provide transport to attend a local authority special school in Norfolk. Fifteen percent attend an independent school and some of these are located outside of the county. Children may be required to travel a considerable distance to get to their school, either because their nearest school does not have any free places, or because their needs are very complex and only certain schools can provide the support they require. The needs of some children can be rare and consequently it is not financially viable to have specialist support in all areas of the county.

Figure 1 shows that the majority of children (65%) who we transport are between the ages of 11 and 15 years old, so are of secondary school age. Some children are not statemented until they reach this age and most local authority special schools are of secondary level.

Figure 1: Age profile of children with a disability of Statement of SEN who we transport to school



AGE	Total
3	1
4	13
5	21
6	32
7	45
8	42
9	73
10	81
11	87
12	115
13	123
14	165
15	140
16	32
17	2

We have a duty to identify the name of a maintained school that parents have expressed a preference for in a child’s statement of Special Educational Needs. Parents who do not get the placement of their choice have a right of appeal to the First Tier Tribunal. It is anticipated that the new Children and Families Bill will further strengthen the rights of parents and carers to choose the school their child attends.

This proposal involves seeking capital funding to create more places at schools in Norfolk for pupils with complex needs.

## 4. Potential impact

If this proposal goes ahead it will mean that there are more places at schools in the county that meet the requirements of children with special or complex needs. This will have knock on implications for transport services and the distance that some children would need to travel to get to school. These children are unable to use mainstream transport and require specialist travel arrangements, which can be expensive, so this would save us money - £1 million in 2016/17.

The proposal could be beneficial for some children and young people with disabilities or a statement of Special Educational Need, who would not need to travel so far to reach their school. It is possible that some parents may not be happy with moving their child if they are part way through their schooling at a particular establishment. We would write to parents and carers when new places become available and ask them if they would like to move their child. We would not force them to do so.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. Seven respondents made comments relevant to the Equality Impact Assessment. Two related to disability – these described the proposed changes as “an attack on children with special needs and families” and affecting “the most vulnerable children of all”. Four related to rurality – these referred to the particular challenges in Norfolk due to the rural nature of the County with one respondent commenting that “Norfolk is a rural county and therefore having enough provision everywhere is always going to be an issue”. One respondent described the proposal as: “short sighted, discriminatory and potentially open to legal challenge”

## 5. Mitigating actions

The following action will be delivered if this proposal goes ahead.

Action/s	Lead	Date
1 We would write to parents and carers of pupils who receive free transport when the new places become available to ask them if they would like to move their child to a school that is nearer to them and is able to offer their child the support they need.	Niki Park	April 2014 onwards

## 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](mailto:PPPService@norfolk.gov.uk)

## Appendix Gi: Consultation responses summary for P27 Reduce the transport subsidy provided to students aged 16-19

### Analysis of responses

#### Feedback from consultation events

This proposal was discussed at 12 consultation events:

- Three staff consultation events, Kings Lynn and Norwich
- Two Older People's Partnership/Forum events, Broadland and North Norfolk
- Norfolk Association of Local Councils event, Swaffham
- Two young people takeover events
- Norwich Black, Asian and Minority Ethnic community event
- Disability event, Neatishead
- Two children and young people events, Kings Lynn and Great Yarmouth

The main points from these meetings were:

- Many older people are concerned about how proposed savings like this one will affect their children and grandchildren. Lots of older people currently subsidise grandchildren with these expenses
- As a rural county schools transport is a big issue as travel can be challenging
- One possible consequence of the proposal could be that some children will not access further education
- A change in government policy now means it will be compulsory to remain in education until the age of 18 and that to increase the charge for transport for this age group is unfair
- Some parents would be unable to afford this price increase and this could lead to arguments in families about finance and create tensions at home
- Concerns that the proposal has not been rural proofed
- Highlighting the case of children in special schools who have to travel long distances as there is no local provision (a cross reference to Proposal 26: Reduce the cost of transport for children with Special Educational Needs)
- Comments that this is not a choice for families of children with Special Educational Needs whereas for children in mainstream education it is a choice to attend a local school or to choose to travel further afield
- The current cost is already high
- The proposed increase is too high
- Education should be free for all
- Many families could not afford the increase and do not have alternative transport so young people would not be able to attend Further Education
- This could lead to a reduction in choice for young people who would choose colleges based on distance travelled rather than the right course

#### Organisation, group or petition responses

Forty-three groups/organisations and businesses responded to this proposal – 16 on behalf of voluntary/community groups, 25 on behalf of statutory organisations and 2 on behalf of a business:

- Taverham Brass Band
- Kickstart Norfolk
- Taverham Parish Council
- 2 x East Norfolk Sixth Form College
- Needham Village Hall
- Leziate Parish Council
- Easton & Otley College

- Motor Neurone Disease Association<sup>0</sup>
- Great Yarmouth Youth Advisory Board
- Admissions Officer at a college
- Course leader at a college<sup>0</sup>
- Tasburgh Parish Council
- Blakeney Parish Council
- College of West Anglia<sup>0</sup>
- YMCA & Rethink Mental Health & Riversdale
- Norfolk Neurology Network & MS Society
- County Community Safety Partnership (CCSP)
- Retired members' section of the Norfolk County branch of Unison
- Stalham Town Council
- Carers Council for Norwich
- Woodton Parish Council
- Norfolk Community Law Service and Norfolk Community Advice Network
- Beeston with Bittering Parish Council
- Tharston and Hapton Parish Council
- Beetley Parish Council
- Broadland District Council
- Member of Parliament for Great Yarmouth
- NFU (National Farmers' Union)
- Royal National Institute of Blind People<sup>0</sup>
- Diss Town Council<sup>0</sup>
- Norfolk Rural Community Council
- Paston Sixth Form College<sup>0</sup>
- Norwich City Council
- Great Yarmouth College

An open letter was sent to the Eastern Daily Press signed by all Norfolk MPs: Elizabeth Truss, Chloe Smith, George Freeman, Richard Bacon, Brandon Lewis, Henry Bellingham, Keith Simpson, Norman Lamb and Simon Wright. Brandon Lewis, MP for Great Yarmouth also submitted a response to the consultation specifically about this proposal which emphasised his opposition and focussed on concerns about safety for students who he states will be forced to walk alongside and cross a busy road.

Two petitions were received in opposition to this proposal: one with 1,328 signatures (organised by East Norfolk 6<sup>th</sup> Form College & East Norfolk Sixth Form College Student Association) and one with 251 signatures (part of the Last Stop campaign, organised by Norwich City College Students' Union).



Of the 43 responses from groups, organisations and businesses, 38 were opposed to the proposed reduction to the subsidy. The main points made by these groups were:

- A freeze in the subsidy payable by low income families is needed as any rise in the cost could be unaffordable
- That all individual cases are reassessed to determine the most safe and cost effective travel alternative for each child
- General disagreement with the proposal
- Two responses were received from East Norfolk 6<sup>th</sup> Form College against the proposal. They described that 541 16-19 year olds at their college receive the subsidy totalling £253,188.00. They explain that the College was set up in 1982 by the Council to be the 6<sup>th</sup> form provision for eight schools in East Norfolk covering a largely rural area. They emphasise that the College offers specialist courses not available elsewhere. The alternatives suggested are a smaller cut (5% of current subsidy) and that cuts are made elsewhere in adult services or other transport budgets. They emphasise that many young people are already in hardship and education is their way out. Their response indicated that they believe the impact will be greater on East Norfolk than other colleges in the County although all will be affected.
- Comments highlighting travel problems in rural areas and impacts on families living in these parts of the County
- Suggestions this is taken back to the Department for Education for more discussion
- Focus on hardship for families
- Suggestion that a smaller charge be made and only for those not attending their closest 6<sup>th</sup> form
- Possible consequences including young people being forced to drop out of further education, a rise in young people Not in Employment Education or Training, and a negative impact on the future skills of the county.
- The response from the Great Yarmouth Youth Advisory Board was against the proposal stating that the cost would mean young people could not afford to attend college. They emphasised that the East of Norfolk is a special case as no school in the area has a 6<sup>th</sup> form so students must travel to the college. They emphasised the impact on those living in rural areas and ask if an impact assessment has been undertaken.
- The response from Norfolk MPs was against the proposal and suggests as an alternative that the Council make savings elsewhere, in particular back-office efficiency savings as well as improved partnership working with other public and voluntary sector organisations.
- Two responses were received from Great Yarmouth College – one from the Admissions Tutor and one from a Course Leader. Both responses were against the proposal and highlighted the cost to families which could mean fewer young people attending college as well as increasing car use and undermining efforts in the county to encourage participation in post-16 education and improve skills for the future.
- The response from Easton and Otley College was against the proposal and highlighted the rural nature of Norfolk and the need to support young people to pursue education to raise skills in the county. They state that the impacts of the cuts could have multiple negative impacts on small businesses and young people and emphasise the importance of retaining skills, minimising young people Not in Employment Education or Training and encouraging future growth.
- The response from the College of West Anglia described how their rural catchment area means that transport is always a potential barrier to accessing education. They described the proposal as shortsighted and unfair and that it would likely lead to a reduction in 16-19 year olds remaining in education. They already support a number of students through a bursary fund to cope with the cost of a Council bus pass however this fund is limited and unlikely to be sufficient to support the additional number of students likely to need help if the proposal goes ahead. They described the group of families most likely to be hardest hit by

the proposed change as those where both parents work on low incomes but with a combined salary above £25,000 who would not qualify for support. They expect a consequence of the proposal to be a reduction in students applying for a bus pass which will, in turn, affect the viability of rural bus routes.

- The response from the National Farmers' Union expressed concern about students being able to access specialist provision at Easton and Otley colleges, emphasising that agricultural training is a key element of Norfolk's economic development and future.
- The response from Norfolk Rural Community Council emphasised the impact on rural areas, potential consequences on educational attainment and progression and impact on low income families. They stated that this proposal conflicts with the Council's priorities for education.
- The response from Paston 6<sup>th</sup> Form College focussed on a number of consequences stating that the proposal would: undermine participation, destabilise the post-16 provider network, impact on services beyond education, jeopardise the principles of the college of choice and high achievement, increase drop out rates and youth unemployment, increase car usage. They described the proposal as damaging, shortsighted and unfair and stated that they feel it may be open to legal challenge.
- The response from Great Yarmouth College described the proposal as making only short term savings but having long term negative consequences such as discouraging young people from continuing their education and putting financial strain onto families. They also emphasised their rural catchment and the fact that many students travel long distances to attend the college.

Two group responses were in support of the proposal and three were not clearly in favour or against the proposal but commented on it nonetheless.

#### **Consistent, repeated or notable views from people who agreed with the proposal**

Eighty-eight people supported the proposal

Fifteen people supported the proposal but with certain caveats – for example that the subsidy should be reduced but by less than proposed, that the contribution made by lower income families should be less, or that means testing should be used. Means testing was mentioned by six people. Ten people stated that the proposal would not affect them personally.

Thirteen people stated that getting children to school should be the responsibility of parents. Fifteen of the respondents who supported the proposal stated that we should either reduce the subsidy by more than proposed or cease the subsidy altogether.

Sixteen of the respondents who supported the proposal suggested alternatives.

#### **Consistent, repeated or notable views from people who did not agree with the proposal**

1,213 people rejected the proposal. An additional 1,579 signed petitions rejecting the proposal.

Two petitions were received against the proposal containing a combined total of 1,579 signatures. The first petition contained 1,328 signatures and was organised by East Norfolk 6<sup>th</sup> Form College & East Norfolk Sixth Form College Student Association. The petition wording read:

"I believe that the proposed cuts to the travel subsidy for post 16 students by the Norfolk County Council are unfair and in particular a barrier to learning for those from lower income backgrounds who are seeking an education. I urge the council to reconsider this proposal".

The second petition contained 251 signatures and was organised by City College Norwich Students' Union. The petition wording read:

“Norfolk County council are proposing to cut the transport subsidy for Post 16 Transport. By signing this petition you are showing your support against the proposed plan”. Respondents also added to the petition comments on how the proposed changes would affect them.

Six hundred and thirty-eight of the responses rejecting the proposal were postcards received as part of the “Last Stop” campaign. The wording on the postcards read:

“Norfolk County Council is proposing to cut £2 million from the 16-19 Student Bus Subsidy. This could mean a 55% increase in ticket prices. The average price could rise from £468 to £850 a year. At a time when youth unemployment is rising, support schemes like Educational Maintenance Allowance have been scrapped and the education system is in disarray, we believe now is not the time to punish young people for a problem they did not cause.” The postcards included space for respondents to comment on how the proposed changes would affect them.

Four hundred and twenty-eight people who disagreed with this proposal said that the proposed rise would make transport unaffordable for themselves/their family.

Five hundred and forty-five people who disagreed with this proposal described negative consequences of this proposal. Commonly cited consequences included: reduced participation in further education, increased car usage, removal or limitation of choice, increased car usage, impact on the post-16 provider network, impact on the viability of bus routes as fewer students will use them, and increase in young people not in education, employment or training. Many respondents drew attention to the difficulties this would pose in particular for families with more than one child in the affected age bracket. Many commented that consequences would be hardest felt by poorer families and those just above the threshold for help. Many people stated that they would struggle to afford such a large increase and many emphasised that they are families in work earning modest wages but over the threshold for assistance. Several of the respondents who stated that they could not afford a rise of the size proposed emphasised that the percentage rise is quite large and they feel this is disproportionate. Several of the respondents said a smaller rise would be acceptable. Several of the respondents who stated that they could not afford the proposed rise emphasised that they are middle class residents with jobs and mortgages to pay who do not feel there is enough money spare in their household budgets to afford an increase of this amount. In several cases the respondents emphasised that they would not qualify for the lower income rate.

One hundred and sixty-nine people who disagreed with this proposal described this proposal as having an unfair impact on particular groups – either those living in rural areas or young people.

Ninety-two people who disagreed with this proposal commented that it was unfair to alter the subsidy since national government policy changes now mean it is compulsory for young people to attend education until they are eighteen.

One hundred and thirty-seven people who disagreed with this proposal suggested alternatives to the proposal.

#### **Other comments**

Many more people who responded to Proposal 27 rejected than supported the proposal (88 for, 1,213 against).

In a small number of cases (86, 6.20%) the respondent’s view was not clearly in favour or against the proposal or showed mixed views.

This might be because the respondent described reasons why they could both support and disagree with the proposal. Others asked questions as to how this sits with the national government decision to raise the school leaving age. Others felt the subsidy should be retained for certain pupils only – either on the basis of finances or for those with a disability. Some of the respondents favoured means testing in some form.

Several respondents commented that the Council bus pass is in fact more expensive than the passes available directly from the bus companies and is a less attractive offer. They questioned why the Council is not getting a better deal from bus companies.

Twenty-four respondents to this proposal critiqued the consultation process or nature of the proposal – for example saying there is not enough information provided as to the impact of this change, or stating that residents are not experts in these matters and that Council staff are paid to provide solutions.

Some respondents stated that they felt this had not been publicised and that the Council are hiding their intentions by not telling residents about this proposal. Some residents stated they had heard about it first from the local college.

A flashmob protest and rally was held on 10 December in Norwich organised by City College Students Union.

### **Alternative suggestions**

Repeated alternatives:

- More means testing
- Seek sponsorship
- Work with contractors to drive down the cost of tenders
- Shared lift schemes/shared taxi services
- Remove the subsidy altogether
- Freeze the subsidy at the current rate
- Reduce the subsidy by less than suggested
- Reduce the subsidy for higher income families only
- Travel bursaries
- Volunteer drivers
- Seek central government funding
- Reassess everyone on an individual basis
- Encourage more Norfolk schools to have their own 6<sup>th</sup> form
- Introduce a student loan system
- Offer a free bike scheme
- Make savings elsewhere
- Subsidise transport to the nearest 6<sup>th</sup> form only
- Remove subsidy for academies

### **Responses relevant to the Equality Impact Assessment**

The EQIA for this proposal showed that there will be disproportionate impacts on young people who:

- Live in rural areas with limited alternative travel options (almost 80% of those who currently rely on transport provided by the County Council)
- Have a disability that means they are unable to use alternative travel options
- Come from low income families

The EQIA also showed that people from an ethnic background are more likely to live in low income households and therefore this group could also be disproportionately affected.

One hundred and seventy-four people who responded to this proposal described the impact as being unfair or disproportionately affecting certain groups of people. The vast majority of these comments related to the impact on:

- Young people
- Rural residents

One hundred and forty responses related to **rural issues**, for example:

- Comments focussed on the fact that children and young people living in rural communities have no choice other than to travel to college, often have no access to public transport, and have to travel long distances in many cases. Some respondents described living in a village location with a local high school without 6<sup>th</sup> form provision so having no choice other than to travel further afield to complete Further Education.
- The response from the Great Yarmouth Youth Advisory Board was against the proposal stating that the cost would mean young people could not afford to attend college. They emphasised that the East of Norfolk is a special case as no school in the area has a 6<sup>th</sup> form so students must travel to the college. They emphasised the impact on those living in rural areas and specifically asked if an impact assessment has been undertaken.
- The response from Paston 6<sup>th</sup> Form College states about the proposal that “it discriminates against those living in rural areas. In rural areas, students have no choice but to travel to get to school or college, giving a “post-code lottery” of costs.”
- The feedback from the North Norfolk Older People’s Forum event was against the proposal and comments included specific statements that the proposal had not been rural proofed.
- The response from the Norfolk Rural Community Council included the following comments: “This proposal will have a significant and disproportionate impact on rural areas. Young people in rural areas rely on transport to access education provision, the cost, duration and ease of this transport provision all impact educational attainment and onward progression. The impact of the increase in costs will be more significant for those on the lowest incomes. Throughout our discussion we have heard no credible model for mitigating the significant and disproportionate effect of this proposal on rural areas. As highlighted above we regard this proposal as also in direct conflict with the priorities established within the budget consultation and the underlying needs of Norfolk. Our view is strongly that this proposal should not be implemented.”

Fourteen responses related to **age**, for example:

- Some comments stated that the cumulative impact of cuts, of previous years as well as the proposed cuts, have an undue impact on children and young people. “This is an awful proposal. At a time when so many services affecting young people have been cut, and they are facing such a depressing, debt-ridden future, very little hope of owning own homes, incredibly difficult to find employment, and the societal cracks that anyone can slip through and find themselves without support getting larger and larger. How on earth is a low income family going to find almost double the amount of money to spend on transport, when all the other costs are going up yet other help and services are being cut too? People will end up forgoing their education because it all becomes too expensive for those already stretched to their limits. Not to mention how rural a county Norfolk is, making this even more essential. This proposal makes me feel you are literally robbing young people of their futures.”
- Some comments referenced the closure of the Connexions and youth services, removal of the Education Maintenance Allowance, and raising of university tuition fees and the cumulative impact of all of these changes on young people.
- Some comments from young people stated that they felt the proposal unfairly targeted

young people: “Not personally but it is unfair that my age group's education is being targeted for cuts.”

Four responses related to **disability or learning difficulties**, for example:

- One respondent referred to their son who has a disability and Special Educational Needs saying “My son has a disability and Special Educational Needs and has recently transferred to City College Norwich. Through the help of the TITAN [Travel Independence Training Across the Nation] scheme he is finally gaining independence to travel by bus. To increase the cost will leave me no alternative but to find an alternative way of getting him to college, most likely by car, so removing this independence we have worked so hard to give him. I think it will be a very big mistake if you go ahead with this.”
- The response from the Norfolk Community Law Service and Norfolk Community Advice Network stated that “Proposals 27, 42 and 53 will increase rural isolation, particularly for those who are dependent on public transport as a result of disability, poverty or vulnerability. This could undermine other investment in the County such as the North Norfolk Advice Services Transition Fund that seeks to combat rural isolation.”
- The response from the Royal National Institute for the Blind stated that: “given the emphasis the Council is placing on ensuring all children have the opportunity to succeed in education and training, leading to employment, the proposed increase to the amount students from low income families are required to pay seems prohibitive and counter-productive. It is not clear from the proposal what the impact is likely to be on children and young people with Special Educational Needs who may incur additional costs as a result of, for example, sight loss preventing them from cycling or walking to school, nor how the Council proposed to ensure they are able to continue to afford to access their education.”
- Feedback from the disability consultation event also highlighted the rural nature of Norfolk and additional travel challenges that brings. They highlighted the plight of children in special schools who have to travel long distances as there is no local provision (a cross reference to Proposal 26: Reduce the cost of transport for children with Special Educational Needs). Comments focus on the fact this is not a choice for families of children with Special Educational Needs whereas for children in mainstream education it is a choice to attend a local school or to choose to travel further afield.

One response related to **Black, Asian and Minority Ethnic (BAME)** groups:

- The feedback from the BAME consultation event emphasised that BAME students may be disproportionately impacted by this proposal as they face existing barriers to accessing post-16 education and in some cases are marginalised members of society.

Four respondents referred to possible **legal challenge**:

- “This is an outrageous proposal and would risk the County Council being in breach of their legal requirements to ensure students remain in education to the legal age”.
- “If a young person does not attend a place of education because transport is not affordable then the council could be liable in law for the consequences”.
- “Its legality may be questionable. The Local Authority has a duty under the 1996 Education Act to “identify the transport needs of students and to ensure that transport is not a barrier to them accessing education and training.” This duty is not discretionary and there may be legal challenges to this proposal”.
- “I already pay £15 a week, to pay £22.50 is something I could not afford, and I would not be able to afford sixth form - contradiction of my European Human Rights for children to ‘equal’ adequate education.”

#### **Analyst notes**

Note re age: the large numbers of “not answered” in the demographic section reflect the ‘*Last Stop*’

*postcard campaign, in which postcards were sent but which did not contain this information about the respondents. It is likely that a number of these respondents as well as a number of the signatories to the petitions are in the 16-29 age bracket.*

#### **Other information**

Total responses: 1387 (note there were additionally two petitions received opposing this proposal with a combined total of 1579 signatures)

The division of views between users and non-users (some people did not say whether are 'users' or 'non-users' of the service) is:

Users: for 4 , against 587, other\*9

Non-users: for 79 , against 185, other\* 38

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Gii: Equality Impact Assessment for P27 Reduce the transport subsidy provided to students aged 16-19

### 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 reduce the transport subsidy provided to students aged 16-19.

If implemented this proposal will impact upon young people aged 16-19 (and their families) who currently receive a transport subsidy. The proposal will mean an increase of approximately 40% on what they currently pay and could prevent some students accessing further education or restrict their choices about what and where they study. There will be disproportionate impacts on young people who:

- Live in rural areas with limited alternative travel options (almost 80% of those who currently rely on transport provided by the County Council)
- Have a disability that means they are unable to use alternative travel options
- Come from low income families

People from an ethnic background are more likely to live in low income households and therefore this group could also be disproportionately affected.

The mitigating actions include working with colleges, sixth forms and bus operators to get further support for transport and the cost of travel for students.

**Directorate:** Children's Services  
**Lead officer:** Richard Snowden  
**Other Officers:** Gordon Boyd, Niki Park, Isabel Horner, Simon Blee, Susan Saxby, Louise Cornell  
**Date completed:** 3 January 2014

## 1. Overview of Proposal

Norfolk County Council provides subsidised transport to young people aged 16-19 to go to sixth form or college. We currently (November 2013) subsidise the travel of 3,572 students, with most given a travel pass. Of these 345 are young people with a disability who require specialist transport. The council currently spends £2.9 million subsidising transport for students aged 16-19.

We are proposing to reduce the costs to £900,000 per year from September 2014. Students currently pay £468 per year towards their travel. Our proposal would mean that they would pay between £800 and £850 in future. Some families on low incomes are eligible for a reduced rate and they currently pay £351 per year. We are proposing to increase this to between £600 and £638.



This proposal would save £1 million in 2014/15 and £1million in 2015/16.

The local authority has a duty to promote access to post 16 education, and publish an annual policy statement setting out the transport arrangements that will be put in place to support this. There is not a duty to on the council to provide subsidised transport for students aged 16-19.

## 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 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>xvii</sup>.

The following protected groups are likely to be disproportionately affected:

<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

There are 40,180 children aged 16 to 19 in Norfolk according to the 2011 Census. Figure 1 provides a split by district area, and shows the highest numbers are in Norwich and lowest numbers in North Norfolk<sup>xviii</sup>.

Figure 1: Number of people aged 16-19 in Norfolk

<b>District</b>	<b>Age 16-19</b>
Breckland	5,900
Broadland	5,560

Great Yarmouth	4,750
King Lynn & West Norfolk	6,500
North Norfolk	4,120
Norwich	7,630
South Norfolk	5,720
Norfolk	40,180

Source: ONS, 2011 Census Note: Figures are independently rounded

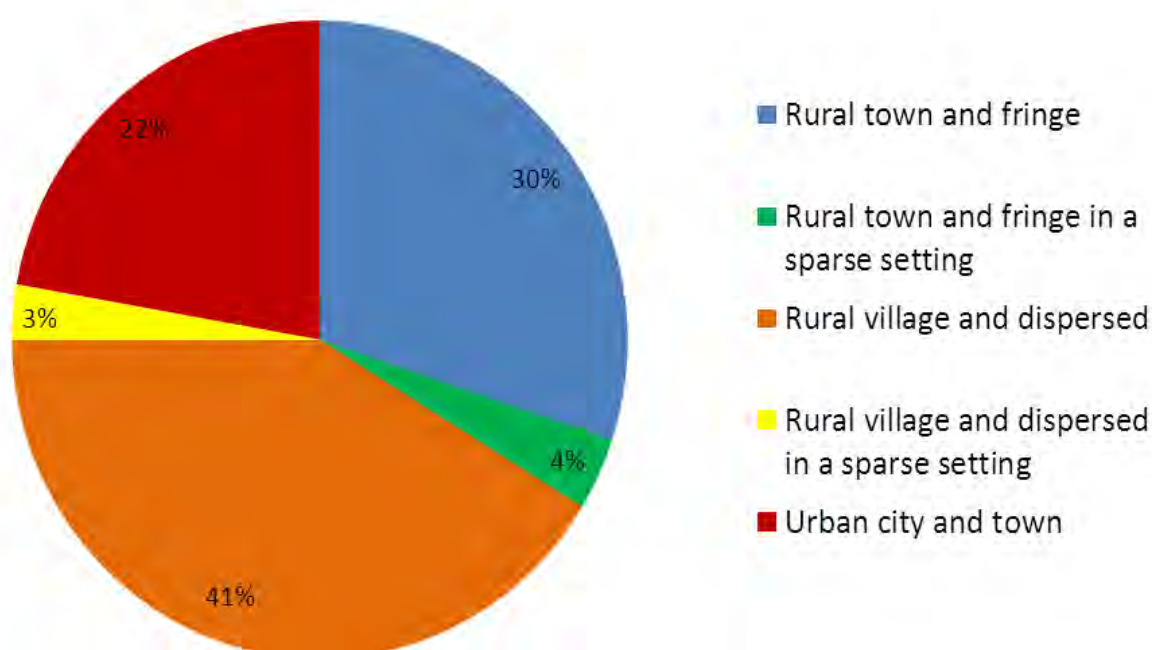
The County Council currently subsidises travel for students aged 16-19 studying full time who live at least three miles away from their state funded sixth form or college. There is a network of core transport routes, and a student can live anywhere in the county and attend any establishment of their choice but will only receive subsidised transport along the core element of the route. Students are responsible for getting themselves to a bus stop along a core route. For some students living in rural or isolated communities some way from a core route there may be additional help available, including the Kickstart moped loan scheme and cycle allowance, which can assist with getting to a core route.

Although the Council has a legal duty to publish an annual policy statement that sets out the transport arrangements we will put in place to support 16-19 year olds get to education or training, there is no duty to provide subsidised transport.

At present (November 2013) there are 3,572 children that receive subsidised transport to go to sixth form or college. This represents around 9% of all children aged 16-19 according to the Census. Of the students receiving a subsidy 345 have a disability which means they are unable to use mainstream transport and require specialist travel arrangements.

Figure 2 demonstrates that the majority of students receiving the current subsidy live in rural areas – with almost half living in villages or smaller communities. Alternative travel options in these communities, including local bus services, will be limited.

Figure 2: Breakdown of where current students receiving transport subsidy live



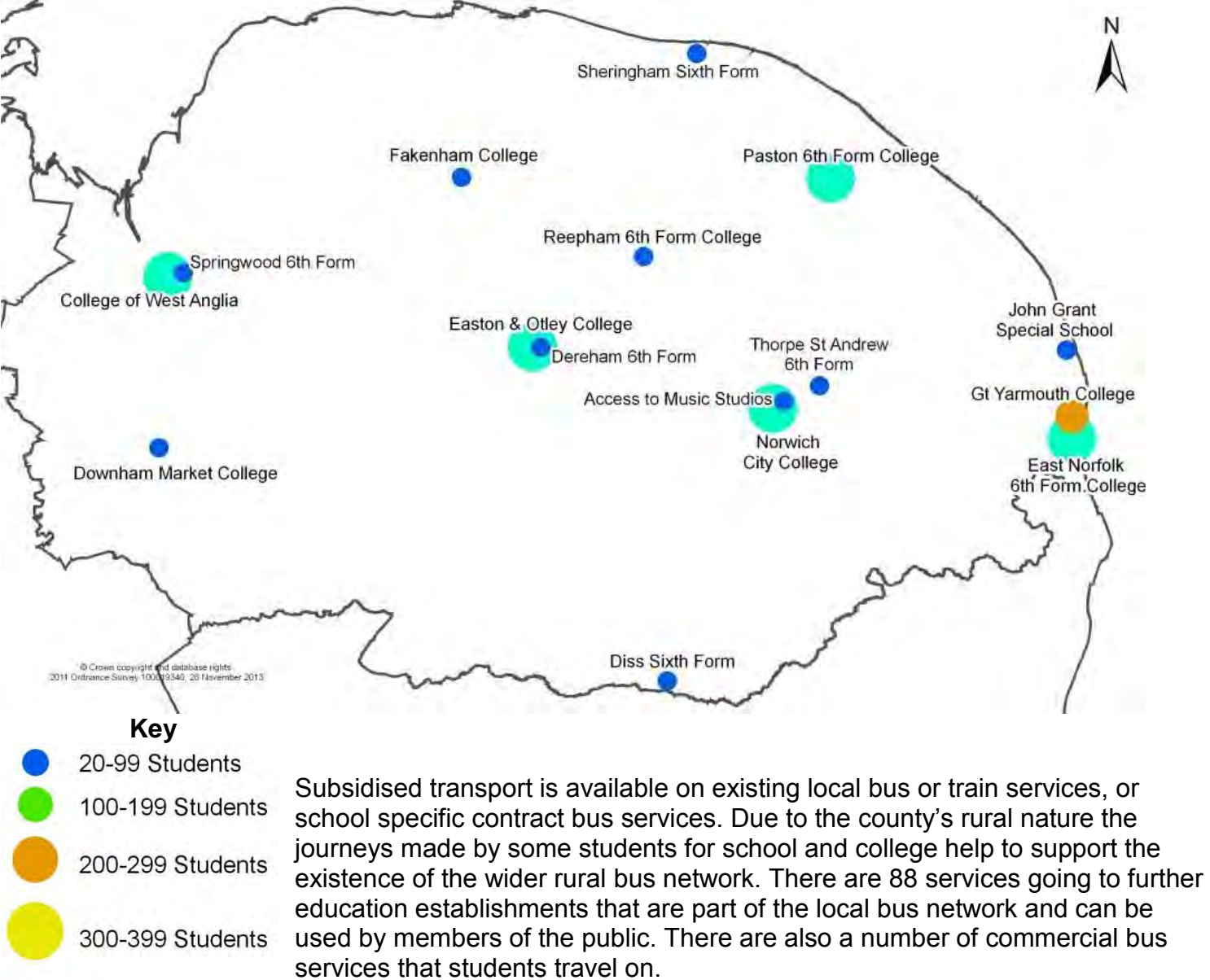
A survey by the Rural Services Network in 2010 identified that nationally a large percentage of young people in rural areas faced problems in accessing sixth form or further education colleges, largely due to

a lack of public transport<sup>xix</sup>. The report also makes reference to the unfunded cost of travel to and from further education as being a deterrent for some young people, as well as the time commitment involved where long journeys to their choice of education establishment are required. There is anecdotal evidence of this being the case in Norfolk.

Guidance from the Department for Education confirms that local authorities should particularly consider the needs of those who live in rural communities, for whom transport infrastructure can be limited.

Although students receiving the current transport subsidy have choice over their sixth form or college, analysis shows that there are concentrations of students attending some establishments. Figure 3 illustrates all the sixth forms or colleges that currently have more than 20 students aged 16-19 attending who receive a transport subsidy from the Council. The size of the circle for each varies according to the number of students.

Figure 3: Place of study for current students receiving transport subsidy



Students are currently required to pay a standard annual contribution of £468 towards the cost of their travel. Students with a disability that require specialist transport provision pay this same rate. Those from low income families can apply for a 25% reduction on this rate, and therefore pay an annual contribution of £351. There are currently 627 post 16 students from low income families that pay the reduced rate, or 18%. Whilst we do not have Norfolk specific data,

nationally, around two fifths of people from ethnic minorities live in low income households, twice the rate for white people. We could therefore expect people from different ethnic backgrounds to be overrepresented in this group of post 16 students.

Some schools and colleges currently provide funding to extend the core transport routes, and may provide grants to help students with making the contributions outlined above.

The amount students are required to contribute is regularly reviewed and over the last 10 years there has been a significant increase. This proposal is to increase the standard contribution from £468 to between £800 and £850, and increase the contribution that families on low income make from £351 to between £600 and £638.

Norfolk historically has lower education and skills levels than regional and national averages, which has implications for productivity and average wage levels. Achievement at Level 2 by age 19 in Norfolk is below the East of England and national averages. The difference between the Norfolk average and the national average has increased year on year: in 2009-10 it was 3.2% and this rose to 3.7% the following year. The difference between the Norfolk average and the East of England average has increased from 4.2% (2009/10) to 4.4% (2010/11) meaning that although student attainment in Norfolk is improving, it is not 'catching up' with regional and national figures<sup>xx</sup>.

The Norfolk average for learners attaining a Level 3 by age 19 increased by 2.6 percentage points from 46.9% (2009/10) to 49.5% (2010/11). However, the Norfolk average continues to be below East of England and national averages. The difference between the Norfolk average and East of England and national averages has consistently increased between 2006/07 - 2009/10 but in 2010/11 this trend was reversed and the differences dropped slightly meaning that students started to close the gap in attainment<sup>xxi</sup>.

Figures on the number of young people aged 16-19 not in education, employment or training (NEET) in Norfolk are above regional and national averages (5.8%) at 6.5%<sup>xxii</sup>. The most recent data suggests this has increased very slightly to 6.7% and this equates to 1,646 young people.

The Government has increased the age to which all young people in England must continue in education or training, requiring them to continue until the end of the academic year in which they turn 17 from 2013 and until their 18th birthday from 2015. The increase in the age at which young people must continue in education or training does not mean that the government has extended the free transport available to eligible children aged 5-16 to match the new leaving age.

## 4. Potential impact

If this proposal goes ahead it will impact on young people aged 16-19, and their families, who are currently in receipt of subsidised transport to school or college. They will be required to pay more for this transport, an increase of approximately 40% on what they currently pay.

There will be a disproportionate impact on rural students who make up almost 80% of those who currently rely on transport provided by the County Council. Some of these students live in very rural and isolated communities (approximately half) and alternative travel options will be limited.

There will also be a disproportionate impact on those students with a disability, who regardless of where they live may be unable to use mainstream public transport services, and are therefore reliant upon specialist transport provided by the County Council. They would have no choice but to pay the increase or not attend.

The impact will be most felt among those families on low incomes, for whom an additional (minimum of) £250 per year could be a significant burden. There is evidence to show that people from an ethnic background are more likely to live in low income households, therefore this group could be disproportionately affected. These students may already face additional barriers to entry into further education, such as language barriers.

It is likely that the increase in cost could be prohibitive for some young people and their families, meaning that this proposal could prevent some people from entering into further education, or from continuing their studies. This could increase the number of young people not in education, training or employment, and longer term have knock on implications for skill levels within the county which are already below regional and national levels.

In addition, the proposal could affect young people's choices about where they attend sixth form or college. If the cost of transport is seen as too great, people may choose to attend their local sixth form, which for example a family member could take them to, rather than a college which is further away. Conversely, it could be that school sixth forms are adversely affected as the cost of the bus pass becomes disproportionate to the distance travelled and it may be cheaper for students to travel on local bus services to a main urban centre and attend a college. Either way, the proposal could limit the choice that students have over the courses have access to.

Analysis has shown that some sixth forms and colleges have a significant number of students attending who currently receive post 16 transport from the County Council through the existing scheme. It is possible that these colleges will also be impacted by the proposal, particularly if the cost increase leads to students dropping out.

Though difficult to quantify, should a large numbers of students stop travelling on public transport to access post 16 education, there are likely to be knock on implications for the wider rural bus network. Some bus routes will become unviable without the cross subsidy currently provided by the existing travel scheme. For the same reason there could also be an impact on services that are provided by bus operators on a commercial basis.

### **What people have told us**

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. 174 people who responded to this proposal described the impact as being unfair or disproportionately affecting certain groups of people. The vast majority of these comments related to the impact on:

- Young people
- Rural residents

#### **140 responses related to rural:**

- Comments focussed on the fact that children and young people living in rural communities have no choice other than to travel to college, often have no access to public transport, and have to travel long distances in many cases. Some respondents described living in a village location with a local high school without 6th form provision so having no choice other than to travel further afield to complete further education.
- The response from the Great Yarmouth Youth Advisory Board was against the proposal stating that the cost would mean young people could not afford to attend college. They emphasised that the East of Norfolk is a special case as no school in the area has a 6th form so students must travel to the college. They emphasised the impact on those living in rural areas and specifically asked if an impact assessment has been undertaken.
- The response from Paston 6th Form College states about the proposal that "it discriminates against those living in rural areas. In rural areas, students have no choice but to travel to get to school or college, giving a "post-code lottery" of costs."

- The feedback from the North Norfolk Older People's Forum event was against the proposal and comments included specific statements that the proposal had not been rural proofed.
- The response from the Norfolk Rural Community Council included the following comments:

"This proposal will have a significant and disproportionate impact on rural areas. Young people in rural areas rely on transport to access education provision, the cost, duration and ease of this transport provision all impact educational attainment and onward progression. The impact of the increase in costs will be more significant for those on the lowest incomes. Throughout our discussion we have heard no credible model for mitigating the significant and disproportionate effect of this proposal on rural areas. As highlighted above we regard this proposal as also in direct conflict with the priorities established within the budget consultation and the underlying needs of Norfolk. Our view is strongly that this proposal should not be implemented."

#### 14 responses related to age:

- Some comments stated that the cumulative impact of cuts, of previous years as well as the proposed cuts, have an undue impact on children and young people.

"This is an awful proposal. At a time when so many services affecting young people have been cut, and they are facing such a depressing, debt-ridden future, very little hope of owning own homes, incredibly difficult to find employment, and the societal cracks that anyone can slip through and find themselves without support getting larger and larger. How on earth is a low income family going to find almost double the amount of money to spend on transport, when all the other costs are going up yet other help and services are being cut too? People will end up forgoing their education because it all becomes too expensive for those already stretched to their limits. Not to mention how rural a county Norfolk is, making this even more essential. This proposal makes me feel you are literally robbing young people of their futures."

- Some comments referenced the closure of the Connexions and youth services, removal of the Education Maintenance Allowance, and raising of university tuition fees and the cumulative impact of all of these changes on young people.
- Some comments from young people stated that they felt the proposal unfairly targeted them: "Not personally but it is unfair that my age group's education is being targeted for cuts."

#### 4 responses related to **disability or learning difficulties**:

- One respondent referred to their son who has a disability and Special Educational Needs saying

"My son has a disability and SEN and has recently transferred to City College Norwich. Through the help of the TITAN scheme he is finally gaining independence to travel by bus. To increase the cost will leave me no alternative but to find an alternative way of getting him to college, most likely by car, so removing this independence we have worked so hard to give him. I think it will be a very big mistake if you go ahead with this."

- The response from the Norfolk Community Law Service and Norfolk Community Advice Network stated that

"Proposals 27, 42 and 53 will increase rural isolation, particularly for those who are dependent on public transport as a result of disability, poverty or vulnerability. This could undermine other investment in the County such as the North Norfolk Advice Services Transition Fund that seeks to combat rural isolation."

- The response from the Royal National Institute for the Blind stated that:  
"given the emphasis the Council is placing on ensuring all children have the opportunity to succeed in education and training, leading to employment, the proposed increase to the amount

students from low income families are required to pay seems prohibitive and counter-productive. It is not clear from the proposal what the impact is likely to be on children and young people with SEND who may incur additional costs as a result of, for example, sight loss preventing them from cycling or walking to school, nor how the Council proposed to ensure they are able to continue to afford to access their education.”

- Feedback from the disability consultation event also highlighted the rural nature of Norfolk and additional travel challenges that brings. They highlighted the plight of children in special schools who have to travel long distances as there is no local provision (a cross reference to Proposal 26: Reduce the cost of transport for children with Special Educational Needs). Comments focus on the fact this is not a choice for families of children with Special Educational Needs whereas for children in mainstream education it is a choice to attend a local school or to choose to travel further afield.

#### 1 response related to **people from different ethnic backgrounds**:

- The feedback from the BAME consultation event emphasised that BAME students may be disproportionately impacted by this proposal as they face existing barriers to accessing post-16 education and in some cases are marginalised members of society.

#### 4 respondents referred to possible **legal challenge**:

- “This is an outrageous proposal and would risk the County Council being in breach of their legal requirements to ensure students remain in education to the legal age”
- “If a young person does not attend a place of education because transport is not affordable then the council could be liable in law for the consequences”
- “Its legality may be questionable. The Local Authority has a duty under the 1996 Education Act to “identify the transport needs of students and to ensure that transport is not a barrier to them accessing education and training.” This duty is not discretionary and there may be legal challenges to this proposal”
- “I already pay £15 a week, to pay £22.50 is something I could not afford, and I would not be able to afford sixth form - contradiction of my European Human Rights for children to 'equal' adequate education.”

## 5. Actions

The following actions will be delivered to help alleviate the adverse impacts identified through this impact assessment process. It should be noted that due to the scale of the impacts anticipated, it will not be possible to mitigate these in their entirety without amending the proposal.

Action/s	Lead	Date
1. Work with colleges and sixth forms to further support transport and the cost of travel	Niki Park	April 2014
2. Work with bus operators to encourage lower fares or discounts for students travelling to sixth form or college	Niki Park	April 2014

## 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

## **Appendix Hi: Consultation responses summary for P28 Reduce the amount of funding contributed to the partnerships that support young people who misuse substances and young people at risk of assessing**

### **Analysis of responses**

#### **Feedback from consultation events**

This proposal was discussed at six consultation events:

- Two staff consultation events, Norwich and King's Lynn
- Two children and young people's events, Swaffham and Great Yarmouth
- Young people's Take Over day event
- Lesbian, Gay, Bisexual and Transgender event, Norwich

Feedback from consultation events reflected a mixture of views. The proposal wasn't supported at one of the staff events and one of the young people's events. The proposal was broadly supported at one of the staff events and the comments from the other events were more mixed reflecting a variety of different views.

Feedback from consultation events included the following points:

- Concern that this proposal would shift costs elsewhere and end up costing more further down the line
- This work could be undertaken by the NHS
- Emphasis on the importance of prevention to save money in the long run
- Reduce the funding for this service by a smaller amount than is proposed
- Potential consequences including increased crime,
- Consequence for young people's safety and mental health if this support is not available
- Specific concern for the impact on Lesbian, Gay, Bisexual and Transgender residents
- Concern about substance misuse as a driver for anti-social behaviour
- Concern about young people who have been helped by these services possibly now relapsing if help is withdrawn

#### **Organisation, group or petition responses**

Twenty responses were received from named voluntary/community groups and statutory organisations:

- Taverham Brass Band
- Taverham Parish Council
- Needham Village Hall
- Assistant principal of a school
- Pastoral care / works in a school
- Pastoral assistant
- YMCA & Rethink Mental Health & Riversdale
- Borough Council of King's Lynn and West Norfolk
- Norfolk Neurology Network & MS Society
- County Community Safety Partnership (CCSP)
- Retired members' section of the Norfolk County branch of Unison
- Carers Council for Norwich
- Norfolk Community Law Service and Norfolk Community Advice Network
- Broadland District Council
- Mental Health Clinical Action Team
- Norfolk and Suffolk NHS Foundation Trust



- NHS South Norfolk Clinical Commissioning Group
- Diss Town Council
- NHS Norwich Clinical Commissioning Group
- North Norfolk District Council

The Matthew Project produced their own feedback forms to allow young people who use the service to respond. They also had feedback forms for professionals to use to respond – for example pastoral workers in high schools who refer children to the Matthew Project. Responses were also received from parents and family members who have relatives who are being supported by the Matthew Project and members of staff at the Matthew Project.

Fifty-six responses were received using the Matthew Project feedback forms all of which were in opposition to the proposal.

Fourteen of the responses from groups were against the proposal. Responses focussed on the potential consequences of reducing funding and the idea that this would cost more in the long run as it is a preventative service. Comments included concern about:

- Further disadvantage to young people needing support
- Increase in crime and Anti-Social Behaviour
- Cutting prevention services for the vulnerable
- Impact on health and emergency care services
- Removing funding from young people who may be vulnerable
- Impact of removing funding on the partnership
- Increase in youth homelessness
- Impact on housing support services
- Increased tensions in families leading to family breakdown
- Increase in Looked After Children

One response supported the proposal saying there was no direct impact.

The response from Norfolk and Suffolk Foundation Trust stated that they wish to be “centrally involved in these discussions” and expressed concerns about the impact on other providers of reductions in this funding from the Council.

The response from Norwich Clinical Commissioning Group expressed concern that funding could be removed from Public Health funding allocations and asked for clarity about this.

### **Consistent, repeated or notable views from people who agreed with the proposal**

Sixty people support Proposal 28.

Most of the responses which supported the proposal did not give particular reasons for this support, simply stating things like: “agreed”, “support” or “yes, good idea”. Others were a little more reluctant stating: “needs must” or “I think this has to be reduced in the grand scheme of things difficult as it may be”. Some respondents felt that the proposal was reasonable as other organisations also provide this support and others stated they thought schools should have a bigger role in this work.

Nine respondents who supported the proposal stated in their response that it would not affect them directly.

Twelve respondents who supported the proposal gave suggested alternatives in their responses

(see below).

### **Consistent, repeated or notable views from people who did not agree with the proposal**

One hundred and fifty-two people disagreed with Proposal 28.

The main reason for disagreeing was because of the consequences of reducing funding to this service. These included social and economic consequences and the impact on other services. Staff from the Matthew Project described the possible consequence of the Under18 service seeing fewer young people if funding is reduced. Several service users commented that there would be negative impacts if this proposal goes ahead; some stated that no other organisation offers the type of support that the Matthew Project offers. Service users described the positive benefits of the Matthew Project service and how it has helped them as well as describing a lack of alternative support and the difference interventions have made to their lives. Responses were also received from professionals working in substance misuse services, many of whom also described negative consequences of this proposal – these included increased pressure on higher tier services, impact on the Youth Offending Team, more young people at risk of mental health problems, and negative impact on children and young people. Several respondents mentioned potential rise in anti-social behaviour and crime as possible negative consequences. Consequences were mentioned by 41 people in their responses.

Forty-four people described the proposed reductions as shortsighted or having the effect of shifting costs to other agencies such as the police or health service. Some felt that saving money in the short term would cost more in the long term since the service includes prevention work such as education as well as more intensive one-on-one work with young people.

Thirteen people emphasised the importance of preventative work and the need to continue to invest in such approaches: “you need to invest more in early prevention to prevent greater spend later” or “So the problems will get worse? Then the costs will be higher? Surely prevention is better than treatment?”

### **Other comments**

More people rejected than supported the proposal (152 against, 60 for).

In 65 cases the respondent's view was neither clearly for or against the proposed action. In some cases people suggested alternatives to the proposed reduction without making it clear whether they support the proposed course of action or not. Some respondents suggested this is the responsibility of other organisations, whilst others thought charities should provide this service. Some people responded that if the result of the reduction is a rise in crime then they would not support it. Others responded that this proposal does not go far enough or questioned the value of the service. Some respondents wrote only “no comment” or “no impact” but did not indicate if they supported the proposal or not. Others commented that they wanted to know more information about the current approach and its efficacy before commenting.

This proposal relates to two types of services: youth offending and substance misuse. Most respondents did not distinguish between the services in their response.

Seven respondents critiqued the consultation process or wording/detail in this proposal. Respondents said that they were unsure of the proposal, did not feel qualified to respond, or did not feel there was sufficient information or detail in the document.

### **Alternative suggestions**

Repeated suggestions:

- Support third sector/community projects

- Charge for services
- Greater use of custodial sentences for drug misuse
- More emphasis on education/prevention
- Greater use of online services
- More police emphasis/funding
- Reduce by less than proposed
- Invest more in this service

Alternatives suggested included:

- Work in partnership
- Review current provision and redesign for maximum impact
- Volunteers
- Earlier help sooner
- Oppose the cuts with government
- Seek corporate sponsorship from the pub industry
- Ask the NHS for more funding for this
- Commission jointly with police and health
- Private sector partnership
- Explore alternative funding sources
- Provide only the statutory minimum
- Focus money on rehabilitation centres
- Charge a levy to off-licences to fund the service
- Utilise free services like Alcoholics Anonymous and Narcotics Anonymous

### **Responses relevant to the Equality Impact Assessment**

The EQIA for this proposal showed that there are likely to be disproportionate impacts on:

- Children and young people
- Young males
- Young carers

The EQIA also showed that people from an ethnic background are overrepresented in the prison population and national evidence suggests young people who identify as lesbian, gay and bisexual are more likely to use drugs so these groups could also be disproportionately affected.

Eight responses mentioned unfair or disproportionate impact on specific groups. In seven cases this was in reference to age (younger people) and in one case to Lesbian, Gay, Bisexual and Transgender residents.

Respondents talked specifically about impacts on young people – including that young people are seeing lots of services reduced and that society should not give up on young people:

- “young people cannot be given up on and funding reductions should be discouraged”
- “yet another service for young people is on the scrapheap – shame on NCC [Norfolk County Council] – when will this stop”
- “I disagree with proposal as services for young people have already been cut to the bone in previous budget cuts”

Feedback from the Lesbian, Gay, Bisexual and Transgender (LGBT) consultation event included comments that substance abuse is an issue with LGBT both young people and older - they will be affected by this proposal.

The response from the Carers Council for Norfolk stated that: “In view of the fact that these

services are already underfunded the Carers Council for Norfolk has grave concerns that this affected group of young people will be further disadvantaged without adequate support. The Carers Council would like to see a full impact assessment into this reduction of funding together with a thorough Social Impact assessment”

#### **Other information**

Total responses: 277

The division of views between users and non-users (some people did not say whether are ‘users’ or ‘non-users’ of the service) is:

Users: for 0, against 2, other\* 0

Non-users: for 57, against 69, other\* 54

\* ‘Other’ responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Hii: Equality Impact Assessment for P28 Reduce the amount of funding contributed to the partnerships that support young people who misuse substances and young people at risk of assessing

### 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 reduce the amount of funding we contribute to partnerships that support young people who misuse substances and young people at risk of offending from 2016/17.

If implemented the proposal will impact on children and young people affected by substance misuse, or at risk of offending, their families and other services that provide support to these groups, such as GPs and Accident and Emergency services. There are likely to be disproportionate impacts on:

- Children and young people
- Young males
- Young carers

People from an ethnic background are overrepresented in the prison population and national evidence suggests young people who identify as lesbian, gay and bisexual are more likely to use drugs so these groups could also be disproportionately affected.

The proposal will mean reduced funding for the Youth Inclusion Support Programme (YISP) and the Young People's Integrated Substance Misuse Service (Under18). If alternative funding cannot be found and there is a loss of service, this reduction could lead to:

- Increased pressure on families and other services that provide support to young people
- The Youth Justice Officer service becoming unviable
- A rise in the number of first time entrants into the criminal justice system
- An increase in the number of young people misusing substances
- 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

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Michael Rosen
<b>Other officers:</b>	Tim Eyres, Chris Small, Katie Hammett, Susan Saxby, Louise Cornell
<b>Date completed</b>	7 January 2014

## 1. Overview of Proposal

Norfolk County Council works with a range of partners to plan, arrange, buy and deliver services to children and young people. The partners we work with include the Police, health services, probation and the voluntary sector.

We jointly fund the Norfolk Youth Offending Team (NYOT) to prevent children and young people from offending or being involved in anti-social behaviour and the Norfolk Drug and Alcohol Partnership (N-DAP) to commission substance misuse services for young people.

This proposal is to review current funding contributions that support:

- Preventative delivery through NYOT
- N-DAP commissioning of a young person's substance misuse service

Our current contribution towards these from Children's Services includes:

- £325,000 as a contribution to preventative delivery through NYOT;
- £250,000 as a contribution to N-DAP commissioning of a young person's substance misuse service.
- A total of £575,000 funding to these two partnerships

We are proposing to reduce the amount of funding we contribute to these services by £250,000. We would reduce our funding from 2016/17 so that the partnerships have time to review how these services are provided, find more efficient ways to deliver these activities and seek alternative sources of funding.

## 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 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>xxiii</sup>.

The following protected groups are likely to be disproportionately affected by this 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>YES</b>
<b>Sexual orientation</b> (all, including lesbian, gay & bisexual people)	<b>YES</b>

### 3. Context to the proposal

#### Preventative delivery through the Norfolk Youth Offending Team (NYOT)

NYOT is a statutory partnership hosted by Norfolk County Council. It includes skilled practitioners and staff seconded from the Police, health services, Norfolk and Suffolk Probation Trust and Children's Services, including social workers and education practitioners. The purpose of NYOT is to protect the public by preventing children and young people from offending or getting involved in anti-social behaviour, as well as helping to restore the damage caused to the victims of crimes committed by children and young people. NYOT also addresses the welfare needs of those children and young people at risk of offending and makes sure that they are kept safe.

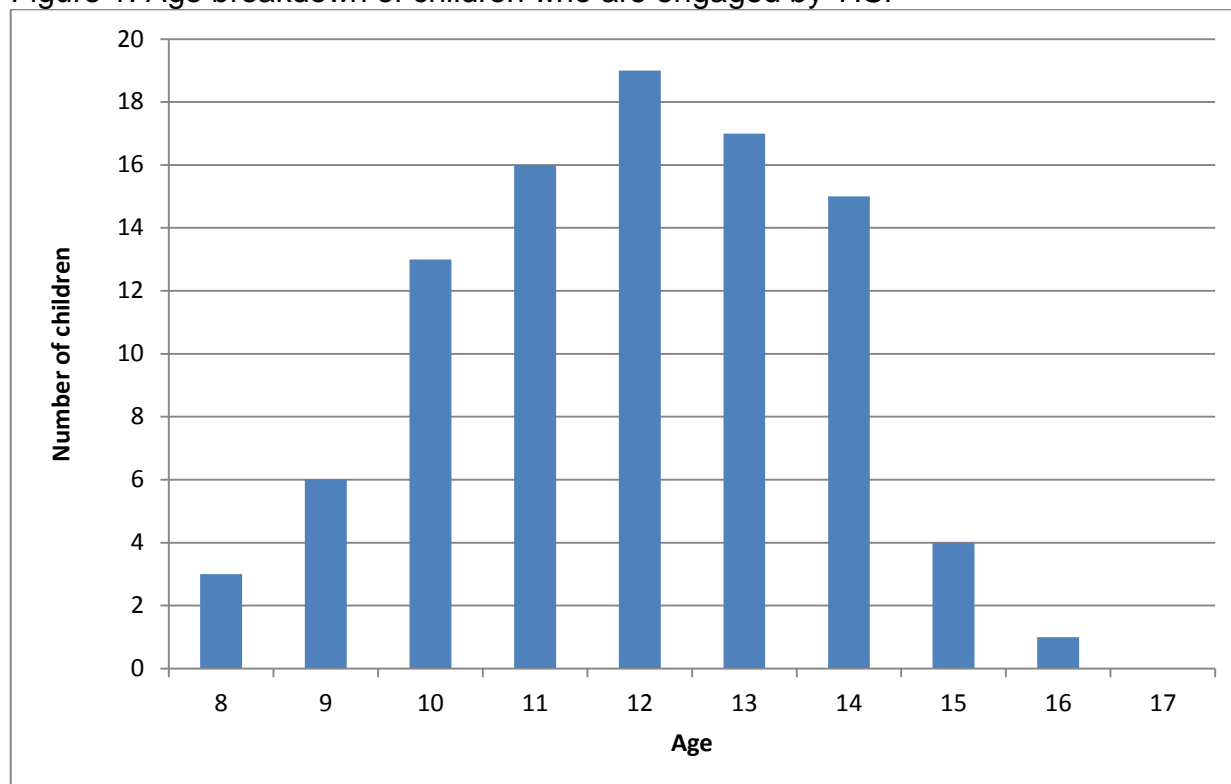
NYOT is funded by annually agreed contributions from the four statutory funding partners: the Police, Health (through the Clinical Commissioning Groups), Norfolk County Council and the Norfolk and Suffolk Probation Trust. The service also receives funding through a number of grants or 'contracts' for specific purposes and projects. Their total budget for 2013/14 is £3,864,502. This includes 'in-kind' contributions from the partner organisations of £1,159,555 to cover the salaries and costs of workers that are seconded to work with NYOT.

The service directly employs practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice, community reparation and working with parents. Restorative practices are an important part of NYOT's role. Targets include maximising the engagement of victims, ensuring that young people subject to prevention interventions are fully engaged in education, training and employment, and ensuring that parent/carer(s) of young people on prevention programmes receive a parenting intervention.

The preventative provision, which will be affected by this budget proposal, is delivered as the Youth Inclusion and Support Programme (YISP). The YISP works with children and young people who are deemed at risk of involvement in offending or anti-social behaviour. They are referred in by a wide range of agencies. The YISP is currently funded through the county council (£325,000) and the Police & Crime Commissioner (£114,000).

In 2012/13 the YISP received 126 referrals and engaged with 94 children and young people and their parents or carers. Figure 1 shows that the service mainly engages with young people aged 10-14. 83% were male and 17% female.

Figure 1: Age breakdown of children who are engaged by YISP



The majority, 85.5%, of these identified as White British, 1% as Black, Asian and Minority Ethnic (BAME) and 13% were unknown or unrecorded. This compares with 92.3% of young people identifying as White who entered the youth justice system during the same reporting period according to NYOT data. Whilst BAME is not over represented amongst children and young people engaged in YISP, the population is over represented as individuals progress further into the criminal justice system, for example when data is analysed for people on remand.

Norfolk Constabulary, schools, Children's Services teams and the Youth Offending Team were the main referrers to the scheme during this period. Of the 94 accepted referrals 5 (5.3%) of the young people subsequently offended. 78% of parents received a parenting intervention as part of their engagement with YISP.

First Time Entrant into the Criminal Justice System in Norfolk data for the 12 month period from January to December 2012 showed a 25.6% reduction compared to 2011, reducing from 802 young people to 596.

### **Norfolk Drug and Alcohol Action Partnership (N-DAP) and the Young People's Integrated Substance Misuse Service (Under18)**

N-DAP is responsible for coordinating the joint commissioning of substance misuse services across Norfolk. It has a total budget of around £12,000,000 made up of contributions from Norfolk County Council (Public Health, Community Services and Children's Services), Public Health England, Police and Crime Commissioner and Norfolk Constabulary. £744,019 is currently allocated to young people's substance misuse services. Children's Services' 2013/14 contribution is £250,000, which reflects a reduction of £94,000 from its 2012/13 contribution of £344,000. The N-DAP Board has agreed to partially mitigate against this reduction for the life of the current Young People's Integrated Substance Misuse Service contract which is due to end on 30 September 2014.

If this proposal goes ahead Children's Services will further reduce its contribution to the service in 2016/17.



The Young People's Integrated Substance Misuse Service (Under 18) is delivered by the Matthew Project in partnership with the Trust Alcohol and Drug Service (TADS). It is an integrated service offering universal, targeted and specialist substance misuse interventions to young people in Norfolk.

These include:

- Consultancy and support for universal services
- Substance misuse education (formal and informal) and prevention in universal and targeted settings
- Advice and information
- Outreach
- Psychosocial interventions
- Community Prescribing
- Specialist harm reduction
- Family intervention services
- Access to residential substance misuse treatment.

Targeted and specialist support is provided to young people who misuse substances; young people who are at risk of substance misuse; and young people and families who are affected by the substance misuse of others.

N-DAP Needs Assessment has identified the following groups of young people in Norfolk as highly vulnerable to substance misuse:

- Those who are homeless and/or 'runaways';
- Those engaged in offending behaviour;
- Those engaged or being inducted into sex work;
- Those who have been 'Looked After' by the local authority;
- Those who live with parents and/or siblings who are substance misusers;
- Those who truant from school or who have been excluded;
- Those who are experiencing mental health problems.

To understand how different groups of young people are affected by substance misuse, in 2012 the DAAT undertook a survey in schools, colleges, VI Forms, alternative education settings, children's homes, specialist youth groups and youth services with 1000 young people in Norfolk aged 11-18.

Respondents were 49% male, 51% female; majority were aged 14 (40%) or 15 (30%). Young people recorded 14 different ethnic groups with 85% self reported as 'White British.' The survey highlighted the following:

- 90% have tried alcohol in some way, two-thirds in the last month and 10% reported drinking on a weekly basis.
- 35% have tried smoking tobacco and 7% smoke daily.
- 19% had tried cannabis 1% reported weekly use.
- 5% have tried a Class A drug.
- There is relationship between levels of drinking and smoking in young people and those who drink regularly are also more likely to have tried cannabis.
- 14 is the most common age for trying cigarettes and the majority of drugs (15 for Class A)

In 2012-13 the service delivered substance misuse interventions to over 11,000 young people through one to one and group interventions. This includes:

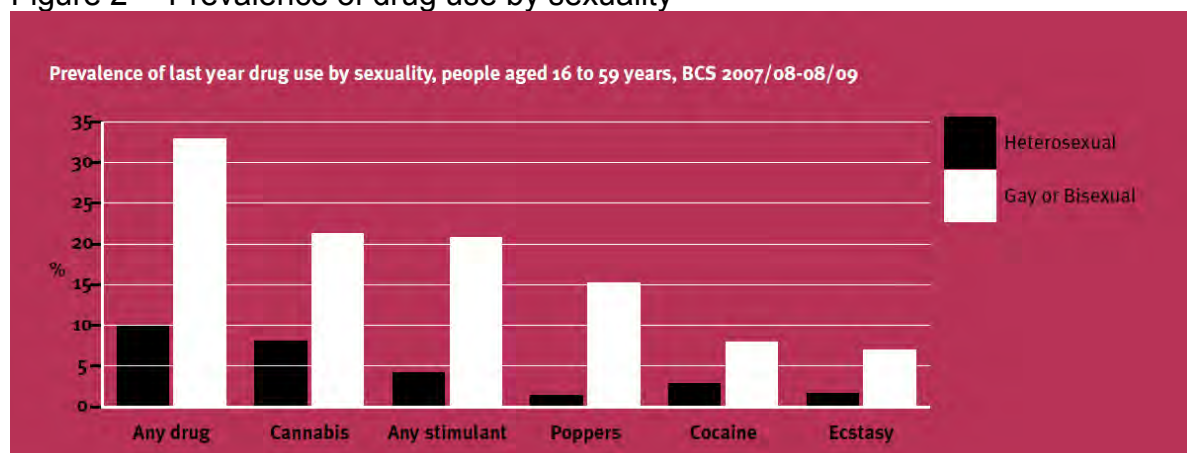
- 225 specialist clients who misuse substances
- 89 targeted clients who misuse substances
- 97 targeted clients affected by the substance misuse of someone else

- 1526 vulnerable young people in targeted settings
- 10949 young people in universal settings

Of those receiving specialist interventions, 97% were identified as White British, 55% were male and 45% female and 48% were over the age of 16. In addition, young carers, many of whom become carers due to substance misuse, constitute approximately 20% of the client group.

The British Crime Survey (BCS)<sup>xxiv</sup> is a nationally representative survey that includes a self-completion module for 16 to 59 year olds which enables more sensitive topics to be covered, including questions relating to illicit drug use. Since the 2007/08 survey has asked about people's sexual orientation. Analysis of responses for 2007-2009 shows that 1% of respondents reported that they were gay or lesbian and 1% percent bisexual. Compared with heterosexual adults, gay or bisexual adults were more likely to have taken any drug (10.0% and 32.8% respectively) or any Class A drug (3.6% and 11.1% respectively) in the last year (Figure 2).

Figure 2<sup>xxv</sup> Prevalence of drug use by sexuality



## 4. Potential impact

The proposal looks to reduce the funding these two partnerships will receive in 2016/17. This provides some time for partners to fully review the services, understand whether there are alternative sources of funding, and determine the service offer going forward. The impacts identified below are based on what would happen if alternative funding is not secured.

Overall, should this proposal go ahead it will disproportionately impact on children and young people affected by substance misuse or at risk of offending. The services that will be affected by the funding reduction are 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.

If the proposal is adopted and the contribution to N-DAP and NYOT is reduced, the partnerships would need to source alternative funding if they wished to continue the services in their present state. Loss of service could result in pressure on other areas, especially as both elements of provision can be seen as part of Norfolk's Early help offer. Families, for example, may feel less supported and able to cope which could result in increased visits to GPs and A&E and increased pressure on wider targeted and specialist services.

### Youth Inclusion Support Programme

Should Children's Services reduce their contribution towards YISP it will likely reduce the number of Youth Justice Officers by 6.5FTE, out of a team of 13. This means that it will be unlikely that the programme can continue to deliver in its current form, and it may become unviable altogether.

Based on our analysis of evidence this will disproportionately impact on young males, particularly those aged 11-15.

Longer term the impact could be a rise in the number of first time entrants into the criminal justice system. In 2006/7 at its peak the number of first time entrants was 1,720 compared to last year's figure of 596. A snap shot of prisoners resident in HMP Wayland in August 2011 showed that 43% (425) of the population were in their twenties. Any loss of preventative work with children and young people through YISP has the potential to impact on younger people in the prison population<sup>xxvi</sup>. Our 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.

### **Young People's Integrated Substance Misuse Service (Under18)**

A reduction in the Children's Services contribution to N-DAP is likely to reduce the breadth and level of service that can be provided to young people who misuse substances; are at risk of substance misuse; or are affected by the substance misuse of others. If this service were to cease entirely, over 11,000 young people who have previously been able to access information, advice, guidance and support from the project would be affected. Our analysis shows that this could disproportionately impact:

- Young people under the age of 18
- Young carers who make up a fifth of the people who use the service
- Young males

There is also a possibility that young people who identify as lesbian, gay and bisexual could be disproportionately affected. Although Norfolk data on drug use for this community is limited, nationally there is evidence to show that their drug use is substantially higher than for the heterosexual community (in people aged 16 and over).

Longer term the impact could be an increase in the number of young people misusing substances; and an increase in the number of young people regularly using drugs and/or alcohol to the extent where they are at risk of harm. This in turn will have an impact on outcomes relating to health and well-being, offending, employment, education, housing and parenting.

There will also likely be cost implications, for statutory services further down the line. The Department for Education published a detailed cost-benefit analysis of young people's substance misuse treatment in England in 2011 which concluded that immediate and long term cost benefits are likely to significantly outweigh the cost of providing treatment; and specifically estimated a benefit of £4.66-£8.38 for every £1 spent<sup>xxvii</sup>.

### **What people have told us**

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. Eight responses to the consultation mentioned unfair or disproportionate impact on specific groups. In seven cases this was in reference to age (younger people) and in one case to lesbian, gay, bisexual and transgender residents.

Respondents talked specifically about impacts on young people – including that young people are seeing lots of services reduced and that society should not give up on young people:

“young people cannot be given up on and funding reductions should be discouraged”

“yet another service for young people is on the scrapheap – shame on NCC – when will this stop”

“I disagree with proposal as services for young people have already been cut to the bone in previous budget cuts”

Feedback from a consultation event aimed specifically at the lesbian, gay bisexual and transgender community included comments that substance abuse is an issue with LGBT both young people and older - they will be affected by this proposal.

The response from the Carers Council for Norfolk stated that: “In view of the fact that these services are already underfunded the Carers Council for Norfolk has grave concerns that this affected group of young people will be further disadvantaged without adequate support. The Carers Council would like to see a full impact assessment into this reduction of funding together with a thorough Social Impact assessment”

**5. Actions**

The following actions will be taken to progress the proposal and address the adverse impacts identified through this assessment process.

Action/s	Lead	Date
1. Work with the partnerships concerned over the next year to secure alternative sources of funding to support these services going forward	NDAP JCG & YOT Board	April 2014
2. Identify appropriate mitigating actions should it not be possible to secure alternative funding sources	NDAP JCG & YOT Board	April 2015

**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

## Appendix Ji: Consultation responses summary for P29 Reduce funding for school crossing patrols

### Analysis of responses

#### Feedback from consultation events

There was feedback relating to this proposal from six events:

- Three staff consultation events – Norwich and Kings Lynn
- Two children and young people's events – Kings Lynn and Swaffham
- One Takeover Day event, Great Yarmouth

At the staff events, the feedback was broadly in favour of the proposal. The feedback emphasised support for the proposal particularly in cases where there is a formalised crossing in place, other comments emphasised that this is a parental responsibility and suggested that a rota of parents or school staff could be used. Responses from staff events noted possible consequences including concern about the safety of children crossing roads.

Feedback from the children and young people's events reflected a mixture of views from those present – in one case 21 young people present supported the proposal and seven young people present rejected the proposal. At another event, one young person present supported the proposal and 12 young people present rejected the proposal.

#### Organisation, group or petition responses

Twelve responses were received from named voluntary/community groups or statutory organisations:

- Taverham Brass Band
- Taverham Parish Council
- Horsford Parish Council
- Needham Village Hall
- Motor Neurone Disease Association
- YMCA & Rethink Mental Health & Riversdale
- Norfolk Neurology Network & MS Society
- Retired members' section of the Norfolk County branch of Unison
- Stalham Town Council
- Unison, Norfolk County Branch
- Broadland District Council
- Norwich City Council

There was a mix of views from groups with some responding in favour of the proposal, some rejecting the proposal and others expressing more mixed views. The main points made in group and organisational responses included:

- Support with the proviso that suitable training is available and health and safety issues are considered
- Rejection of the proposal with no further explanation
- Rejection of the proposal because of concerns about safety
- Support citing this as a parental responsibility
- Suggesting traffic lights as an alternative measure
- Support with the proviso "as long as children are safe"
- Descriptions of the service as valuable or key
- Small savings and high risks to safety
- Concerns about safety

One response posed further questions about the practicalities and responsibilities: "Who will recruit, select, vet & train volunteers? Who insures against the risks of accident to child or crossing patrol? Having responsibility without control looks like a poisoned chalice unless other organisations accept the considerable accountabilities of organising and managing patrols"

#### **Consistent, repeated or notable views from people who agreed with the proposal**

One hundred and forty people supported Proposal 29 with several respondents stating it "seems sensible" or "seems reasonable", others supported it more reluctantly commenting things like "A necessary saving, I fear" or "makes sense in such straightened circumstances".

Twenty-eight respondents who supported the proposal stated in their response that they feel that it is a parental responsibility to supervise children crossing the road, not a State responsibility e.g. "it's up to parents to ensure their children get to school safely"

Twenty respondents who supported the proposal did so but with certain caveats. Of these, three respondents supported the proposal with the proviso that no school crossing patrols are lost. Three respondents supported the proposal with the proviso that it should go ahead only if groups or individual volunteers could be found, other organisations could support or if suitable training was provided to any volunteers recruited. Four respondents agreed with the proposal with the caveat that that it was acceptable so long as children remain safe. Other provisos included: not using Parent Teacher Association funds, that there should be 20mph restrictions around schools instead, and that crossings should be retained on busy roads.

Thirty-one respondents who supported the proposal agreed with the idea of using volunteers in some form to deliver the service whilst six respondents supported sponsorship as a way forward. Some of those who supported the idea of using volunteers suggested parents should volunteer. Some people, whilst supporting the idea of volunteers, questioned the likelihood of finding willing people to take on the role: "Volunteer crossing patrols sound a good idea, but what about insurance and police checks which put so many off volunteering to do anything with children?"

Twelve respondents who supported the proposal stated that it would not affect them personally.

Twenty-eight people who supported the proposal suggested alternatives.

### **Consistent, repeated or notable views from people who did not agree with the proposal**

One hundred and one people did not agree with Proposal 29.

The main reasons for disagreeing with the proposal were concerns about safety of children crossing roads – this was mentioned by 57 people in their responses. Twenty people talked about the potential consequences of children crossing without assistance from crossing patrols – some of these respondents referred to dangerous roads and the possibilities of serious or fatal accidents: “There should be no reduction in school crossing patrols as this could have a significant impact on the safety of children going to and from school” or “You will put children’s lives at risk.”

Eleven of the respondents who disagreed with the proposal described the school crossing patrols as a key or essential service. Several of these respondents described school crossing patrols as offering more than simply a service to get children across the road safely: “The children trust our patrol lady and she looks out for them. The children respect her and recognise her as a familiar face; this would not be there if it was different people every day” or “The school crossing patrol is also a representative for the school and first and last point of contact for my child each and every day, so contributes to the positive experience of school”.

Fifteen of the respondents who disagreed talked about volunteers in their responses. This included comments that questioned the reliability of volunteers, the availability of people to volunteer, the suitability of this as a volunteer role, and one respondent pointed out volunteers would need co-ordinating. Another pointed out that red tape would need to be cut to allow for volunteers to come forward.

### **Other comments**

More people supported than rejected the proposal (140 for, 101 against)

In 42 cases the respondent’s view was not clearly in favour or opposed to the proposal or offered mixed views. This may be because they suggested alternatives to a school crossing patrol service but also stated that they would like to see as many patrols retained as possible or because they responded that crossing patrols were more necessary at some schools than others.

Two respondents stated that they felt rather than reducing the funding for the service we should stop the service altogether.

Some respondents did not state one way or the other their support or rejection of the proposal but commented on some parts of the proposal, for example one respondent commented that using volunteers would put them in danger of litigation and that adequate insurance would have to be sought and added that Parent Teacher Association funding is a good idea but that not all schools could raise the funds. Others commented on the use of volunteers giving thoughts on both the positives and negatives of such an option:

“The use of volunteers is fine but if they are ill how would you ensure cover is provided”. In some cases respondents commented that the proposal would not affect them directly but offered no further comment making it difficult to judge their support or objection to the proposed changes.

Five responses criticised the Council’s consultation approach and/or this proposal in particular.

One of these commented on a lack of clarity in the proposal as to how salaries would be paid going forward, one criticised the consultation and suggested that we are not a listening council, two stated that the saving was very small and one stated that they were not qualified to respond.

### **Alternative suggestions**

Fifty-one respondents suggested alternatives for this proposal – these included:

- Charging schools for the service
- Using volunteers
- Getting sponsorship
- 20mph speed restrictions outside schools during certain hours
- Speed bumps
- Invest in mechanised options like crossings/lights
- Asking charities to run the service
- Using older children as volunteers
- Cutting the service completely
- Reducing funding for older people's services
- Retaining as many crossing patrols as possible
- Charge parents for the provision of a crossing patrol
- Schools staff to run crossing patrols on a rota
- Remove parking from around schools to improve safety
- Fund crossings through parish payments
- Conduct traffic volume surveys outside schools
- Charge academies and free schools for the service
- County Councillors to act as volunteers to enable them to meet constituents

Some alternatives were repeated/notable. These were:

- Using volunteers
- Charging schools
- Traffic calming measures – in particular speed limits of 20mph
- Zebra/pelican crossings
- Parents paying for the service or acting as volunteers

### **Responses relevant to the Equality Impact Assessment**

The EQIA for this proposal showed that there may be disproportionate impacts on disabled children and parents.

Two responses commented on unfair impact on a specific group: children/young people.

“Awful. Yet again, taking money away from the services that benefit our children is unbelievable.”

“Why does this consultation target our children and nation's future so disproportionately? A good society supports our young, old and those in need. I feel ashamed to live in Norfolk in a society that does not value them”

### **Other information**

Total responses: 283

The division of views between users and non-users (some people did not say whether are 'users' or 'non-users' of the service) is:



Users: for 12 , against 22, other\*5  
Non-users: for 118 , against 60, other\* 29

\* 'Other' responses include those which are not specifically in support of or against proposals, or make more general views about the proposals.

## Appendix Jii: Equality Impact Assessment for P29 Reduce funding for school crossing patrols

### 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 reduce funding for school crossing patrols.

If implemented this proposal will impact on children and young people and their parents, carers and guardians. There may be disproportionate impacts on disabled children and parents. The proposal will mean a reduction in funding for school crossing patrols and if no alternative funding is found this could lead to:

- Some crossing patrols ceasing
- Reduced road safety for children and young people
- Reduced time for crossing the road, which would particularly affect children with disabilities
- Increased need for parents/carers/guardians to accompany their children to school – this could be a particular issue for disabled parents/carers who may not be able to accompany their child to school and may not be able to find an appropriate adult to help out.

<b>Directorate:</b>	Children's Services
<b>Lead officer:</b>	Elly Starling
<b>Other officers:</b>	Ian Webb, Susan Saxby, Louise Cornell
<b>Date completed</b>	7 January 2014

## 1. Overview of Proposal

It is the responsibility of parents and carers to ensure that their child gets to school. The Road Traffic Regulation Act 1984 allows us to put in place school crossing patrols to help pupils get to school. We currently fund and manage 114 school crossing patrols.

Norfolk County Council is proposing to change the way that school crossing patrols are funded. We have looked into how they are funded and operate in other parts of the country, and have developed four potential ways they could work in future. Patrols could be run by community groups, schools, or volunteers, or alternatively they could be sponsored by local businesses. This proposal would save £150,000 in 2015/16 and in 2016/17 making a total saving of £300,000.

## 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 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>xxviii</sup>.

The following protected groups are likely to be disproportionately affected:

<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>NO</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

It is the responsibility of parents and carers to ensure that their child gets to school. However, the existence of a school crossing patrol can help improve safety for children, in particular when crossing the road, thus encouraging greater independence for children. This may especially be the case where a parent or child has a disability, which could mean it takes them longer to cross the road.

We use nationally recommended criteria for determining whether a school crossing patrol is warranted. We take into consideration the number of children crossing, the road layout and speed of vehicles, traffic volumes and other safety measures, like signs and speed humps that are available. In some cases, signage or other traffic calming measures are more appropriate for slowing traffic speeds and or encouraging safer walking routes around schools.

We currently fund and manage 114 crossing patrols across the county, which means that 26% of schools have one. The majority of crossing patrols are at schools in market towns, and all but one of these are outside primary schools.

There is no statutory requirement for us to provide school crossing patrols. However where there is one in place, we do have a statutory responsibility to ensure its safe running. This means that we are responsible for the following:

- Monitoring of all school crossing patrol sites
- Providing a uniform, as specified by the Road Traffic Act
- Recruitment and selection (including safeguarding checks)
- Training
- Risk assessments

- Liaising with the local Police
- Handling complaints
- Providing relief

There are currently 116 school crossing patrol staff in Norfolk (86 women and 30 men). Staff are aged between 20 and 90 and each one undertakes Safeguarding Children Training and is subject to Council employment practices.

We also look to encourage road safety around schools in other ways. This includes attending school assemblies and lessons to give safety messages, and providing pedestrian and cycle road safety training. We also run the Travel Independence Training across the Nation (TITAN) scheme which helps students with learning difficulties to gain independence and travel on their own, including to school.

Under this proposal we are looking to change the way crossing patrols are funded so that in future we would not provide the funding, this could come from community groups, schools, local businesses or the patrol could be run by volunteers. The only restriction on this is that schools are not permitted to fund a road crossing patrol from their Dedicated Schools Grant.

## 4. Potential impact

If this proposal goes ahead we will save £300,000 from the school crossing patrol budget. This could be by looking at alternative means of funding existing school crossing patrols. This will affect around one in four Norfolk schools that currently have a school crossing patrol which is funded and managed by us. The proposal may not result in crossing patrols ceasing – however there is a risk that this will be the case if alternative funding or arrangements for crossing patrols are not found.

Should the proposal result in fewer crossing patrols, the safety of children and young people could be affected. Some patrols make use of existing pedestrian crossings facilities, which will continue to be available for children making their way to school. However, not having the crossing patrol may mean that children have less time to use these facilities or cross the road, which may particularly affect children with disabilities. It is possible that this will lead to an increase in the number of children involved in road traffic accidents.

The proposal may give added responsibility for parents/carers/guardians to get their children to school. They may have other children who attend different schools or other commitments making it difficult to walk to school with the child. In particular, disabled parents/carers with younger children may not be able to accompany their child to school and may not be able to find an appropriate adult to help out.

As part of determining the impacts of proposals for the 2014-17 budget a 12 week public consultation was undertaken between Thursday 19 September and Thursday 12 December. Fifty-seven respondents felt that the proposal would impact on the safety of children getting to and from school, with some referring to children having to cross or walk along dangerous roads. Two respondents commented on the unfair impact this and other proposals together have on children and young people.

“Awful. Yet again, taking money away from the services that benefit our children is unbelievable.”

“Why does this consultation target our children and nation's future so disproportionately? A good society supports our young, old and those in need. I feel ashamed to live in Norfolk in a society that does not value them”

## 5. Mitigating actions

The following actions will be delivered if this proposal goes ahead to address the impacts identified through this assessment.

Action/s	Lead	Date
1. Continue to provide pedestrian and cyclist road safety sessions to encourage safer travel to and from school	Ian Temperton	Ongoing
2. Review all road crossing patrols to see if they continue to meet our criteria	Elly Starling	April 2014
3. Look at alternative approaches to funding school crossing patrols and take a decision on the future of each patrol	Elly Starling	April 2014

## 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](mailto:PPPService@norfolk.gov.uk)

## Appendix K: Equality Impact Assessment for Proposals 1-20: Cutting our own costs and becoming more efficient

### 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 proposals 1-20 which are internal processes and functions that will have either no or minimal direct effects on the general public and people who use our services. Where there will be impacts that may affect people with protective characteristics, say through service redesign, a separate EqlA will be undertaken to ensure equality issues and accessibility are taken into account.

For internal changes where the impact will be to Norfolk County Council staff and internal processes and functions, separate EqlA's will be undertaken to ensure equality and accessibility are considered as part of any change. Where the changes are not of a substantial enough nature to warrant an EqlA being undertaken, equality and accessibility should be considered as part of our normal practice.

A separate EqlA has been undertaken to determine the impact on Norfolk County Council's workforce.

<b>Directorate:</b>	Corporate Resources
<b>Lead officer:</b>	Louise Cornell
<b>Other officers:</b>	Neil Howard
<b>Date completed</b>	20 December 2013

### 1. Overview of Proposal

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. We are proposing that over half of the savings (£74.7m) will come from cutting our own costs and becoming more efficient.

These efficiency proposals are changes to internal processes and functions that will have either no or minimal direct effects on the general public and people who use our services. As a matter of course however, we have considered the likely impact each of the proposals will have on protected groups and identified actions to ensure there are no adverse disproportionate impacts as proposals are delivered.

A separate workforce EqlA has been completed to consider the full impacts on staff who work at Norfolk County Council.

## 2. Who will be affected

This Equality Impact Assessment considers the likely impacts of the proposals on all protected groups under the Equality Act 2010. The following protected groups are likely to be disproportionately affected:

<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>NO</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

As part of the Putting People First budget proposals we are proposing that over half of the savings (£74.7m) will come from cutting our own costs and becoming more efficient. These relate to our working practices, streamlining processes, using staff and resources efficiently and procuring goods and services effectively. They will result in changes to our internal processes and functions, and will have either no impact or limited direct impact on the general public or people who use our services. There will however be implications for Norfolk County Council staff members, commissioned services and partners that provide services on our behalf.

The proposals are as follows:

### How we buy things

Ref.	Title	Description	Total (£million)
1	Changing the systems and arrangements we use for buying things	Some key changes to arrangements within our procurement service, including better use of e-tendering, automated document preparation and improved data management, and reductions in management and staff.	£0.249

Ref.	Title	Description	Total (£million)
2	Make use of newer and cheaper ICT systems and practices	This includes implementing Digital Norfolk Ambition and the replacement and redesign of the Council's overall ICT infrastructure. It includes the renegotiation of contracts for telephone use and internet, electrical testing and stationery. It also includes improvements to Children's Services' systems, the introduction of SMART ticketing in public transport, and using technology to improve transport monitoring.	£7.861
3	The outcome of the re-tendering of the contract for Highways Maintenance	Achieve lower prices through the procurement process to reduce our overall expenditure without reducing our activity.	£4.400
4	Improve the way we manage, buy, lease and fuel vehicles and equipment	We will hire fewer vehicles and use 'operational lease financing' for new vehicles, review how we purchase yellow buses and renegotiate our contracts for buying and leasing minibuses. We will bring together staff and expertise in fleet management. We will seek to reduce private car use for business travel and review the contracts for fuel cards. These proposals also include measures to reduce the funding for transporting people in residential care.	£4.356
5	Change key waste management contracts and approaches to reduce costs	Changing and renegotiating the contract for waste disposal, new agreements for services running County Council recycling centres and new approaches to recycling street sweepings to reduce landfill.	£1.730
6	Change the way we set up and monitor key social care contracts to reduce costs	Reducing the costs of the Council's residential care contract with NorseCare and the mental health services contract with Norfolk and Suffolk Foundation Trust. Improve our use of 'block' contracts with home care providers and providers of respite care. Better use electronic monitoring technology to monitor service use.	£6.200

#### How we organise our staff and resources

Ref.	Title	Description	Total (£million)
7	Improving our internal financial planning arrangements	Improve the way we move money around the Council, and how we use under-spent budgets or money set aside for contingencies.	£0.351



Ref.	Title	Description	Total (£million)
8	Reviewing management, staffing and accommodation arrangements in services	Review services with a view to rationalising the number of managers, staff and resources required to support, provide or commission services.  Undertake a senior management restructuring in Children's Services, the joining up of some management functions in back office services, and a staffing review in the Fire & Rescue service.	£8.687
9	Reducing training, subscriptions, events that don't directly support services	Only provide training and organisational development support for staff where it is critical to the running of the Council. Minimise other spend not linked to the delivery of services – such as subscriptions, event attendance and some kinds of business travel.	£1.927
10	Make our systems and processes smarter and more efficient	We will make our processes for managing information and staff as efficient and straightforward as possible. This includes a reduction in our postage spend, and the increased use of digital media for marketing instead of printed material. It also includes more efficient financial processes through the better use of technology.	£5.058
11	Make better use of the information we have about Norfolk and its citizens to ensure that Council services better reflect local needs	Development of a new Business Intelligence service that will help services and commissioners provide the right services to the right people at the right time.	£0.583
12	Reduced retirement costs for teachers because of an increase in academy schools	The Council has fewer responsibilities towards the growing numbers of academy schools. One impact of this is a reduction in the need to pay retirement costs.	£0.400
13	'invest-to-save' projects on equipment or improve systems that will enable us to save money over time	Improving the equipment at Household Waste & Recycling Centres and investment in improvements to the way health and social care services work together.	£3.300
14	Continue to explore and develop alternative ways of managing and organising adult social care services	Continued support for the Independence Matters social enterprise for personal and community care services, and evaluating the options for moving the Council's Adult Social Care Arranging Service to an external organisation.	£0.640

## How we work with others

Ref.	Title	Description	Total (£million)
15	Use Public Health skills and resources to improve the way the Council promotes people's health, wellbeing and independence	Merging and reshaping resources and services in children's and adult care services to reflect new opportunities and ways of working with Public Health.	£2.480
16	Work alongside district councils and other organisations to reduce duplication and costs, and improve services	Delivery of specialised joint minerals & waste services, the better coordination of emergency planning provisions, and improving how we manage statutory recycling credit payments. It also includes the renegotiating the joint funding arrangements we have with district, city and borough councils for the Museums Service.	£0.268
17	Renegotiate how much we reimburse bus operators for concessionary travel schemes	Norfolk County Council is directly responsible for reimbursing bus operators for the English National Concessionary Travel Scheme. This proposal seeks to reduce the level of reimbursement from 01-04-2014	£1.050
18	Improve the way we work with the NHS and health services by sharing staff, funding and priorities	This includes work that will target people most at risk of health problems and reduce the number of people being admitted to hospital. It will also include establishing joint senior management posts across health and social care.	£18.350
19	Improve the way we support, challenge and intervene in schools	Review our services and service level agreements to make sure they are effective and sustainable.	£0.850

#### How we generate income

Ref.	Title	Description	Total (£million)
20	Make more income from chargeable services by improving our services, offering new services where there is a demand for them, and increasing charges where appropriate	<ul style="list-style-type: none"> <li>– Selling our communications services to others.</li> <li>– Increasing NPLaw's external income from trading.</li> <li>– Making more money from museums by establishing a fundraising foundation to enable giftaid to be reclaimed on admissions, and developing new ways of creating income.</li> <li>– Developing commercial opportunities in the Records Office.</li> <li>– Generating new income in key environmental services so that they pay for themselves in the long term.</li> <li>– Ensuring that we are paid enough money for the chargeable services we provide to ensure</li> </ul>	£5.999

		<p>that we fully cover our costs.</p> <ul style="list-style-type: none"> <li>– Deliver a wider range of specialist highway services, such as laboratory services and Rider &amp; Driver development, to increase income.</li> <li>– Develop a more joined up set of public safety services for schools and other key customers.</li> <li>– Secure more money from European Union and other funding schemes to use in delivering services.</li> <li>– Provide social care management services to people who fund their own care support.</li> <li>– Increase fees for registration services</li> </ul>	
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## 4. Potential impact

Analysis of each of the proposals to cut our own costs and become more efficient has identified the following impacts:

Proposal	Likely disproportionate impact
1. Changing the systems and arrangements we use for buying things	Potential impact on disabled staff members if accessibility is not considered as part of process
2. Make use of newer and cheaper ICT systems and practices	Potential impact on disabled staff members if accessibility is not considered as part of process
3. The outcome of the re-tendering of the contract for Highways Maintenance	No disproportionate impact on protected groups
4. Improve the way we manage, buy, lease and fuel vehicles and equipment	Potential disproportionate impact on disabled staff regarding changes to business travel arrangements
5. Change key waste management contracts approaches to reduce costs	No disproportionate impact on protected groups
6. Change the way we set up and monitor key social care contracts to reduce costs	Potential Impact on disabled customers if new Independence Matters service does not take account of accessibility within its service delivery
7. Improving our internal financial planning arrangements	No disproportionate impact on protected groups
8. Reviewing management staffing and accommodation arrangements in services	Potential impact on disabled staff and customers if accessibility is not fully incorporated into projects
9. Reducing training, subscriptions, events and other areas of spending that don't directly support services	No disproportionate impact on protected groups anticipated
10. Make our systems and processes smarter and more efficient	No disproportionate impact on protected groups
11. Make better use of the information we have about Norfolk and its citizens to ensure that council services better reflect local needs	No disproportionate impact on protected groups
12. Reduced retirement costs for	No disproportionate impact on protected groups

teachers because of an increase in academy schools	
13. Spend some money on invest to save projects so we can buy equipment or improve systems that will enable us to save money over time	Potential impact on disabled staff members and customers who either use ICT as part of their work or access Norfolk County Council services through NCC website or public information portals
14. Continue to explore and develop alternative ways of managing and organising adult social care services	Potential impact for disabled customers if accessibility to services is not considered as part of the contractual arrangements with Independence Matters
15. Use public health skills and resources to improve the way the Council promotes people's health, wellbeing and independence	No disproportionate impact on protected groups, however there is an opportunity to further enable better accessibility for people with protected characteristics through some of the changes proposed
16. Work alongside district councils and other organisations to reduce duplication and costs, and improve services	No disproportionate impact on protected groups
17. Renegotiate how much we reimburse bus operators for concessionary travel schemes	No disproportionate impact on protected groups
18. Improve the way we work with the NHS and health services by sharing staff, funding and priorities	No immediate disproportionate Impact identified, but further detail and a separate EqIA will be required as part of delivery to properly assess this.
19. Improve the way we support, challenge and intervene in schools	Potential impact on service delivery if equality is not fully included during commissioning process
20. Make more income from chargeable services by improving our services, offering new services where there is a demand for them, and increasing charges where appropriate	No disproportionate impact on protected groups, however there is an opportunity to further enable better accessibility for people with protected characteristics through some of the changes proposed

## 5. Actions required

Proposal	Actions	Lead	Date
2 & 8	Develop Norfolk Accessibility Standards and ensure these are adhered to by Work Style lead and head of ICT	<b>Andrew Pettitt &amp; Tom Baker</b>	<b>February 2014</b>
4	Ensure the car leasing service takes account of accessibility as standard	<b>Cheryl Hewitt</b>	<b>Ongoing</b>
6	Ensure commissioning process and monitoring of new services takes account of accessibility and equality issues Ensure EqIA's are completed if undertaking changes in services; in particular <ul style="list-style-type: none"> <li>Mental Health service change</li> </ul>	<b>Clive Rennie Sera Hall</b>	<b>Ongoing</b>

Proposal	Actions	Lead	Date
	<ul style="list-style-type: none"> <li>Home Care service change</li> <li>NorseCare</li> </ul>		
8	Ensure that the Work Styles, County Hall Maintenance and Digital Norfolk Ambition EqlAs are up to date to ensure potential impacts have been considered and where appropriate mitigating actions are put in place	<b>Andrew Pettitt &amp; Neil Howard</b>	<b>January 2014</b>
8	Ensure HR policies take account of accessibility	<b>Lesley MacDonald</b>	<b>Ongoing</b>
13	Ensure accessibility is considered and appropriately implemented within the Digital Norfolk Ambition project	<b>Neil Howard</b>	<b>Ongoing</b>
14	Ensure Independence Matters takes account of equality and accessibility issues as part of its service delivery	<b>Sarah Stock</b>	<b>Ongoing</b>
18	Undertake a full EqlA on specific proposals for service changes to determine all potential equality impacts are considered and where appropriate, measures are put in place	<b>Catherine Underwood Debbie Olley</b>	<b>As required</b>
19	Ensure equality issues are considered as part of any changes to service level agreements and where appropriate ensure an EqlA is undertaken.	<b>Gordon Boyd</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>i</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>ii</sup> Source: CareFirst – 31.07.13

<sup>iii</sup> Child Poverty Needs Assessment May 2013

<sup>iv</sup> The Munro Review of Child Protection: Final Report: A child-centred system Professor Eileen Munro

<sup>v</sup> Norfolk County Council Fostering Service Statement of Purpose 2013-14

<sup>vi</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>vii</sup> Age and Stage Profile 11-19 [www.norfolkinsight.org.uk/explorer/resources/](http://www.norfolkinsight.org.uk/explorer/resources/)

<sup>viii</sup> Age and Stage Profile 11-19 [www.norfolkinsight.org.uk/explorer/resources/](http://www.norfolkinsight.org.uk/explorer/resources/)

<sup>ix</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>x</sup> [http://www.restorativejustice.org.uk/restorative\\_justice\\_works/](http://www.restorativejustice.org.uk/restorative_justice_works/)

<sup>xi</sup> [http://www.norfolk.gov.uk/Childrens\\_services/Practitioners/Restorative\\_approaches/index.htm](http://www.norfolk.gov.uk/Childrens_services/Practitioners/Restorative_approaches/index.htm)

<sup>xii</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xiii</sup> <http://www.education.gov.uk/schools/pupilsupport/inclusionandlearnersupport/mea/a0077022/ethnic-monitoring>

<sup>xiv</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xv</sup> Age and Stage Profile 0-10 [www.norfolkinsight.org.uk/explorer/resources/](http://www.norfolkinsight.org.uk/explorer/resources/)

<sup>xvi</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xvii</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xviii</sup> Norfolk Age and Stage Profile 11-19 year olds April 13 [www.norfolkinsight.org.uk/jsna/youngpeople](http://www.norfolkinsight.org.uk/jsna/youngpeople)

<sup>xix</sup> <http://www.rsonline.org.uk/images/files/ruralreviewofpublicservices2010.pdf>

<sup>xx</sup> [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xxi</sup> Norfolk Age and Stage Profile 11-19 year olds April 13 [www.norfolkinsight.org.uk/jsna/youngpeople](http://www.norfolkinsight.org.uk/jsna/youngpeople)

<sup>xxii</sup> Norfolk Age and Stage Profile 11-19 year olds April 13 [www.norfolkinsight.org.uk/jsna/youngpeople](http://www.norfolkinsight.org.uk/jsna/youngpeople)

<sup>xxiii</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

<sup>xxiv</sup> Drug Misuse Declared: Findings from the 2009/10 British Crime Survey

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<sup>xxv</sup> Drugs and Diversity: Lesbian, gay, bisexual and transgender (LGBT) communities, Learning from the evidence  
<sup>xxvi</sup> Health Needs Assessment, HMP Wayland April 2012, Public Health Information Team NHS Norfolk & Waveney  
<sup>xxvii</sup> *Specialist Drug and Alcohol Services for Young People – A Cost Benefit Analysis* (DfE: 2011)  
<sup>xxviii</sup> Census 2011, [www.norfolkinsight.org.uk](http://www.norfolkinsight.org.uk)

## Update on Norfolk Family Focus

Report by the Interim Director of Children's Services

### Summary

In December 2011, The Department for Communities and Local Government announced the Plans for a Troubled Families Programme (renamed locally as Norfolk Family Focus).

This report outlines the background to the local delivery of the Programme and progress to date, and highlights current issues.

**Recommendation:** That Overview & Scrutiny review and note the progress of the Troubled Families Programme and make any recommendations they feel are required.

### 1. Background

- 1.1 Following the riots in the summer of 2011 the government identified 120,000 'troubled families' and committed additional funds to address and ultimately overcome the significant and long standing issues that these families experience. The Troubled Families Unit in the Department of Communities and Local Government (DCLG) was set up, bringing together the responsibilities from a number of agencies.
- 1.2 In one way or another, the identified families all present a high cost to the public purse but, more specifically, they are characterised by there being:
  - no adult in the family working and often longstanding claiming of benefits;
  - children in the family who have poor school attendance or who are subject to repeated exclusions;
  - family members who are involved in crime and anti-social behaviour.
- 1.3 The DCLG indicated at the outset of the Programme that Norfolk's share of the 120,000 families is 1,700. (See Appendix 1 for information on how this figure was arrived at.) It is the government's intention to ensure that the 120,000 troubled families are 'turned around' by the end of the current parliament (2015).

### 2. Contents of Report

#### 2.1 Norfolk's Response to the Troubled Families Agenda

- 2.1.1 Norfolk County Council, as a top tier local authority, is the lead agency and accountable for the Troubled Families Programme in Norfolk. This initiative, renamed locally as Norfolk Family Focus, is delivered via a partnership of agencies with the goal of 'turning around' the lives of the 1,700 identified families by 2015. Norfolk County Council Children's Services took the decision that the Family Focus programme would be placed within the Early Help Programme in order to provide an enduring model for structured, multi-agency support for the families of Norfolk in the future.

- 2.1.2 The criteria for entering the programme are divided into three broad areas: educational participation, worklessness and crime/anti-social behaviour (the 'National Criteria' – see Appendix 2). Families must either meet all three National Criteria or two of them, plus at least one of the locally determined factors (please see Appendix 3 for full information). The DCLG's Troubled Families Unit later modified this criteria to further support local authorities with identifying additional families, offering more flexibility with both the education and anti-social behaviour elements of the criteria.
- 2.1.3 Through discussion with partners, it was decided that Norfolk Family Focus would use anti-social behaviour measures from the home and school, as well as in the community, so that more families could be identified at an earlier stage as part of the early help agenda. Whilst this move towards an earlier intervention for families is a positive step, it has become apparent that proving progression towards good outcomes on this new revised anti-social behaviour measure is difficult and further work is underway to make it fully usable. As an example, to evidence progression for one young person requires us to obtain information about the behaviour of siblings who may be in other schools to show that not only has the targeted young person progressed but behaviour across the family has not deteriorated. This involves several schools in trawling through behaviour records to provide us with the evidence.
- 2.1.4 Initially Norfolk did not identify sufficient numbers of families who both met the criteria for inclusion in the Programme and had been 'worked with'. The DCLG advised us to take the new, more flexible criteria and apply this back to 2010 as per the Troubled Families Financial Framework. Norfolk took a broad stance on the families who had been worked with and included families who had been involved in some degree with various services.
- 2.1.5 By the second year of the Programme, the partnership took the decision to offer directly delivered services and redefined the way families on the programme were worked with. The Norfolk Family Focus operational service was developed, providing a directly delivered supportive service to qualifying families. The service involves various strands:
- Many of the Norfolk Family Focus staff are placed within the existing Operational Partnership Teams (a partnership between the District Councils and the Constabulary);
  - The Family Intervention Service has been re-commissioned to provide direct work with families who meet the Troubled Families criteria;
  - The 'Bonus Scheme' is being developed, offering an incentive to existing providers to work with the whole family instead of only individuals within the family.

## **2.2 Storyboard Tool**

- 2.2.1 To support this work, Norfolk developed the Family Storyboard tool (see Appendix 3 for further details). This tool has recently won recognition at a regional competition run by the Local Government Association. NCC has formed a partnership with Great Yarmouth Borough Council and successfully secured funding to develop the use of the Storyboard in the community.
- 2.2.2 The Storyboard offers the facility to capture all of the family's needs and difficulties in one plan, enabling a clear and straightforward summary of the interventions being delivered and the family's aspirations, expectations and achievements. The progress made by the family is tracked through revising the storyboard at key milestones in their involvement with the programme. Comparisons with earlier versions then evidence the impact of the work undertaken.



## **2.3 Payment by Results**

- 2.3.1 Local authorities report data on progress made with families back to the DCLG at regular intervals. Once conditions are met, LAs are able to claim additional funds on a 'payment by results' basis. (See Appendix 4 for additional information.)
- 2.3.2 As at the 20<sup>th</sup> December 2013 Norfolk has worked with 915 families. Due to the DCLG guidance that families could be included who had been worked with through a variety of programmes dating back to 2010, much of the data is old and has been gathered from diverse sources. Detailing timelines and baselines for this data is complex and, in some cases, it is difficult to obtain clear evidence to prove progression and claim payment by results. NCC also relies heavily on the accuracy of other agencies' data and information. Recently we have reviewed a claim that was sent to the DCLG, where the evidence gathering process resulted in an over claim. We have alerted the DCLG to this fact and to our intention to repay the excess funds and await their response. We are also reviewing the cost of collecting data to support payment by result claims to ensure it is cost effective to claim the payment.

## **2.4 Data Exchange/Digital Norfolk**

- 2.4.1 The Norfolk Family Focus project is currently operating without a signed Data Exchange Agreement between partner agencies. NCC Information Management services are working with nplaw and the Constabulary to progress the agreement towards finalisation.
- 2.4.2 Using the technology and software that Digital Norfolk proposes we understand that NCC will have a more robust data collection method in the future, improving our chances of identifying the right families in a timely fashion and obtaining good evidence for payment by results claims. Given the need to improve the data management systems and the issues regarding data exchange with partner agencies, Norfolk Family Focus has been highlighted as a 'sprint project' for Digital Norfolk.

## **2.5 Working with Sufficient Families**

- 2.5.1 Norfolk Family Focus is not currently meeting its targets on the numbers of families it is working-with and they need to have worked with another 785 by the end of the three year programme in March 2015 with the last payment by results claim to be made in May 2015. Appendix 5 shows the various ways payment by results outcomes can be reached and the timescales for demonstrating the family's progression. To be able to claim payment by results on the education and ASB criteria in May 15 families will need to be started work with by May 14 to enable the three terms' worth of progression evidence. Plans are being developed to use unallocated funding to provide additional resource to accelerate the process of engaging with families to ensure we have sufficient time to evidence progression.
- 2.5.2 As mentioned earlier in year 1 Norfolk was advised by DCLG to count families that had been worked-with back to 2010. This resulted in a 2 year period to count families in and we reported a figure of 614 this claim included various and broad range of interventions by NCC and partner agencies.
- 2.5.3 In the second year of the programme we only counted worked-with, via the more focused partnership offer of Norfolk Family Focus, Family Intervention Project, and the bonus scheme under the Norfolk Family Focus criteria.
- 2.5.4 In the last year the commissioned services have not worked-with the number of families we first envisaged and the bonus scheme providers are still working with us to identify those families they currently work with who meet the NFF criteria.

- 2.5.5 Staff shortages due to recruitment and retention difficulties in the NFF direct services have resulted in a lack of capacity to work with an increased number of families.
- 2.5.6 These varying factors have resulted in number of families being “worked with” as being below the target figure.

### 3. **Resource Implications**

#### 3.1 **Finance**

The expected income for the programme by its close in 2015 is £3,773.275 based on the attachment fees received to date and expected payments by results claims. Of this £1.2 million remains uncommitted. These resources will be required to achieve the accelerated progress identified in Para. 2.4.

#### 3.2 **Staff**

As identified in Para. 2.4 there is a need to engage additional resource to meet our target of families being worked with. Options are being considered in light of budget planning for financial year 2014 -15 and changes to staff deployment required by 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**

None

#### 3.4 **IT**

Digital Norfolk implications noted in 2.3 above.

### 4. **Other Implications**

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

As noted in 2.3 above, the Norfolk Family Focus project is currently operating without a Data Exchange Agreement. Information Management services are working with nplaw and the Constabulary to finalise the Data Exchange Agreement, but there are still several issues to resolve.

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

None

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

Attached as appendix 6.

#### 4.4 Communications:

None

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

The Norfolk Family Focus Programme is designed to take a view of the whole family and ensure that families are working to ensure their children have the best chances in life.

Some feedback about the programme from families and partner agencies

*NFF is a stepping stone to getting us to improve the way we lived our lives. Our worker motivates us to start getting things done for ourselves."* **Family Member**

*:- since being with NFF, things have improved so much that she has asked to have less interaction with NFF for the time being to see how things continue to improve. She said that her son is a better person and that she is very happy with the service she has received."* **A mother sharing her view of the service with a partner agency**

*"Thank you I'm glad I've got you in my life, you have helped me more than anyone."* **Family member**

*The outcome for the family is far better than I could have hoped for with the family you have been supporting, Mum is now in work and the pupil has been at school every single day this term so far.*

*NFF team offering meetings, support, connections, empathy and the determination to make a difference was inspiring, to have my offers backed up and extended to Mum gave us all the drive to make it work.*

*The follow up support has been strong, reliable and regular for both school and the family. To see Mum in tears at the first meeting, desperate and feeling isolated, contrasted so strongly with Mum smiling, confident and needing a short meeting so she could get to work on time - an amazing experience. There is a quote that says, "To know even one life has breathed easier because you have lived—this is to have succeeded". You have succeeded."*

**Feedback from a Head teacher**

*NFF are the first service I have come across who are creative and push to get the job done.* **Feedback form Head teacher**

*"We like that we can visibly see the targets we achieve, and how well things have changed in our house. This helps us see how we are moving forward and gives us a boost."* **Feedback from family member about the storyboard**

#### 4.6 Health and Safety Implications:

None

#### 4.7 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 The Troubled Families programme has a key focus on reducing youth crime and anti-social behaviour, and it works in partnership with Operational Partnership Teams, Youth Offending Team and Probation

## 6. **Risk Implications/Assessment**

- 6.1 None

## 7. **Action Required**

- 7.1 To review and note progress of the Troubled Families programme and make any recommendations considered necessary.

## **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:

Michael Rosen      01603 223747      michael.rosen@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.

## Troubled Family Estimates Explanatory Note

The figures presented in the table represent indicative numbers of troubled families per Local Authority, based on previous Family and Children Survey data concerning the proportion of troubled families that face multiple problems.

That survey estimated that in England there are likely to be around 120,000 families facing multiple problems. Estimates for how those families are likely to be distributed across local authorities are calculated using population estimates and indices of deprivation and child well-being.

### Method for arriving at local authority estimates

The Family and Children Survey (FACS) conducted in 2005 had previously been analysed by the Social Exclusion Task Force at the Cabinet Office<sup>1</sup> to calculate the proportion of families with dependent children in that survey that faced 'multiple problems' i.e. ticked at least 5 of 7 tick-boxes of possible problems<sup>2</sup>.

This found that 2% of families faced multiple problems. Extrapolating that figure to the population of England generated a figure of 117,000 families likely to be facing multiple problems (i.e. around 120,000). The chances of a family facing multiple problems in the FACS survey were found to be related to deprivation and poor child wellbeing. Therefore, in order to calculate estimated numbers per local authority, indices of deprivation and indices child wellbeing were used in combination with local authority population estimates<sup>3</sup>.

Specifically, two estimates were calculated using the Index of Multiple Deprivation (IMD) and the Child Well-being Index (CWI<sup>4</sup>). The proportion of people in England living in each local authority, weighted by IMD, generated a proportion of 117,000 families likely to live in those areas. This calculation provides an indicative number of problem families in each local authority e.g.

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<sup>1</sup> See *Reaching Out: Think Family*. Cabinet Office (2007)

<sup>2</sup> These are: a) no parent in work, b) poor quality housing, c) no parent with qualifications, d) mother with mental health problems, e) one parent with longstanding disability/illness, f) family has low income, g) Family cannot afford some food/clothing items

<sup>3</sup> These figures model the estimated number of families with multiple problems in each local authority according to two key assumptions – 1) the index of multiple deprivation (and population) is a reasonable way of apportioning the national figure; and 2) the number of families has not changed significantly in the last 4-5 years.

<sup>4</sup> Overall index of multiple deprivation based upon 7 indices including income, employment, health deprivation and disability, education, barriers to housing, crime and living environment (Communities and Local Government 2007). Children's Well Being index based upon seven domains including material well-being, health, education, crime, housing, environment and children in need (Communities and Local Government 2009). Population size is based on 2009 population estimates (Office of National Statistics).

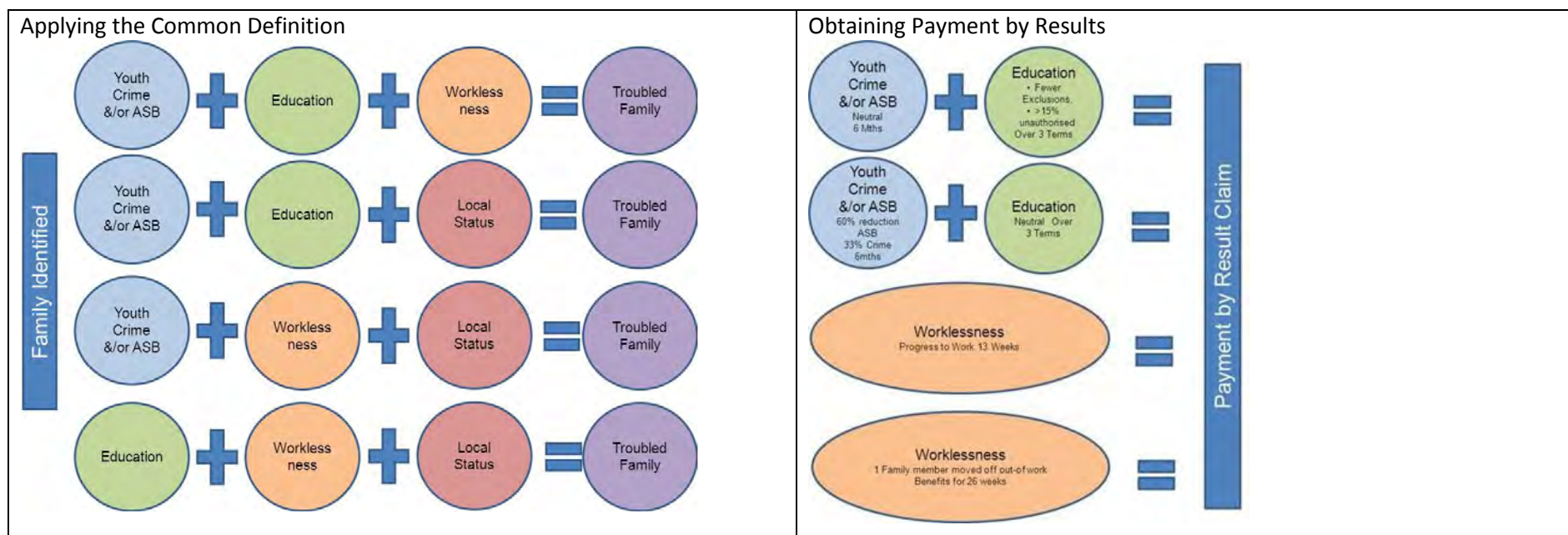
in Barking & Dagenham the number is 640. A similar figure was generated using the CWI e.g. in Barking & Dagenham the figure is 649.

For each local authority there are two estimates, combined to identify a range. For example, in Barking & Dagenham there are estimated to be around 640 to 650 families facing multiple problems<sup>5</sup>. In some authorities the deprivation calculation provides the higher estimate, in others the child well-being calculation. The number presented in the table of estimates by local authority is the middle number for that range e.g. in Barking & Dagenham the figure is 645.

It should be noted that the numbers presented in the table are based on area data rather than actual data on families, and should therefore be treated as an indicative number. Further work is required to identify specific families in each local authority.

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<sup>5</sup> These range figures were previously published on the Department for Education website at the following link:  
<http://media.education.gov.uk/assets/files/doc/e/estimated%20distribution%20of%20families%20with%20multiple%20problems%20as%20at%20march%2011.doc>



Troubled Families Criteria	Outcome to Qualify for Payment by Results	Attachment Fee	Results payment	Total
<b>Education</b> <ol style="list-style-type: none"> <li>Has been subject to permanent exclusion/ 3 or more fixed term exclusions over the last 3 consecutive terms OR</li> <li>Is in a Pupil Referral Unit or alternative provision or not on a school roll</li> <li>Has had 15% or more</li> </ol>	Each child in family has <ul style="list-style-type: none"> <li>Fewer than 3 fixed exclusions, and</li> <li>Less than 15% unauthorised absence in last 3 school terms.</li> </ul>	£3,200 per family	£700 per family	£4000.00 per family

<p>unauthorised absences across the last three school terms.</p> <p>4) Or children whose pattern of attendance gives an equivalent level of concern.</p>				
<p>ASB/Crime</p> <p>1) Households with 1 or more under 18 with a proven offence in the last 12 months</p> <p>2) Households where one or more member has an anti-social behaviour injunction/contract or family has been subject to housing related ASB</p>	<ul style="list-style-type: none"> <li>• 60% reduction in anti-social behaviour across the family in the last 6 months; and</li> <li>• Offending rate by all minors in the family reduced by at least a 33% in the last 6 months</li> </ul>			
<p>Worklessness</p> <p>An adult on an DWP out of work benefit.</p>	<p>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) OR</p>		£100 per family	
	<p>At least one adult in the family has moved out of work benefits into continuous employment in the last 6 months (and is not on the European Social Fund Provision or Work Programme to avoid double payment).</p>	£3200 per family	£800 per family	



<b>LOCAL</b>	Adult(s) in family convicted within last 12 months/dealt with by out of court disposal for priority crimes (burglary, robbery, serious violence, theft of or from motor vehicles).
	Child(ren) in family who has had an episode within LA care in the last
	Adult(s) subject to 180° offender management
	Child(ren) subject to Children's Services Initial Assessment/s17/s47 plan
	Child(ren) with mental health difficulties
	Child(ren) misusing drugs or alcohol
	Child(ren) diagnosed with ADHD or in receipt of DLA
	Other childhood health concerns
	Parental ill health
	Adult(s) with learning difficulties
	Adult(s) with mental health difficulties
	Adult(s) misusing drugs or alcohol
	Adult(s) with long standing illness
	Intentionally homeless or at risk of eviction
	Domestic Abuse within last 12 months
	Adult in the family who is in prison
	Family contains NEET young people
	Family failed to take up EY provision (2yrs+)

# Family Story Board

Norfolk Family Focus (NFF) - Story Board		Parent or Family: Name: Mr. Williams	Last Update: Updated on: 10/10/2020												
<b>Family, friends and what is currently involved</b> 		<b>Family Timeline</b> 													
<b>What does change look like?</b> (What would you like to see change?) I would like X to go to school every day. I would like to be able to get on a training course. A time when everyone in the family sits to eat after...		<b>What can we do right now?</b> (What's important to discuss and agreed in discussion?) We can plan a meeting routine for getting the children to school. You can book in some health appointments with the GP. The family can think about spending some more time together.													
<b>Managing Expectations</b> Family: I will expect X to go to school every day. I will expect X to be able to get on a training course. I will expect X to be able to get on a training course. I will expect X to be able to get on a training course.		<b>Agreed Assessment Delivery Plan</b> Mum will attend all her health appointments in the next month. e.g. - Family Practitioner will help X to...													
<b>Progress and Review</b> <table border="1"> <thead> <tr> <th>Review Date</th> <th>Review Status</th> <th>Review Notes</th> </tr> </thead> <tbody> <tr> <td>10/10/2020</td> <td>Completed</td> <td>...</td> </tr> <tr> <td>11/10/2020</td> <td>In Progress</td> <td>...</td> </tr> <tr> <td>12/10/2020</td> <td>Not Started</td> <td>...</td> </tr> </tbody> </table>		Review Date	Review Status	Review Notes	10/10/2020	Completed	...	11/10/2020	In Progress	...	12/10/2020	Not Started	...	<b>Continuous Improvement</b> If X does not arrive at school, I will... If mum does not attend health appointments, doctor reception will... We will look the calendar when family advised... We will measure our progress.	
Review Date	Review Status	Review Notes													
10/10/2020	Completed	...													
11/10/2020	In Progress	...													
12/10/2020	Not Started	...													

Carey Cake  
Norfolk Family Focus Locality Coordinator

Tracey Walton  
Early Help Project Manager  
Technical advice

Ben Blunt  
Partnership Coordinator  
A focus on Practice

# Why The Family Story Board?

<p>Thinks and captures the whole family and all resources.</p> <p><i>(family, neighbours, unpaid and paid support).</i></p>		<p>Empowers family engagement, participation and ownership.</p> <p><i>(They can update it, it records their voice, aspirations, dreams and challenges whilst manages expectations).</i></p>
Provides a one page visual representation.	Provides, tracks and measures the whole family's journey.	Throws a fishing net over all assessments, delivery and exit/maintenance plans.
Delivers a good engagement tool.	Has sustainability through Digital Norfolk and E-Learning	The 130 Story Boards tell us it has "Likeability Factor" with practitioners and families.

# A Business Re-Engineering Approach

Unlike other tools, The Family Story Board enables a rethink and radical redesign of how families approach their lives to achieve dramatic improvement, through adopting a Business Re-engineering Project Management tool.

- *Develops a vision and strategy*  
Determines the families needs, goals for the future and the journey to achieve good outcomes.
- *Creates a desired culture*  
Identifies what is working well and not working so well to identify change opportunities and manage expectations through a restorative approach.
- *Integrate and Improves creativity*  
Identifies resources best placed to meet needs to achieve the best results. Includes family, friends, neighbours, communities and agency support.
- *Develops approaches and solutions.*  
Enables: family ownership, a baseline, what is important to the family, problem solving, family planning, manages expectations, explores what is working well and not so well, identifies triggers and how to manage them, celebrates success, shares priorities, delivers a staged plan, sets out family consequences , a delivery plan, exit strategy and maintenance plan.

# The Family Story Board Journey

## The beginning

Norfolk Family Process (NFT) - Story Board		Parent or Family	Last Update
		Name of Member	Version Number
<b>Family, friends and what is currently important</b>			
		<b>Family Timeline</b>	
<b>What does change look like? How does your experience change over time? What are your hopes for the future?</b>			
I would like X to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		What can we do right now? What's important to think and prevent ourselves?	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	

## The journey

Norfolk Family Process (NFT) - Story Board		Parent or Family	Last Update
		Name of Member	Version Number
<b>Family, friends and what is currently important</b>			
		<b>Family Timeline</b>	
<b>What does change look like? How does your experience change over time? What are your hopes for the future?</b>			
I would like X to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		What can we do right now? What's important to think and prevent ourselves?	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	

## Exit/Maintenance Plan

Norfolk Family Process (NFT) - Story Board		Parent or Family	Last Update
		Name of Member	Version Number
<b>Family, friends and what is currently important</b>			
		<b>Family Timeline</b>	
<b>What does change look like? How does your experience change over time? What are your hopes for the future?</b>			
I would like X to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		What can we do right now? What's important to think and prevent ourselves?	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	
<b>Managing Expectations</b>		<b>Agreed Assessment Delivery Plan</b>	
I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.		I would like to go to school every day. I would like to be able to get on a training course. A time when everyone in the family talks to each other.	

# 130 Story Board - What Does That Tell Us?

"We like that we can visibly see the targets we achieve, and how well things have changed in our house. This helps us see how we are moving forward and gives us a boost."

Dad

"We love it because we can fill it in and understand it ourselves – it's not like your usual boring forms that don't make sense." Young Person



"We find the storyboard really helpful, we really like the picture (geneagram) because it shows whose involved with my family. We don't like the family life section because it looks really busy and chaotic."

"A quick letter to say thank you for helping me and mum, I know times weren't easy... You're legends" Young Person

# Next Steps

Training and Implementation Manager to:

- Evaluate the Story Board
- Enhance through family and practitioner engagement.
- Enhance practice guidance.
- Develop, maintain and deliver story board train the trainer programme for multi-agencies and expert users.
- Develop a network of professional practice and volunteers (Practitioner and Expert User Story Board Champions).
- Create an E-Learning programme for continued sustainability.
- Aspiration through “Digital Norfolk Ambition” to enable electronic collation of the family data to create a Family Story Board, subject to all partners agreement to share information.

# Outputs

- **40** Trained Multi-agency staff across all seven districts.
- **4** Story Board Volunteers & Mentors.
- A Norfolk Network of Story Board **Champions**
- “**Train the Trainer Programme**” offered to each partner.
- **E-learning programme.**

# Outcomes

- Co-ordinates support services to achieve sustainable outcomes and prevents the unnecessary escalation of need.
- Co-ordinates support services to deliver lean resources and good outcomes.
- Builds resilience within individuals, families and communities.
- Ability to measure progression.
- Opportunity to be held centrally to measure success and prevent revolving doors, repeat story telling.



# Future Use Partnership Story Boards

Name of Group: <input type="text"/>		Geographic Coverage: eg Breckland & Broadland		Last Update: <input type="text"/>	
Our Area Partnership: <input type="text"/>		Name of Chair: <input type="text"/>		Version Number: <input type="text"/>	

Our Partnership		Our Partnership Life																													
<p>Who is important to you? Think of your service/agency, other networks that you link into</p> <p>Purpose: Getting the right people in the room who can make decisions and bring about or influence change. This area also demonstrate the involvement of the group in other networks and identifies any potential gaps i.e. other networks that the group is not linked into or those that it has no influence or connection to.</p> <p>Who is who within the Partnership? Within this section list the agencies and their role/contribution to the group. Then identify the groups they are involved in (e.g. ASBAG, LSCB) and draw a spider chart. For example:</p>		<p>What are the deadlines/key dates/plans?</p> <p>Purpose: To disseminate the messages of the group and demonstrate engagement to manage communications better. This area can be used to highlight key milestone and future dates of the group.</p> <table border="1"> <thead> <tr> <th>Activity</th> <th>Date/Time</th> <th>Date/Time</th> <th>Date/Time</th> <th>Date/Time</th> <th>Date/Time</th> </tr> </thead> <tbody> <tr> <td>Activity</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Activity</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Activity</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>						Activity	Date/Time	Date/Time	Date/Time	Date/Time	Date/Time	Activity						Activity						Activity					
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<p>Core Member 1 → List of networks/ groups / meetings → specific actions providing communication between NFF and networks / groups</p> <p>CS Locality Coordinators</p> <p>Police Constables</p> <p>ASBAG</p> <p>ASBAG</p> <p>ASBAG</p> <p>ASBAG</p>	<p>Core Member 2 → List of networks/ groups / meetings → specific actions providing communication between NFF and networks / groups</p> <p>LSCB</p> <p>Teenage Risk Group</p> <p>Early Help Programme Board</p> <p>Local Area Group</p> <p>Community Safety Group</p>																														
<p><b>What are the needs of the group and who is best placed to meet these; building a Team Around the Partnership</b></p> <p>This area is used to record the functions of the group. If the group already has Terms of Reference this is where they would be recorded.</p> <ul style="list-style-type: none"> <li>What is their role and responsibility of the group, and those within it?</li> <li>Why has this group of people come together?</li> <li>What does the group wish to achieve?</li> <li>What decisions can be made?</li> <li>Who does the group report to (if any)?</li> <li>Who does the group communicate to?</li> <li>What's the ratio or those in attendance that makes the meeting viable?</li> <li>How will the chair be managed (rota, fixed, independent)?</li> </ul>		<p><b>Hopes, Dreams and Aspirations; what does change look like, what impact will the partnership have in the short, medium and long term?</b></p> <p>This area is used to record the benefits and outcomes the group will make, how will it change, policy, strategy, guidance, performance, practice etc? (e.g. reduction in crime, ASB, and benefit claims; improved school attendance and educational attainment; healthier outcomes for families (physical, emotional, social).</p> <p>Are all members in the group in agreement, are there any differences, priorities or expectations, is there a shared goal, is there common ground?</p>		<p><b>Agreed Partnership Delivery Plans</b></p> <p>This area is used to record the shared delivery plan of the group.</p> <p>Establishing the key activities (What the activity is, Why do it, how it will be achieved, who will lead and the stakeholder involved, and when it will be delivered or key milestones).</p> <p>This could be operational or strategic delivery.</p>																											
<p><b>Managing Expectations; what are the things that the group expect to happen, what are the things that core members are expected to do - Core members</b></p> <p>This area is used to record what core members of the group expect from each other. This area is to manage expectations and understanding expectations that cannot be met, agreeing group rules and boundaries to manage conflict and relationships.</p> <p>For example:</p> <p>There is an expectation that core members may not have influence over other groups but there is an expectation that they will carry out functions (e.g. communications) to ensure a consistent approach.</p>		<p><b>User Engagement/Involvement</b></p> <p>This area is used to ensure the voice of the people who are directly affected by the operational delivery or strategic approach are engaged with, involved and clearly heard. It is important to carefully consider if those affected by any change are involved.</p> <ul style="list-style-type: none"> <li>Directly as a member of the group?</li> </ul> <p>Their role and responsibility within the group must be clearly defined along with any other member of the group, to ensure their presence does not become a token gesture. They must have an organisation in which to feed back to and obtain a combined view (e.g. peer support group (carer group) or local (Norfolk) Coalition of Disabled People) or national organisation (InControl).</p> <ul style="list-style-type: none"> <li>Engaged with through co-production/design?</li> </ul> <p>Who will lead on the engagement to ensure true co-production, co-design, co-delivery and ensure the messages of "putting people first", "nothing about us, without us" are truly understood and implemented. Who are the user groups involved?</p>		<p><b>Local Priorities and Consequences; What needs to happen, right now and why?</b></p> <p>This area is used to record the main priorities of the group. What are the consequences if the activities do not happen on time, in scope or quality? Are there any cost or service implications? How does the group measure the impact of change (negative and positive) and the measure of success?</p> <p>How does a priority of one organisation affect another?</p> <p>Are there any quick wins? What are the longer term gains?</p>																											

# Questions

Thank you.



## Equality impact assessment

### Troubled Families Project

#### Key findings:

As the primary focus of the Project is to support and facilitate existing services, it is not expected that there will be any additional disadvantage to families. Should any individual with the identified characteristics, be contacted by the Project (having met the criteria) then existing protocols for interaction (established by existing agencies) will be utilised, including any adjustments to fit their personal need.

In supporting and coordinating support of families, it is essential that all involved with the TF Project, are aware of any existing arrangements in place to ensure equality.

<b>Directorate:</b>	Children's Services
<b>Review officer/s:</b>	Michael Rosen
<b>Date completed:</b>	January 2014
<b>Action required:</b>	<b>NO</b>

## 1. Overview of activity or proposal

Summarise the overall aims of the activity or proposal, & how will it achieve them:

The aim of the activity is to secure improvements in the lives of up to 1700 families in Norfolk that have the following characteristics

- no adult in the family working and benefit claiming
- children not being in school
- family members being involved in crime and anti-social behaviour
- high costs to the public purse

The Initiative has three main ways in which families are to be supported in improving their outcomes:

- joining up local services
- dealing with each family's problems as a whole rather than individually
- appointing a single key worker to get to grips with their problems and work intensively to help them change for the long term

The aim of the initiative is to turn around the lives of those with the greatest need. However, the principles and approaches (scaled as appropriate) can be applied to those lower on the need spectrum. It is for this reason that in Norfolk it has been agreed to incorporate this activity within the “Early Intervention Programme”.

## 2. Who is affected?

Where this proposal may be relevant to people with a protected characteristic (i.e. they might potentially use the service as a Norfolk resident or visitor) please indicate here:

<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>YES</b>
<b>Marriage/civil partnerships</b>	<b>YES</b>
<b>Pregnancy &amp; Maternity</b>	<b>YES</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>YES</b>
<b>Sex</b> (i.e. men/women)	<b>YES</b>
<b>Sexual orientation</b> (all, including lesbian, gay & bisexual people)	<b>YES</b>

Note: Those who will be impacted by the Troubled Families Project are determined by the indicators identified in the previous section; it is therefore possible that people

belonging to any of the characteristics above may be included or any other characteristic not listed.

### 3. Context to the proposal

This is a national programme. Norfolk will apply nationally determined criteria and some locally determined factors to identify families to be involved. The local criteria will be selected to reinforce the national priorities to reduce worklessness and antisocial behaviour and increase school attendance. If successful, the scheme will reduce the disadvantage of families involved. The criteria do not discriminate against any protected group.

### 4. Potential impact

**The purpose of the activity is to improve outcomes for children, young people and families. Therefore it is not expected that there will be any negative impact on individuals within those families. There may be disadvantage for those who do not meet the criteria to be part of the scheme, but by definition they are less disadvantaged than those accepted into the programme.**

### 5. Action

Describe any actions to be carried out to address any potential adverse impact identified above.

	Action/s	Lead	Date
1	In supporting and coordinating support of families, it is essential that all involved with the TF Project, are aware of any existing arrangements in place to ensure equality. Referrals and take-up will be monitored to ensure equality of access for eligible families.	Troubled Families Coordinator	Continues
2	Profile of families involved will be reviewed quarterly and remedial action taken if selection for the programme appears to be excluding protected groups disproportionately or without good reason (i.e ineligible under scheme criteria)		

### 6. Completion & further information

**Signed:** Michael Rosen

**Date of next review (if any):** March 2015



## Annual/three yearly review

Consider the impact your activity or proposal has achieved over the last year/three years, measured by your monitoring data. Think carefully about the following areas:

- ❶ Is the same impact being achieved for people with protected characteristics compared to people without these characteristics – if not, why not?
- ❷ Are the needs of people with protected characteristics being adequately met, where these may differ from people without these characteristics?
- ❸ Is uptake of any opportunities associated with the activity or proposal generally representative of people with protected characteristics?
- ❹ Does the customer/staff/volunteer profile reflect Norfolk's population – & if not, why not?

Describe your conclusions below, clearly stating the evidence for your response, for audit purposes.

## Actions

Describe any actions to be carried out to address any issues identified above.

Action/s	Lead	Date
1		
2		

## Completion & further information

To support you in your decision making please sign off your form with Neil Howard, Equality & Cohesion Officer, Planning, Performance & Partnerships team.

For questions and guidance about equality issues and help completing this assessment, please contact Neil directly:

**Telephone:** 01603 224196

**Text:** 07901517721

**Email:** [Neil.Howard@Norfolk.Gov.uk](mailto:Neil.Howard@Norfolk.Gov.uk)

**Minicom:** 0344 800 8011

**Fax:** 01603 223096

**Signed:**

**Date of next review (if any):**

# Norfolk County Council Equality Impact Assessments - Types of discrimination:

### Direct discrimination

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have (see perception discrimination below), or because they associate with someone who has a protected characteristic (see discrimination by association below).

### Discrimination by association

Already applies to race, religion or belief and sexual orientation. Now extended to cover age, disability, gender reassignment and sex. This is direct discrimination against someone because they associate with another person who possesses a protected characteristic.

### Perception discrimination

Already applies to age, race, religion or belief and sexual orientation, now extended to cover disability, gender reassignment and sex. This is direct discrimination against an individual because others think they possess a particular protected characteristic. It applies even if the person does not actually possess that characteristic.

### Indirect discrimination

Already applies to age, race, religion or belief, sex, sexual orientation and marriage and civil partnership, now extended to cover disability and gender reassignment. Indirect discrimination can occur when you have a condition, rule, policy or even a practice in your company that applies to everyone but particularly disadvantages people who share a protected characteristic. Indirect discrimination can be justified if you can show that you acted reasonably in managing your business, ie that it is 'a proportionate means of achieving a legitimate aim'.

A *legitimate aim* might be any lawful decision you make in running your business or organisation, but if there is a discriminatory effect, the sole aim of reducing costs is likely to be unlawful.

Being proportionate really means being fair and reasonable, including showing that you've looked at 'less discriminatory' alternatives to any decision you make.

### Dual discrimination (*Currently delayed while government considers how the mechanics of this form of discrimination will be implemented*)

Dual discrimination is where a person is subject to direct discrimination on the grounds of no more than two of the following protected characteristics: age; disability; gender reassignment; race; religion or belief; sex; and sexual orientation;



## Harassment

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Harassment applies to all protected characteristics except for pregnancy and maternity and marriage and civil partnership. People will now be able to complain of behaviour that they find offensive even if it is not directed at them, and the complainant need not possess the relevant characteristic themselves.

## Third party harassment

Already applies to sex, now extended to cover age, disability, gender reassignment, race, religion or belief and sexual orientation.

As an employer, you can be held responsible for harassment of a worker by someone who doesn’t work for you, such as a customer. This is sometimes called ‘third party harassment’.

The company or organisation will become legally responsible if they know that their worker has been harassed by someone who does not work for them twice before but fail to take reasonable steps to protect the worker from further harassment. It does not have to be the same person harassing the worker on each occasion

## Victimisation

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint. There is no longer a need to compare treatment of a complainant with that of a person who has not made or supported a complaint under the Act.

## **Private Fostering Arrangements in Norfolk**

Report by Interim Director of Children's Services

### **Summary**

Private Fostering arrangements in Norfolk were subject to an OFSTED Inspection in 2013. Whilst aspects of the service were commended, in particular the work of the Social Workers with young people who are privately fostered who have consistently remained the central focus of practice and with whom Social Workers have very positive relationships, there were other aspects of practice that require improvement that have been acted upon. However, the key weakness of Norfolk's service, that is shares in common with most other Local Authorities in England, is the low number of private fostering notifications and identified private fostering arrangements that are being monitored by Social Workers. It is hypothesised that there is an insufficient level of both professional and public recognition of private fostering arrangements in Norfolk which needs to be addressed by means of a Communications Marketing Strategy.

### **Recommendation:**

That the Panel:

(a) Endorse the need to continue to raise the awareness of private fostering arrangements within Norfolk's professional and public communities (b) To achieve this by means of the Private Fostering Communications Plan.

## **1. Background**

- 1.1 A Private Fostering arrangement occurs when a child under 16 (18 if disabled) lives with someone who is not a relative for 28 days or more. A relative could be a grandparent, brother, sister, uncle, aunt or step-parent. A private foster carer may be a friend of the family, the parent of a friend of the child, or someone unknown to the child's family who is willing to privately foster a child.
- 1.2 By law, anyone involved in a Private Fostering arrangement must tell Norfolk County Council, ideally at least 6 weeks before the arrangement begins.
- 1.3 The Local Authority has a legal duty to make sure that all privately fostered children are safe and supported. This entails the Local Authority working with the children concerned, their parents and their private foster carers to check and assess how suitable the arrangements are for the child that is being privately fostered. The work is conducted by a Social Worker who will visit the child and private foster carer regularly; assess the child's needs and what should be done to meet them and offer advice and guidance to the child, their parents and their private foster carers.

- 1.4 In Norfolk, Children's Services has a county-wide Team that is dedicated to work with Privately Fostered children called the Specialist Social Work Team. The Team also provides a service for Unaccompanied Asylum Seeking Children in the county.
- 1.5 Legislation requires the Local Authority to provide a report to the Director of Children's Services and to the Local Children Safeguarding Board regarding an evaluation of the outcomes of its work with Privately Fostered children and how effectively it safeguards and promotes the welfare of privately fostered children including how it co-operates with other agencies to do so. The 2013 Report is attached at Appendix A.
- 1.6 Norfolk's Private Fostering service was one of a limited number of Local Authority Private Fostering services subject to a thematic Private Fostering Inspection by OFSTED in 2012/13. The service was inspected within a 3 day period from 19-21 February 2013. The overall effectiveness of the service was judged to be 'adequate.' Norfolk has responded to the improvement requirements identified by the Lead Inspector as described in detail in the 2013 Report, relishing the opportunity to learn from the Inspection findings and implement a best practice approach to this vital area of safeguarding work.

## **2. Contents of Report**

- 2.1 Current Position: Norfolk Children's Services has moved at pace to address the improvement actions required by the February Inspection. The Care First electronic recording formats related to Privately Fostered children have been redesigned to make them clearer for the Social Worker and service user alike; a new business process has been put in place to ensure greater efficiency in conducting Disclosure and Barring Service checks (previously known as Criminal Record Bureau checks) which are required of all persons of 16 years and above living in the household of the privately fostered child; the system of supervision and senior management oversight has been strengthened to ensure proper scrutiny of the social work process as it relates to private fostering, particularly as it relates to the timeliness and quality of the process at the suitability assessment stage; a communications marketing plan has been produced and is being implemented which includes new leaflets about private fostering for parents and carers, for children and young people and a public information leaflet with linked poster for display in public settings and finally the quality of performance information has improved.
- 2.2 The half year performance (April-September 2013) figures show a dip in the percentage of initial visits done within the 7 working day time-scale (from 91% to 77.8% with a Statistical Neighbour average of 81% for 2012/13) and in the percentage of visits conducted within a 6 week interval (from 86% to 76.9% with a Statistical Neighbour average of 80%) but given the sample size to date (18 private fostering assessments for the 6 month period), a small number of missed deadlines will have a disproportionate effect on the percentage figure. On the other hand, the percentage of visits on long-established private fostering arrangements that complied with required time-scale showed an improvement from 64% in 2012/13 to 85.7% in the year to date, much closer to the Statistical Neighbour average of 91%. The October-April period will give the team further opportunity to improve performance in timeliness.

- 2.3 The quality of Private Fostering assessment practice evidences improvement as regards the understanding of children's wishes and feelings. The OFSTED inspection commended Norfolk Children's Services in ensuring that young people's views were listened to and were fully represented in the written reports completed. Recent private fostering assessments using the new template have continued to evidence a high standard of recording young people's wishes and feelings and ensuring that appropriate action is taken in response.
- 2.4 Current issues: the key problem for Norfolk, which it shares with most local authorities in England, is the low number of notifications of new private fostering arrangements which it receives and in turn the total number of children who are deemed to be living in these arrangements and whose welfare is being monitored by Social Workers. Norfolk's number of notifications stood at 48 in 2012/13 with a figure of 18 recorded in September 2013. The total number of arrangements as they stood in April 2013 stood at 14 (16 in September 2013) with a national (all England) figure of 1500. National research suggests that a figure of at least 10,000 children are actually living in private fostering arrangements at any one time. On this basis, Norfolk's true figure should be at least 5 times larger than is currently the case.
- 2.5 Options for change: Publicity about private fostering arrangements that is targeted at both professionals coming into contact with children and young people the general public is the most important way of changing the situation. In Norfolk, Children's Services has worked closely with the Norfolk Children Safeguarding Board to develop and implement a marketing communications strategy which includes a suite of distinctive literature including a general private fostering awareness raising leaflet and poster (see Private Fostering Marketing Communications Plan which is attached at Appendix B). The literature was launched at a Norfolk Safeguarding Children Board Best Practice event held on 18 October 2013 attended by professionals from a wide range of Norfolk agencies. The private fostering web pages on the Norfolk County Council web-site have also been completely revamped giving thorough information about the private fostering services and incorporating electronic formats for the new literature. Please access web pages via:  
[http://www.norfolk.gov.uk/Childrens\\_services/Adoption\\_and\\_fostering/Private\\_fostering/index.htm](http://www.norfolk.gov.uk/Childrens_services/Adoption_and_fostering/Private_fostering/index.htm). A plasma screen ad will also be appearing in library settings where this facility exists. A brief article about private fostering appeared in 'Your Norfolk' in September. Other awareness-raising devices have also been pursued including a reference to private fostering within the Norfolk School Admissions Form. This complements awareness-raising work with partner agencies which is being conducted by members of the Specialist Social Work Team who are in contact with Norfolk Schools and other agencies who have regular contact with children. A suite of guidance literature, designed for use by schools, the criminal justice sector and health professionals is also available on the Norfolk Safeguarding Children Board website.
- 2.6 The proposal is to continue to implement the Marketing Communications Plan in 2014 with a stronger focus on achieving a stronger public recognition of private fostering arrangements. Consideration will be given to issuing a press release to the local media, perhaps by including an anonymised account of a privately fostered child demonstrating how the County Council has helped and supported them.

- 2.7 Officers from PPP, Norfolk Children Safeguarding Board, Children Services and the Communications Team are working together to implement the Communications Marketing Plan. The key measure of the success of the Plan will be the number of private fostering notifications at year end (in comparison with previous years).

### 3. **Resource Implications:**

- 3.1 **Finance:** There are no direct financial implications arising from this report. The production costs for the suite of leaflets and posters were jointly met by Children's Services and the Norfolk Children Safeguarding Board.
- 3.2 **Staff:** Norfolk's private fostering service is provided by the Specialist Social Work Team which is currently resourced to manage an increase in the number of private fostering notifications and arrangements.
- 3.3 **Property:** There are no property implications.
- 3.4 **IT:** There are no IT implications.

### 4. **Other Implications**

- 4.1 **Legal Implications:** Norfolk's private fostering arrangements must be compliant with the legal requirements as set out in the The Children (Private Arrangements for Fostering) Regulations 2005 and the National Minimum Standards for Private Fostering which came into force on 18 July 2005. Standard 2 of the National Minimum Standards is as follows: 'The local authority promotes awareness of the notification requirements and ensures that those professionals who may come into contact with privately fostered children understand their role in notification; responds effectively with notifications and deals with situations where an arrangement comes to their attention, which has not been notified.'
- 4.2 **Human Rights:** There are no direct human rights implications implicit in this document.
- 4.3 **Equality Impact Assessment (EqIA):** The principle consideration regarding equalities is to ensure that the communication strategy is effective for all communities in Norfolk, including communities where English is not spoken as a first language by the parent, child or carer. This is particularly important as the Norfolk cohort of Private Fostering arrangements includes a significant number of children who are born overseas (reflecting the national profile where for the first time over 50% of the national cohort were born overseas). To this end, the NCC website is able to translate into multiple languages with the Private Fostering web-pages having been recently revamped as aforementioned.
- 4.4 **Communications:** The Norfolk County Council Communications Team is providing active support for the communications strategy and have assisted with all aspects of the design and production of the suite of literature.
- 4.5 **Impact on Children and Young People in Norfolk:** Raising the number of children and young people who are identified as living within private fostering

arrangements will both mean that these children's parents and carers are compliant with the requirements of the law but also that their welfare can better be protected and promoted. The Victoria Climbié case in 2000, Victoria being a privately fostered child whose status failed to be recognised, highlighted the importance of the link between private fostering and the safeguarding of children.

- 4.6 **Health and Safety implications:** There are no direct health and safety implications implicit in this document.
- 4.7 **Any other implications:** Officers have considered all implications which members should be aware of. Apart from those listed in the report above, there are no implications to take into account.

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

It is an offence for a parent and/or carer to fail to report a private fostering arrangement although prosecutions are rarely if ever pursued. Effective awareness raising arrangements will avoid the need to consider this course of action in the first place by promoting a culture of self-reporting within the community.

## 6. **Risk Implications/Assessment**

Although the OFSTED private fostering inspection in February 2013 concluded that Norfolk's private fostering service was 'adequate', it is crucial to the reputation of Norfolk Children's Services that Norfolk acts effectively to achieve all the improvement requirements following the Inspection. Key aspects of the improvement requirements are also incorporated within the Children's Services Strategic Improvement Plan 2013-15. It is also to be noted that the private fostering component of Children's Services will be included as an element within future OFSTED Safeguarding inspections.

## 7. **Action Required**

- 7.1 Overview and Scrutiny Panel members are recommended to:
  - a) Endorse the need to continue to raise the awareness of private fostering arrangements within Norfolk's professional and public communities
  - b) Achieve this by means of the Private Fostering Communications Marketing Plan

## **Background Papers**

Appendix A: Private Fostering Annual Report

Appendix B: Private Fostering Marketing Communications Plan

## Officer Contact

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

Paul Corina tel: 01603 223750; email address: paul.corina@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.

## Appendix A:



ANNUAL REPORT 2013: Regarding Private Fostering to the Director of Norfolk Children's Services and the Chair of Norfolk Local Safeguarding Board

Paul Corina

Supported by the PPP Service





## CONTENTS

Definition of Private Fostering	3
Legal Requirement for this report	3
The Norfolk Context	5
Inspection, File Audit & Analysis	7
Ofsted Inspection	7
Children's Social Care Improvement Plan 2013 -2015	8
Private Fostering Workshops	12
Consideration by NSCB	13
Appendix 1 – The Children	15

## INTRODUCTION

Norfolk's Private Fostering service was one of a limited number of Local Authority Private Fostering services subject to a thematic Private Fostering Inspection by OFSTED in 2012/13. The overall effectiveness of the service was judged to be adequate (see Page 7 below for full detail). Norfolk has responded to the improvement requirements identified by the Lead Inspector, relishing the opportunity to learn from the Inspection findings and implement a best practice approach to this vital area of safeguarding work. A particular strength identified in the Inspection process was that young people's views were listened to and were fully represented in the written reports completed. Norfolk Children's Services is intent on further developing this strength by putting the child's voice at the heart of safeguarding practice both within its Private Fostering service and across all areas of social work practice as referenced in the overarching Children's Services Strategic Improvement Plan.

## DEFINITION OF PRIVATE FOSTERING

Children in foster care fall into two main groups; those looked after by the council or independent fostering agencies and those fostered privately.

Private fostering occurs when a child under 16 (18 if disabled) lives with someone who is not a relative for 28 days or more.

A relative could be a grandparent, brother, sister, uncle, aunt or step-parent.

A private foster carer may be a friend of the family, the parent of a friend of the child, or someone unknown to the child's family who is willing to privately foster a child.

## LEGAL REQUIREMENTS

Duties and functions in relation to private fostering are set out in The Children (Private Arrangements for Fostering) Regulations 2005 and the National Minimum Standards for Private Fostering which came into force on 18 July 2005.

The standards (outlined below) should be used by local authorities to focus on securing positive outcomes for privately fostered children and young people and reducing any risks to their welfare and safety. They are minimum standards, rather than 'best possible' practice and are designed to lead to improvements in the way in which they carry out their duties and functions in relation to private fostering.

---

<b>Statement on Private Fostering (Standard 1)</b>	The local authority has a written statement or plan, which sets out its duties and functions in relation to private fostering and the ways in which they will be carried out.
<b>Notification (Standard 2)</b>	The local authority promotes awareness of the notification requirements and ensures that those professionals who may come into contact with privately fostered children understand their role in notification; responds effectively with notifications and deals with situations where an arrangement comes to their attention, which has not been notified.

---

<b>Safeguarding and Promoting Welfare (Standard 3)</b>	The local authority determines effectively the suitability of all aspects of the private fostering arrangement in accordance with the regulations.
<b>Advice and Support for Private Foster Carers (Standard 4)</b>	The local authority provides such advice and support to private foster carers and prospective private foster carers as appears to the authority to be needed.
<b>Advice and Support for Parents of Privately Fostered Children (Standard 5)</b>	The local authority provides advice and support to the parents of children who are privately fostered within their area as appears to the authority to be needed.
<b>Information and Support for Privately Fostered Children (Standard 6)</b>	Children who are privately fostered are able to access information and support when required so that their welfare is safeguarded and promoted. Privately fostered children are enabled to participate in decisions about their lives.
<b>Monitoring Compliance with Duties and Functions (Standard 7)</b>	<p>The local authority has in place and implements effectively a system for monitoring the way in which it discharges its duties and functions in relation to private fostering. It improves practice where this is indicated as necessary by the monitoring system. This standard includes the requirement for the local authority to:</p> <ul style="list-style-type: none"> <li>• Provide a written report each year, for consideration by the Director of Children's Services, which includes an evaluation of the outcomes of its work in relation to privately fostered children within its area;</li> <li>• Report annually to the Local Safeguarding Children Board on how it satisfies itself that the welfare of privately fostered children in its area is satisfactorily safeguarded and promoted, including how it co-operates with other agencies in this connection.</li> </ul>

This is the seventh Annual Report under standard 7.

## THE NORFOLK CONTEXT

In 2012/13, there were 48 **notifications of new private fostering arrangements** received during the year. This is a considerable increase on 2011/12 and continues the rise in notifications received over the last few years (only 7 were received in 2008/09). The following table identifies the source or the route of the notifications received in 2012/13. This data has been taken manually from the files as it has not been collected to date within CareFirst. However, arrangements have now been made for this data to be collected in CareFirst in future and more detailed data should be available for 2013/14.

Carer	1
Parent	1
Family Member	4
Children's Services	22
CAMHS	1
Health	4
Voluntary Sector	4
Police/Probation	5
School/College/Children's Centre	3
Other	2
Not identified	1
<b>Total</b>	<b>48</b>

The number of on-going private fostering arrangements remains in line with previous years and fairly small in number. **Timeliness of initial visits** has continued to improve with 91% of cases where action was taken within 7 working days of receipt of notification of the private fostering arrangement. This is an increase of 7% and is higher than the statistical neighbour (81%) and national (72%) averages. **The percentage of statutory visits undertaken at 6 weekly intervals**, at 86% is an increase of 15% and is also higher than our statistical neighbours (80%) and national (69%) averages. **The percentage of statutory visits undertaken at 12 weekly intervals**, at 64%, is below the lower range of satisfactory responses (70% or more), however we have increased performance by 4%. This is lower than the statistical neighbour (91%) and national (67%) averages. It is acknowledged that performance in this area requires improvement and the tightening of performance improvement monitoring around Private Fostering is incorporated within the Social Care Improvement Plan.

The following table shows the key statistics relating to Private Fostering, giving historical data and national and statistical neighbour averages to provide context.

Measure	2008/09	2009/10	2010/11	2011/12	2012/13	2012/13	2012/13
	Norfolk					Statistical Neighbours	England Average
Number of notifications of new private fostering arrangements received during the year	7	16	30	30	48		
Number of cases where action was taken in accordance with the requirements of Regulations 4(1) of the Children (Private Arrangements for Fostering) Regulations 2005 for carrying out visits	5	12	2	25	34		
Percentage of cases where action was taken in accordance with the requirements of Regulations 4(1) and 7(1) of the Children (Private Arrangements for Fostering) Regulations 2005 for carrying out visits	71%	75%	7%	83%	71%	99%	93%
Of these, the number of cases where this action was taken within 7 working days of receipt of notification of the private fostering arrangement	5	4	0	21	31		
Of these, the percentage of cases where this action was taken within 7 working days of receipt of notification of the private fostering arrangement	100%	33%	0%	84%	91%	81%	72%
Number of new arrangements that began during the year	22	21	22	17	28		
The number of private fostering arrangements that began ON or AFTER 1 April where visits were made at intervals of not more than six weeks	21	4	10	12	24		
The percentage of private fostering arrangements that began ON or AFTER 1 April where visits were made at intervals of not more than six weeks	95%	19%	45%	71%	86%	80%	69%
The number of private fostering arrangements that began BEFORE 1 April (Previous year) that were continuing on 1 April (current year)	4	6	17	15	11		
The number of private fostering arrangements that began BEFORE 1 April (previous year) that were continuing on 1 April (current year) where scheduled visits in the survey year were completed in the required timescale	0	2	7	9	7		
The percentage of private fostering arrangements that began BEFORE 1 April (previous year) that were continuing on 1 April (current year) where scheduled visits in the survey year were completed in the required timescale	0%	33%	41%	60%	64%	91%	67%
Number of private fostering arrangements that ended during the year	17	13	24	20	25		
As at 31 <sup>st</sup> March – Number of children under private fostering arrangements	9	14	20	11	14		

## INSPECTION, FILE AUDIT AND ANALYSIS

The previous Annual Report dated December 2012 included a detailed report of the audit undertaken in October 2012 of all private fostering cases from the period August 2011 to August 2012. Strengths and areas for improvement were identified and the subsequent recommendations were reflected as a set of actions in the Private Fostering Improvement Plan 2013. This plan was included in the 2012 Annual Report.

Since then, a further internal audit has been undertaken and a further set of recommendations for areas of improvement were made by Ofsted following their inspection of the County Council's Private Fostering Services in February 2013.

All actions arising from these various sources have been integrated within the Children's Services Social Care Improvement Plan 2013-2015. This plan shows how the Council is working with its partners to deliver actions for sustained improvement that will address issues arising from the Ofsted inspection (Feb 2013) of the arrangements for the protection of children.

Key actions for the improvement of Private Fostering are therefore consolidated within this plan and the relevant extracts are shown on page 8 of this report. This report also shows progress made against improvement actions.

### OFSTED INSPECTION – February 2013

An Ofsted inspection of Norfolk's Private Fostering provision in February 2013 judged the overall effectiveness to be **adequate**. This is the first inspection since December 2007 when arrangements were judged to be **inadequate**.

#### Ofsted inspection judgements and what they mean

Outstanding	A service of exceptional quality that significantly exceeds minimum requirements
Good	A service of high quality that exceeds minimum requirements
Adequate	A service that only meets minimum requirements
Inadequate	A service that does not meet minimum requirements

The inspection report, dated 20/02/13, acknowledged that most of the eight recommendations made in the 2007 inspection have been successfully implemented though shortfalls remain in respect of the timeliness of statutory visits, the completion of suitability checks and decision making. Additional shortfalls were also identified within the latest inspection relating to record keeping generally and with regard to the availability of written information in a range of formats and languages. The report indicated that although progress had been made, progress was spasmodic rather than sustained and consistent and because of this the profile of private fostering, within both the authority and the community, has not been maintained at a high level.

However, the inspection report also pointed out that young people have consistently remained the central focus of practice and social workers have very positive relationships

with them. Young people are always seen alone and assessments and statutory visits are very focussed on how their individual needs will, and are being, met by their carers. Young people's views are listened to and are fully represented in the written reports completed. There are good examples of young people making positive progress in their private fostering arrangements in terms of increased confidence, improved achievement and greater happiness.

### **Ofsted recommendations and areas for improvement 2013**

The report recommended that to improve the quality and standards of private fostering further the service should take account of the following recommendations:

- Ensure that an officer of the authority visits every child who is privately fostered in their area at the frequency specified in the regulation (Breach of Regulation 8)
- Ensure that decisions about the overall suitability of arrangements are made within required timescales, that policy and procedural documents reflect this timescale, and that the final decision is agreed by a senior manager
- Ensure that written records fully reflect the initiation of, and subsequent receipt of, Criminal Records Bureau checks undertaken on members of the private fostering household
- Ensure that, where appropriate, young people, their parents and carers are provided with information in different languages and formats
- Review electronic record keeping practices to better promote the retention of accurate, comprehensive, well organised records in respect of each private foster carer and privately fostered child.

### **CHILDREN'S SOCIAL CARE IMPROVEMENT PLAN 2013 - 2015**

Actions to take forward the above recommendations are included in the Children's Social Care Improvement Plan which has been developed to provide an integrated approach to address fundamental issues that led to an inadequate judgement from an Ofsted Inspection of the arrangements for the protection of children in January 2013, (report published February 2013). Private Fostering actions in the integrated Children's Social Care Improvement Plan 2013 – 2015 supersedes those previously published in the Private Fostering Improvement Plan.

Private Fostering actions contained within the Children's Social Care improvement plan are shown on the next page. The plan includes a RAG rating and a brief statement of progress against each action. More detailed information on the work that has been undertaken to improve service delivery is given in subsequent paragraphs of this report.

## Children's Social Care Improvement Plan 2013 - 2015

Performance Improvement	Action	Owner	R A G	Target Date	Evidence of Progress
<b>PS. 1.5</b> Accurate and comprehensive records kept in relation to Privately Fostered children and their carers  <b>Means of measurement:</b> - Audits - Carefirst reports - Supervision and oversight	PS.1.5.1 Review electronic record keeping practices to better promote the retention of accurate, comprehensive, well organised records in respect of each privately fostered child	Paul Corina/Georgina Potter	G	31/08/2013	CareFirst forms for Notification, Assessment of Arrangement, Regulation 8 Visit Record, and End of Private Fostering Arrangement have been reviewed, revised and in operation from early September 2013.
	PS.1.5.2 Ensure written records fully reflect the initiation of, and subsequent receipt of, Criminal Records Bureau checks undertaken on members of the private fostering household	Paul Corina/Georgina Potter	G	30/06/13	Compliance achieved. Business procedures redesigned and processes put in place for Police National Computer (PNC) and Disclosure and Barring Service (DBS) checks. New arrangements are working efficiently.
Performance Improvement	Action	Owner	R A G	Target Date	Evidence of Progress
<b>PS.1.6</b> High quality and consistent <b>management decision making and oversight</b> which always leads to appropriate and timely action  <b>Means of measurement:</b> - Supervision & Management	PS.1.6.2 TMs to use supervision to ensure staff undertake statutory visits to privately fostered children within timescales, these are recorded on Carefirst with management oversight and that performance is reported to the PF Board	Paul Corina	G	30/06/13	New Private Fostering Team Manager using supervisions as required and tightened up process including the flagging of visits with staff.
	PS.1.6.3 Ensure all decisions about the overall suitability of Private Fostering arrangements are made within required timescales, that policy and procedural	Paul Corina	G	30/06/13	Compliance achieved. Policies and procedures amended to reflect statutory timescale for assessment. Senior manager is undertaking monthly overviews of all current assessments and with the Team manager will continue to conduct



audits - System Reports	documents reflect this and that the final decision is agreed by a senior manager.				management audit of private fostering cases.
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Performance Improvement	Action	Owner	R A G	Target Date	Evidence of Progress
PS.1.8 Appropriate consideration to the diversity of children, and their families  Means of measurement: - Service user feedback - Audits	PS.1.8.2 Ensure in relation to Private Fostering cases that young people, their parents and carers are provided with information in different languages and formats	Paul Corina	G	30/09/13	Communications Marketing Plan in place which includes translation of information documents into different languages (initially Polish, Lithuanian and Portuguese) – to be accessible via Norfolk County Council's Private Fostering website.
	PS.1.8.3 Review publicity materials and ensure adequate information is provided (and available) to young people, their parents and carers	Paul Corina	G	TBC	Communications Marketing Plan in place. Private Fostering awareness raising leaflet and poster have been produced together with new guidance booklets for children and young people and for carers/parents.  These will be launched at the NSCB Private Fostering Best Practice Seminar on 18 <sup>th</sup> October.

Performance Improvement	Action	Owner	R A G	Target Date	Evidence of Progress
<p>PQ.1.2 Rigorously and robustly quality assure Social Care Practice via a cohesive, well managed and consistently delivered suite of quality checks and audits.</p> <p><b>Means of measurement:</b></p> <ul style="list-style-type: none"> <li>- Audit Plan and results</li> <li>- Carefirst reports</li> </ul>	PQ.1.2.1 Produce a suite of Private Fostering reports in Actuate to enable real-time reports to track compliance with visiting frequency	Paul Corina	G	30/09/13	Following the new forms in CareFirst going live in September, a suite of reports is being developed – to be available in October.

## **PRIVATE FOSTERING WORKSHOPS**

Since the inspection of the Private Fostering Service in February 2013, two internal workshops have been held involving members of the Private Fostering Team and representatives from Children's Services Business and Systems Development, Safeguarding Audit, Planning, Performance and Partnerships (PPP) and Customer Services and Communications.

Focus has centred on the creation of a localised suite of information to raise awareness and improve communication and also on improving the systems used to improve recording and timeliness.

### **Awareness raising/communication**

A marketing communications plan has been developed with objectives to:

- Develop a suite of localised private fostering literature
- Improve private fostering website content
- Increase general awareness of private fostering

This plan was discussed at the NSCB Media & Communications Group on 18/06/13.

The following documents have been written and designed and will be launched on 18<sup>th</sup> October:

- A poster for display in schools, GP surgeries, children's centres, etc.
- A general private fostering awareness raising leaflet
- Leaflet providing information for parents and private foster carers
- Leaflet providing information for privately fostered children.

Further steps which are part of the marketing communications plan includes amongst other initiatives:

- Updating and expanding NCC private fostering web pages
- Translating leaflets into different languages
- Requesting head teachers to include private fostering information in school newsletters
- Placing plasma screen ad on library screens
- Issuing private fostering press release to the local media
- Utilising NSCB channels.

### **Improving systems**

A new set of CareFirst forms have been produced in liaison with members of the Private Fostering Team. These forms cover all elements of recording and reporting requirements under the headings:

Notification  
Assessment of Arrangement  
Regulation 8 Visit Record  
End of Private Fostering Arrangement.

The forms have been designed to be as simple as possible for team members to capture all information and data requirements and include guidance for team members to follow.

Management overview will be undertaken each month to ensure that the system is being used efficiently. The new forms will also enable regular reports to be downloaded to show how well statutory timescales, etc. are being met and these will be analysed by the Private Fostering Development Group on a two monthly cycle.

### **Police National Computer (PNC) and Disclosure Barring Service (DBS)**

Processes have been set up to ensure that all PNC and DBS checks are undertaken in every case. These are recorded on CareFirst and will be subject to regular reports to the Private Fostering Development Group. Business Support is undertaking the PNC checks. A written process for the DBS has been drawn up.

### **CONSIDERATION BY NSCB**

In January 2013, a paper was presented to the Vulnerable Children Group regarding Privately Fostered Children in Norfolk. The purpose of the paper was to raise awareness amongst partner agencies of the local authority's statutory requirements regarding the protection of children subject to Private Fostering arrangements and to discuss the added value of Multi Agency work. Issues discussed included the low number of notifications that are received, the vulnerability of the service on CRB/PNC checks of carers, the understanding and different interpretation of what Private Fostering is and what it means, not only for the general public but also for the professionals and faith groups. The group considered how as a multi-agency group they could help identify fostering arrangements that haven't been reported.

It was concluded that the NSCB has a critical role to play in assisting Children's Services with the process of identifying children living in private fostering arrangements through its multi-agency network. Recommended actions included:

#### **Improving knowledge levels and awareness amongst professionals**

- Co-ordination of efforts of the Media & Comms Group and the Workforce Development Group alongside the Vulnerable Children Group to ascertain communication channels and methods
- Commissioning of appropriate multi-agency training by the Workforce Development Group.

#### **All agencies taking responsibility for better identification of privately fostered children**

- Identification of key messages for dissemination by NSCB members at Board level
- Requirement for all agencies to give account for how they will improve identification methods

#### **Analysing and using the learning from current and past private fostering arrangements to improve how children can be identified appropriately**

- Analyse current cases to recognise possible identification points.

Since this meeting, a Marketing Communications Plan has been drawn up containing a broader communications strategy and this has been discussed within the NSCM Media and Communications Group. Work will continue with the implementation of this plan.

Information and guidance documents on Private Fostering have also been revised and re-published for the Police, Health Service partners, schools and new guidance produced for early years providers.

The NSCB Workforce Development Group convened a Best Practice Day on 18<sup>th</sup> October, 2013 at which the suite of Private Fostering publicity materials was launched.

## **APPENDIX 1 – THE CHILDREN**

### **Pen Pictures**

The following section contains pen pictures of some of the children who have recently been in private fostering arrangements in Norfolk. In each case the pen picture explains each child's circumstances and then describes how Norfolk County Council's Private Fostering Service supported the child and foster carers.

#### **Child A (aged 15)**

Child A came to England to improve his English language through an exchange programme. He was enrolled at the local High School and the exchange company arranged for him to live with a private foster carer. The arrangement was assessed by Children's Services and was found suitable as it met the needs of the child. The Social Worker shared this assessment with the parents.

Child A achieved his main objective of coming to England which was to learn and improve his English language proficiency. Whilst living in the UK he forged a structured and respectful relationship with his carer who organised a number of sight-seeing trips to give him valuable knowledge about Norfolk. He was also able to make friends with many of the students with which he came into contact. While in England, he remained in constant contact with his mother, father and sister by telephone and by Face Book.

By initially assessing the arrangements and then keeping them under review, the Norfolk Private Fostering Team staff could see that Child A was satisfactorily adapting to being separated from his parents. The arrangement lasted 5 months and 6 days.

#### **Child B (aged 14)**

Child B came from a disturbed and vulnerable background in London. Her mother and father had separated - the child was considered to be in danger living with her father, and her mother, who grew up in care, had a drug addiction and had been violent to her children. The girl and a sibling were on the child protection register and had been accommodated before by a local authority.

Her mother arranged for Child B to live with a family friend in Norfolk who was also godmother to the girl. The carer understood that Child B needed to feel safe and required a lot of support to flourish and develop. She was a single lady and had no children of her own but used her own mother who lived nearby to provide advice and support in bringing up a teenager. The carer's mother informed the social worker that she believed in bringing up children with discipline and respect. However, Child B was used to caring for herself without adult supervision and found it difficult to listen to instructions and agree to boundaries. Neighbours reported to Children's Services that they suspect the girl was using cannabis.

Child B speaks to her mother and siblings over the phone and they sometimes visit her and she visits them.

At the beginning of the Private Fostering Team's involvement, Child B expressed uncertainty about her identity as she felt she did not have a family as all her siblings had different fathers.

The Social Worker from the Private Fostering Team will continue to visit the child and support the carer to ensure the environment is safe for the young girl.

### **Child C (aged 16)**

Child C came to the attention of the County Council when he was 14 when a Social Worker visited the family for other reasons and discovered that there was a young boy living in the household who was not related to the family. The carer (the boy's godmother) had brought him back from a visit to her native country after hearing he was on his own as a result of his father being in prison. The carer had not notified anyone about this boy and he was not registered with any school or with a GP. He was categorised as a Child in Need and was vulnerable as without the help of key agencies, he would have been unlikely to have reached or maintained a satisfactory level of health and development.

The Social Worker was able to assess the arrangement and helped the carer safeguard and promote the welfare of Child C. The Social Worker supported the carer in registering him with key agencies and, with the help of the Community Support Worker, was able to access Child Benefit. The family was also given help to move from their one room accommodation to a local authority flat where the child has his own bedroom.

The Social Worker continued to visit the child regularly, every 6 weeks. The Social Worker was satisfied with the care of Child C and the support he was getting and the child developed to be a healthy, intelligent and strong young sportsman. He is now studying for A-levels after doing very well at GCSE. He has now turned 16 and due to the good level of care he has received, the team has made the decision to close his case. Carer and young person are happy with this decision.

### **Child D (aged 15)**

Child D had had a turbulent relationship with her mother for 3 or 4 years and also a deterioration in her relationship with her father who adopted her when she was six years old. Originally, Child D moved into a Private Fostering arrangement of which the parents didn't approve but then moved to another placement with friends which was approved by the parents. Initially, the parents wanted this arrangement to be a temporary situation; they wanted the child to have counselling and then to move back home. However, as time progressed it became a permanent arrangement.

As time unfolded, Child D made serious disclosures about the treatment she had received from her mother. Investigations were undertaken and risk assessments carried out in relation to her alleged experiences and the appropriateness of her return to the family home. Children's Services in a neighbouring authority were also made aware of this in the light of Child D's younger sibling still living with the parents. This further aggravated the child's relationship with the mother who claimed that the child had a mental illness.

To prolong the successful private fostering arrangement, Children's Services were able to make Section 17 financial contributions to the Carer whilst they were waiting for benefits to be processed. It was also agreed that the social worker should continue to work with the child for three months after her 16<sup>th</sup> birthday to resolve outstanding issues. The private fostering placement has undoubtedly been successful as the child has been able to attend school and obtain her GCSE's enabling her to attend the local college to begin a Pre-Teacher Training course complemented by A levels. She has told the social worker that she

has a 'better life than she could have ever wished for' and that she was looking forward to the future.

## **Appendix B:**

### **Private fostering campaign – 2013/14**

#### **Marketing communications plan**

##### **Background**

The OFSTED report in February 2013 highlighted that private fostering in Norfolk has no consistent public face and lacks a localised suite of information to help increase awareness and ensure that the private fosterers, birth parents and children involved are fully informed.

It is a criminal offence to fail to declare to the local authority that you are privately fostering but many people are unaware that the arrangement they have constitutes private fostering. However, it is important that the promotional material focuses on the potential benefits of people declaring that they are privately fostering rather than the potential consequences of failing to.

##### **Marketing communications objectives**

- Develop a suite of localised private fostering literature
- Improve private fostering website content
- Increase general awareness of private fostering
- Make residents aware of Norfolk County Council's commitment to providing an adoption service in the county

##### **Target audiences**

- Private foster carers
- Birth parents of privately fostered children
- Privately fostered children
- Stakeholders eg police, NHS, probation service, faith groups, voluntary organisations, Councillors, schools, housing associations, early years settings

##### **Call to action**

- Visit [www.norfolk.gov.uk/privatefostering](http://www.norfolk.gov.uk/privatefostering) or call 0344 800 8020 for more information

##### **Campaign activity**

- Confirm that CSC are happy to deal with private fostering enquiries **Done**
- Create identity for private fostering (suggest not using the same imagery as BAAF in order to avoid confusion with national material) **Done**
- Create friendly url – suggest [www.norfolk.gov.uk/privatefostering](http://www.norfolk.gov.uk/privatefostering) **Done**
- Update and expand NCC private fostering web pages (to include web buttons for parents/carers and children) **Done**
- Create online enquiry form (NB at present it is not possible to translate online forms using the InTran web buttons at the bottom of the page) **Done**
- Design and print suite of literature to include:
  - General private fostering awareness raising leaflet **Done**
  - Leaflet explaining private fostering to private foster carers and birth parents **Done**



- Leaflet explaining private fostering to children being privately fostered **Done**
- Test literature with different groups of users (e.g. parents, carers, children and young people) via direct contacts through the private fostering team. **Done** Consultation team to suggest appropriate questions to use.
- Design and print general awareness raising poster **Done** to be distributed to eg GP surgeries, children's centres The Private Fostering Team will arrange distribution to GPs/Health Centres and Children's Centres.
- Translate leaflets into different languages **Done**
- Send letter to all head teachers asking them to include private fostering information in school newsletter

The Private Fostering Team will arrange e-distribution to schools.

- Internal NCC comms – posters in lifts, ad on plasma screen, awareness message on intranet homepage  
Noted. It would also be helpful to have posters to be put up in other reception areas in County Hall and in Children's Services offices across the county.
- Place revolving homepage ad on NCC website Communications Team will also arrange for a scrolling message to be placed on the intranet  
Noted
- Your Norfolk extra – include link to private fostering web page in June bulletin  
Communications Team will look into this – timescale would be early in the new year.  
Communications will also arrange for an article to be included in 'Horizon' which goes to all NCC staff,  
Noted
- Your Norfolk – include private fostering article in September issue **Done**
- Send private fostering information to NALC to send on to all Parish Councils  
Communications Team can send text to all Parish Councils including the Private Fostering image and ask if they can include this in their parish newsletters  
Noted
- Place plasma screen ad on library screens Communications Team will arrange  
Noted
- Send general awareness raising leaflets to libraries and district councils  
Communications Team can arrange for these to be sent internally – please see attached list.  
Communications to distribute to Libraries, District Councils, other centres (NCC courier service) and Community Hubs – as per distribution list drawn up by Communication.
- Issue private fostering press release to local media Communications Team can arrange this. Ideally, we should include details of an actual case with comments from Parents, Carers and/or the child saying how the County Council has helped and

supported them. Names can be changed to provide anonymity. Progress in Spring 2014

- Leaflets at the NCC Norfolk Show stand to help increase awareness of private fostering **Done (using draft leaflets)**
- Utilise NSCB channels: Paul Corina to progress with NSCB
- Set up workshop with NSCB partners to promote awareness amongst partners. **Done**  
To be added to the Marketing Communications Plan  
Hayley to contact Sharon Moore about asking how delegates are taking the awareness raising forward within their organisations.
- Distribute literature to private fostering champions in each CS team Hayley to take forward: literature can be forwarded to each team but pf awareness should be embedded in procedures/flowcharts .

### **Evaluation**

- Number of private fostering notifications (need figures for notifications for the last three years for comparison)
- Number of visits to NCC private fostering web pages
- Number of private fostering enquiries made to CSC

**Update on Recruitment and Well-Being Activity**

Report by the Interim Director of Children's Services

**Summary**

Following two "inadequate" judgements by Ofsted in relation to Safeguarding children and Looked after Children, Cabinet approved plans for a major investment in frontline social care for Children's Services. The funding for additional staffing was agreed based on recommendations in a paper by the then Assistant Director for Safeguarding named "Strengthening Social Care". In summary, it was agreed to create 66 additional roles in frontline social care teams to reduce spans of control and decrease caseloads to a manageable number for all Social Workers based on the outcomes of the Munro report.

Recruiting into these additional roles requires more than a standard recruitment campaign for the following reasons:

1. There is a national shortage of experienced Social Workers.
2. We have been judged as inadequate by Ofsted in respect of Safeguarding and Children in Public Care.
3. We have always had difficulty in attracting high quality staff to move to Norfolk.
4. The negative press and other criticism Norfolk County Council has attracted over recent months.
5. Children's Services needed to "recruit" into these roles quickly in order to start making the improvements identified as being absolutely essential

In order to act quickly to reduce case loads and start the improvement journey a "two pronged" approach was developed, firstly to recruit experienced agency staff into temporary teams; the aim of this being to clear backlogs and reduce caseloads across the Safeguarding, Duty, Children in Need and Corporate Parenting teams. Over a period of six weeks 55 agency social workers were recruited and 4 agency team managers; most remain.

On a simultaneous time line a national recruitment / marketing campaign was started with support from NCC's Marketing Manager; it was the first part of a two-stage campaign designed to attract experienced Social Workers to move to Norfolk. This campaign has been approved by Children's Services Leadership Team and the Cabinet Member for Safeguarding Children. This was supported by the refresh of a recruitment microsite previously developed in 2012 to help NCC "stand out" from other authorities. To date over 4400 people have visited the site, over 70 have registered an interest or partially completed the application form and 12 recruited into posts.

Approximately 40 Newly Qualified Social Workers (NQSWs) who do not meet the criteria set in the advert have also enquired about roles. We already have a cohort of 44 NQSWs already in the system and we are unable to support anymore at this time as the additional supervision and reduced caseloads they require is not sustainable within the current caseloads and management establishment.

Phase two of our recruitment campaign started on 11 January with a follow up campaign on London Tube Trains, advertisements on main line stations and near various London Tube stations. There will also be internet advertisements and targeted advertisements in daily papers across the region, in the North East and North West. We have also maximised the use of radio advertising with Heart FM across the region. (A copy of the plan is attached). At the time of righting this report it is too early to say how effective it is but a verbal update will be given on 23 January.

Whilst we are optimistic that we will get some good staff from this approach, it would be unrealistic for us to assume that we can get the numbers of experienced staff that we need to increase our establishment and replace agency workers who are covering vacancies. To maximise the campaign we are actively in discussions with the UEA to develop and “Academy” approach to recruiting large groups on NQSWs and supporting them through their Assisted and Supported Year in Employment (ASYE). This approach, along with those already employed by NCC, will guarantee us a large number of experienced workers once they pass their ASYE. A memorandum of understanding has been signed between NCC and the UEA to progress this as a matter of urgency.

## **Staff Well Being**

Children’s Services has reduced its sickness levels year on year, in 2012/13 it was 7.85 days per fte compared to the NCC average of 8.45 fte. Since the outcome of the two inspections, we have been tracking the sickness absence in the social care teams covered by those inspections. There was a slight increase in the second quarter that pushed these teams slightly higher than the overall totals for the whole service; this **seems** to have levelled out.

From visits to meet with staff over the past three months we do know that morale has been low mainly caused by the impact of the inspections and a feeling of disbelief and helplessness. However, this seems to be lifting; feedback from staff and Unison indicates that they are benefiting from the strong direction and leadership of the new interim Leadership Team and the investment in more staff. Other factors influencing this positive change in morale include the investment in services by the County Council, changes to the Carefirst system, clearance of backlogs and changes to procedures (the latter having a large staff involvement).

This work with staff needs to continue, we are at the start of a very long journey.

We are currently undertaking a full review of sickness absence in all teams where trigger points have been reached to ensure appropriate management actions have been taken to minimise absence and support staff. Managers are able to access support for this through HR Direct and Employee Relations.

Work is also being undertaken with the Occupational Health manager to measure usage of the staff well being programme and identify any trends that need to be addressed. This will be compared to the recent “staff survey” undertaken by Unison as part of the Health Check recommended in the Munro report.

Workforce planning is underway but cannot be completed until the review of NCC’s Senior Management Structure is complete, the caseload analysis is reworked in January once the backlog clearance exercise is complete and we have the finalised plan for LAC reduction and move to the Early Help model. Understanding where caseloads sit and predicted future levels of work and ways of working will greatly assist us in understanding the skills we need for the future

## **Recommendation:**

Overview and Scrutiny Panel members are to note the activities undertaken to date and agree a recommendation that a further reports are presented in May. By this time, we will have:

1. A full analysis of the outcomes on the recruitment campaign and lessons learned
2. The sickness figures for 2013/14 and detailed analysis and action plans (where appropriate)
3. Collated information regarding the use of the Well Being Programme and an analysis of the Health Check to inform future activity
4. The Senior Management review will be complete

## 1. **Background**

- 1.1 Following the two inadequate judgements from Ofsted in 2012, Norfolk County Council has a new interim Leadership Team in place for Children's Services; recruitment and retention of good staff are one of the cornerstones of improvement.

## 2. **Contents of Report**

Issues raised in the inspection include caseloads that are too high, cases being inappropriately allocated to non-qualified staff and inconsistency of practice. In order to start to address the first two, investment in additional staff was agreed. Several options to meet the approved increase have been considered and a blended approach has been adopted in the short term with longer-term solutions being investigated. A recruitment plan is attached to give more information.

## 3. **Resource Implications**

- 3.1 **Finance:** The financial implications of increasing staff numbers have already been presented and approved; staff costs are built into the budget and the cost of recruitment activity allowed for in the Improvement Planning Budget.
- 3.2 **Staff:** The transition from agency staffing to permanent staff will take careful planning and co-ordination. A short-term secondment to a temporary post to support this is being paid for from the Social Care Staff Development budget.
- 3.3 **Property:** Once the final decision on where we need staff is made, there may be some accommodation implications; these will be addressed if and when they arise.
- 3.4 **IT:** Children's Services are in phase 1 of DNA and we are working closely with the ICT Business Partner for Social Care.

## 4. **Other Implications**

- 4.1 **Legal Implications:** None
- 4.2 **Human Rights:** None
- 4.3 **Equality Impact Assessment (EqIA)** Improvements to children's services leading to better outcomes for children and families will enhance equality of opportunity for some of the most disadvantaged groups in Norfolk.
- 4.4 **Communications:** Communications and marketing are supporting this process both externally and internally
- 4.5 **Impact on Children and Young People in Norfolk** having more social workers in our system, especially with a move to an Early Help model will have a positive impact on the children and families in Norfolk.
- 4.6 **Health and Safety Implications:** There are no direct health and safety implications implicit here however there are health and safety implications for a variety of service offers to children and families.
- 4.7 **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 at this time.

5. **Section 17 – Crime and Disorder Act** There are no direct implications
6. **Risk Implications/Assessment** The current status of children's services in Norfolk as 'inadequate' represents a high risk for the Council and its partners. The corporate risk register reflects this status and details mitigations.
7. **Action Required**
  - 7.1 Overview and Scrutiny Panel members are recommended to
    - Note the contents of this report
    - Endorse the direction of travel as necessary for improvements in service delivery for children
    - Agree to a further, more detailed, report being presented to May in respect of recruitment and well being
    - Agree to a further, more detailed, report being presented in July reviewing sickness absence for 2013/14 with appropriate actions to be undertaken.

## **Background Papers**

2014 Social Work Campaign Plan

## **Officer Contact**

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

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Media Type	Descriptor	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F
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## **Report in respect of the Multi-Agency Safeguarding Hub (MASH)**

Report by the Interim Director of Children's Services

### **Summary**

The MASH in Norfolk 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. in the context of domestic abuse. From the official launch in September 2011 MASH has developed into a wider multi-agency safeguarding hub including : Police ( Public Protection, Missing Children, Child Sexual Exploitation, Domestic Abuse specialists) ) , Adult Social Care, Children's Social Care, Health and the third sector, represented by the Magdalene group. There are currently around 70 staff located together undertaking the professional and support functions, based in central Norwich.

All referrals to Children's Social Care and Police notifications involving children are routed through MASH and subject to multi-agency scrutiny to better inform the appropriate level of help families require, with particular emphasis on those children who may be at risk of significant harm

MASH activity is underpinned by legislation and a range of Governance arrangements between agencies. Participating agencies are represented at the MASH Board.

Children's Social Care, within MASH receives about 20,000 contacts per year. Three-quarters of these do not lead to any Social Care service because they are either inappropriate referrals or do not meet the threshold for a Children's Social Care service.

### **Recommendation:**

Overview and Scrutiny Panel Members are recommended to consider this report in respect of the Norfolk MASH and endorse the direction of travel, specifically noting the welcome comments made by OFSTED.

MASH is an early beneficiary of Digital Norfolk Ambition (DNA) attention Multi-agency partners share Performance Indicator information in order to improve efficiency and best use resources, with specific reference to working to ensure MASH resources are focussed on achieving the best outcomes for the most vulnerable children. O&S support Children's Social Care working with Norfolk Constabulary to ensure only those cases where there is a genuine concern for children's welfare are considered in the MASH. The benefits for children's safeguarding and early intervention via MASH are recognised and supported. Education, Youth Offending Service (YOS) and Early Help representatives are located in MASH Consideration of closer integration of Emergency Duty Team in the MASH Creative solutions for MASH accommodation to meet growth are explored Development Officer to scope the requirement and resourcing for the creation of a MASH business Analyst post.

## **1. Background**

- 1.1. Serious Case Reviews (SCR) undertaken following child deaths in abusive circumstances, have most frequently listed poor information sharing between agencies as a major contributory element.



- 1.2. MASH developments are evident in most parts of the UK. Such developments are recognised as positive by Government.
- 1.3. Section 10 of the Children Act 2004 - the requirement for children's services to make suitable arrangements for co-operation between the relevant partners in order to improve the wellbeing of children in the authorities' area. Under Section 10, the creation of the MASH and the MASH Management Board can be seen as a suitable arrangement for co-operation.
- 1.4. The Children's Act 1989, Data Protection Act 1998 and the Crime & Disorder Act 1998 contain express or implied powers to share information within the MASH. This guidance and similar guidance in relation to adult safeguarding, shows that information sharing for the purposes set out by the MASH is appropriate.
- 1.5. The Norfolk MASH Management Board membership comprises representatives from -
  - East Coast Community Health and Care
  - Norfolk Adult Care [Community Services]
  - Norfolk Children's Services
  - Norfolk Community Safety
  - Norfolk & Norwich Community Health and Care
  - Norfolk Constabulary
  - Norfolk & Suffolk Probation
  - Norfolk & Suffolk Foundation Trust
  - Representative/s of Norfolk Clinical Commissioning Groups

The MASH Management Board meets approximately every 6-8 weeks. An Operational multi-agency group meets at similar regularity. Front line multi-agency staff within MASH meets on a daily basis to consider individual cases.

- 1.6 The overarching outcome of the Norfolk MASH is:  
"Better safeguarding decision making for vulnerable children, adults, individuals and families through a multi agency integrated approach to improve the protection and service delivery to the families"
- 1.7 The OFSTED inspection in January 2013 concluded *The development of the MASH, which included the allocation of additional resources against a backdrop of budget reductions, has added considerable value to the council and its partners' initial response to risk of harm. Understanding of the thresholds for referral to social care is generally sound and the MASH team effectively gathers information, signposts to alternative services where necessary, and refers appropriately to duty social work teams when more detailed assessment of children's needs is considered necessary. It links well with the emergency duty service to ensure a consistent response out of hours.*
- 1.8 The OFSTED inspection of LAC in August 2013 found that: *A well-established MASH maintains a good overview of all those children and young people who go missing from home and from care, including children in care placed in Norfolk by other local authorities. Good multi-agency partnership work ensures that the individual circumstances of all children who are missing, or have been missing, are reviewed on a daily basis in an effective multi-agency meeting held at the MASH. Workers in the MASH ensure information is exchanged with key colleagues such as the allocated social worker and local police.*
- 1.9 A MASH website has been recently launched

- 1.10 A MASH Development Officer has recently been appointed ( jointly funded by Health, Police and NCC) to progress the various work streams and to make proposals about future developments.

## 2. Contents of Report

### 2.1 Position:

- 2.1.1 Norfolk MASH has been recognised by OFSTED as providing additional value in mitigating harm to children. In order to maintain this judgement we need to continue to be at the 'cutting edge' of development in multi-agency safeguarding
- 2.1.2 A Development Officer has recently been appointed ( joint funded by Health, Police and Children's Services)

### 2.2 Problem:

- 2.2.1 Various agencies record data on separate ICT systems which hinders more effective information gathering and data analysis.
- 2.2.2 The current accommodation for MASH has reached capacity and solutions are required to maintain required growth of co-location.

### 2.3 Possibilities :

- 2.3.1 Digital Norfolk Ambition (DNA) potentially provides an opportunity to significantly enhance data sharing between agencies to provide enhanced systems to better safeguard vulnerable children and help to direct families to the most appropriate help.
- 2.3.2 The inclusion of a wider group of practitioners with MASH – There are current plans to include Youth Offending Service and Education representatives and a more concerted Early Help focus.
- 2.3.3 To improve the focus of the MASH by more effective scrutiny of potential referrals in order that teams give attention to the cohort of children who are suffering harm and those we can help by early intervention.

### 2.4 Proposal

- 2.4.1 MASH is an early beneficiary of DNA attention
- 2.4.2 Multi-agency partners share Performance Indicator information in order to improve efficiency and best use resources.
- 2.4.3 The benefits for children's safeguarding and early intervention via MASH are recognised and supported.
- 2.4.4 Education, YOS and Early Help representatives are located in MASH
- 2.4.5 Consideration of closer integration of Emergency Duty Team in the MASH
- 2.4.6 Creative solutions for MASH accommodation to meet growth are explored
- 2.4.7 Development Officer to scope the requirement and resourcing for the creation of a MASH business Analyst post.

### 2.5 Position

- 2.5.1 Every year MASH receives many thousands of contacts (C39D's) from police which are not sufficiently scrutinised by the constabulary in the first instance.

### 2.6 Problem

- 2.6.1 This leads to a high number of cases( well over halve the number) which lead to 'no further action' and these fall to Children's Services staff to make decisions about.

### 2.7 Proposal

- 2.7.1 The police service categorise C39D's and only put into MASH those cases where they believe there is a risk of harm.

### 3. **Resource Implications:**

3.1 **Property:** As the size of the MASH inevitably grows the MASH Board is required to regularly review the necessity for each function currently located in MASH and whether the function can be effectively located elsewhere

3.2 **IT:** ICT at the MASH is unsophisticated. This is subject to a current assessment. DNA may well contribute to the solution. The aspiration is for a single database which can manage each agencies data protection requirements.

4. **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.

4.1 **Legal Implications:** Such implications are in the context of information sharing and these are addressed in the MASH Governance arrangements

4.2 **Human Rights:** The Human Rights Act 1988 applies here in respect of confidential information sharing. These matters are considered within the MASH governance and guidance provided to practitioners about the circumstances in which information may be shared without consent.

4.3 **Equality Impact Assessment (EqIA)** : Improvements to children's services leading to better outcomes for children and families will enhance equality of opportunity for some of the most disadvantaged groups in Norfolk.

4.4 **Communications:** MASH information is available via the MASH website

4.5 **Impact on Children and Young People in Norfolk** Multi-agency co-location and information sharing within a MASH model is recognised as a significant step forward in improving timeliness in providing services to children. The London Safeguarding Children Board has recently published early research across three boroughs which provides evidence of these improvements. Sharing information about children at risk of harm contributes towards focussed safeguarding interventions. Children with less urgent needs are better served by co-located multi-agency consideration and service provision.

#### 4.6 **Health and Safety Implications:**

4.6.1 The MASH Management Board on behalf of the co-located partner agencies ensures that the MASH service is based within an office environment which has external security controls in place to ensure access is granted only to those having legitimate reason to visit those premises. However, the MASH is accessible to staff who are not working within the MASH.

4.6.2 As the current host organisation [March 2013], the Constabulary must ensure that persons on its premises are aware of policies affecting the working environment, and procedures to be followed in the event of incidents.

4.6.3 Visitors to Police premises are covered by insurance and health and safety arrangements put in place by the Norfolk Constabulary.

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

5.1 Community Safety is an element of MASH business and the inclusion of YOS and the potential for the addition of a Business Analyst will enhance this aspect of the work

## 6. **Risk Implications/Assessment**

The current status of children's services in Norfolk as 'inadequate' represents a high risk for the Council and its partners. The corporate risk register reflects this status and details mitigations.

## 7. **Action Required**

7.1 Action Required - to be used for O & S Panel reports.

## **Background Papers**

MASH - Who are the Children: Who is our Customer

## **Officer Contact**

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

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Tel No;01603 638094

email address: [andrew.haley@norfolk.gov.uk](mailto:andrew.haley@norfolk.gov.uk)



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

Report by the Director of Children's Services

### **Summary**

This report deals with the Directions Notice issued by the Dept. for Education on the 18<sup>th</sup> December 2013. A copy of the Directions is appended to this report at Appendix A. As well as explaining the key elements of the directions notice and the implications for Norfolk Children's Services, this report also sets out the key issues, challenges and key areas of risk. As the Directions Notice is such a significant issue, it is anticipated that regular progress will be reported through reports to Scrutiny focussing on the Improvement Plan.

The Directions Notice follows the Ofsted reports into the Local Authority arrangements to protect children and in relation to services for Looked after Children. These were published on 22<sup>nd</sup> February and 16<sup>th</sup> August 2013 respectively. In both reports, the Council arrangements for these services were judged as ineffective. A further report in relation to Local Authority arrangements for supporting school improvement dated the 24<sup>th</sup> July 2013, also found the Local Authority arrangements to be ineffective. This Direction's Notice does not deal with the issues surrounding the latter report.

### **Recommendation:**

1. Members are asked to consider the content of the Directions' Notices and to highlight any specific issues not covered by the current Improvement Plan considered previously by Scrutiny.
2. Members are asked to note the content of the Directions Notice and the current program of work in place to ensure full compliance with content of the Notice.
3. Members are asked to endorse the development of a transition plan that seamlessly manages the change between Scrutiny and Committee structures in order to ensure the Council can continue to demonstrate appropriate priority setting and action with pace and urgency.
4. Members are asked to consider the risks to the Council as a consequence of the Direction's Notice and to recommend any further action they wish to be considered by Cabinet and Council.

### **1. Background**

- 1.1 Norfolk County Council has a statutory responsibility to deliver Children's Services in accordance with the requirements of the legislation set out in the Children Act 2004 and the Education Act 1996, both of which have associated regulations and guidance. The Ofsted framework requires the Local Authority at periodic intervals to be inspected in terms of its work with children and young people and in particular, the effectiveness of the services it provides.

- 1.2 Norfolk Children's Services was inspected in relation to its arrangements to ensure the effective protection of children. A report was published on the 22<sup>nd</sup> February 2013. That inspection judged the overall effectiveness of services to be inadequate.
- 1.3 In addition, services for children in the Looked After system, was also inspected during 2013 and again the Council's arrangements for providing such services, was judged to be inadequate. While many local authorities have received inadequate judgements in respect of one of these areas, two reports of inadequacy has quite rightly triggered a level of more serious concern. In addition, the further report in relation to the local authority arrangements for supporting school improvement, published 24<sup>th</sup> July 2013, and rated ineffective, has heightened the level of ministerial concern regarding Children's Services in Norfolk.
- 1.4 The nature of these concerns is such that the Local Authority is now under close scrutiny in order to demonstrate significant progress in respect of the areas of concern arising from the inspection and to assure Ministers that the Authority is able to discharge its functions as set out in the Education Act and the Children's Act to an adequate standard. It is in this context that the Secretary of State had issued this Direction's Notice.

## 2. Contents of Report

- 2.1 The Directions' Notice was issued by the Department on the 18<sup>th</sup> December 2013. This followed a number of false starts and some confusion as to whether the Minister would issue an Improvement Notice or a Directions Notice. The extent of concern across the whole domain of Children's Services is what has led to a Directions Notice being issued, as this gives the Secretary of State significantly more power should the Authority not demonstrate the ability to perform its functions to an adequate standard. The Directions Notice will remain in force in the first instance for a period of six months from the date from which it was issued.

The content of the Directions Notice is clear and includes

- i. incorporate improvement activity for Looked After Children services into current improvement work to urgently address key areas of operation in children's social care;
  - ii. Submit the Council's plans to improve children's services to the Department of Education for approval with two calendar months of the issuing of this Direction;
  - iii. Ensure the submitted improvement plan is accompanied by a preliminary report from the Independent Chairs of the Improvement Board to the Secretary of State for Education on the progress of all agencies in improving children's services in Norfolk, and quarterly reports thereafter; and
  - iv. Co-operate with an individual/organisation, to be identified by the Department of Education, who will conduct a review of the Council's approach and improvement plans and consider whether, and if so what, additional support is needed to drive improvement.
- 2.2 An Improvement Board is well established and meeting on a monthly basis to ensure a rigorous and robust approach to driving forward improvement with pace and urgency. Its membership has recently been revised to include a small Executive group meeting more frequently to drive forward the pace of change quickly. The Chair of Scrutiny is a member of that group, which also includes senior officers from the council, the lead member for Safeguarding and senior representatives from partner agencies as well as representatives from the District Councils. The DfE is in attendance at all Improvement Boards as part of their evidence gathering that Norfolk is paying attention to the seriousness of the issues and is taking appropriate steps to address the level of concern. There are plans to have wider workshop activities that will facilitate broader discussion with a wider group of key stakeholders, for example,

a discussion on how Early Help is organised with partners is planned to take place shortly and this will help inform subsequent reports to Scrutiny.

- 2.3 The Improvement Board is considering improvement activity in relation to the key areas set out above, but it is also charged with ensuring that leadership and governance to provide a relentless focus on the priorities and to act with pace and urgency in place to deliver the necessary changes required. The role of senior leaders and scrutiny is critical in demonstrating to the Improvement Board and the DfE that Norfolk can deliver the changes and improve confidence in services for Children.
- 2.4 Put simply, the improvement framework requires us to ensure that we discharge our functions to an adequate standard. This is essentially making sure that we provide a service to the right children at the right time, that we are effective in what we do and that our leadership and management frameworks ensure effective and quality management and governance.
- 2.5 Work is at an advanced stage in producing our Improvement Plan which must be signed off within two months of issuing the Direction and we now have in place clear arrangements to performance manage progress across all domains of the areas of concern. These include areas of workforce development, financial management and strategic planning, as well as incorporating all of the actions arising from the Improvement Plan. Work is also well advanced in the development of improved performance management information to evidence progress.
- 2.6 There is also been significant developmental work with Scrutiny in order to ensure elected member oversight of Children's Services. There is a concern that the work undertaken may get lost in the governance changes to a new committee structure. In the development of a transition plan, as the Council moves from one structure to another, it will be important to consider how the skill and expertise of Scrutiny members can be retained.
- 2.7 Norfolk County Council must act to ensure that progress is delivered with pace and that there is a commitment to tackle the areas of weakness identified by Ofsted. It is imperative that in delivering with pace and urgency that any changes in governance are managed seamlessly. This includes the changes from the current Scrutiny system to a Committee structure.
- 2.8 A significant area of concern for the Director is that unless Norfolk can demonstrate to the DfE and in particular the Minister that progress has been made and that the Authority is capable of discharging its legislative functions, the Minister could be minded to consider placing responsibility for those functions elsewhere. This could include as in the case in Doncaster, services being placed in a trust, independent of the Council, where the Council role is simply that of Commissioner. The ability to demonstrate good leadership and governance at both officer and political levels will be critical in being able to provide the level of reassurance the Minister will require to continue to support Norfolk in the discharge of its functions. At present, these risks are well set out in both the departmental risk register and the Corporate Risk Register but will need to be updated to include the changes in political governance.

### 3. Resource Implications

- 3.1 **Finance:** At present the Council has made significant investment in Children's Services to effect the required change. This is likely to continue to be a significant pressure over the course of the next year.
- 3.2 **Staff:** There are no direct staffing implications arising from this report, although there are staffing implications arising from the Improvement work as a whole. These issues are covered in other reports.

- 3.3 **Property:** There are no direct property implications arising from this report, although there are property implications arising from the Improvement work as a whole. These issues are covered in other reports.
- 3.4 **IT:** There are no direct IT implications arising from this report, although there are IT implications arising from the Improvement work as a whole. These issues are covered in other reports.

#### 4. **Other Implications**

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

The information contained in this report has significant implications for Children and young people as the focus is very much on improving the services offered. In terms of the engagement of Children and Young People, their voice is central to the work that is underway.

## **Background Papers**

Directions Notice

## **Officer Contact**

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

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## **DIRECTION UNDER SECTIONS 497(4B) OF THE EDUCATION ACT 1996 TO NORFOLK COUNTY COUNCIL**

### **WHEREAS**

1. The Norfolk County Council ("the Council") is the children's services authority for its area.
2. The Ofsted reports 'Inspection of local authority arrangements for the protection of children' published on 22 February 2013 and 'Inspection of looked after children services' published 16 August 2013 found that the Council's arrangements for those services were "inadequate". In addition, an inspection of the local authority arrangements for supporting school improvement dated 24 July 2013 was rated "ineffective".
3. The Secretary of State for Education is satisfied that the Council is failing to perform to an adequate standard or at all some or all of the functions to which section 497(A) of the Education Act 1996 is applied by section 50 of the Children Act 2004, namely:
  - a. social services functions, as defined in the Local Authority Social Services Act 1970, so far as those functions relate to children;
  - b. the functions conferred on the Council under sections 23C to 24D of the Children Act 1989 (so far as not falling within paragraph (a) above); and
  - c. the functions conferred on the Council under section 10, 12, 12C, 12D and 17A of the Children Act 2004.
4. The Secretary of State considers it expedient in accordance with section 497A(4B) of the Education Act 1996 to direct the Council, as set out below, in order to secure that those functions are performed to an adequate standard.
5. The Department for Education will assess progress by undertaking a performance review at the end of this Direction.

### **NOW THEREFORE**

6. Pursuant to section 497A(4B) of the Education Act 1996, the Secretary of State for Education directs the Council to:
  - i. incorporate improvement activity for Looked After Children services into current improvement work to urgently address key areas of operation in children's social care;
  - ii. submit the Council's plans to improve children's services to the Department of Education for approval within two

calendar months of the issuing of this Direction;

- iii. ensure the submitted improvement plan is accompanied by a preliminary report from the Independent Chairs of the Improvement Board and Norfolk Safeguarding Children Board to the Secretary of State for Education on the progress of all agencies in improving children's services in Norfolk, and quarterly reports thereafter; and
  - iv. co-operate with an individual/organisation, to be identified by the Department for Education, who will conduct a review of the Council's approach and improvement plans and consider whether, and if so what, additional support is needed is to drive improvement.
7. This Direction will remain in force for a period of 6 months from the date on which it is made.

Signed by authority of the Secretary of State for Education



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Dated this 18 day of December 2013

**Children's Services Overview & Scrutiny Panel**  
**23 January 2014**  
**Item No. 15**

**Scrutiny Forward Work Programme**

Report by the Chairman

**Summary**

This report asks Members to consider an updated scrutiny forward work programme.

- 1.1 The Outline Programme for Scrutiny has been updated to show changes from that previously submitted to the Panel on 21 November 2013.

**Added** – quarterly Quality Assurance updates (March, July and November); six-monthly update on The Promise for Norfolk Children In Care and Leaving Care (July); Member Briefing to include an update on apprenticeships (July).

**Deleted** – March Member Briefing on Special Educational Needs and Disability (an update on the progress being made by the project that has been established to respond to the new legislation for Special Educational Needs and Disability within the Children and Families Bill). This information will be included within the Children with Disabilities report scheduled for March.

**Postponed** - Children with Disabilities (moved from January to March 2014).

- 1.2 The County Council has decided to cease operating an executive/scrutiny model and implement a committee system of governance with effect from the Annual General Meeting in May 2014. Our final meeting as a Panel will be in March. However, our work programme captures a longer-term view of the department's annual reporting cycle, covering the next 12 months, together with items previously identified by the Panel. From May onwards, it is intended that the identified reports will be considered by subsequent relevant committee(s).
- 1.3 We must continue to focus our attention on testing the impact of the Children's Services improvement programme. In addition to holding Cabinet Members to account for progress being made through regular performance reporting, Members may wish to consider whether there are any areas of the improvement programme that should be looked at in more depth. Any new scrutiny task and finish group will need to report back to the Panel by 13 March 2014.
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.

## **Outline programme for the overview and scrutiny panel/subsequent committee(s)**

<b>Meeting date</b>	<b>Topic</b>	<b>Purpose</b>
<b>13 March 2014</b>	Integrated Performance and Finance Monitoring report	To challenge the service on performance and outcomes achieved.
	Annual Admissions arrangements	To consider the arrangements.
	Children with Disabilities	To review the strategy in light of The Children and Families Bill.
	Quality Assurance update	To consider a quarterly update of audit activity, lessons learnt and actions taken.
	Pathway Planning for Care Leavers	Final report from the Member Task and Finish Group.

This section follows the current programme of Panel meetings. Once the new committee structure and timing of meetings has been confirmed, the reports 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.

<b>17 July 2014</b>	<p>Finance outturn report 2012-13 and performance monitoring report</p> <p>Annual Review of the Norfolk County Council Adoption Agency</p> <p>Annual Review of Norfolk's Fostering Service</p> <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><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.</p> <p>To challenge the service on performance and outcomes achieved, and approve the statement of purpose.</p> <p>To challenge the service on performance and outcomes achieved, and approve the statement of purpose.</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>
<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>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>

	Quality Assurance update	To consider a quarterly update of audit activity, lessons learnt and actions taken.
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### Current Scrutiny Task and Finish Groups

<b>Pathway Planning for Care Leavers</b>
Membership: Cllrs Judy Leggett (Chairman), Richard Bearman, Deborah Gihawi, Paul Gilmour (substitute Jim Perkins), Judith Virgo and two young people co-opted from the Norfolk In-Care Council.

### Officer Contact

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

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