

Children's Services Committee

Date: **Tuesday 16 September 2014**

Time: **2.00pm**

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

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

SUPPLEMENTARY AGENDA

- | | | |
|-----------|--|-------------------|
| 9 | Annual Review of Norfolk Residential Service
Please replace previously published pages 108 to 117 with the attached. | (Page A2) |
| 10 | Joint Safeguarding Arrangements
Report by the Interim Director of Children's Services and the Director of Community Services | (Page A14) |
| 15 | Exemption to Contract Standing Orders for Speech and Language Therapy.
Report by the Interim Director of Children's Services | (Page A19) |

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Date Agenda Published: 11 September 2014



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Children's Services Committee

Item No 9

Report title:	Annual Review of Norfolk Residential Service
Date of meeting:	16 September 2014
Responsible Chief Officer:	Sheila Lock

Strategic impact

Annual Approval of the Statement of Purpose of Norfolk's Residential Children's Homes and a Summary Review of the Year-

Members in their role as the registered provider of these homes are required under law (Children's Home Regulations 2001 (as amended); Care Standards Act 2000 (registration) (England) Regulations 2010) to approve each children's home's Statement of Purpose and Functions.

It is a requirement that each of our children's homes has a clear Statement of Purpose which details the aims and objectives and how the standards will be met. The standards are:

- Caring for Children
- Children's Behaviour
- Contact Details
- Education
- Health
- Staffing matters

Each home must also provide a children's guide which explains for the child the purpose of the home as well as how the child can complain and access advocacy services. Each unit's Statement of Purpose is available on Members Insight and hard copies will be in the members' room.

Executive summary

This paper reports to Members on the performance and outcomes achieved by the Norfolk Residential Service.

The key performance outcomes achieved for the service this year are:

- Ofsted inspection outcomes which are above the national average
- The Service continues to offer high occupancy levels
- The Service continues to offer beds at a rate comparable with similar provision nationally
- A reunification unit which has contributed to reducing numbers of looked after children for Norfolk

The Service has contributed significantly to reducing the number of looked after children

placed in out of county provision. Primarily the extra six emergency beds capacity created last year has prevented young people entering care outside of Norfolk.

Recommendations:

Members are asked to-

- **Scrutinise the information within the report**
- **Challenge the service on the performance and outcomes achieved**
- **Recommend the approval of the Statements of Purpose and Functions for all the Local Authority children's homes to Full Council to comply with the Care Standards Act 2000**

1. Proposal (or options)

Members are asked to scrutinise the information within the report and provide challenge to the service to ensure continued outcomes for Norfolk children and families along with internal performance improvement.

Members are asked to recommend approval to Cabinet of the Statement of Purpose and Functions for the Local Authority Residential Service to comply with the Care Standards Act 2000.

2. Evidence

- 2.1 The Norfolk Residential Children's Service currently has seven children's homes, two residential respite children's homes and two supported flats. The service works alongside other services supporting children who are no longer able to live at home. Accommodating children is always a last resort and the authority has to be satisfied that the care threshold is met. Over the past year the service has rarely refused to place a young person (fewer than 5 occasions) and only does so when their needs and risk assessment identifies that the placement in Norfolk Residential Children's Services would not be suitable. We have reviewed and changed the services provided to ensure they meet the needs of all young people including those with challenging behaviours.
- 2.2 The following units deliver interventions to reduce the duration of time that young people spend in residential care-
- Norwich Road and The Lodge provide 10 beds, offering emergency accommodation, for children where there is an immediate need for accommodation following a crisis breakdown either at home or at their placement. This accommodation is used while an alternative, appropriate placement is sourced;
 - Waterworks Road and Well Green both provide 2 beds which offer intensive support to young people in a period of transition. This may be to support a young person return to Norfolk and live independently or support a child who has serious health or social needs for example an eating disorder. These are used as care planning placements whilst suitable long term placement options are identified;

- Aylsham Road is a 4 bedded unit with a focus on the reunification of young people with their families either as new entrants to care or young people returning to Norfolk to live with their family;
 - Loki House is a 4 bedded unit offering crisis intervention and short term placements specialising in young people returning from out of county placements.
 - Easthills is a long term unit with 6 beds where the service assists young people during the transition to post-16 accommodation;
- 2.3 Foxwood and Marshfields offer respite care to children and young people with severe and complex disabilities some of whom have a life limiting condition.
- 2.4 There are also three supported flats available which are managed in partnership with Broadland Housing. These provide accommodation for 16 and 17 year-olds and help them prepare for independent living with 37 hours of support provided each week by Children's Services staff with 24 hour (7 days per week) telephone support available.
- 2.5 Norfolk County Council's Social Care Improvement Plan sets out the actions to reduce Norfolk's Looked-After Children population to levels comparable with the average for a Local Authority in England. The Service team's plan focuses on robust planning for the young people and the delivery of targeted interventions to reunify them with their families or extended families for those placed in County as well as for children who are currently in provision outside of Norfolk. For those old enough the service's flats provide support for the transition to independent living.
- 2.6 Promoting the young people's sense of inclusion during their placements and having the opportunity to be heard is crucial. This is achieved through regular residents meetings, key worker sessions, and informal sessions to gain their wishes and feelings. We have worked with the young people to develop the Residential Service. This has promoted the young people to invest in their placements and take pride in their surroundings. In feedback gathered after placements the young people have stated they felt they had a say in how things were run and felt they were listened to.
- 2.7 What Children and Young People say about the service.

Feedback is gathered by the service from the young people as well as from families and professionals. This feedback is analysed to identify areas for development and to improve the service. The residential service regularly consults with the In-Care Council who offer advice and feedback, for example when opening new units.

The following is a selection of comments about Norfolk's Residential Service from children and young people who have been accommodated during the past 12 months:

"I am cared for and supported in everything and loved"

"I felt welcomed and very safe at the unit, all staff were friendly"

"When I first came, my behaviour and school attendance and attitude were very poor. I began to settle down due to the fact staff encouraged me to do well and helped me build

my strengths and weaknesses, they never gave up on me and when the going got tough they never let me give up. With all the encouragement still came all the nagging and when I slipped up the staff would be there to set me straight and tell me what I had done wrong (you could never get anything past them). My overall time has been a lesson that has taught me the rights and wrongs of life and I'll never forget the staff here they have been a real pleasure to live with"

" I just wanting to write a letter to say thank you all for being so supportive and helpful. I wouldn't have gone back to College without the fantastic key worker. I never thought I would be where I am today in life without you all are the best. Love and miss you all, you are all special in different ways. THANK YOU ALL"

"you are all fricken amazing. The staff gave me independence and they gave me a lot of support"

*"thank you so much for everything that you've done for me even when I was being a little s**t. I know I'm not the easiest kid at times but you all stuck by me and never gave up on me. My time here was amazing and Im going to miss you all loads"*

2.8 Compliments

Each unit has a compliments book to capture positive experiences for residents, from April 2013 until March 2014 the service received 27 compliments.

For example, one professional fed back, "we were impressed with the professionalism and the work you carry out with the young person. It is obvious you are very focussed and passionate about your responsibilities. The environment appeared relaxed and the young person's welfare came top of the list".

Another example from a professional, "the young person has settled well, the placement responses have been appropriate, with the right guidance and boundaries, suited to this young person's needs"

2.9 Complaints

Each unit has a complaints book in which complaints from the public and young people are recorded. Young people have open access to a telephone should they wish to make a complaint at any time. Contact numbers for Ofsted, the Children's Rights Director and Voice, the independent advocacy service, are available to young people, as are complaints leaflets.

2.9.1 The homes' welcome books, which are available in a variety of formats to make them accessible for all ages and levels of ability, provide information and advice on how to complain. All residential staff have mandatory training on complaints and there is a Norfolk County Council complaints team which can offer consultation and advice to both staff and young people.

2.9.2 Since April 2013 the service has received 15 complaints in total. Seven complaints from the local communities near residential units mainly associated with noise, which the homes' managers responded to and resolved. Six complaints were received from young people. One was from a parent. One was from a social worker. All complaints are responded to as per procedure in order to find resolution and improve practice where appropriate.

2.10 Proposed next Steps for the Service

- 2.10.1 The Residential Service wish to take an active role in participating in the completion of pathway plans recognising the heavy workload of case accountable social workers and the residential staff team's insight into the young people's needs, working closely with them throughout their placement.
- 2.10.2 Relief Worker System: Develop a generic induction programme, with supervision and training monitoring from a central database.
- 2.10.3 Research Residents' handbook in various different formats, audio CD and audio in place.
- 2.10.4 Key worker/engagement sessions- explore paperwork, through consultation with young people, to develop formats used.
- 2.10.5 Asdan training: implement training across the service, to train all residential staff.
- 2.10.6 Update job descriptions and levels for residential practitioners to qualified workers.
- 2.10.7 Review residential policies and procedures.
- 2.10.8 Review of training needs for the Residential Service.
- 2.10.9 Liaison with lead for Norfolk Library Services to explore potential to offer educational and recreational opportunities to promote young people's outcomes.
- 2.10.10 Successfully bid for Evidence Intervention Programmes via the DfE

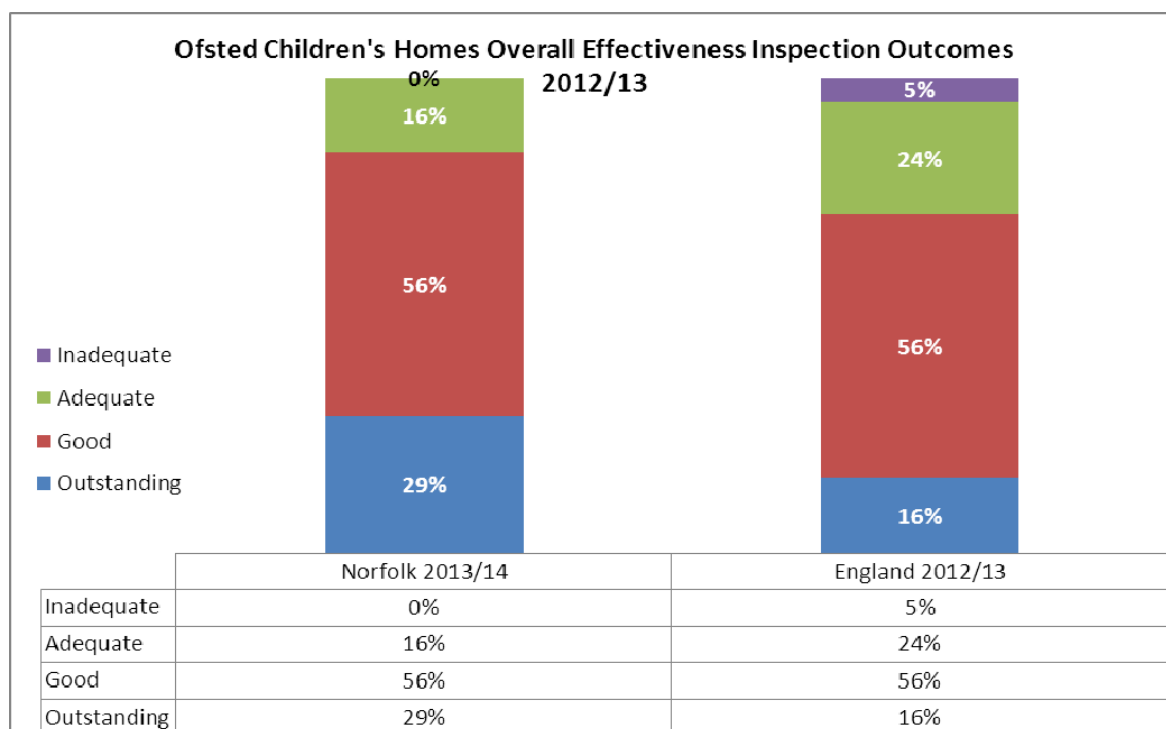
2.11 Ofsted Inspection Outcomes

Each residential unit is inspected twice a year by Ofsted who conduct a full and an interim inspection. The latest judgement from the most-recent full inspection (as at 31/03/2014) of each home is shown in the table below:

Home	No. of Beds	Overall Inspection Findings	Outcomes for Children & Young People	Quality of Care	Safeguarding	Leadership & Management
Aylsham Road	4	Good	Outstanding	Outstanding	Good	Outstanding
Easthills	6	Good	Good	Outstanding	Good	Outstanding
Foxwood	9	Good	Good	Outstanding	Good	Good
Marshfields	4	Outstanding	Outstanding	Outstanding	Outstanding	Outstanding
Norwich Road	4	Adequate	Adequate	Outstanding	Adequate	Outstanding
Loki House	4	Adequate	Good	Good	Adequate	Adequate
The Lodge	6	Good	Adequate	Good	Good	Good
Waterworks Road	2	Good	Good	Good	Good	Good
Frettenham	2	Good	Good	Good	Good	Good

The above table shows 13 Outstanding, 22 Good and 9 Satisfactory Ofsted inspection judgements. It is particularly pleasing to see the number of outstanding judgements with regard to quality of care and leadership and management.

2.12 How Norfolk's Children's Residential Children's Homes Performance compares to the National picture:



Ofsted judgements relating to the overall effectiveness of the homes shows Norfolk Residential Service's homes' performance is better than the national average.

2.12.1 The Residential Service continues to review and improve the standards of its service to meet the revised criteria from Ofsted, who continue to "raise the bar" in their inspections. There is an active improvement plan and after each inspection key themes and trends are shared across the service.

2.13 Children Missing from Norfolk Residential Service Children's Homes

A missing from care procedure has been implemented by the Residential Service, which includes sexual exploitation risk assessments. The definition of missing from care for the Service includes children and young people who leave the residential unit without permission, those who do not return to the unit at the agreed time and those who are absent overnight. Each young person has an individual care plan, which identifies the strategies to implement for a young person who is absent without authorisation or is missing from care.

2.13.1 The table below shows the number of times children and young people went missing from Norfolk's Residential Service Children's Homes in 2013/14, April to September and October and March inclusive.

Children / Young People Missing from Norfolk's Residential Service Children's Homes

	2013/14 Apr - Sep	2013/14 Oct - Mar
Number of times children / young people went missing	156	80
Number of children / young people who went missing	41	29
Number of overnight absences	24	27
Number of children / young people who did not return at the agreed time or left without permission	132	38

2.13.2 The increase in numbers missing for the first six months of 2013 may be partially explained by an increase in placements for young people aged over 16 years and the overall increase in the number of beds provided by the service. The average number of times each child or young people went missing in 2012/13 was 1.47, and from April to September 2013 this figure more than doubled to 3.80.

2.13.3 During the second part of the year there has been a significant decrease in the numbers missing from care. The Authority has worked to understand what action needed to be taken to lower the numbers missing from care and to ensure that services responded better to meet the needs of this vulnerable group. The Assistant Director and Residential County Manager worked with the media to reach out to the wider community and ensure the public were kept fully informed with this key concern. The Service has worked closely with its partner agencies to address the risk of looked after children going missing and produced a working protocol to regulate our practice. Each weekday morning a multi-agency meeting is held at the Multi Agency Safeguarding Hub to individually risk-assess children missing. The Service has built close working relationships with the Missing

Persons Coordinator and Safer Neighbourhood Teams. We have worked together to revise our procedures in relation to missing from care. The decrease in numbers also reflects current population in the children's homes, all of whom have differing needs and present different risks.

2.14 Restraint of Children

All of the residential staff have been trained in the Norfolk Steps restraint process. As per national guidance and local policy the Residential Service will only use restrictive physical intervention as a last resort when the young person places him / herself or others at risk of injury or may cause damage to property. If such risks exist, consideration is given to effective strategies that will be employed to minimise the risk.

For the period of April 2013 - March 2014 there were a total of 21 restraints across the service. At one unit 7 restraints were carried out on fewer than 5 young people relating to incidents of violence. At another emergency unit there were 5 restraints carried out, with residential staff intervening between young people to prevent physical assaults. An example of restraint, when a young person is held back to prevent them from running into traffic.

2.15 Significant Incidents Reported

Ofsted must be notified (Schedule 5 Notification) of all significant incidents that occur in any residential children's home. The reasons for notifications for 2013/14 (April – September) and for 2013/14 (October – March) by Norfolk's Residential Services are shown in the following table:

Total Schedule 5 Notification by Classification Type

Schedule 5 Notification Classification	2013/14 Apr - Sep	2013/14 Oct - Mar
Serious incident - police called to home	35	51
Serious complaint about the home or person in the home	Less than 5	Less than 5
Instigation & outcome of any child protection enquiry involving child in the home	12	6
Serious illness or serious accident	16	10
Allegation that child has committed a serious offence	Less than 5	Less than 5
Involvement or suspected involvement of a child accommodated in the home in child sexual exploitation	Less than 5	Less than 5
Total Schedule 5 Notification Classifications	65	72

The increase in numbers reflects various changes, Ofsted have changed their expectations for reporting and fed this back to the homes during inspections, there has been increase in the number of beds Norfolk offer and the drive to reduce the number of out of county placements has influenced the current population.

2.16 Outcomes for Permanency

2.16.1 From April 2013 to March 2014 Norfolk Residential Children's Homes have provided accommodation for 117 children and young people that reside in

Norfolk. Of these children, 89 have moved on following interventions delivered by the service:

- 26 young people returned home
- 10 to foster care
- 20 to independent living or supported lodgings
- 3 have moved to a residential school
- 26 to other children's homes
- 1 to an asylum seekers refuge
- 1 returned to the county he originated from
- 1 went to a young offenders unit
- 1 to secure accommodation

2.17 Number of Children Accommodated in the homes and their Occupancy Rates

The table below shows the occupancy rates for all residential units since October 2013:

Occupancy Rates & Children / Young People Accommodated by Children's Home

	% Bed Nights Occupied	Number of Children/Young People Accommodated
Aylsham Road	80%	17
Easthills Road	89.26%	12
Frettenham	100%	Less than 5
Loki House	55%	9
Norwich Road	90.56%	31
The Lodge	95%	41
Waterworks Road	86%	6

As Norwich Road and The Lodge offer emergency provision turnover is necessary to be able to have placement availability for unplanned admissions.

Aylsham Road has achieved successful reunifications earlier than anticipated which at times has resulted in gaps between placements.

Loki House is a new unit which is in a period of establishing the group dynamic to support appropriate matching. It is currently working to full capacity

2.18 Service Development

2.18.1 Norfolk introduced the Children's Case Advisory Service (formally known as the Edge of Care Panel). The Service has 2 overall aims, to improve outcomes for children and young people on the edge of care and to improve social care practice, in line with Ofsted recommendations. The Service provides a forum for complex cases to be explored, with a multi-agency group of professionals. Since the Service was established, there has been an increasing need for mentors/outreach workers to assist in supporting children and young people within their family environment and local communities. A high proportion of these cases have been supported by Relief Residential Children's Practitioners, who

have been able to cover the county and undertake the support requested and approved by the Advisory Service. We are in process of recruiting two full time members of outreach staff, that can have a base at the Lodge Residential Home, line managed by the management team of the Lodge, alongside the Residential Coordinating Manager for the County.

2.18.2 We have joined up with the Norfolk Constabulary to assess the risk of sexual exploitation in relation to Looked after Children, including the risk of online exploitation.

We commissioned the organisation CEOP Centre (Child Exploitation Online Protection) to train all residential staff. This organisation works across the UK tackling child sex abuse, exploitation and providing advice for parents and young people to ensure all are fully informed and are able to respond to needs appropriately.

2.18.3 We have developed the welcome book, which offers the young person an introduction to the residential unit they have moved into. There are now different formats available to meet a variety of communication needs, including a talking book, a DVD and versions depending on the child's age and level of understanding.

2.18.4 The Service has offered a placement to a social work student. The service has also offered 2 placements for students training to become police officers. These placements offer valuable learning opportunities to all involved.

2.18.5 We have established CareFirst "Champions", either nominated in a single home, or shared across more than one home; trained 99% of residential staff on CareFirst; and set up CareFirst to be available in all homes.

2.18.6 We have set up a single induction process for residential staff which involves young people in the process – this has been rolled out across the homes.

2.18.7 All residential staff have completed the e-learning online training on lone working.

2.18.8 A manager has been identified to be the link person with the In Care Council.

2.18.9 We have reviewed paperwork across all homes to set a consistent minimum standard and the process to keep this up to date.

2.18.10 We have developed a standard template for the Statement of Purpose and Children's Guides for each of the homes.

2.18.11 We have rolled out the extended placement plan's health needs schedule, used at Norwich Road, across all units.

2.18.12 Following the success of the first 2 flats that support young people in the transition to independence, which we run in partnership with Broadland Housing, the service has expanded with a third flat offering additional placements.

2.18.13 Implemented Children of Concern Policy- to produce a checking system for high profile residents and an information sharing process. This will improve safeguarding and raise awareness.

2.18.14 We have worked with Norfolk Constabulary, including the Missing Persons Coordinator, to review our missing from care procedures and produce joint working protocols.

3. Financial Implications

Financial Monitoring Information

Each placement in Norfolk's Residential Service children's homes in 2012/13 was on average £2086 per week. This compares favourably with the England 2011/12 average cost of an in-house residential placement of £ £2,565 and an average private / voluntary residential placement cost of £3,023 (source CIPFA benchmarking).

If the placement history of many of the young people accommodated is taken into account (i.e. they have been refused by private / voluntary providers or foster carers), the in-house average costs are perceived as even greater value for money, as the only alternative placements would be in high-cost (£4,000 to £5,000 per week) specialist provision most likely outside of Norfolk.

Following the last financial year, Norfolk Residential Children's Services achieved £70,000 under spend.

4. Issues, risks and innovation

The key challenges for the Service are:

- Ensuring the Service meets the new Ofsted criteria and expectations
- Lowering the number of children and young people looked after
- Updating the local residential policies and procedures to meet new regulations under national guidance

Equality Impact Assessment (EqIA)

As can be seen in the purpose and functions document, all our homes are committed to policy, procedures and practice that enforce equality and address the poor outcomes for this group.

Impact on Children and Young People in Norfolk

Children's Services deliver a range of residential homes to meet the needs of young people who require residential care. As can be seen from the quality of care as judged by Ofsted, and our own quality assurance checks, our children's homes are having very positive effects on the outcomes of our young people.

5. Background

Background Papers

The statement of purpose for each unit and the Service's improvement plan is available on Members Insight

Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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Children's Services Committee

Item No 10

Report title:	Joint Safeguarding Arrangements
Date of meeting:	16 September 2014
Responsible Chief Officer:	Harold Bodmer and Sheila Lock
Strategic impact This report is intended to highlight how, by working together in a more collaborative way the Council can improve the Council wide response to safeguarding activity. It sets out how across both Children's Services and Adult services we can work together to effectively discharge the Council's safeguarding responsibilities, develop joint approaches to learning and development and develop a greater awareness of the fact that safeguarding is everyone's responsibility. Such an approach will enable the Authority to present clear leadership in the management of safeguarding to external regulators and assist in promoting greater collaboration between the Chairs of the Children's Safeguarding Board and the Chair of the Adult Safeguarding Board. Presenting this report to the two Committees creates the opportunity for political oversight of these developments.	

Executive summary

This report sets out how Children's Services and Adult Social Care intend to collaborate together to establish a Council wide consistent approach to safeguarding. The key priority areas that we intend to work on together are

1. Improving the operational activity of the MASH
2. Recruiting, maintaining and retaining a highly competent workforce – developing opportunities to standardise practice, training, learning and development
3. Learning from each other in relation to performance management and quality assurance
4. Working together across the Local Safeguarding Children and Adults Boards – particularly on joint campaign activity and communication
5. Tackling the organisational culture to ensure a shared view that safeguarding is everyone's responsibility.

In order to take this forward we are proposing a Member safeguarding forum, made up of Members from both Children Services and Adult Social Care Committees to meet every six months in order to highlight the safeguarding agenda, share learning across both committees and receive high level reports on the Council's safeguarding work.

In addition we are proposing a whole Council cross department forum to meet bi-monthly to explore common issues and to drive forward a leadership approach for the entire Council on safeguarding matters. It is useful to highlight a couple of examples that bring this to life they help us to understand how greater collaboration and a Council wide approach are essential to improve outcomes.

Safeguarding is everyone's business: Although the key players in safeguarding are Children and Adults services, everyone providing services for Norfolk's citizens has the responsibility to understand the role that they might play in ensuring that they comply with local and National Guidance in safeguarding children and vulnerable adults and in promoting their welfare. Sharing good practice and learning opportunities on a Council wide basis is an opportunity that is currently being missed.

Domestic Abuse: The harm for children living in situations of domestic abuse is well recognised and yet children live in such situations with an adult who is a perpetrator and

an adult who is vulnerable. We want to provide solutions that are whole family focused, rather than piecemeal.

Developing this approach is a step towards thinking differently about how we work together at a community level to see children as part of families, and families as part of communities. It promotes an approach of creating improvements to our work in identifying problems for the most vulnerable earlier and in providing earlier help that prevents problems and difficulties later.

Recommendations:

1. Members of both Committees are asked to commit to the development of a shared Council wide approach to safeguarding work and to consider whether on an annual basis there should be a joint member seminar on Council wide safeguarding work.
2. Members are asked to endorse the five priorities above and to recognise the fundamental shift in collaboration across Children's Services and Adult services that this represents.
3. Members are asked to agree to setting up a Member safeguarding forum made up of Members from both Children's Services and Adult Social Care Committees.
4. Members are asked to support the setting up of a whole council officer forum to raise the profile of safeguarding across the Council.

1. Proposal (or options)

The proposal is to strengthen: and as a consequence improve the Council's overarching approach to safeguarding. It is fair to say that while the systems for safeguarding children are long established, less attention has been given by the Council as a whole to safeguarding in Adults services. This was highlighted by the recent LGA peer review of Adult Safeguarding. This is a picture in most Local Authorities. By promoting greater collaboration across the two service areas and across the two Safeguarding Boards, as a Council we will promote learning and development, seek opportunities to do things together rather than separately and as a consequence of working together place safeguarding matters higher on the agenda of those involved in front line delivery.

Over time this may allow us to develop some integrated approaches that would enable the Authority to be more efficient in the discharge of its safeguarding role as well as more effective.

This proposal is very much about how we as a Council demonstrate our commitment to safeguarding for the most vulnerable in our society and about how we use our leadership role to encourage greater collaboration across the two Safeguarding Boards and the constituents of those Boards.

It is not considered appropriate to integrate the working of both Safeguarding Boards, as has been considered in some places because of the size of the Authority, the scope and nature of safeguarding activity and because of risk. This is particularly significant given the development and improvement agenda. However the appointment of two new Chairs and the willingness to share practice and facilitate joint approaches is a significant opportunity.

2. Evidence

All of the available evidence from research into what good looks like in safeguarding practice within Local Authorities highlights a number of key themes.

1. **Strong and effective corporate Leadership that promotes partnership and collaboration.** Councils that do this well encourage a holistic approach that considers interdependency across all areas of safeguarding practice. They also promote outward management styles that encourage the workforce.
2. **Encouraging approaches to recruit, develop and retain a competent workforce.** Council's that approach this well work beyond the standard vetting and barring schemes to develop new and innovative approaches to recruitment and to develop practitioner Forums to consider issues such as practice philosophy, career pathways and joint training.
3. **Strong approaches to performance management** – This is critical to having a strong focus on the outcomes achieved as a result of intervention. A standardised methodology that has clear reporting frameworks across the broad partnership is critical to hold the system to account. Increasingly the evidence of challenge both internal and external is sought to evidence the regulation framework.
4. **Effective partnership in safeguarding** Extends beyond sitting in meetings, to integrated working that facilitates the working arrangements that promote user voice, independence and choice and dignity.

These are all areas on which the two departments are collaborating, but in which we recognise we could do more. The work on developing a shared social work philosophy is just one example, where we are bringing together practitioners across Adults, Children's and Mental Health to work together on the values, principles and approach that underpins Norfolk's work – keeping the most vulnerable safe is one key aspect of this work. This is complimented by operational work such as the work on a shared front door arrangement around safeguarding through the MASH.

3. Financial Implications

There are no financial implications associated with this report at this time.

4. Issues, risks and innovation

This approach of cross departmental working on safeguarding is an opportunity to promote learning and innovation. It also creates an opportunity to be clear about the Council's overarching approach to safeguarding activity, which is good evidence of our compliance but more importantly good evidence that in leadership terms we promote cross Council working. This ensures consistency and clarity.

5. Background

The term safeguarding can apply to both Children and Adults and is about protecting them, preventing their abuse or neglect and educating those around them to recognise the signs and the dangers. Abuse can be physical, emotional or psychological, sexual or financial and when we discuss safeguarding issues this usually refers to those who are vulnerable. This can include:

- Children under the age of 18
- People with physical, visual, hearing or learning disability
- People with mental health issues
- People who are elderly or frail
- Those suffering from domestic abuse

The framework in which safeguarding works in the Council operates is highly regulated, prescribed within statute and informed sadly by the instances where this goes wrong.

The reports by Laming and Munro, the reports into Winterbourne view, the Reforms to Care and Support, alongside the LGAs work on effective Council arrangements for safeguarding, highlight that there are characteristics of Council wide responses that help to improve practice and learn lessons. This report is an attempt to help Norfolk strengthen its current arrangements in the following way:

1. Demonstrating the commitment of Local Authority Leaders.
2. Creating the right climate to influencing workforce attitudes and characteristics.
3. Recognising the opportunities for greater partnership working across the two Safeguarding Boards and across the main service areas.
4. Facilitating and capturing an accurate picture of the good practice that is happening and sharing it.

There are some key areas that by developing a shared approach and by working together we could quickly illustrate the benefits of collaboration and raise the profile of safeguarding in the Council. These are on the key themes outlined in the executive summary

1. Improving the operational activity of the MASH
2. Recruiting, maintaining and retaining a highly competent workforce – developing opportunities to standardise practice, training, learning and development
3. Learning from each other in relation to performance management and quality assurance
4. Working Together across the Local Safeguarding children and Adults Boards – particularly on joint campaign activity and communication
5. Tackling the organisational culture to ensure a shared view that safeguarding is everyone's responsibility.

Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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

Officer Name:	Tel No:	Email address:
Sheila Lock	01603 222601	sheila.lock@norfolk.gov.uk
Harold Bodmer	01603 223175	harold.bodmer@norfolk.gov.uk



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Appendix 1

Draft Terms of Reference for Joint Member Safeguarding Forum

1. The forum has three main purposes
 - To highlight the joint Safeguarding Agenda for Children's Services and Adult Social Care Committees.
 - To receive high level reports on Safeguarding work in both services and to report any key issues from these reports to the respective committee.
 - To ensure that shared learning about Safeguarding takes place in both committees.
2. The Member forum has a key role in focusing discussion on this key area of responsibility for both Committees.
3. The Member forum will not be a sub-committee and will refer any decisions back to the respective Committee. It will not duplicate the work of either the Children's Safeguarding Board or the Safeguarding Adults Board, nor will it detract from the responsibility of the two Committees for this area of work.
4. The forum will look at examples of best practice and opportunities for Member development in Safeguarding and will meet to examine joint areas of work in Safeguarding in more detail than is possible in either Committee.
5. The Forum will be made up of four Members from each Committee.

Children's Services Committee

Item No 15

Report title:	Exemption to Contract Standing Orders for Speech & Language Therapy
Date of meeting:	16th September 2014
Responsible Chief Officer:	Sheila Lock
Strategic impact Under the requirements of the Children & Families Act which comes into force on 1 st September 2014 NCC is under a statutory to jointly commission with Health all relevant services for children with Special Educational Needs and Disabilities. This approach will lead, in time, to stronger, better targeted and more cost effective service delivery for the children of Norfolk. Owing to the value of the contract Children's Services Committee is required to be made aware of the exemption which has been granted.	

Executive summary

An exemption to Contract Standing Orders has been agreed by the Head of Procurement to allow continuation of the current contracts with Norfolk Community Health & Care (NCH&C) and East Coast Community Health (ECCH) for a further year. The contract provides a range of jointly funded Speech and Language Therapy services to mainstream schools, special schools and specialist resource bases in mainstream schools. The recommissioning of this contract has been agreed as the 'live pilot' of a new joint commissioning framework. Notice of termination was issued in December 2013 in line with contractual requirements, at which point we were confident in being able to recommission by 2015. Subsequently it has become apparent that the existing frameworks and procurement processes in Health and Children's Services do not align and cannot be reframed in time to allow the issuing of commissioning intentions and a procurement process leading to issue of a new contract by 1st April 2015. Therefore for technical and economic reasons we are seeking to extend the contract for a further year to enable timely joint commissioning.

Recommendations: Committee members are asked to note that the attached exemption has been signed off by the Assistant Head of Procurement

1. Proposal (or options)

The proposal is to extend the current contract by a further year to enable joint commissioning of a new contract in line with the requirements of the Children & Families Act.

There is no decision to make as an exemption has already been granted by the Assistant Head of Procurement. This report to Committee is a requirement of NCC's contract standing orders owing to the contract value, but is 'to note' only.

2. Evidence

The rationale for the exemption to Contract Standing Orders is set out in the attached request form, which has been approved by the Assistant Head of Procurement

3. Financial Implications

This exemption to Contract Standing Orders relates to monies from the High Needs Block of the Dedicated Schools Grant set aside to fund speech and language therapy services. In gaining agreement from providers to extending the contract for a further year there is a possibility that an uplift will be requested by both NCH&C and ECCH which would need to be found from within the High Needs Block.

4. Issues, risks and innovation

Failure to agree an extension to contract with providers would lead to a risk of destabilisation of speech and language therapy services, leading in turn to a negative impact on the educational achievement of children with special educational needs and disabilities.

Additional staff resource to progress this complex recommissioning activity has been identified from the SEN Reform Grant and jointly appointed and recruited with Health commissioners

5. Background

The issue of jointly commissioning speech and language therapy services has been discussed at the Child Health & Maternity Board, along with alternative options and a recommendation to jointly commission with NCC has been put forward.

Background Papers – Please see attached exemption to Contract Standing orders which summarises the rationale and issues

Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

Amanda Mawbey, SEN Commissioner, amanda.mawbey@norfolk.gov.uk 01603 223493

Michael Bateman, Interim Head of SEN, michael.bateman@norfolk.gov.uk 07768165536



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130/14

Authorisation from Head of Procurement

Please complete and then print to submit for authorisation

Please ensure that you have read the relevant paragraphs in CSO

Please complete and then print and pass to Maureen Dewath in Procurement who will review and forward to Head of Procurement

Contract Name Provision of Speech and Language Therapy Services	NCC Department concerned Children's Services	Tender Reference CFO175/ CF0427
Length of Contract 1 year	Aggregated Value £716,374*	Contact name and extension Amanda Mawbey 223493
<p>Nature of procurement (give brief details of services/goods being supplied, etc.)</p> <ul style="list-style-type: none"> -This contract provides a range of Speech and Language Therapy services to mainstream schools, special schools and specialist resource bases in mainstream schools. It includes assessment and report writing for the LA to defend appeals to the First Tier Tribunal (SEND) -The contract is jointly funded by Children's Services and Health in differing proportions dependent on the service. - The CS contribution ranges from 40% to 90% of the total costs. -The contract was set up on 1st April 2012 with an original expiry date of 31st March 2013. It was extended to 31st March 2015 by mutual agreement as allowed under the Terms & Conditions -An exemption to CSO is now being sought to extend the contract for a further year to 31st March 2016. - The main contract is with NCH&C which covers four of the CCG areas and has an annual value of £532,521. - *A parallel contract exists with East Coast Community Health to cover the fifth CCG area of Gt Yarmouth & Waveney. Contract ref CF 0427, with an annual value of £183,853 hence aggregated value of the two contracts for a one year extension is £716,374. This exemption request covers both contracts 		

Reason/s for Authorisation request from Head of Procurement:

Please give full details

- Under the requirements of the Children & Families Act which comes into force on 1st September 2014 NCC is under a statutory to jointly commission with Health all relevant services for children with SEN.
- The recommissioning of speech and language therapy has been agreed as the 'live pilot' of the new joint commissioning framework. (see CSLT report for details of other options which were discussed)
- A sub-group of the joint commissioning workstream has been scoping this piece of work alongside health colleagues.
- Notice of termination was issued in December 2013 at which point we were confident in being able to recommission by 2015
- It has become apparent that the existing frameworks and procurement processes in health and Childrens Services do not align and cannot be reframed in time to allow termination notice periods, the issuing of commissioning intentions and a procurement process leading to issue of a new contract by 1st April 2015.
- Additional problems have emerged as a lack of performance data and previous contract management means that there is no evidence base in which to build a new procurement. Thus the scoping and needs analysis will need to start from scratch
- There is a resource issue in Strategy & Commissioning which means additional staffing is being recruited as part of the SEN reforms, to take on the project management of joint commissioning including this piece of work, but it is unlikely that there will be someone in post before September
- NCH&C will be commencing staff consultation in September 2014, thus risking destabilisation of the service unless an extension can be granted and communicated quickly.
- Once an exemption has been agreed a contract variation needs to be drawn up which includes a requirement to collect and share basic data with NCC, such as the number of children supported in each type of setting, the number with an intervention plan and the outcome of intervention. Although this will only render one year's data it will assist with recommissioning of the contract
- ECCH have already indicated that any contract variation will require an uplift in funding. This will increase budget pressure on the High Needs Block
- During the extension period work will commence on needs analysis and gathering feedback on the service from service users and families
- It is envisaged that co-production will be built in from the outset

- The request is analogous with 14.1(d)(i)(aa) of Public Contracts Regulations 2006... "cannot for technical or economic reasons be carried out or provided separately from those under the original contract without major inconvenience to the contracting authority."

Please identify the paragraph of CSO that applies in this instance Please select:

(See page 2 for a brief outline of paragraphs but please ensure that you have read the full paragraph in CSO)

Your Name (print)	Position	Signature	Date
Amanda Mawbey	SEN Commissioner		5.8.14

Head of Procurement Comments and Approval

In my capacity as ^{deputy} Head of Procurement I have authorised/~~not authorised~~ (delete as applicable)
this extension of no year

Name (print)

JOAN MURRAY

Signature

TBMurray

Date

5/8/14

8.5. *Request permission to alter minimum 10 day standstill period*

9.9. *Request for 'Controlled Entity' status*

9.11. *Request approval to procure by single tender or quotation due to exceptional circumstances **

9.13. *Request approval not to apply 10 day standstill period for above threshold procurement*

12.2. *Request agreement to procure under a contract other than the specified Corporate Contract*

13.3. *Request permission for a non-Specialist Buyer to procure in a 'Reserved Area'*

14.3. *Request permission to use a collaborative procurement arrangement not already specified as a Corporate Contract*

14.6. *Request for agreement to use third party to conduct procurement exercise*

19.1 *Head of Procurement authorisation to use quotation process (rather than tender) up to EU threshold*

20.4. *Request for agreement for procurement above £50,000 not to be tendered*

22.3. *Request for permission to establish a select list*

24.2.a. *Request for agreement to accept late tender submission*

*** Please note:** Exemptions under 9.11 that would result in the letting of a contract over £100k must be made in consultation with the Cabinet Member (see CSO 9.12) Any exemption under 9.11 that would result in a letting of a contract over £250k must be notified to the next meeting of Cabinet (see CSO 9.13)