



Norfolk County Council

# Children's Services Committee

Date: **Tuesday, 11 September 2018**

Time: **10:00**

Venue: **Edwards Room, County Hall,  
Martineau Lane, Norwich, Norfolk, NR1 2DH**

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

## **Membership**

Mrs P Carpenter - Chairman

Mr D Collis	Mr G Middleton
Ms E Corlett	Mr J Mooney
Mr S Dark - Vice-Chairman	Mr M Smith-Clare
Mr J Fisher	Mr B Stone
Mr R Hanton	Ms S Squire
Mr E Maxfield	Mr V Thomson

Church Representatives

Mrs H Bates	Mr P Dunning
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**For further details and general enquiries about this Agenda  
please contact the Committee Officer:**

Nicola LeDain on 01603 223053 or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

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# A g e n d a

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

## 2. Declarations of Interest

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 such an interest but can speak and vote on the matter.

## 3. To confirm the minutes of the meeting held on 10 July 2018

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## 4. Any items of business the Chairman decides should be considered as a matter of urgency

## 5. Public QuestionTime

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](mailto:committees@norfolk.gov.uk)) by **5pm Thursday 6 September 2018**. For guidance on submitting a public question, view the Constitution at [www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee)

## 6. Local Member Issues/ Member Questions

Fifteen minutes for local member 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](mailto:committees@norfolk.gov.uk)) by **5pm on Thursday 6th September 2018**.


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|-----|--|----------------|
| 7.  | <b>Review of Children's Services MASH</b><br>Report by Executive Director of Children's Services   | <b>Page 19</b> |
| 8.  | <b>Children's Transformation Programme</b><br>Report by Executive Director of Children's Services  | <b>Page 37</b> |
| 9.  | <b>Strategic and Financial Planning 2019-20 to 2021-22</b><br>Report by Executive Director of Children's Services                            | <b>Page 43</b> |
| 10. | <b>Budget Monitoring Report</b><br>Report by Executive Director of Children's Services   | <b>Page 57</b> |
| 11. | <b>Performance Monitoring report</b><br>Report by Executive Director of Children's Services  | <b>Page 67</b> |
| 12. | <b>Committee Forward Plan and update on decisions taken under delegated authority</b><br>Report by Executive Director of Children's Services | <b>Page 87</b> |

### Group Meetings

Conservative	9:00am Conservative Group Room, Ground Floor
Labour	9:00am Labour Group Room, Ground Floor
Liberal Democrats	9:00am Liberal Democrats Group Room, Ground Floor

**Chris Walton**  
**Head of Democratic Services**  
 County Hall  
 Martineau Lane  
 Norwich  
 NR1 2DH

Date Agenda Published: 03 September 2018

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## Children's Services Committee

Minutes of the Meeting Held on Tuesday 10 July 2018  
10am, Edwards Room, County Hall, Norwich

### Present:

Mrs P Carpenter - Chairman

Mr M Castle  
Mr D Collis  
Mr S Dark  
Mr J Fisher  
Mr T Garrod  
Mr R Hanton

Mr E Maxfield  
Mr G Middleton  
Mr M Smith-Clare  
Mr B Stone  
Mrs C Walker  
Mrs S Young

### Church Representatives:

Mr P Dunning

The Chairman welcomed all Members and members of the public to the meeting. The Chairman informed the room that the adoption service had been had been finalists at the MJ Awards as well as the County Council and partners winning the public health award.

It was announced that item 13; 'School Organisation in Winterton and Hemsby' would be taken after item 7.

### 1. Apologies and substitutions

1.1 Apologies were received from Ms E Corlett, Mr R Price, Mrs S Squire, and Mr V Thomson who were substituted by Mrs C Walker, Mr T Garrod, Mr M Castle and Mrs S Young respectively, and Mrs H Bates.

### 2. To confirm the minutes of the meeting held on 22 May 2018

2.1 The minutes of the meeting held on 22 May 2018 were agreed as an accurate record and signed by the Chairman subject to an amendment at 12.2.5;  
To replace: *"As Councillor for this area, he thanked Officers and was happy with progress."*  
With: *"He thanked Officers on behalf of the Local Councillors who were happy with progress"*.

### 3. Declarations of Interest

Mr R Hanton declared an 'other' interest as his daughter-in-law was a teacher.

Mr S Dark declared an 'other' interest as his sister was a Headteacher at Swaffham and he was a Governor at the West Norfolk Academy.

Mr M Smith-Claire declared an 'other' interest as he was a Governor at Alderman Swindell School.

Mr E Maxfield declared an 'other' interest as he was a Trustee at the Hamlet Charity in Norwich which provides services under contract to Norfolk County Council.

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

4.1 There were no items of urgent business.

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

5.1 There were thirteen public questions submitted which are attached at appendix 1.

5.2 Ayeshia Hammond Young asked a supplementary about extending the deadlines of the consultation to allow further discussion to be held with potential leaders of the schools. It was detrimental to close a school part way through the year. Officers replied that they had explored every view that they thought was possible which has led to the position they now find themselves in. They were concerned about the leadership and education of the children and to extend the deadline without adequate leadership and management of the school could jeopardise the education of the children. They were bound to timescales which were set out in the statute.

5.3 Caroline Sykes asked a supplementary regarding the percentage of monies spent on transport which don't directly support those children with SEND. Officers confirmed that there is continued need to help children and to transport where possible. There had not been any decisions made with regards to the suggested proposals and ongoing work would be undertaken to see if the proposals fit Norfolk.

5.4 Nicki Price asked a supplementary which suggested that it would be more expensive for Norfolk County Council to go through an appeals process for each parent, and instead they should consider the percentage of people who had already indicated on a private questionnaire that the proposals would not be suitable for them. Officers confirmed that they would be interested to see the feedback that had been given.

5.5 Tracy Bolch asked a supplementary about the number of children who live in the Great Yarmouth area but attend a school outside of this area. The Officers replied that this data would be sent to her after the meeting. She also asked if a special resource base (SRB) could be situated at Winterton Primary School or if it had been considered, which could strengthen the school and its provisions. Officers replied that to situate any SEND provision the greatest need of that area would be considered. SEND provision doesn't happen overnight and would take months and sometimes years to put into place. It would be inappropriate for a school without permanent leadership to take on a SRB. It was normally a good or better school that would have such a provision. Officers clarified further that Multi-Academy Trusts that could be suitable to take on Winterton would have been considered by the Regional Schools Commissioner.

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

- 6.1 There were three local member questions submitted which are attached at appendix 1.
- 6.2 Mr Smith-Clare asked for clarification around the cost of the security for the site and more information would be discussed with him.

## 7. Notice of Motions

- 7.1 The following motion was proposed by Ms Emma Corlett and seconded by Mr Mike Smith-Clare.

Children's Services Committee members:

- take seriously our responsibility to Norfolk Children and Young People and their families
- expect all Norfolk educational settings to be inclusive and make reasonable adjustments to support the learning needs of children and young people
- expect all Norfolk educational settings to use fixed-term exclusion only as a last resort sanction, having first sought advice from Norfolk County Council inclusion helpline at the earliest opportunity, -
- expect any Norfolk educational setting using exclusion to do so within the law
- note with concern the practice reported by some parents of 'unlawful exclusions' such as asking for children to be picked up from school early, or asking them to be kept at home during school trips
- note that some school staff may be unwittingly participating in an unlawful exclusion as they have not received adequate training

Committee Resolves to:

- request that officers set up an email reporting system to allow parents to report an unlawful exclusion or attempted unlawful exclusion (similar to the system currently implemented by Suffolk County Council)
- investigate any reported unlawful exclusions, and provide information and advice to schools
- report back to a future committee what action NCC is able to take against schools who are found to have unlawfully excluded
- request that a NCC-led media information campaign advising parents of the law and their rights, examples of the types of unlawful exclusions they might experience and how to report
- write to teaching and support staff trade unions and ask them to support the campaign, and raise awareness with their members of the law and illegal exclusions
- write to each school governing body and ask them to provide challenge to school leadership teams to ensure unlawful exclusions are not taking place in their schools, and to ensure their school staff have appropriate training

- 7.2 Following debate, and upon being put to a vote, with 6 votes for and 8 votes against, the motion was **LOST**.

## 13. School Organisation in Winterton and Hemsby

- 13.1 The Committee received the annexed report (13) from the Executive Director of Children's Services which provided information about a proposal for school organisation change for Winterton and Hemsby which was currently in the public domain.

- 13.2 The Committee heard from officers that steps had been taken to avoid a consultation of the proposed closure of Winterton Primary School. After various consultations and engagement with federations and partnerships it had become clear that there was no apparent option available for secure, long term sustainable leadership and the Interim Executive Board had recommended that there was a consultation on closure.
- 13.3 The Chairman asked for the clarification why the Interim Executive Board had been put into place. It was explained that in October 2017 a Warning Notice had been issued to the school by the LA as a result of concerns about the quality of leadership and governance. The Warning Notice contained some expectations and it was evident that it wasn't in the capacity of the governing body to deliver those expectations and therefore the LA had a duty to ensure IEB was put into place.
- 13.4 Some members felt it was a short-sighted view to close a school when there was a need for 300 homes per year in that area and 90% of those were in the Winterton and Hemsby area. Members were unsure how Officers could be confident that there would be sufficient places for children for the next 5 years. The families affected needed to be confident that there were alternative places for them. One of the alternative schools is Hemsby and it was felt that the access into that area was difficult and at times dangerous.
- 13.5 It was not the LA's role to contact individual trusts. The DFE would contact any suitable trusts on behalf of the LA and the school. They have assured NCC that they have had all the relevant conversations. NCC were not in a position to tell DfE what to do or whom to talk to.
- 13.6 Members wanted to ensure officers considered very carefully the development for Great Yarmouth as plans indicated a lot more houses. It would be inappropriate to close one school and spend money in years to come on a new school to cope with the demand of new families.
- 13.7 Officers explained that rigorous annual place planning and pupil forecasting was carried out which considered the need for school places in a particular area. One third of those pupils who attended Winterton were not in the Winterton catchment area. It was not expected that all pupils would want to go to one specific alternative school.
- 13.8 The Executive Director of Children's Services confirmed that all Officers had acted in a professional and dutiful manner having been asked to do something that would inevitably upset children, families and communities. Open and frank conversations had been held and evidence would suggest whether there was sufficient provision of education for children and young people.
- 13.9 The Committee heard that the transport policy would apply once the decision for closure had been taken. It was clarified that the current Headteacher was only in position until the end of the academic year and this was only the informal consultation phase.
- 13.10 The next steps were outlined by Officers; the consultation was closing on 24<sup>th</sup> July 2018. A report would be compiled to go to Director of Children's services which would base a decision to proceed to a formal notice which would last four weeks. A further report would be outlined and then a final decision would be made.



- 13.11 The Committee **RESOLVED** to;
- i) Note the Council's powers in respect of school organisation
  - ii) Note the current public consultation for Winterton and Hemsby and **AGREED** to encourage members of the public to engage with this process.
  - iii) Make any comments on the proposal for Winterton and Hemsby, to inform the Director's decision on whether to proceed to Statutory Notice after the end of the consultation period.
- 13.12 It was requested to note that Ms C Walker, Mr M Smith-Clare and Mr D Collis did not agree with the recommendations.

There was a break for 20 minutes.

## **8. Performance Monitoring Report**

- 8.1 The Committee received the annexed report (8) from the Executive Director of Children's Services which focused primarily on the data as at end of April 2018. In addition to the vital signs performance the report also contained other key performance information via the (MI) report (appendix 2).
- 8.2 The Assistant Director for Performance, Planning and Quality Assurance introduced Tracy McLean, Head of Children, Young People and Maternity Services for Norfolk and Waveney (hosted by Great Yarmouth and Waveney CCG) to the Committee to explain more about the data concerning health assessments which had been a real focus over the last six months. More general practitioners had been recruited specifically to undertake the health assessments within the specified timeframe of 20 days. The latest data showed that 93% were being completed within the timeframe, and there was a story to justify those which weren't. Outstanding health assessments were now being tracked on a weekly basis.
- 8.3 The projection of completed health assessments should show an upward trend once Liquid Logic was working to its full potential. This would hopefully be after approximately 6 months. Practitioners were happy with the way that the system was developing and officers felt assured that it wouldn't take any longer. There were ways of pulling data out manually but this was a long process.
- 8.4 The Committee heard that a detailed breakdown of exclusions by location would be presented at the next meeting. However, in response to a question regarding the situation in Great Yarmouth, the Committee heard that a high level of exclusions was still an issue in Great Yarmouth, King's Lynn and Norwich centre and there was still a prevalence in the same schools. Engagement was being held with schools about why inclusions were happening and annual conversations were held with Chief Executives of academies as well as the Regional Schools Commissioner.
- 8.5 Members felt that they wouldn't want to see a young child labelled young by having been excluded at an early age. The data showed that there had been an increase in young exclusions. Maintained nurseries were included in the data. It was clarified that exclusions had to go through a process and would have to be ratified by the Governing Body. Further information was requested on the differences of exclusions between maintained schools and academies.

- 8.6 Officers confirmed that on a national level, exclusions were the highest in the Autumn term and this was the same in Norfolk. Funding was being given to Norfolk to work with the 7 most likely to exclude schools. Current data showed that the most common reason for a permanent exclusion was persistent disruptive behaviour. To prevent additional exclusions in that child's school life, it needed provision, support and advice. For some excluded children they would be placed on the right path and receive the right education, but this wasn't the case for all. There were comprehensive packages for early intervention and changes were being made in other areas to help overcome the bigger challenges.
- 8.7 The Committee noted that too many social worker assessments were still not being completed within the 45 days. Officers recognised that this was an area of improvement and there was a renewed focus on timescales and quality. There were local difference and problems within certain localities e.g. staffing issues, which affected the data. However, when the data was broken down, the cases relating to high risk, vulnerable young people showed stronger performance. There had been some more recent improvements as a result of reduced volumes of assessments and management practice including social worker tracker being introduced recently, learning workshops taking place, regular meetings with heads of service to monitor performance and weekly team meetings looking at the data.
- 8.8 The Committee heard that the figures for the education, health and care plans (EHCP) were low in getting them completed in the 20-week timescales. Norfolk had a high percentage of SEND pupils compared to the national average and staffing was under resourced in the department and there had been a rise in the referrals. Whilst there has been some improvement, it is hoped that it would improve further.
- 8.9 The Committee **REVIEWED** and **COMMENTED** on the performance data, information and analysis presented in the vital sign report cards and determined that the recommended actions identified were appropriate
- 9. Revenue Budget Monitoring**
- 9.1 The Committee received the annexed report (9) from the Executive Director of Children's Services which set out the month 2 financial forecast for Children's Services and the programme of transformation and improvement that was continuing.
- 9.2 The Committee noted the plans outlined in the report and expressed concern of the scale of the work needed to be undertaken. Officers were cautiously optimistic about the budget forecast and what was needed to achieve it.
- 9.3 Officers explained that the dedicated schools grant was split into three elements which was determined nationally; the schools block which was the main school budget; the high needs block, which was managed by the Local Authority and was essentially a flat rate grant year on year and the early years element. The Executive Director explained that even with the reforms
- 9.4 The Committee expressed concern that the transport costs were £10m higher than staffing.
- 9.5 The Committee **RESOLVED**;
- i) To approve the service transformation and improvement achieved
  - ii) To approve the forecast outturn of £3.375m for General Fund Children's Services

- iii) To approve the forecast use of Children's Services General Fund reserves and provisions
- iv) To approve the forecast outturn of £3.142m for Dedicated Schools Grant Children's Services
- v) To approve the management action being undertaken to bring expenditure within budget in 2018/19

## **10. Risk Management**

- 10.1 The Committee received the annexed report (10) from the Executive Director of Children's Services which provided them with a full Children's departmental risk register, as at July 2018, following the latest review conducted in June 2018. The report presented the risks by exception.
- 10.2 The Committee;
- a) **NOTED** the risks reported by exception from the Children's Services departmental risk register (Appendix A);
  - b) **NOTED** the reconciliation report (Appendix B);
  - c) **AGREED** the recommended mitigating actions identified in Appendix A for the risks presented were appropriate;
  - d) **NOTED** the background information on risk management (Appendix D).

## **11. Norfolk Youth Justice Plan 2018-2021**

- 11.1 The Committee received the annexed report (11) from the Executive Director of Children's Services which outlined the redesigned Norfolk Youth Justice Plan. It highlighted the actions, risks and opportunities to ensure that the desired outcomes for young people and the victims of their crime were achieved by Norfolk Youth Offending Team in 2018-21.
- 11.2 The vice-Chairman asked if the lack of a base budget due to the nature of Youth Offending Team funding caused difficulties when setting their budget. It was confirmed that although it could cause complications, it was that way due to the four agencies contributing to the budget, who themselves could know at last minute what their own budgets would be. It was a national picture and it was worked around.
- 11.3 The Committee **NOTED** the details contained in the Norfolk Youth Justice Plan 2018-21 and **RECOMMENDED** them to Council.

## **12. Meeting Special Educational Needs and Disabilities (SEND) Quality, Sufficiency and Funding**

- 12.1 The Committee received the annexed report from the Executive Director of Children's Services which explained the Local Authority duty to ensure the sufficiency of places for children and young people identified and assessed as having a Special Educational Need or Disability.
- 12.2 The Committee heard that the Government had asked for Local Authority's to express an interest for a bid for capital funding for one of the schools. It hadn't been specified when the bid application would be open, and if it wasn't successful, the plans would still go ahead.

- 12.3 An inclusions challenge partner had been recruited to increase the capacity to challenge school provision for SEND pupils.. Costings had deliberately not been added to the report as the feasibility study would look into the options available. The location of the new schools would reduce travel time to within an hour. The feasibility study would indicate where the demand was and where any gaps were. The Committee asked for a specific deadline for the feasibility study and it was agreed it would be brought to the November meeting.
- 12.4 It was pointed out that the Diocese of Norwich had some buildings that could be used. Further conversations about this would take place.
- 12.5 The Committee **RESOLVED** to;
1. To understand the duties placed on the Local Authority in relation to pupils with SEND
  2. To agree the direction of travel in relation to the current high level invest to save / budget recovery plan for the High Needs Block
  3. To agree plans to explore feasibility study / impact of capital development planning for increased specialist provision across the county
  4. To agree that further options are more fully explored in relation to travel arrangements for some children and young people with SEND, where it is suitable and at the current level, agreed with them and appropriate, and a detailed business case is brought back to CS Committee, outlining risks and benefits of any new proposals for travel and transport.
- 14. Recruitment and Retention**
- 14.1 The Committee received the annexed report (14) from the Executive Director of Children's Services which advised members of the status, progress and continuing plans to ensure a stable and well-resourced workforce.
- 14.2 This item was deferred to the September meeting.
- 15. Review of Children's Services MASH**
- 15.1 The Committee received the annexed report (15) from the Executive Director of Children's Services
- 15.2 This item was deferred to the September meeting.
- 16. Children Centre Service Re-Design Update**
- 16.1 The Committee received the annexed report (15) from the Executive Director of Children's Services which provided an update to the Committee on the timeline for the re-design of children centre services.
- 16.2 The timeframe of the Children's Centre Service re-design had been changed to ensure that the new system was not being designed separately from the rest of the system and it was a joined-up approach. The new timescales would also mean that the consultation period was not over the summer holidays.
- 16.3 The Committee considered that it was the decision to allow more time to have detailed discussions to have new and cost-effective services. Some Members felt that as they were appropriate lifelines to communities, the re-design needed to be right.

- 16.4 It was hoped that contracts could be put out to tender with an award contract date of 1<sup>st</sup> April 2019. Although it was appreciated that this would be tight, the lead in time had increased to 6 months from 4 months in the previous timescales. It would mean that general conversations would be held at the end of 2018, with recommendations being approved by Committee in January 2019.
- 16.5 Rurality needed to be considered if building sharing was an option in the re-design. Services were needed but travelling between rural areas was sometimes challenging.
- 16.6 As Committee members, it was important to reassure members of the public that Children's Centre services would remain in some form. There were areas of deprivation which relied heavily on the services that Children's Centres provided.
- 16.7 The Committee **NOTED** the updated timeline for children centre services re-design
- 17. Committee Forward Plan and update on decisions taken under delegate authority**
- 17.1 The Committee received the annexed report (17) which set out the forward plan for the Committee to enable Members to shape future meetings, agendas and items for consideration.
- 17.2 It was noted that the two items at today's meeting which hadn't been discussed ('Recruitment and Retention' and 'Review of Children's Services MASH') would be added to the forward plan for the September meeting.
- 17.3 The Executive Director added 'Children's Transformation Programme' to the list for the September meeting.
- 17.4 The Committee **AGREED** the Forward Plan at Appendix A with the additions as noted above.

The meeting closed at 3.20pm.

**Chairman**



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## CHILDREN'S SERVICES COMMITTEE QUESTIONS

10 July 2018

### 5. Public Question Time

#### **Ayeshia Hammond Young on behalf of Save Winterton Primary**

Question: As accepted by the IEB, all options that could lead to Winterton Primary remaining viable have not been investigated. Given this, can we request the key dates in the timeline (end of initial consultation and proposed closure date) to be extended thus allowing these options to be pursued? This will give the school the best chance of remaining open which I hope we all agree would be the best outcome.

*Response: Two suggestions were made at the public meeting, both of which have been considered by the council or the Department for Education. Neither of these are viable options for the school and therefore the consultation timeline remains. We will consider all of the responses carefully before a decision is made about the school's future*

#### **Supplementary**

Can we request a decision is made on this at the 10<sup>th</sup> July meeting as we need to communicate this information to the school and wider community before the end of the current academic year which is fast approaching?

#### **Tracey Dye**

Question: The fact that Norfolk has on average 170 fewer places in SRB's than the national average, how many new places are actually going to be funded in this plan ?

*Response: The current evidence for need, now and in the future, suggests that we need to plan approximately 170 new places across the county. The feasibility study will include looking at how we can finance any capital programme.*

#### **Teresa Goldie**

Question: Can you tell me how the new 4 special schools are going to be funded?

*Response: This is something we will exploring as part of our feasibility work. We recognise this strategy will require significant investment and we will be looking at how we can finance a project of this scale.*

#### **Beate Knights**

Question: Will the new special school in Great Yarmouth still be funded via the free school route?

*Response: All new schools have to be established as Free Schools. The process available by central government includes capital funding to provide the premises and building and the government has stated an intention to invite expressions of interest this summer. No documentation is available for this yet. Local authorities can also commission a new school via the 'Free School Presumption' route. In these cases, the capital cost has to be covered by the council. The revenue funding for special schools is provided via the Designated Schools Grant – High Needs Block.*

## **Gabrielle Jordan**

Question: How many of these new special schools will be funded via the free school route?

*Response: All new schools have to be established as Free Schools. The process available by Central Government includes capital funding to provide the premises and building and the government has stated an intention to invite expressions of interest this summer. No documentation is available for this yet, but the DfE website states an intention for 30 schools to be commissioned nationally.*

## **Kirsty Gant**

Question: LA funded pilot, Attachment Outreach Support, has reduced exclusions for trauma children, by supporting the child, school and family. They plan to open an AP Free School - the first Trauma school in the UK. Significantly they have the support of Minister Nadhim Sahawi, Norfolk MPs, national and international experts and a compelling business case. Their plans compliment LA plans, whilst bringing a good news story to Norfolk. Is the LA consulting with the Wensum Trust as this proposal, in addition to producing significant savings, presents a no cost option to the LA for two years and then only a small cost in the 3rd year?

*Response: We continue to discuss a range of proposals with individual trusts, schools and also Educate Norfolk (the Headteacher Association for mainstream schools in Norfolk). We have to consider any proposals alongside our SEND sufficiency strategy. We look forward to seeing Wensum Trust's business case.*

## **Caroline Sykes**

Question: Given that the main purpose of the proposed change to Home to School transport policy is to save money, first identified in 2015 (NCC Risk Number RM14284) what consideration has been given to the cost of the implementation of this scheme given that each child will have to be assessed at least yearly, as well the additional costs involved in promoting independence (TITAN) for those children identified as being able to walk to a pick up point?

*Response: We want to reduce travel time and increase independence for children with special educational needs and disabilities but we would only ever explore this for the right children and families. We want to look in more detail at these proposals and if we proceed we will carry out consultation and fully consider any costs.*

## **Hanna Seary**

Question: Currently, NCC is responsible for Home to School transport, not schools. Who will be responsible for carrying out the eligibility assessments for the proposed 'pick up points'?

*Response: As with all current travel arrangements the final decision is based on the input of the family, the school and local authority teams. If the proposal goes ahead, the council would coordinate these assessments.*

## **Eliot Sykes**

Question: "If further exploration is agreed by councillors we intend to continue our existing work with individual children with the potential to achieve some greater independence in travel, as well as take a measured approach to trying out some new approaches where families, schools and the children and young people concerned are willing and able to participate." What would happen if families are not willing and/or able to participate?

*Response: Our experience is that independence travel training is only successful when there is full, positive, involvement of all of those involved. This is what we would want for any expanded scheme.*

## **Nicki Price, SENSational Families**

Question: Given that there is bound to be some disagreement between the assessors and families as to whether a child would be eligible for pick up point / collection, what right to appeal will families have?

*Response: There would be the right of appeal, as there is with the current transport policy.*

## **Charlotte Parish**

Question: What will be the eligibility criteria in order for a child to access drop off points?

*Response: We have not yet determined if this part of the consultant's proposals should go ahead. If the proposals progress further there will be consultation with families about how it might work, including the eligibility criteria.*

## **Fiona Sayer**

Question: On 2nd July Norfolk County Council stated "These recommendations build on Norfolk's excellent track record with independence travel training and our current pilot of personalised travel options; both of which have been developed with schools and parent/carer groups"

I believe that actually NCC goal is to save transport costs, not to improve independence.

Can NCC advise which schools and parent/carers groups have been working with NCC specifically on SEN collection points?

*Response: If the proposals progress further then we will consult with families, parents/carer groups and schools. We work closely with these groups to develop our policies around special educational needs and disabilities.*

## **Tracy Bolch**

Question: In view of the fact that the Children's Services team have recognised the lack of provision for specialist schools in this area and are suggesting four new special schools and more specialist resource bases, why is there a proposal for the closure of Winterton Primary; a perfectly suited school with experience and a good record of educating SEN children?

*Response: Winterton is a mainstream school and these new schools would provide support for children with more complex needs and disabilities.*

*The consultation into the future of Winterton School is ongoing and we will consider all of the comments and feedback before reaching a decision.*



## 6. Local Member Issues / Member Questions

### Mike Smith-Clare

Question: Following the July closure of Alderman Swindell Primary School, will the Sport England and originally Sure Start funded CAASTLE community centre and hub, remain open to the community - particularly in respect to the important role it plays in providing local community support and activity?

*Supplementary:*

*What is the anticipated cost of providing security for the closed Alderman Swindell site and over what period of time is this cost expected to last for?*

*Response: The community usage of the facilities at Alderman Swindell has passed to North Denes Primary School. There were a total of six groups with bookings at the CASSTLE who were all offered facilities at North Denes Primary, and all but one of these has gone across. The one that hasn't have changed to a morning class as they are an older people's group.*

*The site security process is the same as for other vacant school sites across the county but firm costs are yet to have been established. The timescales for reuse of the site are dependent on the SEN Sufficiency Strategy and progress on this scheme will be monitored by Capital Priorities Group and reported as appropriate to Children's Services Committee as part of the capital programme.*

### Mick Castle

PROCUREMENT OF NEW SPECIAL SCHOOL, ALDERMAN SWINDELL SCHOOL SITE, YARMOUTH

Question: Please can the Chairman update me on what progress has been made thus far with regard to achieving a Free School application by a suitable provider to deliver a new Special School on the soon-to-be redundant Alderman Swindell School site?

*Supplementary: Given the acknowledged need for 4 new Special Schools across the County to meet "Sufficiency" it is vitally important that this project is "fast-tracked" given that buildings and land are already there and a feasibility study has already been undertaken. Can she tell me whether such a bid is likely in time for the 6<sup>th</sup> September Government deadline? And if not, when is the next application round scheduled to take place?*

*Response: The September 6<sup>th</sup> date relates to bids for mainstream schools*

*We have funding for the feasibility work and this is now getting underway. We will be ready to submit an expression of interest when the next round opens to specialist schools. We expect these to be approved early in 2019.*

*We will seek to fast track processes as much as possible, however the timescales for any building project depend on the successful completion of five stages, these include feasibility, design, planning, procurement and construction. Each take a number of weeks/months and previous projects indicate that the overall completion could be achieved within 2 years.*

*In the meantime, we will explore interim use of the building, where an existing provider can support specialist provision prior to the new specialist provision being opened.*

### Emma Corlett

Question: It is now over a year that committee has been waiting for a meeting with the Regional School's Commissioner, and seven weeks since committee suggested a separate meeting be set up at the convenience of the Regional School's Commissioner. What progress has been made since committee last met on setting up this meeting?

*Response: The RSC is happy to meet with the committee but has so far only been able to offer one date, which was not suitable. We will continue to seek a date with her to attend a meeting with the committee during the autumn term 2018.*

# Children's Service Committee

<b>Report title:</b>	<b>Review of Children's Services MASH</b>
<b>Date of meeting:</b>	<b>11 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough, Executive Director for Children's Services</b>
<b>Strategic impact</b> The proposal to adopt new ways of working at the front door into Children's Services will help achieve key outcomes for the service and meet the Council's priorities in the following ways:  <ol style="list-style-type: none"><li>1) Ensuring more timely and effective decision making for vulnerable children and young people by ensuring right decision first time</li><li>2) Reducing unnecessary demand for and cost of specialist assessments and services by directing cases towards earlier help and prevention where appropriate</li><li>3) Further improve partnership working and system-wide collaboration that sees safeguarding as everybody's business</li><li>4) Make better use of data to track decision making and outcomes where concerns are raised about children</li></ol>	

## Executive summary

In 2012 Norfolk County Council developed its Multi Agency Safeguarding Hub (MASH) with Norfolk Constabulary. In successive inspections it has been identified as an area requiring improvement, most recently a key recommendation arising from Ofsted's visit in November 2017. Their report highlighted that high volumes of work and overly complex systems were leading to delays in decision making for children, with resultant pressures on staff, inconsistency in applying thresholds, and excessive caseloads in Social Work Assessment Teams. A significant proportion (60%+) of those assessments were also not leading to the requirement for an ongoing Social Work service suggesting that some referrals were being inappropriately routed into Social Work teams rather than in preventative services.

As such, following an internal audit of practice and processes, and initial improvement work, an external review was commissioned from Professor David Thorpe, an industry expert who has worked with many successful Children's Services nationally (e.g. Leeds, North Lincolnshire), into the way in which information relating to worries about children is handled at the front door into services.

The findings of his research, shared in full with Council staff and partners 03<sup>rd</sup> May 2018, suggested that through new ways of working, and discussing those concerns by means of collaborative professional conversations rather than written referrals, the number of Social Work Assessments (SWA) could be reduced by 30%+, and dealt with alternatively and more appropriately by colleagues better placed to meet the needs of that child e.g. family support practitioners, school staff.

By staffing this team with our most experienced practitioners and providing dedicated training from Professor Thorpe, we will create a team who are able to skilfully discuss cases with referrers at the point of first contact, gather the relevant information, probe the issues, pinpoint the risks and identify the appropriate route forward.

This will improve on the current system of written referrals which often only provide partial

information that can either over or under-play the nature of risks to children. Social work assessments are being used too frequently to gather further information that could be captured earlier on through professional conversations – absorbing time and capacity which too often leads to no further action once assessments are completed.

Additionally, the experience of partners would improve by being offered a direct line to a dedicated team of senior Social Workers (removing multiple existing handoff points with inherent risks), who could offer an advice and consultation service at the outset.

**Recommendation:**

That Committee make note of and comment on the proposal towards a new approach to managing contacts and referrals into the Council's Children's Services.

## 1. Proposal

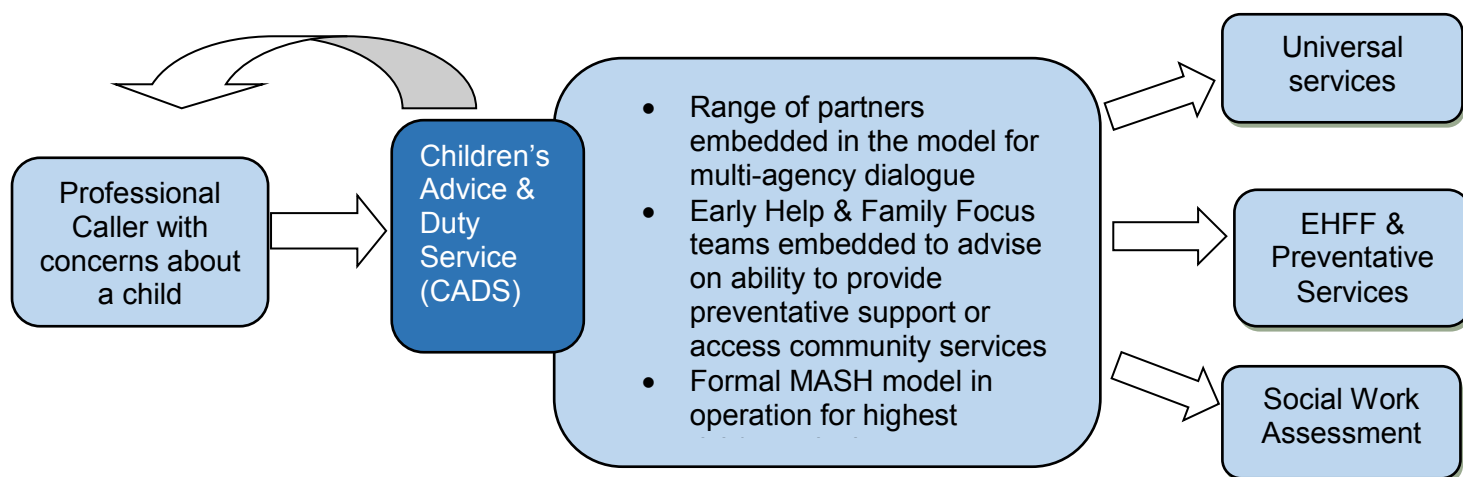
- 1.1 By mid-October 2018 establish a team of senior experienced Social Workers (SW) to provide an initial advice and consultation service for all professionals calling with concerns about children with a working title of 'Norfolk Children's Advice and Duty Service (CADS)' as the first point of contact.
- 1.2 A dedicated line and single number for professionals will be set up providing direct access to a named senior SW in CADS, removing multiple handover points. Members of the public will continue to use NCC's Customer Contact Centre. Contacts will be managed via telephone calls and written referral forms stopped.
- 1.3 Increase current capacity of the SW team from 8 to 19 WTEs to account for additional time required to hold conversations rather than process referral forms /written information, and offer an extended hours service from 8am – 8pm weekdays and an on-call service at weekends. The on-call rota at weekends will be covered by social care practitioners and team managers. We anticipate that team managers will need to be on call 1 in 3 weekends and that practitioners will need to be on call 1 in 7 weekends. An on-call weekend rota System – This would mean remaining at home and being available on standby. When contacted – the stand by payment includes a quarter of an hour (15 minute) payment which starts the moment a call is answered, thereafter payment is in accordance with the job. If the requirement is to leave home – a minimum one-hour payment starts the moment the call is answered. We are proposing that practitioners would be on call from 12 noon – 8pm. This will ensure consistency and continuity in the quality of practice and approach out of hours, leading to fewer children becoming looked after and a reduction in assessments passed to the social work teams outside of office hours.
- 1.4 The existing Multi-Agency Safeguarding Hub (MASH) arrangements will remain in place, and continue to undertake cross-agency checks for those children for whom there is greatest concern and the threshold for significant harm is or is likely to be met at the outset.
- 1.5 Early Help Family Focus (EHFF) will also have an enhanced presence at the front door and route into preventative services, as well as support for partners in universal settings (e.g. schools) where required, to support their ongoing management of identified need.
- 1.6 There is concurrent joint work on streamlining the MASH elements of the existing front door, and the police are working separately with Professor Thorpe on improved demand management to reduce the volume of low level incidents referred in by that agency.

1.7 Intensive training around holding conversations with partners based on a ‘whose best placed to meet the needs of a child’/’never do-nothing approach’, will be provided by Professor Thorpe and team for the new call handling SWs i.e. CADS w/b 15<sup>th</sup> October, with a proposed go live date of the new way of working 17<sup>th</sup> October 2018.

1.8 The adoption of this new approach will coincide with a move of all staff (Council and otherwise) from Vantage House to County Hall planned for mid-September, supporting the shift towards the front door being perceived as a Children’s Services rather than police led operation.

1.9 However, the wider front door will remain a partnership endeavour and hub of sharing information and collaborative decision making towards improved outcomes and timely decision making for children. This will include establishing joint weekly case review meetings that will collectively monitor all activity and referrals, identifying trends, interrogating decisions and tracking individual cases.

### Children’s Services Integrated Front Door



*Where previously a professional would send in just a written referral and await feedback, now they have direct & immediate access to a named SW who can have a detailed discussion, with follow up if required, about their concerns*

*CADS staffed by most experienced workers – able to liaise with the caller to correctly identify where a Social Work Assessment or intervention is needed or where concerns are better managed in preventative or universal services*

*CADS liaise with EHFF or partner services where required as part of integrated front door or can undertake inter-agency checks or call for a MASH strategy discussion for high risk cases*

*Because CADS and wider front door have built up a much better understanding of the situation, cases can be routed via the most appropriate pathway – rather than being over-reliant on Social Work Assessments for further investigation*

## 2. Evidence

2.1 Ofsted inspection in November 2018 highlighted that high volumes of contacts/referrals and overly complex systems in the MASH/Front Door were contributing to delays in decisions for children, pressures on staff, and excessive caseloads in the SW assessment teams. Additionally, a significant proportion of SW assessments (60%+) were not leading to any on-going SW service.

- 2.2 Pressures on staff in the front door and morale in the teams was negatively impacted, and feedback from partners portrayed a poor experience of referring into the MASH, with a lack of clarity around where information went and what decisions were made about children.
- 2.3 As a result, an in-depth internal audit of practice and processes at the front door was undertaken, and has led to more immediate improvements from Nov 17 to April 18. This has included a reduction in contacts from 4205 to 2643, an increase in SW Assessments leading to a SW service from 32.2% to 42.5% and a 15% decrease in new assessments being initiated across the County.
- 2.4 However, compared to national, regional and Statistical Neighbour performance, numbers of Contacts, conversion to assessment levels, assessments leading to No Further Action, re-referral rates (28%), and caseloads in the assessment teams remain too high, and do not always allow social workers sufficient focus on the quality rather than quantity of their interventions with those children at greatest risk.
- 2.5 Highlights from Professor Thorpe's report, following his research (including 300+ case sample, observations) and feedback to internal and external stakeholder groups 03<sup>rd</sup> May 2018, included;
- Rates of significant harm are no different in Norfolk than elsewhere
  - Too many points of processing information and handoffs between personnel in MASH
  - Too many social work assessments being undertaken which result in no service from children's social care
  - 70% of referrals about children are progressed through formal investigatory safeguarding route v 52% elsewhere
  - Assessments are being used to clarify concerns raised about children in a higher proportion or referrals than seen elsewhere
  - Written referrals contribute significantly to levels of assessment as more likely to be converted
  - Potential to reduce assessment levels by a minimum of circa 1/3 (27.7%)
- 2.6 Where similar specialist training and this particular conversational methodology have been adopted elsewhere, including Good to Outstanding Local Authorities (e.g. Leeds, North Lincolnshire), typically assessment levels have reduced by 33%, the number of s47s initiated halved, with a cascade effect of reducing children subject to plans and children in care numbers over time. Leeds are national leaders in the Partners in Practice Programme and North Lincolnshire children's service have been rated an unprecedented 'Outstanding' in their last 3 inspections.

### **3. Financial Implications**

- 3.1 This project will incur one-off costs of 80k associated with the change programme including the research and analysis by Professor Thorpe, service design and the training programme for the new model. These one-off costs will be funded as a part of the strategic transformation funding agreed for Children's Services in September 2017.
- 3.2 The total annual staffing cost for the new model will be £1,664k. This represents an increase of £772k on the current base budget of £892k for the service. However, the proposal to strengthen the front door will deliver demand reductions across the rest of the Children's system and so over time we will be able to realign resource from

other areas of Children's Services into the Front Door as pressure on those areas is alleviated.

3.3 Overall the staffing establishment for the new model will therefore be delivered within existing resources but there will be front loaded costs as we will need to resource the expanded Front Door from the point of implementation in October and the reductions in demand and cost savings elsewhere will take time to impact. It is therefore recommended that we deploy £386k (50% of the £772k quoted in paragraph 3.2), from the transformation investment fund to cover the 6 months year's costs of the expanded model and that base funding is moved from elsewhere in Children's Services from the start of the 2019/20 financial year

#### **4. Issues, risks and innovation**

4.1 The proposal is an innovative model of practice, that whilst adopted by other successful Local Authority Children's Services, places Norfolk at the forefront in a select group of Councils nationally.

4.2 Providing an extended hours front door service in addition, will add to the impact of this approach, and although delivering huge potential for improved decision-making and outcomes for children, is not widespread. This will further cement the Council's reputation as a place of innovation and transformative solutions.

4.3 The model being recommended in response to concerns raised by Ofsted, is now recognised nationally as a best practice approach, validated by the inspectorate, and seen as returning to relationship based practice over an overly mechanistic and transactional process.

4.4 Creation of the new front door service and timing of its launch will be dependent on a number of contingencies;

- Decant of a large group of staff from Vantage House to County Hall by September 2018.
- Recruitment of a sufficient number of permanent Senior SWs as part of the new CADS team.
- Ensuring business continuity during implementation to allow for specialist training phase (2.5 days classroom input).
- Consistent communications and engagement with partners in the intervening period and beyond.
- LiquidLogic functionality ensuring accuracy and sufficiency of data to support new operating model and reporting of impact of new ways of working.

#### **5. Background**

5.1 Please refer to Executive Summary.

5.2 Please find attached slides evidencing results from previous authorities (Appendix 1)

#### **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:

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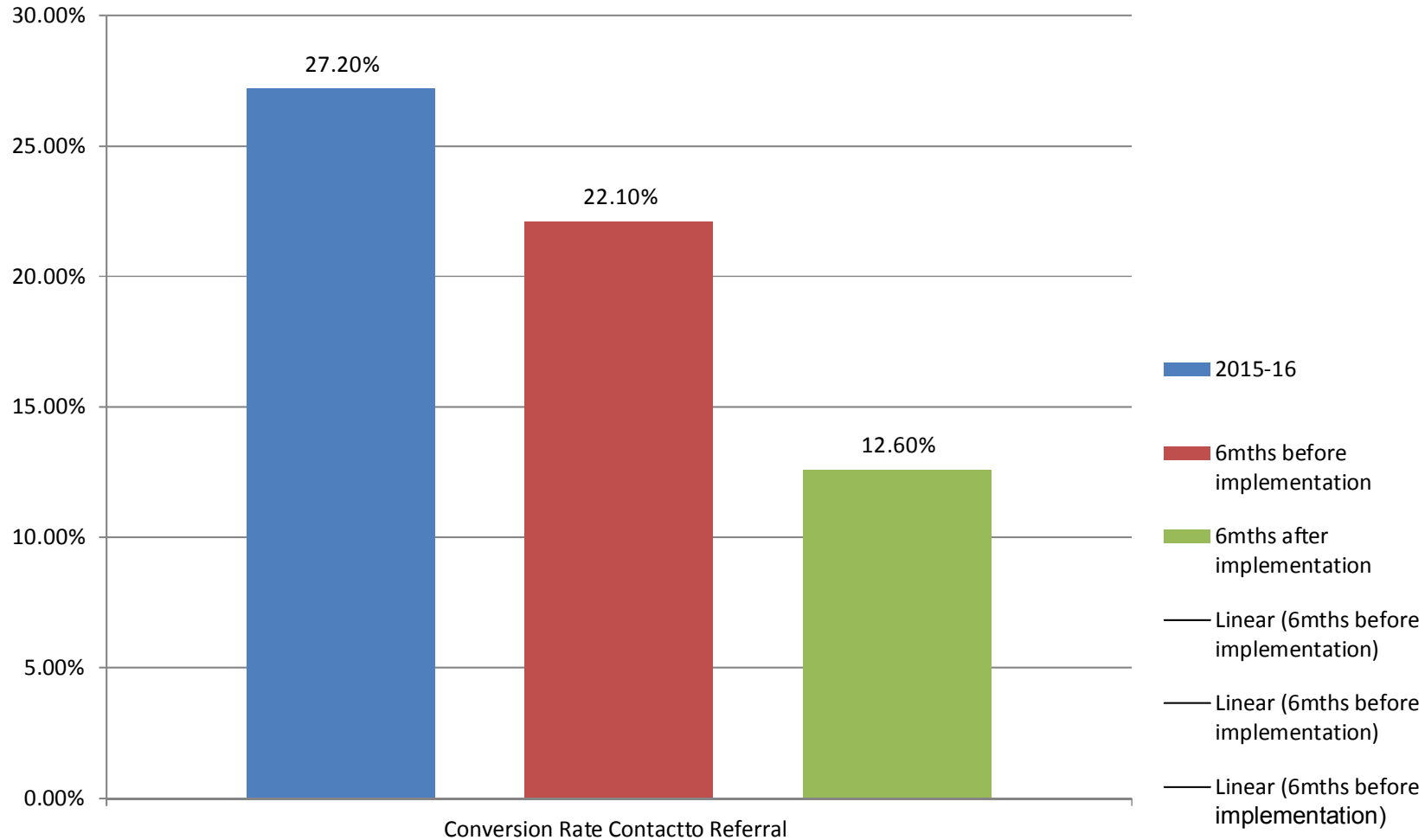


# IMPACT OF THE APPROACH IN OTHER AUTHORITIES

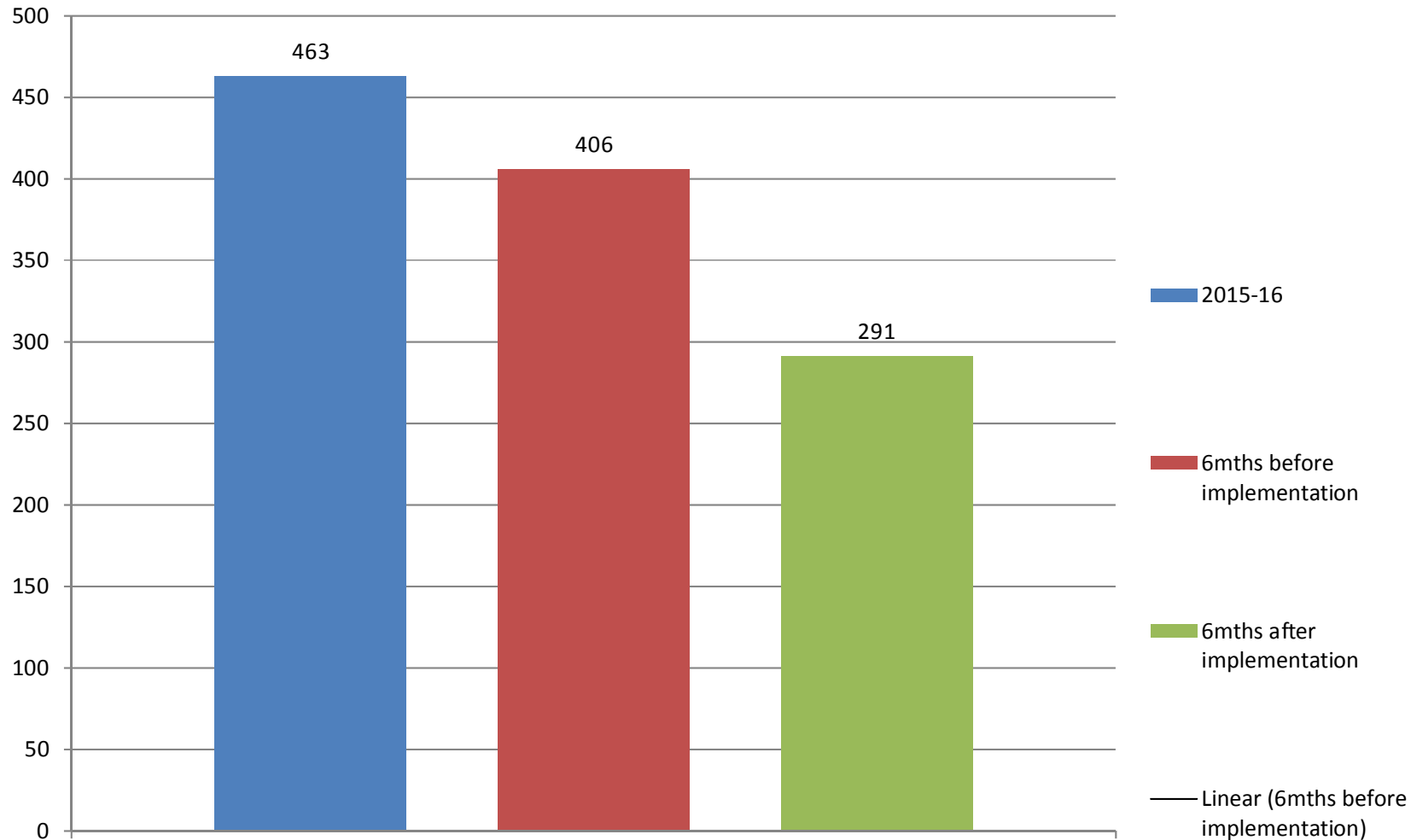
This model has been implemented in a number of other authorities. It has a measurable impact on assessments and referral rates immediately, and there is also a strong correlation with a reduction in LAC numbers in these authorities

These slides show data from these authorities before and after implementation

# Impact in Southampton - Conversion Rate Referral To Assessment



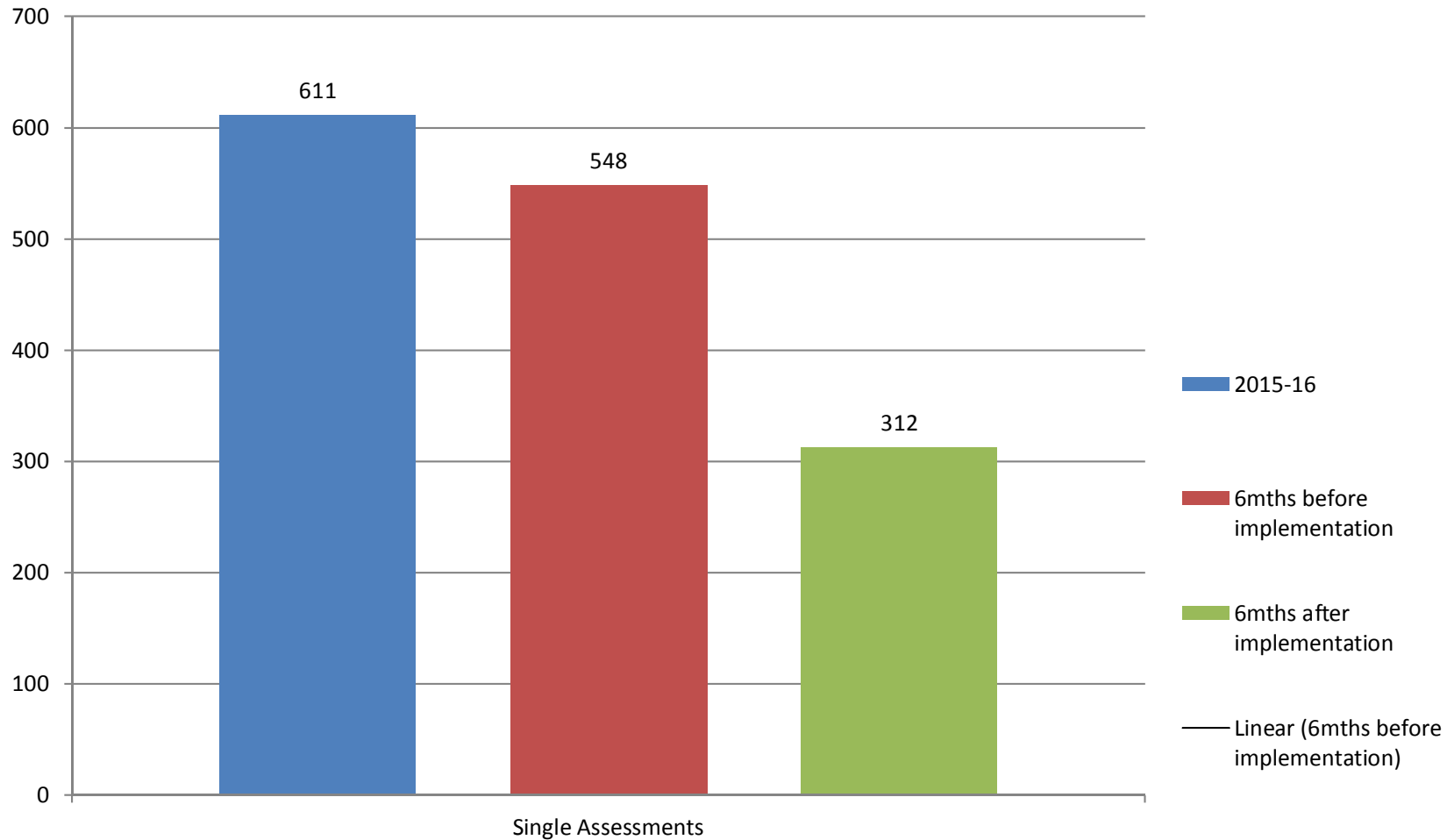
# Impact in Southampton – Reduction in Child Protection s47 enquiries



Section 47

27

# Impact in Southampton – Reduction in Social Work Assessments



## Impact in Southampton – Reducing LAC Numbers

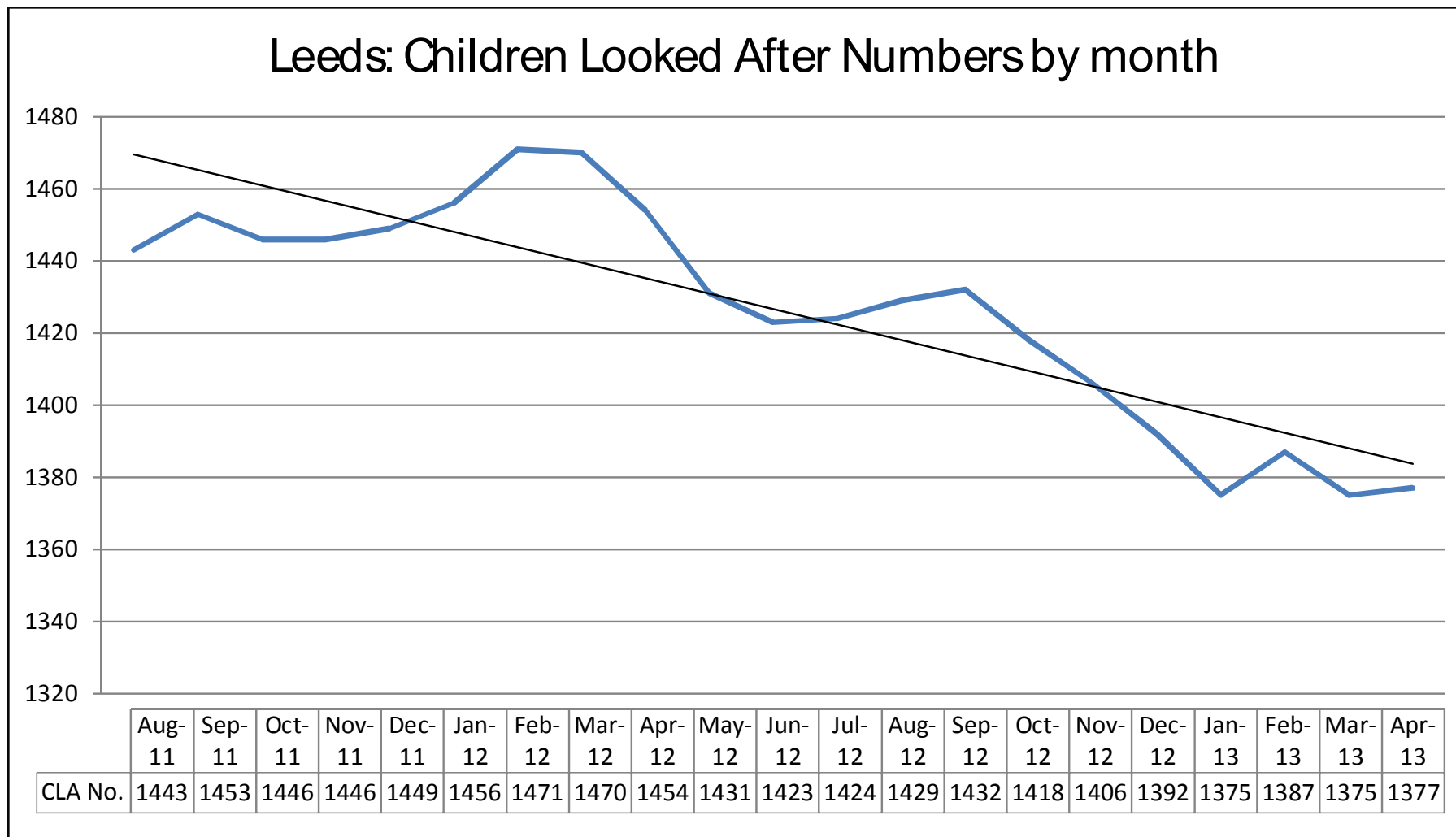
**January 2017**  
**591 LAC**

**March 2017**  
**540 LAC**

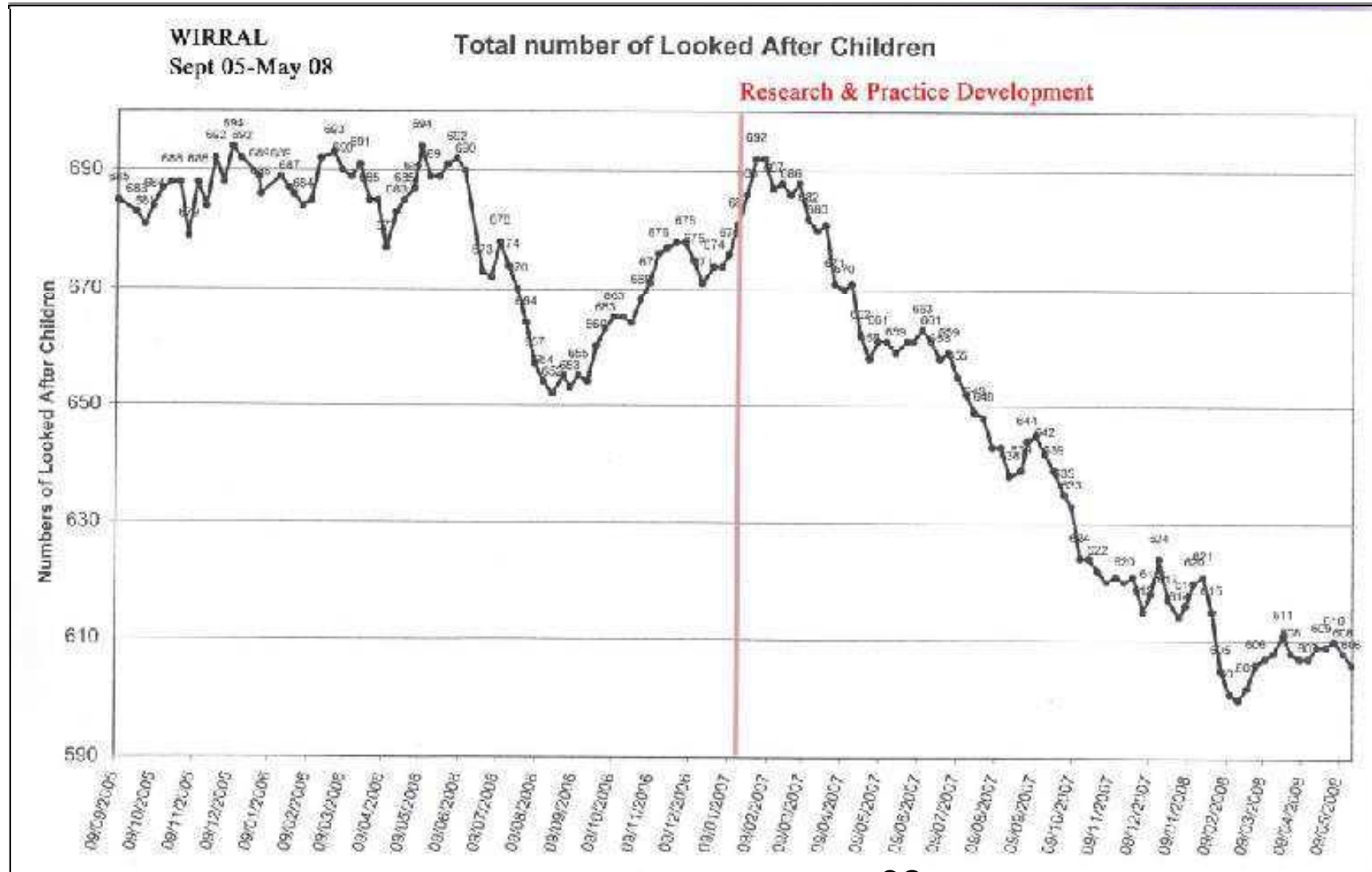
## Impact in Leeds - Trends (Aug 2011 - Jan 2013)

	Aug. 2011	Jan. 2013	Vol. Change	% Change
Total Accumulation	2472	2995	+523	21% increase
Contacts	1429	1899	+470	33% increase
Referrals	1043	1096	+53	5% increase
Initial Assessments	686	436	-250	36% decrease
Looked After	1447	1375	-72	5% decrease

# Leeds: LAC by Month 2011-2013

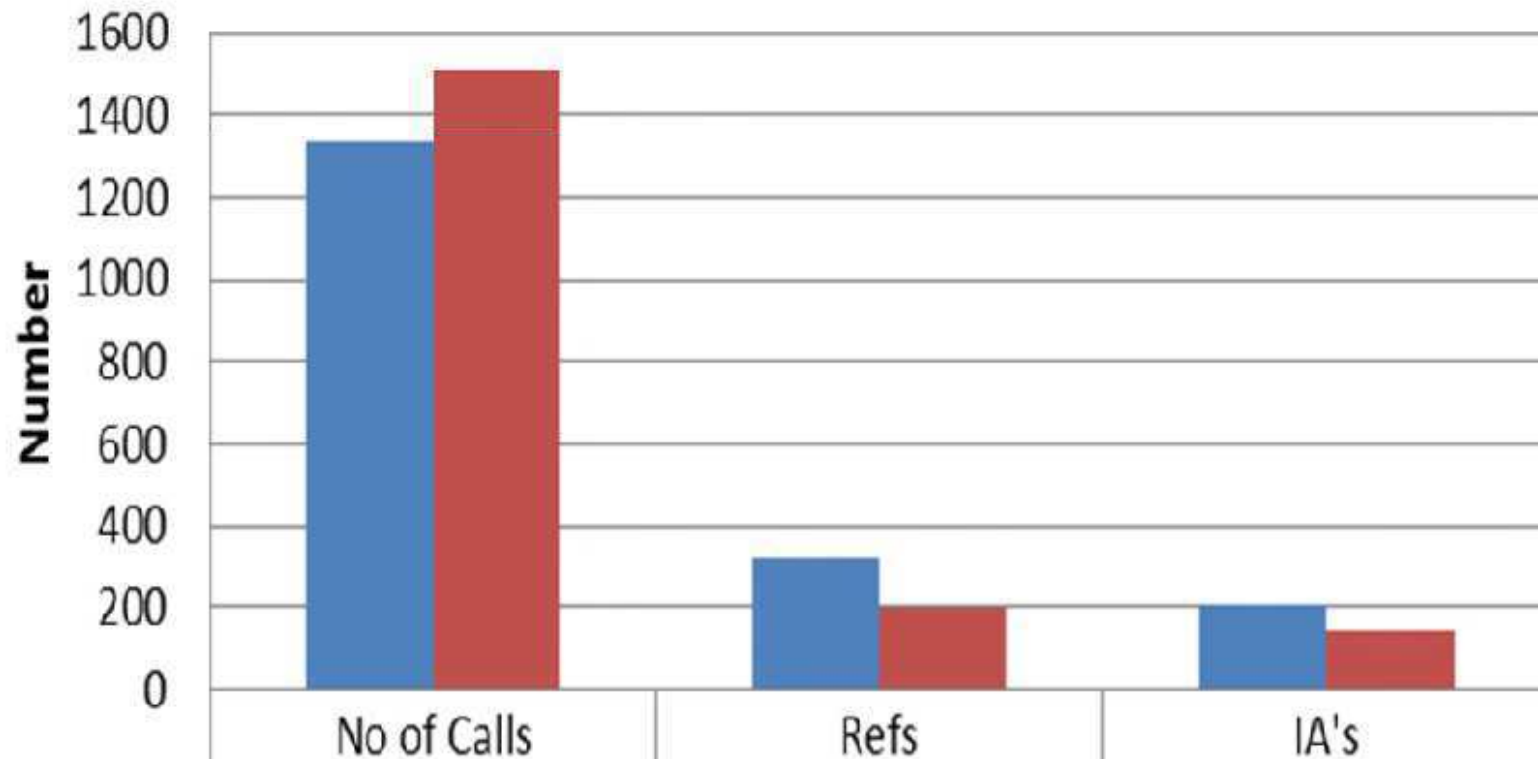


# Impact in Wirral: Total LAC Sept 2005 – May 2008





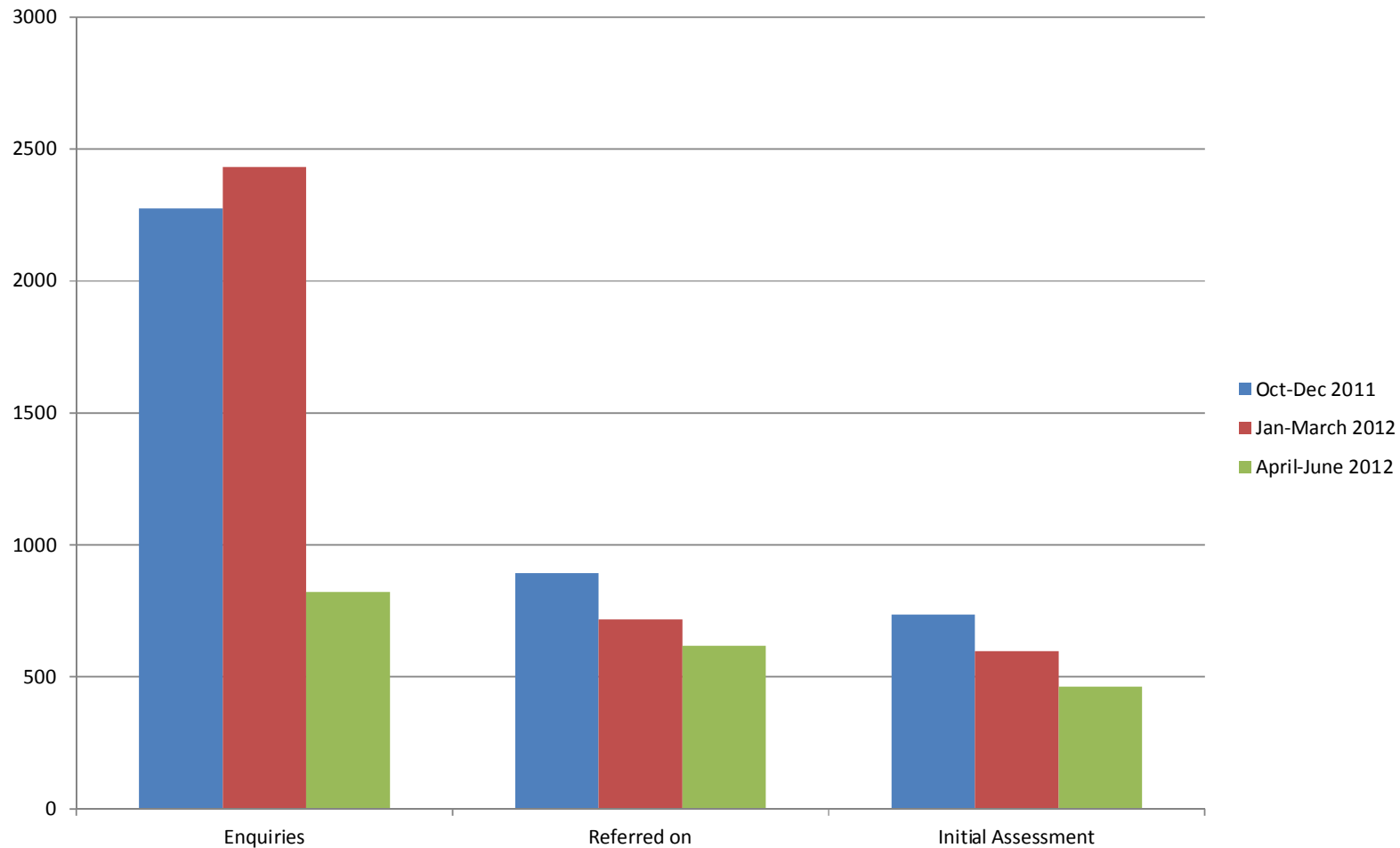
## Impact in Bradford: 5 Weeks Post Implementation & Corresponding 5 Weeks in 2011 – more calls but fewer assessments



■ 2011	1334	325	206
■ 2012	1507	202	146

# Impact in Wakefield MDC – fewer referrals and assessments

Implementing new telephone call-taking practices from October 2011



# Thorpe Research LTD



# Children's Service Committee

Item No.....

<b>Report title:</b>	<b>Children's Services Transformation Programme</b>
<b>Date of meeting:</b>	<b>11<sup>th</sup> September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough, Executive Director of Children's Services</b>
<b>Strategic impact</b> Children's Services is delivering a significant and ambitious programme of transformation across a range of service areas. The strategic intention is to respond to the changing needs within communities and financial challenges by developing innovative new approaches.  The Programme aligns directly to the NCC priorities, in particular: <ul style="list-style-type: none"><li>• Offering our help early to prevent and reduce demand for specialist services</li><li>• Joining up our work so that similar activities and services are easily accessible, done well and done once</li><li>• Using evidence and data to target our work where it can make the most difference</li></ul>	

## Executive summary

A presentation has been prepared for Committee to be delivered by the Children's Services Business Design and Change Lead – providing an overview and update on progress across the breadth of the programme.

### Recommendations:

It is recommended that the Committee note the contents of the report and the associated presentation and provide comments to steer the direction of the work.

## 1 Context & Background

- 1.1 Children's Services in Norfolk continue to operate in a challenging context. As is the case for almost all local authorities, we are experiencing high and increasing levels of need across numerous areas of service and in particular in relation to children with special educational needs and children at risk of harm. We are responding to new issues within society and the range responsibilities for the department is widening to tackle issues such child sexual and criminal exploitation and the threat of radicalisation.
- 1.2 We are tackling these challenges in the context of ever diminishing resources. The level of grant funding to local authorities diminishes year on year and there is now a clear national evidence base around a significant strategic funding shortfall in Children's Services, estimated by the Association of Directors of Children's Services to be growing to around 2 billion by 2020 for the nation as a whole. Furthermore the evidence shows that the pressure on and need for children's services is driven to a very large extent by external factors beyond the control of Children's Services. The levels of deprivation, the size of the local 0-25 population, levels of household income, levels of unemployment and levels of

crime have been identified as the key contributing factors nationally and in many of these areas our own analysis of the demographics shows an increasingly challenging picture in Norfolk. We know that relative deprivation is increasing in the County, our population of children and young people is expanding and the national economic outlook is having an impact. Those trends are now beginning to translate into additional demand for services and pressure on budgets and capacity.

- 1.3 Although this is a challenging context, Norfolk County Council and its Children's Services are responding in a bold, positive and ambitious way. That began with the business case for a major investment in transformational change agreed at Policy and Resources Committee in September 2017 and the Launch of the Norfolk Futures Transformation programme as part of the committee plan at the May children service committee 2018. That high-level business case committed an allocation of £12-15million of up-front investment in Children's Services to enable the development of new service models that can respond to the changing needs in communities and allow us to continue to achieve positive outcomes for children and families.
- 1.4 In November 2017 the Authority achieved another important milestone with the Ofsted inspection visit resulting in Norfolk coming out of formal intervention and evidencing a significant improvement in practice quality and a positive trajectory across our teams.
- 1.5 A further key foundation for transformational change has been the appointment of a new and permanent senior leadership team for Children's Services which began when the new DCS came into post in October 2017 and was completed in May 2018 when the final member of the leadership team joined the authority.
- 1.6 This combination of political support, financial backing, improving practice and stable leadership is a great platform for children's services to make a step change in the level of ambition in our plans and proposals. Over recent months we have been working to take advantage of this opportunity and we now have a large number of exciting initiatives underway and more coming into the programme all the time.

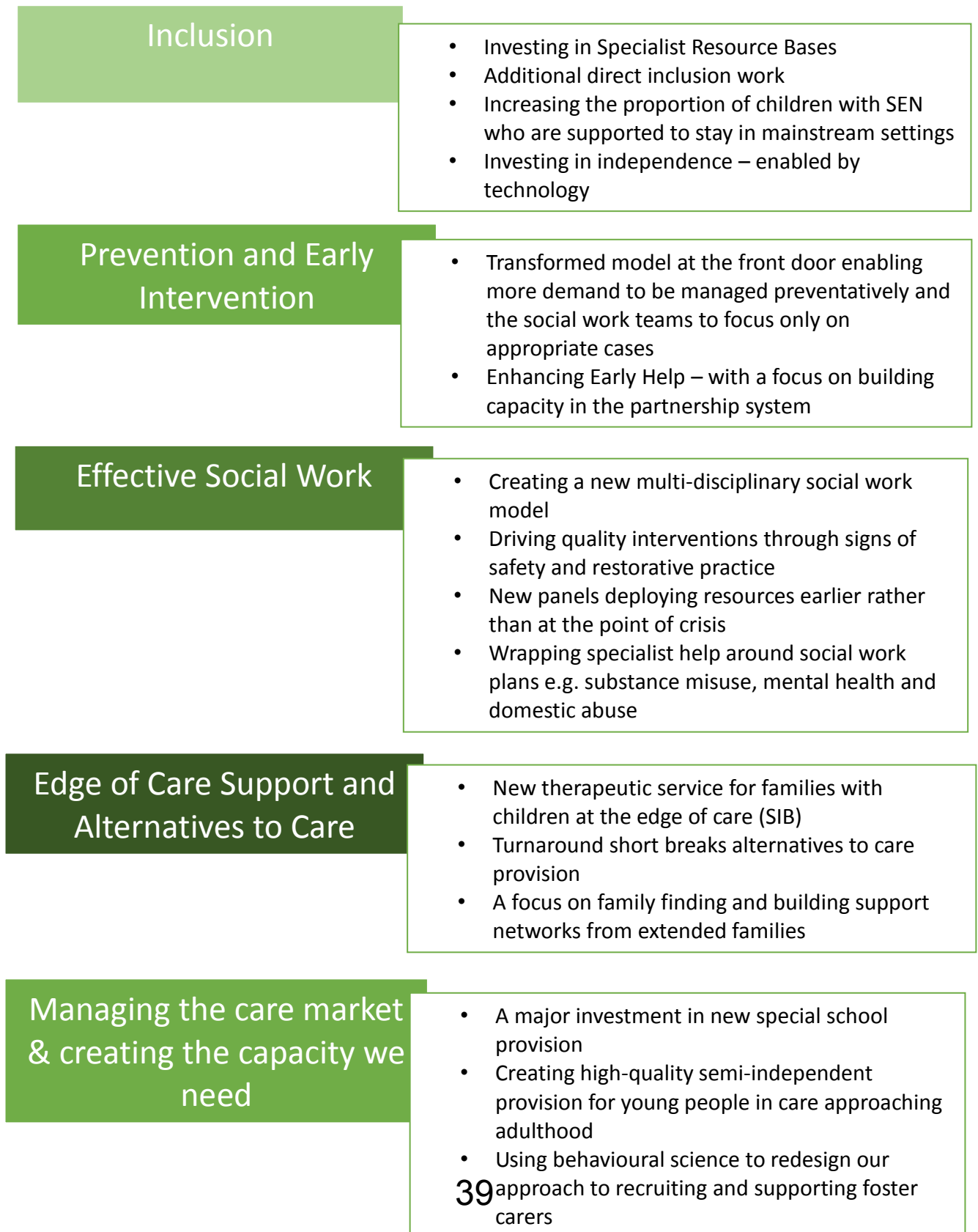
## **2 Transformation Focus, Approach and Themes**

- 2.1 The overarching ambition for the programme is described as supporting 'Safe Children, and Resilient Families'. At its heart the programme is about identifying the children and families who need extra help as quickly as possible and working alongside them to build their resilience to challenges – so that ultimately they can achieve positive outcomes without the need for lots of ongoing involvement from the local authority. It's a strengths-based early intervention model which aims reduce the number of children and families whose needs escalate to the point of crisis or the point at which they require high cost interventions or full time local authority care. This kind of successful preventative and early intervention work can achieve better outcomes for children, families and communities whilst simultaneously reducing the costs to the County Council.
- 2.2 Alongside the focus on effective early intervention we are also delivering a number of major change initiatives aimed at transforming the provision we make for the children and young people who do need to come into local authority care or require specialist education support. Rather than relying only on the traditional

placement models that the market provider we are instead taking a much more proactive approach – investing in our own provision, developing new types of care arrangement and putting much more creative packages of support in place for our children and young people.

2.2 We want to create a coherent model, with all of our proposals and innovations aligned to this overarching vision and direction and so we have developed a number of strategic themes under which to drive our work. The figure below provides a high-level overview and the presentation to Committee will provide further detail and examples of each project and concept.

Fig 1 Overview of Themes and Projects in Children’s Services Transformation Programme



### **3. Issues, risks and innovation**

- 3.1 The risks of doing nothing are well rehearsed. It is clear that if we do not deliver a major programme of transformation then our existing service models will become unsustainable, with more and more of our limited resources being committed in high cost crisis interventions and our ability to invest in early intervention and prevention being eroded over time.
- 3.2 We know that successful transformation and early intervention is possible. Other local authorities have successfully tackled high LAC numbers and high pressure in their systems and many of the interventions and proposals we are taking forward have a proven track record of delivery in other local authority areas. We are following the evidence wherever possible and there is no reason why we cannot replicate these impacts as well delivering some of our own innovations which are bespoke to needs in Norfolk.
- 3.3 However we should also acknowledge the scale of the programme we are seeking to deliver, the level of complexity and the pace at which we are moving – all of which are stretching. The programme is one of the priorities within the Norfolk Futures Programme and as such receives support from the Strategy and Delivery Unit and is overseen by the Norfolk Futures Steering Group at CLT level as well as being subject to regular member review. In addition we are creating a small dedicated project and transformation team within Children’s Services to ensure we have the capacity to deliver. This team is partially in place already and interviews for 3 additional Business Design and Change Manager posts are taking place shortly with the intention of securing the resource we need to drive this work forward over the coming years.

### **4. Financial Implications**

- 4.1 More than half of total expenditure across Children’s Services is on direct delivery of care through demand-led budgets to the most vulnerable or highest need children. That includes support and care placements for children looked after (£71m), support and care for children with special educational needs and disabilities (£56.4m) and Home to School Transport for children with Special Educational Needs (£13.1m).
- 4.2 Given this pattern of high spend on the highest needs cohort, it is clear that our programme of transformation needs to focus on these major budget areas and follow the principles set out in the Norfolk Futures Strategy of offering our help early to prevent and reduce demand for specialist services and using evidence and data to target our work where it can make the most difference.
- 4.3 To deliver the programme the County Council has committed to invest between £12-15million in a range of projects across Children’s Services over a 4-year period. This one-off funding is being deployed in priority areas in order achieve



recurrent savings and cost reductions which will be sustained beyond the lifetime of the programme.

- 4.4 The presentation to Committee will include an overview and examples of how the one-off investment is being utilised to deliver sustainable savings. The detailed financial impacts of the transformation workstreams will then be reported to Children's Committee in October as part of the business planning process.

## 5. Background

- 5.1 The original business case for this Transformation Programme was agreed at Policy and Resources Committee in September 2017. The papers are available at <http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/637/Committee/21/Default.aspx>

### 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.....

<b>Report title:</b>	<b>Strategic and Financial Planning 2019-20 to 2021-22</b>
<b>Date of meeting:</b>	<b>11 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough, Executive Director of Children's Services</b>
<b>Strategic impact</b> This report provides Children's Services Committee with an update on the Council's overall budget planning position, including the forecast budget gap for 2019-20 to 2021-22, and sets out details of the strategic and financial planning framework for Service Committees, which has been agreed by Policy and Resources. It summarises the organisational response to financial pressures, and in particular explains how the Council's Strategy, Norfolk Futures, serves as the key mechanism to drive the Council's ambitions for Norfolk.  The report sets out how actions are being taken by Children's Services Committee to support the whole Council to set a balanced budget for 2019-20 and provides Members with an overview of the approach to developing savings for 2019-20 ahead of the detailed proposals being presented in October.	

## **Executive summary**

This report provides Children's Services Committee with the latest information about service budget planning for 2019-20 to 2021-22. The report details the link between the Council Strategy, Norfolk Futures, and the development of transformation and savings plans relevant to this Committee.

Policy and Resources Committee has agreed guidance to Service Committees on the actions required to support preparation of a balanced budget for 2019-20, and agreed the indicative level of savings to be found by each Committee. Details are set out in the report, and Members' views are sought on the Committee's approach to identifying savings for 2019-20.

**Children's Services Committee is recommended to:**

- 1) Note the Council's budget assumptions and the budget planning principles for 2019-20 which have been approved by Policy and Resources Committee (paragraph 3.3 and 3.4);**
- 2) Note the forecast budget gap of £94.696m (table 3), which reflects the changes from the 2018-22 Medium Term Financial Strategy, and the resulting indicative savings targets for the Committee over the period 2019-20 to 2020-21 (table 4);**
- 3) Consider and identify any further key areas of risk in relation to 2019-22 budget planning for the Committee's budgets, including any additional pressures and the robustness of existing planned savings as set out in section 5, noting that any changes may impact on the overall budget gap and will require additional offsetting savings to be found;**

- 4) **Agree the proposed approach and key themes to focus on in developing savings proposals for 2019-20 to 2021-22, including how the principles of the Council's Strategy, Norfolk Futures, will inform and shape budget planning activity set out in section 5, having regard to the existing savings for 2019-20 and beyond which were agreed as part of the 2018-19 budget round (table 1);**
- 5) **Commission officers to develop detailed savings proposals to be presented to the Committee for consideration at the October meeting in order to help close the forecast 2019-20 to 2021-22 budget gap; and**
- 6) **Note the budget planning timetable (section 6).**

## **1. Introduction**

- 1.1. The County Council agreed the 2018-19 Budget and Medium Term Financial Strategy (MTFS) to 2022 at its meeting 12 February 2018, at the same time as it agreed a new Strategy for the County Council, Norfolk Futures. At that point, the MTFS identified a budget gap of £94.696m for the period 2019-20 to 2021-22, and the Council's budget strategy included the aspiration to bring forward savings required for 2021-22 into the first two years 2019-20 and 2020-21. The Council has a robust and well-established framework for strategic and financial planning which updates the MTFS position through the year to provide Members with the latest available financial forecasts to inform wider budget setting work across the organisation.
- 1.2. On 16 July 2018, Policy and Resources Committee received a report setting out how the 2019-20 budget planning process would be aligned with the Council's Strategy, Norfolk Futures. Policy and Resources Committee agreed:
  - That the principles of the Council's Strategy, Norfolk Futures, will inform and shape 2019-22 budget planning activity;
  - Updated budget assumptions and key areas of risk in relation to 2019-22 budget planning;
  - The forecast budget gap of £94.696m reflecting changes from the 2018-22 Medium Term Financial Strategy;
  - The budget planning principles and guidance for 2019-20, commissioning Service Committees to begin developing their savings proposals with initial reporting in September;
  - The indicative savings targets 2019-20 to 2020-21, noting the existing savings for 2019-20 and beyond which were agreed as part of the 2018-19 budget round; and
  - The budget planning timetable.
- 1.3. This report provides the Committee with details of the implications of these decisions made by Policy and Resources Committee and marks the beginning of the Committee's detailed budget planning activity for 2019-20 to 2021-22.

### **2018-19 budget position**

- 1.4. The latest details of the 2018-19 budget position are set out in the budget monitoring report elsewhere on the agenda. The budget planning assumptions for 2019-20 set out later in this report include an assumption that the 2018-19 Budget

is fully delivered (i.e. that all savings are achieved as planned and there are no significant overspends).

## 2. County Council Strategy and Norfolk Futures

- 2.1. The report to Policy and Resources Committee sets out how the Council's Vision and Strategy will inform the development of the 2019-20 Budget.
- 2.2. Caring for our County, the vision for Norfolk, approved by Members in February 2018, outlines the Council's commitment to playing a leading role in:
  - Building communities we can be proud of;
  - Installing infrastructure first;
  - Building new homes to help young people get on the housing ladder;
  - Developing the skills of our people through training and apprenticeships;
  - Nurturing our growing digital economy; and
  - Making the most of our heritage, culture and environment.
- 2.3. The Council's Strategy for 2018-2021 – Norfolk Futures – will provide the mechanism to enable these ambitions for the County across all of its activities.
- 2.4. Norfolk Futures will deliver these transformational commitments in a context where demand for our services is driven both by demographic and social trends, and where increasingly complex and more expensive forms of provision are becoming prevalent.
- 2.5. Norfolk Futures is guided by four core principles that will frame the transformation we will lead across all our work:
  - Offering our help early to **prevent and reduce** demand for specialist services;
  - **Joining up** work so that similar activities and services are easily accessible, **done once and done well**;
  - Being **business-like** and making best use of **digital technology** to ensure value for money; and
  - Using evidence and data to **target our work** where it can make the most difference.
- 2.6. Under the banner of Norfolk Futures we will deliver sustainable and affordable services for the people who need them most. The whole Council needs to change to keep up with increasing demands and ever better ways of working.
- 2.7. These principles frame the transformation that we must lead across all our services and activities. This is all underpinned by evidence and political support, to change how the Council works and how we work with the people of Norfolk. Section 5 of this paper describes how these principles are being applied within Children's Services
- 2.8. By 2021 the strategy and underpinning Service Plans will have moved the Council towards a more sustainable future with affordable, effective services. This means that we will have radically changed the ways we do some things. We will know our citizens and manage their needs effectively using the best evidence to enable the most appropriate outcomes. We will be working jointly across the Council on our biggest challenges by default, and changing the way we work to reflect new

technology and ways of working. This will enable us to work smarter, better and plan long term to be the Council the County needs.

2.9. These principles frame the transformation across all our services and activities and we currently have 7 priorities to help us to deliver the strategy:

- Safe Children and Resilient Families;
- Promoting independence for Vulnerable Adults;
- Smarter Information and Advice;
- Towards a Housing Strategy;
- Digital Norfolk;
- Local Service Strategy; and
- Commercialisation.

2.10. Further information about the Norfolk Futures priorities relevant to this Committee, and how they will inform and support 2019-20 budget planning, are set out in section 5 of this report. Summary details of all the priorities are set out in the report to Policy and Resources Committee.

### 3. 2019-20 Budget Planning

3.1. The Medium Term Financial Strategy (MTFS) was agreed in February 2018 including £78.529m of savings and with a remaining gap of £94.696m. The MTFS provides the starting point for the Council's 2019-20 Budget planning activity. Full details of cost pressures assumed in the Council's MTFS are set out in the 2018-19 [Budget Book](#).<sup>1</sup>

3.2. Existing savings in the Council's MTFS are shown by Committee in the table below. These are the savings agreed as part of the 2018-19 (and earlier) budget process, and will need to be delivered in addition to any new savings proposed to close the remaining budget gap.

**Table 1: Planned net recurring savings 2018-19 to 2021-22**

Committee	2018-19 Saving £m	2019-20 Saving £m	2020-21 Saving £m	2021-22 Saving £m	Total Saving £m
Adult Social Care	-27.290	-9.351	-13.700	-3.900	-54.241
Children's Services	-2.641	-4.342	-2.000	-2.000	-10.983
Environment, Development and Transport	-1.440	-0.310	-0.350	-1.850	-3.950
Communities	-1.803	-0.435	-2.786	-1.500	-6.524
Business and Property	-1.051	-2.075	-2.050	-1.150	-6.326
Digital Innovation and Efficiency	-0.726	-1.000	-0.700	0.000	-2.426
Policy and Resources <sup>2</sup>	4.952	1.356	-0.387	0.000	5.921
<b>Grand Total</b>	<b>-29.999</b>	<b>-16.157</b>	<b>-21.973</b>	<b>-10.400</b>	<b>-78.529</b>

<sup>1</sup> <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2018-22.pdf?la=en>

<sup>2</sup> The net savings position for Policy and Resources Committee reflects the reversal of a number of significant one-off savings from 2017-18, such as the use of the Insurance Fund and the use of Capital Receipts totalling £11.299m. The gross savings to be delivered by Policy and Resources Committee budgets in 2018-19 are £6.347m.

## Budget planning principles 2019-20

3.3. Policy and Resources Committee have agreed the following key principles for budget planning in 2019-20:

- Budget planning will cover the three year period 2019-20 to 2021-22;
- Budget proposals will target “shifting left” as a priority in terms of service provision (i.e. preventing and reducing demand for more intensive and higher cost services);
- Savings targets will be profiled as they arise over the three years of the Medium Term Financial Strategy (not brought forward);
- The 2019-20 Budget will seek opportunities to increase the level of the General Fund balance to ensure the medium term financial position is robust and the Council is better protected against future changes in funding; and
- The four Norfolk Futures principles as set out in paragraph 2.5 will underpin the development of budget proposals.

## Budget assumptions 2019-20

3.4. The Council’s current forecast budget gap is based on a number of key assumptions, including:

- That Revenue Support Grant will entirely disappear in 2020-21. This equates to a pressure of around £39m, but significant uncertainty is attached to this and the level of savings required in year two could be materially lower should this loss of funding not take place.
- Further substantial cost pressures including:
  - inflation, including the 2% pay increase for staff;
  - demographic changes and increased demand for our services; and
  - legislative changes where national policies have added to our costs.
- Planned savings of £49m to be delivered over the period 2019-20 to 2021-22.
- That the 2018-19 budget can be successfully delivered (no overall overspend occurring and no savings emerging as undeliverable). The Council’s forecast 2018-19 outturn position is discussed in the monitoring report elsewhere on the agenda.
- Ongoing annual pressures will exist in waste budgets from 2019-20.
- Pressures in Minimum Revenue Provision (MRP) budgets will be felt from 2020-21.
- Budget planning is based on the following council tax increase assumptions (and also assumes there is no scope to increase the ASC precept in 2019-20 based on the current terms set out by Government):

**Table 2: Council Tax assumptions (as per 2018-22 MTFS)**

	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>
Assumed increase in general council tax	2.99%	1.99%	0.00%
Assumed increase in Adult Social Care precept	0.00%	0.00%	0.00%
<b>Total assumed council tax increase</b>	<b>2.99%</b>	<b>1.99%</b>	<b>0.00%</b>

3.5. The planned 2.99% increase in council tax is based on the current understanding of updated assumptions and flexibility offered by the Government in the 2018-19 local government finance settlement. Any reduction in this increase will require

additional savings to be found. The assumed council tax increases are subject to Full Council's decisions on the levels of council tax, which will be made before the start of each financial year.

- 3.6. Assumptions around increases in the council tax base are prudent (0.5% annual growth), and as set out in the above table, no increase in council tax has been planned for 2021-22.

### Latest forecast budget gap 2019-20 to 2021-22

- 3.7. The latest budget planning position, taking into account the changes agreed by Policy and Resources Committee, is shown in the table below. The latest budget assumptions would mean an unchanged overall gap of £94.696m, with **£22.089m required to close the gap in 2019-20**.

**Table 3: Latest forecast budget gap 2019-20 to 2021-22**

	2019-20	2020-21	2021-22	Total
	£m	£m	£m	£m
Original gap at MTFS 2018-19 to 2021-22	34.165	60.530	0.000	<b>94.696</b>
Reprofile savings requirement to 2021-22	-12.077	-12.077	24.153	<b>0.000</b>
<b>Forecast gap as at 16 July 2018 P&amp;R report</b>	<b>22.089</b>	<b>48.454</b>	<b>24.153</b>	<b>94.696</b>

### Key budget risks 2019-20

- 3.8. Uncertainties remain about a number of items **which have not currently been reflected in the budget planning assumptions**, but which could potentially result in an increase in the overall gap. As a result, additional pressures, which have not currently been provided for, may arise in 2019-20 relating to:

- Ongoing pressures arising within the Children's Services budget in 2018-19 may need to be recognised in 2019-20 relating mainly to the number and cost of Looked After Children, High Needs Block pressures, and also in respect of any delay or non-delivery of planned savings;
- Market and system pressures affecting Adult Social Services (cost of care);
- Increasing the level of the General Fund reserve;
- Adjustments to salary scales (circa £0.350m) required in 2019-20 in response to the two-year pay award; and
- Changes in the forecast 2018-19 level of savings delivery to allow for any mitigation of undeliverable savings.

- 3.9. The risks and assumptions relating to the 2019-20 Budget will continue to be monitored and updated as budget planning activity proceeds.

### Medium term forecast – 2020-21 and beyond

- 3.10. The Council's has a reasonable degree of certainty about resources available for the period to 2019-20 as a result of the four year allocations of funding announced by the Government in 2016-17. There is however a much greater level of uncertainty in respect of planning for 2020-21 and beyond. This is in large part due to the absence of firm information about the Government's plans for Revenue



Support Grant following the implementation of the proposed 75% retention of business rates. It is Government policy<sup>3</sup> for Revenue Support Grant to be devolved as part of the implementation of a reformed business rates retention system and there is limited information about the implications of this for overall funding levels in subsequent years.

- 3.11. Taking account of this uncertainty, the County Council's planning is based on an assumption that Revenue Support Grant disappears entirely in 2020-21 as detailed in paragraph 3.4 above and equating to a pressure of £39m. In addition, the loss of New Homes Bonus and Rural Services Delivery Grant is also assumed (£2.742m and £3.195m respectively).
- 3.12. Alongside the more regular annual budget pressures (such as inflation and demographic growth) the assumptions about reductions in funding result in a **significant forecast gap of £48.454m arising in 2020-21**. In the event that these pressures do not materialise, or if they are subject to a different timescale, the level of savings required in 2020-21 could be materially different.
- 3.13. It is not yet clear when there will be certainty about funding levels for 2020-21. Some additional information is likely to emerge early in the 2019-20 financial year as part of the Comprehensive Spending Review and further development of the Fair Funding Review, but it is highly likely that local authorities will not receive any clarity about individual funding levels until the publication of the provisional Local Government Finance Settlement, which is likely to be in December 2019.
- 3.14. The Executive Director of Finance and Commercial Services is required by section 114 of the Local Government Finance Act 1988 to report to Members if it appears that the expenditure the authority proposes to incur in a financial year is likely to exceed the resources available to it to meet that expenditure. The Executive Director therefore takes a view of the robustness of the Council's budget across the whole period covered by the Medium Term Financial Strategy.
- 3.15. In view of this duty, and the considerable uncertainty about funding levels after the end of the current settlement, **the Council will need to make substantial, sustainable savings in 2019-20 in order to establish a solid platform for the development of a robust budget in 2020-21**.

## 4. Savings allocation

- 4.1. The following table sets out indicative savings required to close the identified gap by Committee which have been agreed by Policy and Resources Committee. The share of savings has been calculated based on current planned 2019-20 net budgets excluding schools, Public Health (in 2019-20 only), capital recharging, and government grants on the basis that these areas are not controllable and therefore

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<sup>3</sup> The Secretary of State (then Greg Clark) stated in the announcement of the Local Government Finance Settlement 2016/17 that: "Ultimately, Revenue Support Grant will disappear altogether, as we move to 100% business rates retention." (<https://www.gov.uk/government/speeches/final-local-government-finance-settlement-2016-to-2017>). Most recently, the *Invitation to pilot 75% Business Rates Retention in 2019/20* confirmed that: "As part of the move towards a reformed business rates retention system in 2020/21, the government intends to devolve Revenue Support Grant (RSG) [...] To ensure that piloting in 2019/20 closely reflects the government's proposals to date for a reformed business rates retention system, authorities selected as pilots in 2019/20 will be expected to forego Revenue Support Grant (RSG) and Rural Services Delivery Grant (RSDG)." (<https://www.gov.uk/government/publications/75-business-rates-retention-pilots-2019-to-2020-prospectus>).

should be outside the scope of savings. These savings are required in addition to existing current savings plans.

**Table 4: Indicative savings by Committee**

	<b>2019-20 £m</b>	<b>2020-21 £m</b>	<b>2021-22 £m</b>	<b>Total £m</b>	<b>Proposed share of new savings %</b>
Adult Social Care	-9.626	-19.527	-9.745	<b>-38.898</b>	41%
Children's Services	-5.726	-12.064	-6.037	<b>-23.827</b>	25%
Environment, Development and Transport	-2.820	-5.988	-2.962	<b>-11.770</b>	12%
Communities	-1.647	-6.262	-3.115	<b>-11.025</b>	12%
Digital Innovation and Efficiency	-0.369	-0.736	-0.373	<b>-1.477</b>	2%
Business and Property	-0.154	-0.180	-0.045	<b>-0.379</b>	0%
Policy and Resources <sup>4</sup>	-1.747	-3.697	-1.875	<b>-7.319</b>	8%
<b>Total</b>	<b>-22.089</b>	<b>-48.454</b>	<b>-24.153</b>	<b>-94.696</b>	

- 4.2. Policy and Resources Committee have agreed a timetable for Service Committees to report detailed 2019-20 Budget proposals back to Policy and Resources in October.

## **5. Committee Response**

- 5.1. This section proposes an approach for the Committee to adopt in developing saving proposals for 2019-20, and explains how this will be aligned to the Norfolk Futures principles.
- 5.2. More than half of total expenditure across Children's Services is on direct delivery of care through demand-led budgets to the most vulnerable or highest need children. That includes support and care placements for children looked after (£71m), support and care for children with special educational needs and disabilities (£56.4m) and Home to School Transport for children with Special Educational Needs £13.6m. In addition, a substantial proportion of the budget is spent on services and interventions that support children looked after and children with Special Educational Needs. The children looked after and transport costs are funded from Children's Services core budget and represent very significant proportion of total Children's Services funding. The SEN placements are funded via the Dedicated Schools Grant High Needs Block. It is important to recognise that there are significant inter-relationships with our base budget because sometimes the same children and young people will be receiving support (and funding) from both an SEN education perspective and from within the Children's Social Care model.
- 5.3 Given this pattern of high spend on the highest needs cohort, it is clear that our response to the financial challenge needs to focus on these major budget areas

<sup>4</sup> Including Finance General

and follow the principles set out in the Norfolk Futures Strategy of ***offering our help early to prevent and reduce demand for specialist services*** and ***using evidence and data to target our work where it can make the most difference***.

- 5.4 It is clear that only by intervening effectively at the right point will we be able to unlock significant financial savings and following that principle, we are developing a comprehensive programme of transformation. This thinking was first outlined to Committee through the Demand Management & Prevention Strategy: Children's Services which was agreed at Policy and Resources Committee in September 2017 which included the allocation of £12-15m of pump-priming investment to enable transformation and change. The programme has been developed in more detail and now forms the Safe Children and Resilient Families strand of the Norfolk Futures Programme, with an update presentation being given to Children's Services Committee at this September meeting and some of the key themes are summarised below.
- 5.5 Our demand management programme is driving forward projects within four broad themes;
- 5.5.1 Inclusion – we are working with children, their families and our partners in schools to support children with additional needs to be educated in more mainstream settings, to access support within communities, and to live and learn with as much independence as possible. Our proposals include a very significant investment in Specialist Resource Bases which can offer extra help to children and families whilst still being part of a mainstream school setting. We are also investing in additional direct inclusion work capacity and enabling technology so that children get the extra help and equipment they need to succeed in mainstream settings. Of course some children have additional needs which are such that they should attend a high quality special school or access a specialist education provision, but our intention through this work is to increase the proportion of children with SEN who are in mainstream education and the evidence is clear that, if successful, this will improve education and wellbeing outcomes whilst at the same time reducing expenditure on the most specialist provision. The primary financial impact will be a reduction in the level of pressure on the High Needs Block element of the Dedicated Schools Grant funding but the inclusion strategy will also impact positively on transport costs for children with special educational needs.
- 5.5.2 Prevention and Early Intervention – we are investing capacity 'upstream' in a range of areas to support families before their needs escalate to the point of crisis. Our plans include a transformed model at the front door with a highly skilled social work and early help duty team enabling more demand to be managed at the point of initial contact and allowing the social work teams to focus only on appropriate higher risk cases. Our transformation of the Children's Centre model will specifically target additional outreach support to families whose needs might otherwise escalate – including those where mental health, substance misuse and family relationship issues are present. We are also enhancing our wider Early Help offer with a particular focus on building capacity in the partnership system to intervene effectively, and on ensuring that we develop and use community and voluntary sector support alongside our own interventions. The impact of these workstreams will be to reduce the demand flowing into the statutory social work system.
- 5.5.3 Effective social work – we are proposing a number of improvements to the core social work model to free up capacity within teams to spend more time directly with

families helping to work through their challenges and effect change. We are also designing proposals to reduce the number of hand-offs and changes of lead worker that children and families experience, recognising that the stability of relationships is essential to successful work to help families keep children safe. We are continuing to drive quality interventions through our involvement in the national Signs of Safety and restorative practice programmes and as the quality of practice continues to improve we will see better outcomes for children and families. The impact of these workstreams will be seen through cases successfully de-escalating as a result of social work support and fewer cases reaching the point where children need to be accommodated.

- 5.5.4 Edge of care support and alternatives to care – Where needs have escalated to a point where consideration is being given to taking children into care we will look to deploy a range of new approaches as alternatives and will only take children into the care system once other options have been exhausted. Our first alternative will always be to explore the wider family and community network to find people who have the capacity to provide care, and we will be delivering a major development programme across our workforce to embed approaches to ‘family finding’ at the heart of our social work model. We are also investing in new ‘edge of care’ interventions such as an intensive therapeutic service and a time-limited short breaks offer for families who would benefit from some additional time and space in order to work through their challenges.
- 5.6 The cumulative impact of all of these proposals will be a reduction in the number of children becoming looked after and in the number of children requiring specialist SEN provision, and this will deliver a corresponding financial benefit to the local authority.
- 5.7 As well as managing demand through earlier intervention, our transformation and budget planning strategy includes a strong focus on effective commissioning and market management. These proposals will follow the Norfolk Futures principles of ***being business-like to ensure value for money and using evidence and data to target our work where it can make the most difference.***
- 5.8 Our analysis of the care market for looked after children shows an over-reliance on high cost forms of care such as external residential provision, external semi-independent provision and independent foster care agencies. Therefore there is a need to re-shape this market proactively to create the value-for-money provision we need for our children and young people. We are therefore proposing strategic capital investments in a range of placement types including additional semi-independent placements, a new enhanced fostering model, new short breaks and shared care placements and potentially in new in-house residential capacity. In addition to these major commissioning projects we are also leading a transformation of our own Fostering Service, using behavioural insights techniques to understand the motivations of existing and potential foster carers and so develop a completely new approach to recruiting and retaining carers and over time reducing the reliance on costly external agencies.
- 5.9 Our analysis of the care market for children with Special Educational Needs also highlights sufficiency challenges and a corresponding reliance on high-cost specialist placements – and we are bringing forward proposals for a step-change capital investment to develop 4 new special schools to ensure that the right services are available in the right place and to reduce ongoing revenue costs for the future.

- 5.10 A final strand of our response to the financial challenge is informed by the Norfolk Futures principle of ***joining up work so that similar activities and services are easily accessible, done once and done well***. This principle is particularly important in our work alongside health partners to design services which respond to health and care needs in coherent and seamless way. To that end we have recently established integrated commissioning arrangements with our health partners and are working with them to examine our collective spend as a system, to eliminate any duplication and to align our commissioning priorities and contracts. We are also looking to join up our operational arrangement where this can improve outcomes. In particular we are looking to create an integrated model of Children's Mental Health Services, co-designing this in the coming months with the Clinical Commissioning Group, local CAMHS services and of course, with children and families. These areas of work have strong potential to deliver both better outcomes through more integrated provision, and a range of financial efficiencies across the system.

## 6. Financial Risks & Pressures

- 6.1 The work to develop and deliver the transformation programme is being undertaken at pace, and it is anticipated that changes to ways of working, interventions available and support provided will enable additional savings. However, this must be achieved against a background of rising demand and existing financial pressures and it is important that the Committee are sighted on a number of financial risks in relation to 2019-22 budget planning. These are outlined below and are also reflected in the Period 4 2018/19 Revenue Budget Monitoring Report (elsewhere on this committee's agenda).
- 6.2 Where pressures and risks cannot be fully mitigated they will need to be reflected in the business plan which would then impact on the overall budget gap and will require additional offsetting savings to be found.
- 6.3 The key risks within the remit of Children's Services Committee are;
- The number of children entering care nationally continues to increase, and Norfolk is no different to other authorities. The number of children in care and the total expenditure on Looked After Children's placements are currently above the levels anticipated in initial budgeting and in the forecast trajectory set out in the Outline Business Case for the Safe Children and Resilient Families transformation programme. This primarily reflects the increase in LAC numbers which occurred between December 2017 and January 2018, and whilst the numbers have broadly stabilised since, there has not yet been any decrease and so spending on all placement types is beyond budget. There is currently no demand growth built in to Children's Service's budgets and so the transformation proposals will therefore have to address the current budget pressure in this area before any cashable savings against the current approved budget can be achieved.
  - The service is continuing to see increasing numbers of children with special educational needs and also an increase in the level of complexity of need amongst those children and young people. This has brought pressure to the High Needs Block of the Dedicated Schools Grant above the level which can be met by funding provided by Central Government. This mirrors a national position

and is the experience of many other Local Authorities. The pressure will, in time, be reduced by the Special Educational Needs sufficiency strategy, which is being designed to increase the specialist resource bases and maintained special school provision in Norfolk and reduce the reliance on the highest cost provision.

- Linked to these increases in numbers of children in care and with special educational needs is an increased level of unavoidable legal proceedings and tribunals which incur significant legal costs. The demand management strategies will, in time, also address these pressures.
- The decision taken to extend the existing Children’s Centre contracts for an additional 6-months prior to the implementation of the transformed model has necessitated a re-phasing the saving planned from Children’s Centres for 2019-20 which is being built into the 2019-22 budget planning assumptions.

## 7. Budget Timetable

7.1. The Council’s overarching budget setting-timetable for 2019-20 was agreed by County Council in February as part of the 2018-19 Budget. The timetable is updated as further information becomes available (for example about the timing of Government announcements). The latest version of the timetable is set out in the table below.

**Table 5: Budget setting timetable 2019-20 to 2021-22**

<b>Activity/Milestone</b>	<b>Time frame</b>
County Council agree recommendations for 2018-22 including that further plans to meet the shortfall for 2019-20 to 2021-22 are brought back to Members during 2018-19	12 February 2018
Spring Statement 2018 announced	13 March 2018
Consider implications of service and financial guidance and context, and review / develop service planning options for 2019-22	February – June 2018
Member review of the latest financial position on the financial planning for 2019-22	July 2018
Development of savings proposals 2019-22	June – September 2018
Member review of service and budget planning position including savings proposals	Committees in October 2018
Consultation on new planning proposals and council tax 2019-22	Late October to December 2018 / January 2019
Chancellor’s Autumn Budget 2018	TBC November / December 2018
Provisional Local Government Finance Settlement	December 2018
Service reporting to Members of service and financial planning and consultation feedback	January 2019
Committees agree revenue budget and capital programme recommendations to Policy and Resources Committee	Mid-January 2019
Confirmation of District Council tax base and Business Rate forecasts	31 January 2019

Final Local Government Finance Settlement	TBC February 2019
Policy and Resources Committee agree revenue budget and capital programme recommendations to County Council	28 January 2019
County Council agree Medium Term Financial Strategy 2019-20 to 2021-22, revenue budget, capital programme and level of council tax for 2019-20	11 February 2019

## 8. Financial implications

- 8.1. Potentially significant financial implications are discussed throughout this report. Any implications of the Autumn Budget and the three changes expected to be implemented in 2020-21 will be reflected as far as possible in the Council's 2019-20 budget planning, and these impacts will need to be refined as further information is made available by Government.
- 8.2. Specific financial risks in this area are also identified in the Corporate Risk Register, including the risk of failing to manage significant reductions in local and national income streams (RM002) and the risk of failure to effectively plan how the Council will deliver services (RM006).
- 8.3. Risks relating to budget setting are also detailed in the Council's budget papers. There is a risk in relation to the Comprehensive Spending Review and the Fair Funding Review that a failure by the Government to provide adequate resources to fund local authorities could lead to a requirement for further service reductions, particularly where the Fair Funding Review results in a redistribution between authority types or geographical areas.
- 8.4. Much of Children's Services spend is demand led, leading to associated difficulties with both accurately predicting and managing the demand, and the related costs. Action is being taken to manage and reduce demand; though the impact of doing so can take time to flow through the wider system.

## 9. Issues, risks and innovation

- 9.1. Significant risks, assumptions, or implications have been set out throughout the report.
- 9.2. Equality issues were considered in the Equality Impact Assessment of 2018-19 budget proposals. Decisions about significant savings proposals with an impact on levels of service delivery will require public consultation. As in previous years, new 2019-22 saving proposals, and the Council's Budget as a whole, will be subject to equality and rural impact assessments later in the budget-setting process.

## Background Papers

Norfolk County Council Vision and Strategy

<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/corporate/council-vision-and-strategy>

Norfolk County Council Revenue and Capital Budget 2018-22 (Item 4, County Council 12 February 2018)

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/592/Committee/2/SelectedTab/Documents/Default.aspx>

Norfolk County Council Budget Book 2018-22

<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2018-22.pdf?la=en>

Strategic and Financial Planning 2019-20 to 2021-22 (Item 10, Policy and Resources Committee, 16 July 2018)

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/1419/Committee/21/SelectedTab/Documents/Default.aspx>

Demand Management & Prevention Strategy: Children's Services (Item 12, Policy and Resources Committee, 25 September 2017)

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/637/Committee/21/Default.aspx>

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# Children's Services Committee

Item No.....

<b>Report title:</b>	<b>Budget Monitoring Period 4 (July)</b>
<b>Date of meeting:</b>	<b>11 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director of Children's Services</b>
<b>Strategic impact</b> The report sets out the Period 4 (July) financial forecast for Children's Services, and the programme of transformation and improvement that is continuing.	

## Executive summary

<p>This report sets out:</p> <ul style="list-style-type: none"><li>• the financial resources to deliver the Safer Children and Resilient Families Strategy of Norfolk Futures.</li><li>• forecast revenue expenditure for 2018/19</li></ul> <p>Recommendations: That the Committee considers</p> <ul style="list-style-type: none"><li>(i) the service transformation and improvement achieved</li><li>(ii) the forecast overspend of £3.284m for General Fund Children's Services</li><li>(iii) the forecast use of Children's Services General Fund reserves and provisions</li><li>(iv) the forecast overspend of £3.023m for Dedicated Schools Grant Children's Services that will need to be offset against DSG balances and recovered in future years</li><li>(v) the amendments to and reprogramming of the Children's Services Capital Programme</li></ul>
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## 1. Service Summary

- 1.1 With a net budget of just under £186m Children's Services provides or oversees a wide range of services to almost 170,000 children of Norfolk. Children's Services has a statutory duty to safeguard and promote the welfare of all these children and young people. Children's Services is committed to engaging all children and young people in the process of improving services to transform lives.
- 1.2 Nationally there are considerable pressures in Children's Services. The Association of Directors of Children's Services reports that between 2010 and 2016:
  - Children assessed as being in need have increased 5%
  - Children in Care have increased by 10%
  - Children subject to a child protection plan have increased by 92%
  - 1 in 10 Children in England has a diagnosable Mental Health Condition.
- 1.3 Children's Services intention is to shift resources downstream over time through effective prevention work and supporting resilience at all levels of need. This must be achieved against a background of rising demand and the tight funding position.

- 1.4 The Children's Services budget is only part of the financial resources invested in Norfolk children. The Directorate works with partners to deliver an integrated approach. Other major sources include:
- Public Health funding
  - The five Clinical Commissioning Groups covering Norfolk commission to meet children's physical and mental health needs
  - Special Educational Needs are funded by the High Needs Block of Dedicated Schools Grant
- 1.5 The Directorate looks to maximise its service delivery across the different funding sources.
- 1.6 Children's Services vision for children and young people is that they will be safe and live with resourceful and resilient families. Helping at an early stage is a key component of delivering the vision, and reducing the demand on social work teams and the number of looked after children. This is achieved by supporting families with a range of early help and preventative services together with a wide range of partners across Norfolk. Preventative work by an integrated Early Help system that works with the right families at the time in the right place will prevent higher costs across Children's Services.
- 1.7 The Directorate's budget for Social Care is £86m. Crucial to delivering a safe, sustainable and effective service is a permanent and high achieving workforce with appropriate caseloads. Developing the Directorate's workforce is important and plans for a Social Work Academy will help attract and retain Social Workers. The Norfolk Institute for Practice Excellence is attracting newly qualified social workers to work with the Council. A wide range of initiatives, including a new social work practice model, will avoid over-reliance on agency social workers. Demand is being managed better by continuously improving our front door arrangements. A review of the Multi-Agency Safeguarding Hub arrangements is underway towards a new way of working.
- 1.8 A significant element of the Social Care budget is used to place Looked After Children. The Directorate's Transformation Plan aims to reduce numbers of Looked After Children. Children's Services will improve the offer and support to families to enable more children to remain at home where it is safe and sustainable to do so. Placement choice will be improved for Looked After Children. This will be done by increasing the number, support and skills of our foster carers. Reliance on expensive agency foster carers and residential care will be reduced. This will be achieved against a national background of the highest number of Looked After Children since the implementation of the 1989 Children's Act.
- 1.9 The Directorate has set clear trajectories to March 2022 for reducing Looked After Children numbers and improving the mix of service provision. At the end of 2017-18 there was an increase above the trajectory. The deliverability of the trajectory is kept under review.
- 1.10 The Education Service with a budget of £39m works to ensure every child has access to high quality education and training. This is a separate County budget of £595m of Dedicated Schools Grant that is passed through to schools or spent on Early Years and central school services provision. The service is responsible for many statutory functions. It also works with schools and partners to deliver a wider range of services. The budget also meets the cost of Home to School Transport.

- 1.11 The service has successfully addressed the £0.328m budget pressure in Troubled Families reported in Month 2. It is now providing this payment by results service within the grant allocation.
- 1.12 Nationally the number of children with either statements of special educational needs or the new Education, Health and Care plans has increased every year since 2010. In January 2018 the annual rate of increase was 11%. Locally increased numbers of plans create considerable assessment pressures in the service. The County's special schools are full, leading to more Tribunal decisions to place children in independent provision. There is a statutory obligation to provide home to school transport for any child with an Education, Health and Care Plan.
- 1.13 The Service monitors school performance. Important work is continuing to help schools reduce the number of exclusions. The Service also has responsibility for planning school provision to meet the needs of Norfolk's rapidly growing population.
- 1.14 Performance and Challenge with a budget of £9m delivers performance information and management systems. Its work enables the Directorate to deliver all its duties and services. The new LiquidLogic system is fundamental to delivering the Directorate's Strategy. Commissioning is being improved in order to achieve planned savings and better services.

## 2. Forecast Revenue Outturn General Fund Children's Services

- 2.1 An overspend of £3.284m is currently forecast for General Fund Children's Services, after taking account of the impact of management action to address pressures. This is a mid-case forecast after allowing for the impact of management action.

Forecast Revenue Outturn General Fund Children's Services			
	Expenditure	Budget £m	Variance over (+)/under £m
1	Placement costs	64.000	1.009
2	Leaving care client costs	5.443	0.946
3	Legal costs	3.310	0.600
4	Child with disabilities with extreme nursing needs	0.576	0.461
5	Staffing costs	20.457	1.819
6	Early Help vacancies	10.477	-0.113
7	IRO	1.179	0.080
8	Home to School Transport	29.082	0.450
9	PFI Budget	0.220	-0.160
10	Educational Psychology	1.056	0.350
11	School Attendance	0.414	-0.208
12	Vacant School Property Costs	0.000	0.250
13	Other budgets	49.734	0.000
14	Use of reserves and balances	0.000	-0.200
15	Schools capital funded by borrowing	0.000	-2.000
<b>16</b>	<b>Total</b>	<b>185.948</b>	<b>3.284</b>

Changes in the forecast from Month 2 to Month 4 and reasons for the changes					
	Expenditure	M2	Change	M4	Reason

		Variance £m	£m	Variance £m	(more detail in the main report)
1	Leaving care client costs	0.644	0.302	0.946	Client numbers
2	Staying put grant losses	0.273	-0.273	0.000	Resolved
3	Legal costs	0.600	0.000	0.600	No change
4	Child with disabilities with extreme nursing needs	0.312	0.151	0.461	Increased cost
5	Staffing costs	0.768	1.051	1.819	Temporary higher staffing levels
6	Troubled Families Grant Loss	0.328	-0.328	0.000	Resolved
7	Home to School Transport	0.450	0.000	0.450	No change
8	Placement costs	0.000	1.009	1.009	Continuing pressure of numbers of children
9	Early Help vacancies	0.000	-0.113	-0.113	Held vacant
10	IRO	0.000	0.080	0.080	Increased client numbers
11	PFI Budget	0.000	-0.160	-0.160	Budget not fully required
12	Educational Psychology	0.000	0.350	0.350	Increased volume of EHCP
13	School Attendance	0.000	-0.208	-0.208	Trading income and fines
14	Vacant school property costs	0.000	0.250	0.250	New pressure
15	Use of reserves and balances	0.000	-0.200	-0.200	New following review of the level
16	Schools capital funded by borrowing	0.000	-2.000	-2.000	Allows use of planned revenue contributions
<b>17</b>	<b>Total variances</b>	<b>3.375</b>	<b>-0.089</b>	<b>3.284</b>	

- 2.2 The budget provides over £64m to meet the cost of placements for Looked After Children. The cost of placements at Period 2 (May) was forecast based on early information. This indicated a stabilisation of placements and it was expected to deliver the original planned trajectory by the end of the financial year.
- 2.3 This was an ambitious plan given the level and pace of transformational change required. As the year has progressed, the position has been reviewed using more detailed transformation planning and demand information. Placements is now forecasting a £1.009m overspend.
- 2.4 The Directorate continues to be focused on trying to move more children from residential care into fostering. It also aims that more children will be able to return home from their fostering placements.
- 2.5 The position continues to be carefully monitored. The arrangements for placement panels have improved. Further changes are planned to increase the panels' effectiveness. Performance information in this area has been improved by the implementation of LiquidLogic, though some delays continue to be experienced in generating detailed finance reports.
- 2.6 A number of approaches are being pursued:
- A recruitment drive and marketing for in-house fostering (placement numbers have increased since the start of 2018-19);

- Developing supported semi-independent accommodation, with initial development expected to be completed within this financial year;
  - Further improving how the Multi Agency Service Hub (MASH) and the front door to Children's Services operate (the number of cases flowing through from MASH to assessment teams has seen a downward trend following implementation of early changes);
  - Redesigning social work teams to help with administration and to make the best use of professional resources;
  - Continuing emphasis on early help and preventative services;
  - Expansion of the boarding school placement model in appropriate cases.
- 2.7 The budget for semi-independent and Staying Put leaving care client costs is £5.443m and is currently forecasting a £0.946m overspend. This reflects increasing numbers of care leavers combined with insufficient funding from Central Government for the Staying Put initiative.
- 2.8 The budget provides £3.310m for legal costs. There is currently a forecast pressure of £0.600m due to the high level of court proceedings. This forecast includes the expected impact of the increased focus on managing spend in this area, including ensuring legal resource is not used for elements of case preparation that can be carried out more efficiently by other teams. There is an increased level of proceedings being experienced by most Children's Services Authorities and the additional children that are currently looked after, compared to when the budget was set, would suggest additional legal costs would be expected.
- 2.9 A single case of support for a child with disabilities requiring extensive nursing support has led to a forecast £0.461m pressure on the £0.576m budget for children with extreme nursing needs.
- 2.10 The staffing budget for operational teams is £20.457m. There is currently a forecast pressure of £1.819m. The pressure includes £0.253m for in-house residential unit staffing. Changes to in-house residential staffing levels have been necessitated to meet the complex needs of young people being supported in these settings. The pressure also includes £0.846m for NIPE salary costs prior to placement in social work teams. These pressures are offset within the total by £0.353m underspending on agency social worker top-ups reflecting reduced reliance on agency staff. It is expected £0.066m of the additional staffing costs are eligible for transformation funding.
- 2.11 The Early Help staffing budget of £10.477m shows a favourable variance of £0.113m due to vacancies. The Independent Reviewing Teams staffing budget is £1.179m. There is a pressure of £0.080m as caseload has necessitated an additional IRO.
- 2.12 Reprofiting of the workforce, including the introduction of different roles and professions, is being undertaken and is expected to enable the operational teams to manage within their base budget once complete. This work has been delayed due to the desire to get it right first time. Breckland Locality has been recruiting to vacancies in line with this reprofiling as an opportunity to gain proof of concept.
- 2.13 The budget for Home to School Transport is £29.082m. This is currently showing a forecast pressure of £0.450m based upon current pupil numbers and expected journeys within the financial year, with pressure particularly caused by the increase in special school placements.

- 2.14 Due to the profiling of payments it is expected the £0.220m budget for Education PFI will underspend by £0.160m.
- 2.15 The budget for Educational Psychology £1.056m. This is currently showing a forecast pressure of £0.350m due to the number of EHCP referrals continuing to be received and the backlog of assessments that are outstanding. Action is being taken to manage this level of referrals but it is a statutory duty to make these assessments.
- 2.16 The budget for school attendance is £0.414m and is showing a favourable variance of £0.208m due to higher than expected fines and trading income.
- 2.17 There is a pressure in vacant school property costs of £0.250m.
- 2.18 Following a review of reserves and provisions a transfer to revenue of £0.200m has been made.
- 2.19 The capital programme has been reviewed to maximise service revenue funding. £2m of planned revenue contributions in 2018/19 will instead be funded by borrowing.

### 3. Forecast Reserves and Provisions General Fund Children's Services

- 3.1 Projected changes to Children's Services general fund reserves and provisions are set out in the table below.

Forecast Reserves and Provisions General Fund Children's Services				
	Reserve or provision	Balance April 2018 £m	Use	Forecast Balance March 2019 £m
1	Transport days equalisation	0.494	0.081	0.413
2	Holiday pay provision	0.015	0.000	0.015
3	Repairs and renewals fund	0.147	0.075	0.072
4	Information Technology earmarked reserve	0.030	0.006	0.024
5	Post-OFSTED improvement fund	0.004	0.004	0.000
6	Grants and contributions	3.063	1.684	1.379
<b>7</b>	<b>Totals</b>	<b>3.752</b>	<b>1.850</b>	<b>1.903</b>

- 3.2 Of the £1.684m of grants and contributions that are forecast to be used by the end of this financial year, approximately half were set aside to fund Children's Centres in this financial year. The remainder of the funds are for a large number of differing purposes received on a one-off basis to across Education and Social Work.
- 3.3 The Transport Days Equalisation reserve is to enable each year's transport budget to reflect an average year, with the variation in the number of academic days in each financial year being taken account of by this reserve. In 2018-19 it is expected that there will be a small use of this reserve in line with its purpose.

### 4. Forecast Revenue Outturn Dedicated Schools Grant Children's Services

Forecast Revenue Outturn Dedicated Schools Grant High Needs Block - Children's Services			
	Expenditure	Budget £m	Variance over (+)/under (1) £m
1	Mainstream schools	36.069	2.972
2	Independent special schools	21.580	1.847
3	Alternative education contracts	4.786	0.520
4	Personal budgets	0.250	0.145
5	Post-16 FE High Needs provision	2.800	0.825
6	DSG adjustments	0.000	-3.286
7	Other budgets	15.457	0.000
<b>8</b>	<b>Total budgets</b>	<b>80.942</b>	<b>3.023</b>

Variances from Month 2 to Month 4					
	Expenditure	M2 Variance £m	Change £m	M4 Variance £m	Reason (more detail in the main report)
1	Post-16 further education high needs top-up funding	0.553	0.272	0.825	High numbers of children
2	Non-maintained special school placements	1.847	0.000	1.847	No change
3	Alternative education contracts	0.520	0.000	0.520	No change
4	Maintained special school places	0.222	2.750	2.972	See main report
5	Personal budgets	0.000	0.145	0.145	Increased clients
6	DSG adjustments	0.000	-3.286	-3.286	See main report
<b>7</b>	<b>Total variances</b>	<b>3.142</b>	<b>-0.119</b>	<b>3.023</b>	

- 4.1 An overspend of £3.023m is currently forecast for Dedicated Schools Grant Children's Services; this is a mid-case forecast. The Dedicated Schools Grant is ring-fenced and is split into ringfenced blocks, the schools block, the central schools services block, the high needs block and the early years block. The pressure is within the high needs block. It is proposed to discuss further with partners overall funding of Special Educational Needs and Disability provision. Much of the high needs expenditure is paid to schools and it can be difficult to predict, particularly prior to the start of the new academic year. Given the continuing pattern of pressure on the High Needs block consideration will continue corporately to how to maximise the resources that can be identified for this service.
- 4.2 A report to Policy and Resources will set out plans for capital investment in special provision. However, it may be several years before the revenue benefits of this are realised.
- 4.3 The budget for maintained special school placements is £36.069m and is showing a pressure of £2.972m. The 2018/19 High Needs budget was set after Members agreeing £2.043m of savings in 2017/18 and £4.735m in 2018/19. The 2018/19 savings included a £4.000m reduction in top-up funding to mainstream schools.

- 4.4 In July 2018 the £4.000m top-up savings were reversed. An additional £2.750m of top-ups was communicated by the Executive Director of Children Services to schools for allocation in 2018/19. This was in response to an extreme level of demand for top-up funding to enable a greater level of flexibility the management of budgets within the High Needs block. The £2.750m is included in the Period 4 forecast. £1.250m – the balance of the £4.000m - is being held centrally as a contingency. This is not reflected in the forecast. No allowance is made in the forecast for additional numbers of children requiring top-ups in the new academic year.
- 4.5 The budget for independent special school placements is £21.580m and has a forecast pressure of £1.847m. This reflects increasing numbers of pupils with Education Health and Care Plans that require special school provision, including specific placements awarded by tribunals.
- 4.6 Many local authorities are experiencing increased numbers of pupils with these needs. Concerted management action seeks to avoid additional placements and stay within budget, whilst liaising with schools to seek to avoid additional expenditure  
The budget for alternative education contracts is £4.786m. There is currently a forecast pressure of £0.520m. This reflects increasing requirement for alternative education provision.
- 4.7 The budget for personal budgets is £0.250m. There is currently a forecast pressure of £0.145m. This reflects an increase in the number of personal budgets requested as an alternative to high cost placements.
- 4.8 The budget for Post 16 Further Education High Needs Provision is £2.800m. There is currently a forecast pressure of £0.825m. This reflects demand for placements exceeding the funding provided by central government.
- 4.9 It is proposed to look at the DSG outturn in its totality at the end of 2018/19. It is expected that there will be flexibility to meet an element of the forecast High Needs overspend by underspending on other blocks including the Schools Block or the Early Years block.

## 5. Schools balances

- 5.1 There is a projected decrease in school balances because of schools converting to academies and the use of school balances to fund expenditure within the financial year. Cluster balances are planned to decrease as the Local Authority moves away from funding Special Educational Needs through the cluster model.

Projected School Balances as at March 2019					
	Title/description	April 2018	March 2019	Variance	Schools becoming academies
		£m	£m	£m	£m
1	Nursery	0.007	0.067	+0.060	0.000
2	Primary	11.765	9.239	-2.526	-0.557
3	Secondary	0.562	0.204	-0.358	0.015
4	Special	1.402	2.375	0.973	-0.496
5	Clusters	1.230	0.235	-0.995	0.000
<b>6</b>	<b>Totals</b>	<b>14.966</b>	<b>12.120</b>	<b>-2.846</b>	<b>-1.038</b>



Headroom to fund High Needs cumulative overspend at March 2019 pending repayment			
		£m	£m
1	Schools Balances less transferring to academy	11.082	
2	Forecast Non-teaching activities (part)	1.500	
3	Balance of Building Maintenance Partnership Pool	1.400	
4	Total forecast balances available for offset		13.982
5	Overdrawn High Needs Block April 2019	8.087	
6	Forecast High Needs overspend 2018/19	3.023	
7	Total forecast requiring offset		11.110
8	Headroom for offset (row 4 -row 7)		2.872

5.2 Schools Reserves and Provisions are balances held on behalf of schools for a specific purpose. The usage currently forecast for 2018-19 is for building maintenance required by schools. The Building Maintenance Partnership Pool is currently in the fourth year of a 5-year scheme that schools have the option to buy in to.

Schools Reserves and Provisions				
	Reserve or provision	Balance April 2018 £m	Net Movement	Forecast Balance March 2019 £m
1	Non-teaching activities	0.730	0.000	0.729
2	Building maintenance partnership pool	2.582	-1.182	1.400
3	Sickness insurance scheme	0.000	0.000	0.000
4	Playing surface sinking fund	0.051	0.000	0.051
5	Non-partnership maintenance fund	0.780	-0.108	0.672
6	<b>Totals</b>	<b>4.143</b>	<b>-1.290</b>	<b>2.853</b>

## 6. Capital Programme

6.1 Since the capital programme was approved, there has been both reprofiling to future years from 2018-19 and other changes both in 2018-19 and in future years, as per the table below.

Children's Services Capital Programme					
	Title/description	Approved Budget £m	Reprofiling £m	Other Changes £m	Current capital Budget £m
1	2018-19	87.764	-3.924	10.040	93.880
2	Future Years' 2019-21	45.424	3.924	0.500	49.848

6.2 The main change to the 2018/19 programme is the inclusion of £6.654m of developer contributions. Reprofiling reflects slower than expected progress on a number of schools projects.

6.3 The financing of the capital programme is from a combination of sources. The financing expectations have been updated in line with the changes made to the capital programme.

### Funding of the Children's Services Capital Programme

		2018-19 £m	2019-21 £m
<b>1</b>	<b>Approved Budget</b>	<b>87.764</b>	<b>45.424</b>
	Financed by		
2	Prudential Borrowing	10.427	0.325
3	Revenue and Reserves	-0.029	
4	Grants and Contributions	0.000	
5	Department for Education	58.392	46.412
6	Developer Contributions	22.428	2.532
7	Other	2.662	0.579
<b>8</b>	<b>Total Financing</b>	<b>93.880</b>	<b>49.848</b>

## 7. Risks

- 7.1 The financial forecast is a middle case forecast. There are however risks that will need to be carefully monitored and managed as the financial year progresses.
- Ensuring the delivery of planned transformation projects
  - The planned rapid pace of improvement in practice and delivery
  - The risk of increasing numbers of looked after children and the availability of the most suitable provision for each child
  - The risk of increasing numbers of children requiring high needs funding
  - An increased level of unavoidable legal proceedings and tribunals
  - Management actions being taken expeditiously to achieve the planned effect within the financial year
  - Continued effective working with partners to achieve coordinated and cost-effective services
  - Continuing improvement and development of the front door to serves and the Multi-Agency Service Hub
  - Attracting and retaining suitably qualified teams to deliver a wide range of services

### Officer Contact

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# Children's Services Committee

<b>Report title:</b>	<b>Performance Monitoring 2017-18</b>
<b>Date of meeting:</b>	<b>11 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director of Children's Services</b>
<b>Strategic impact</b> Robust performance and risk management is key to ensuring that the organisation works both efficiently and effectively to develop and deliver services that represent good value for money and which meet identified need.	

## Executive summary

Performance is reported on an exception basis, meaning that only those vital signs that are performing poorly or where performance is deteriorating are presented to committee. Those that do not meet the exception criteria will be available on the Performance section of the Norfolk County Council web site. The four measures which are currently rated as Red, Education Health Care Plan (EHCP), LAC with an up to date health assessment, Relevant and Former Relevant Care Leavers who are in EET and the rate of LAC per 10k of under 18s are discussed later in this report. Whilst the percentage of Care Leavers who are in EET is rated as red, this is because the Local Authority has high aspirations for our young people and has a target of 70%. At 55.8% the performance in this measure continues to be above statistical neighbour (53.6%) and national averages (50%).

This report focusses primarily on data as at end of July 2018 and in addition to vital signs performance. This report contains key performance information that is currently available due to the rebuild of all performance reports. Full reporting will resume in September 2018.

Locality-level performance information will also be available on the Members Insight area of the intranet from September 2018.

## Recommendation:

**Review and comment on the performance data, information and analysis presented in the vital sign report cards and determine whether the recommended actions identified are appropriate or whether another course of action is required.**

# 1. Introduction

## 1.1 Performance dashboard

1.1.1 The performance dashboard provides a quick overview of Red/Amber/Green rated performance for our vital signs over a rolling 12 month period. This then complements that exception reporting process and enables committee members to check that key performance issues are not being missed.

Norfolk County Council

### Children's Services Committee - Vital Signs Dashboard

NOTES:

Green is in line with high performing authorities; Amber within 10% (not percentage points) of high performing authorities; Red being more than 10% worse than high performing authorities.  
 'White' spaces denote that data will become available; 'grey' spaces denote that no data is currently expected, typically because the indicator is being finalised.  
 The target value is that which relates to the latest measure period result in order to allow comparison against the RAG colours. A target may also exist for the current and/or future periods.

Monthly	Bigger or Smaller is better	Jul 17	Aug 17	Sep 17	Oct 17	Nov 17	Dec 17	Jan 18	Feb 18	Mar 18	Apr 18	May 18	Jun 18	Jul 18	Target
{ChS} Percentage of Referrals into Early Help Services who have had a referral to EH in the previous 12 months	Smaller	21.7%	11.3%	11.2%	6.8%	9.4%	10.2%	6.5%	3.0%	6.3%	5.4%	6.1%	7.6%	3.6%	20.0%
		31 / 143	14 / 124	12 / 107	9 / 133	15 / 160	13 / 127	11 / 168	4 / 132	9 / 144	8 / 147	7 / 114			
{ChS} Percentage of Referrals into Section 17 CIN Services who have had a referral to S.17 CIN in the previous 12 months	Smaller	24.0%	24.2%	23.7%	23.7%	23.5%	23.8%	23.9%	24.2%	24.1%	24.2%	23.9%		21.7%	<20%
		1976 / 8110	2071 / 8575	2101 / 8861	2156 / 9109	2189 / 9320	2252 / 9482	2233 / 9341	2240 / 9245	2173 / 9001	2173 / 8963	2182 / 9030			
{ChS} Percentage of Children Starting a Child Protection Plan who have previously been subject to a Child Protection Plan (in the last 2 years)	Smaller	8.4%	9.8%	8.6%	8.4%	8.3%	8.1%	8.1%	8.2%	8.2%	7.5%	7.5%		7.9%	<15%
		87 / 893	83 / 848	70 / 810	89 / 821	67 / 809	66 / 814	70 / 859	71 / 869	69 / 844	66 / 875	67 / 868			
{ChS} Child in Need (CIN) with up to date CIN Plan	Bigger	84.0%	80.0%	75.1%	71.5%	64.7%	62.4%	58.8%	59.1%	65.8%	81.7%				100%
		1052 / 1253	890 / 1112	1022 / 1361	999 / 1387	973 / 1505	979 / 1570	909 / 1544	850 / 1439	917 / 1393	785 / 961				
{ChS} Child Protection (CP) - % children seen	Bigger	70.4%	74.8%	88.8%	90.6%	80.9%	84.7%	82.7%	89.1%	87.3%	83.6%			81.0%	
		359 / 523	272 / 599	336 / 499	338 / 501	295 / 598	354 / 504	440 / 532	521 / 585	508 / 582	498 / 598				
{ChS} LAC with up to date Care Plan	Bigger	96.7%	96.1%	96.8%	97.0%	95.3%	95.6%	94.3%	96.0%	95.7%	94.0%	79.1%		94.9%	
		1061 / 1097	1085 / 1108	1076 / 1111	1082 / 1115	1078 / 1131	1076 / 1125	1085 / 1151	1118 / 1164	1127 / 1178	1108 / 1179	936 / 1184			
{ChS} LAC with up to date Health Assessment (HA)	Bigger	79.4%	79.9%	78.8%	78.1%	78.0%	78.2%	75.1%	78.5%	74.2%	77.4%			80.8%	100%
		602 / 758	614 / 768	611 / 768	613 / 775	610 / 782	604 / 793	604 / 804	613 / 801	596 / 803	627 / 810				
{ChS} Eligible Care Leavers with up to date Pathway Plan	Bigger	84.5%	83.6%	84.8%	84.9%	83.5%	82.3%	83.1%	79.7%	75.6%	78.3%				100%
		176 / 207	181 / 216	179 / 211	180 / 212	177 / 212	181 / 220	187 / 225	189 / 237	183 / 242	183 / 240				
{ChS} Percentage of all young people in EET	Bigger	89.8%	88.6%	84.8%	88.1%	91.6%	91.5%	91.1%	91.0%	90.8%	90.4%		93.9%	92.5%	92%
{ChS} Percentage of Relevant and Former Relevant Care Leavers in EET	Bigger	60.4%	60.3%	62.9%	62.8%	62.6%	61.2%	59.2%	59.2%	58.3%	58.4%			55.8%	70%
Quarterly / Termly	Bigger or Smaller is better	Jun 15	Sep 15	Dec 15	Mar 16	Jun 16	Sep 16	Dec 16	Mar 17	Jun 17	Sep 17	Dec 17	Mar 18	Jun 18	Target

{ChS} Percentage of Children Starting to be looked-after who have previously been looked-after	Smaller					17.6%	10.0%	9.0%	8.3%	7.0%	8.0%	5.3%	6.7%	<15%	
														33 / 493	
{ChS} LAC with up to date Personal Education Plan (PEP)	Bigger	76.7%	63.5%		73.5%	88.1%	78.0%	83.2%	84.2%	89.2%	89.4%	88.5%	88.7%	100%	
					627 / 717	597 / 678	641 / 712	570 / 685	591 / 702	610 / 684	599 / 670	577 / 662	564 / 636		
{ChS} Rate of Looked-After Children per 10,000 of the overall 0-17 population	Smaller	64.0	63.6	63.1	62.5	62.6	62.8	65.5	65.8	65.7	68.2	68.5	69.7	71.0	63.2
{ChS} Increase the percentage of education establishments judged good or outstanding by Ofsted	Bigger			80.0%			87.0%	88.0%	88.0%	89.0%	89.0%	89.0%	89.0%	83.0%	>86%
{ChS} Number of children subject to a Permanent Exclusion	Smaller				116.0	94.0		84.0	132.0	65.0		68.0	71.0	94.0	
{ChS} Percentage of Education, Health & Care Plans completed within timescale	Bigger										7.0%	9.0%	14.0%	12.0%	
<b>Annual (financial / academic)</b>	<b>Bigger or Smaller is better</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Target</b>
{ChS} Percentage of children working at or exceeding the expected standard in Reading, Writing & Maths at KS2	Bigger											50%	57%	59%	64%
{ChS} GCSE attainment	Bigger														Under Development

## **1.2 Report cards (Appendix 1)**

1.2.1 Report cards are currently being produced for vital signs which are below optimal performance. They provide a succinct overview of performance and outlines what actions are being taken to maintain or improve performance. The report card follows a standard format that is common to all committees.

1.2.2 Each vital sign will have a lead officer, who is directly accountable for performance, and a data owner, who is responsible for collating and analysing the data on a monthly basis. The names and positions of these people will be clearly specified on the report cards. They will be agreed in advance of Committee at the Performance Information Group. This meeting is an integral part of the Children's Services performance framework.

1.2.3 Vital signs are reported to committee on an exceptions basis. The exception reporting criteria are as follows:

- Performance is off-target (Red RAG rating or variance of 5% or more)
- Performance has deteriorated for three consecutive months/quarters/years
- Performance is adversely affecting the council's ability to achieve its budget
- Performance is adversely affecting one of the council's corporate risks.

1.2.4 Vital Signs performance is reported on an exception basis using a report card format, meaning that only those vital signs that are performing poorly or where performance is deteriorating are presented to committee. To enable Members to have oversight of performance across all vital signs, all report cards will be made available to view through Members Insight. To give further transparency to information on performance, for future meetings it is intended to make these available in the public domain through the Council's website.

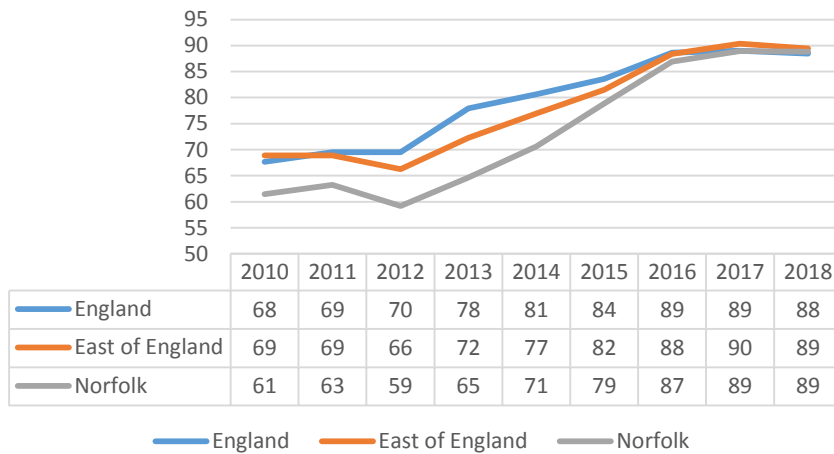
## **2. Impact of Support for Education Improvement**

### **2.1 Ofsted Outcomes**

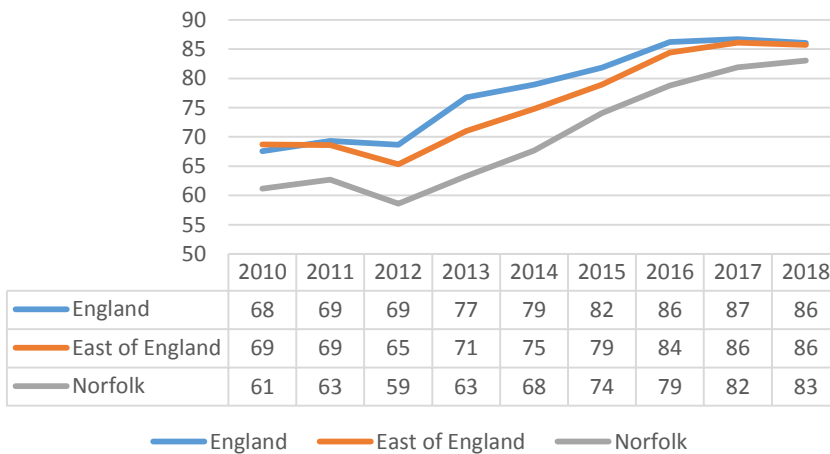
#### **2.1.1 Schools:**

Ofsted have changed their methodology for reporting school inspection at LA and national level and now include the previous Ofsted judgement for schools that have been sponsored or re-brokered as an academy in statistical releases. The percentage of Norfolk schools judged Good or Outstanding under this methodology is 83% compared to a national average of 86%. As Norfolk has a higher proportion of schools without an Ofsted designation, waiting to be inspected, Norfolk's average is below that of the national.

### % Good Schools, out of all schools with an Ofsted Judgement



### % of Good Schools - including predecessor grades of schools sponsored as academies



However, the percentage of Norfolk schools judged Good or Outstanding, as a percentage of schools with a judgement, remains unchanged at the national average of 89%.

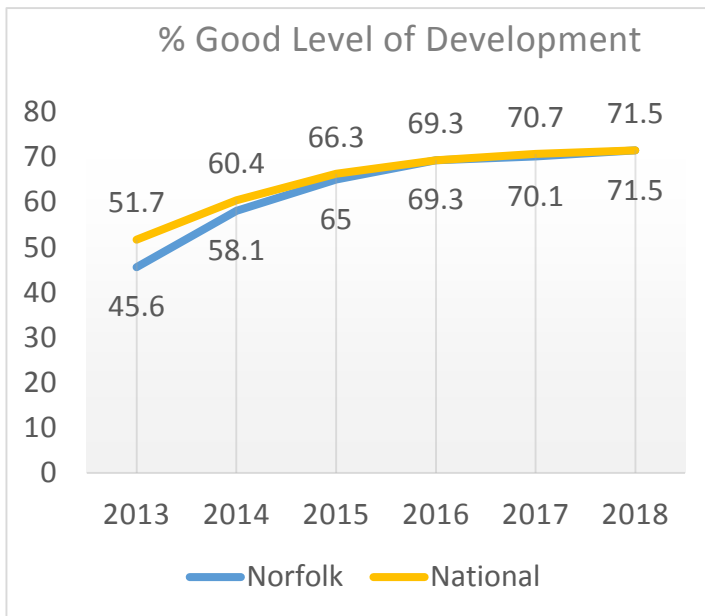
### 2.1.2 Early Years Providers:

The percentage of early years providers judged good or outstanding continues to be above national averages at 97% of Early Years settings (national 95%) and 98% of childminders (national 94%).

### 2.1.3 Education Outcomes:

Early Years Foundation Stage Profile (Age 5)

Outcomes at age 5 in school reception classes continue to improve. 71.5% of children in 2018 reached the expected Good Level of Development. This is the same as the NCER calculated national average for 2018.

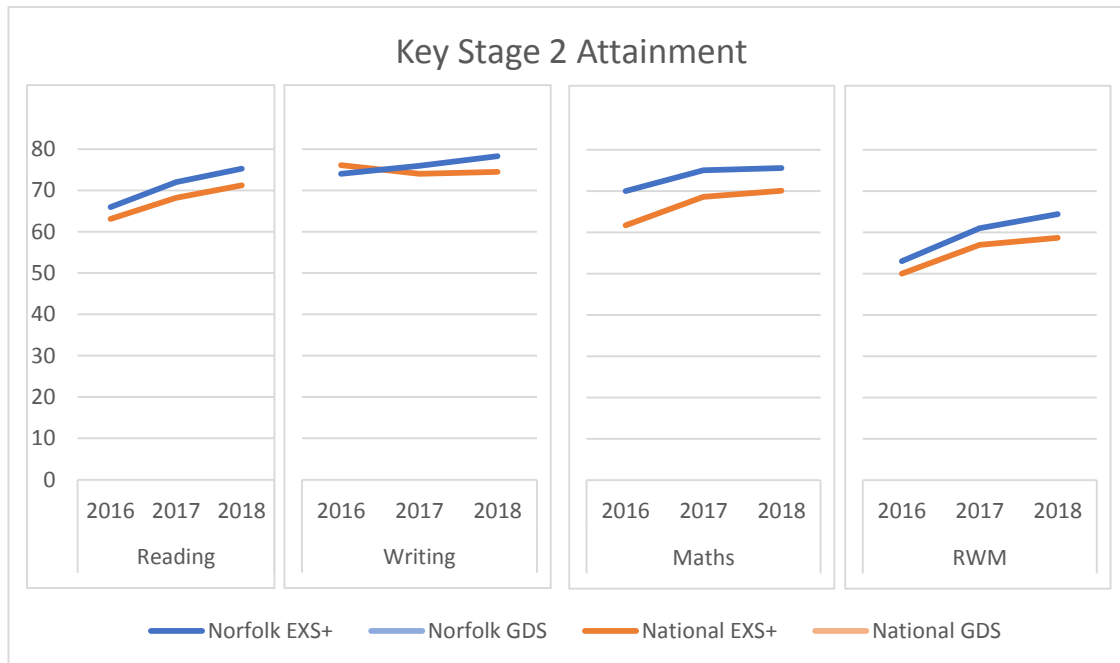


2013 – 2017 data from DfE SFR60/2017, 2018 data calculated by NCER



## 2.1.4 Key Stage 2 Tests and Teacher Assessment (End of Primary phase - Age 11)

Interim data from DfE shows an improvement in the percentage of pupils reaching expected standards in reading, writing and mathematics in Norfolk and nationally. Validated results, normally released late in the Autumn term, are usually slightly higher (in Norfolk and nationally). The gap between the attainment of Norfolk pupils and their peers remains similar to previous years.



	Reading			Writing			Maths			RWM		
	'16	'17	'18	'16	'17	'18	'16	'17	'18	'16	'17	'18
<b>Norfolk</b>	64%	68%	71%	77%	74%	75%	62%	69%	70%	50%	57%	59%
<b>National</b>	66%	71%	75%	74%	76%	78%	70%	75%	76%	53%	61%	64%

2016 Data from DfE SFR6/2016

2017 data from DfE SFR69/2017

2018 National data from National curriculum assessments at Key Stage 2 in England, 2018 (interim) 2018 Norfolk data calculated by NCER

## 2.1.5 Post 16 Participation

Current NEET figures are less reliable than usual due to the time it takes to establish the education, employment or training status of the young people who have recently left school or college. Once the new term gets underway, we will be able to report more accurate figures for participation than are available over the summer period. At the end of July 2018 the combined percentage of young people who were NEET and whose destination is unknown was 7.5% compared to the most recent national figure of 6.1% (from June).

Our current priority is supporting those young people leaving school who are at risk of becoming NEET. This is called the 'September Guarantee' and requires us to ensure that all year 11 and 12 leavers have a suitable offer of learning by the end of September.

## 2.1.6 Exclusion

	2015-2016			2016 - 2017			2017-2018		
	Aut	Spr	Sum	Aut	Spr	Sum	Aut	Spr	Sum
<b>Primary</b>	31	31	21	33	16	22	22	17	26
<b>Secondary</b>	81	61	63	98	49	41	75	50	68
<b>Special</b>	1	1				1			
<b>Total</b>	<b>113</b>	<b>93</b>	<b>84</b>	<b>131</b>	<b>65</b>	<b>64</b>	<b>97</b>	<b>67</b>	<b>94</b>

As can be seen from the table above, there have been an unusually high number of permanent exclusions late in the year. The Summer 2017-18 figures include many exclusions that remain in the period when governors or an independent review could overturn the exclusion, so the final figure could be lower.

A full and detailed report on permanent and fixed term exclusions, and other movement of pupils in and out of schools is being prepared for the next committee meeting.

We are piloting sharing school level data on exclusion and pupil movement between secondary schools. Our newly appointed Inclusion Challenge Partners will also use this data to support schools to develop more inclusive approaches and reduce the use of exclusion.

## 3 Early Help

- 3.1 The number of cases open to Early Help Family Focus teams across the county has risen slightly, with Family Focus teams holding 705 cases at the end of July 2018. Early Help Practitioners were supporting 1650 children and young people through these cases.
- 3.2 The implementation of the new Front Door for safeguarding worries about children and young people is going well. The Head of Services and Partnerships with responsibility for the Early Help team in the new service, has been working with the two newly appointed team managers, to recruit a team of Pathway Advisors. When the social care team have triaged a case, and there is no immediate safeguarding concern, the Pathway Advisors will talk with parents, and partner agencies, to help decide whether the case sits with a Family Focus Family Practitioner, or with one of our early help partners. All referrals will be by phone, and will be an exciting development for safeguarding children and young people in Norfolk.
- 3.3 Colleagues in Public Health are bringing together partners for a bid to Central Government for additional resources for children and young people who have witnessed or experienced domestic abuse. 29% of the families supported in Early Help Family Focus have domestic abuse as the primary reason for referral, and as a contributory factor in many more cases. The Head of Services and Partnerships with responsibility for domestic abuse support in Norfolk will be a key professional working on the bid, to create a sustainable model of support for children and young people affected.
- 3.4 As of May 2018 there were 1,637 children and young people receiving targeted early help. This is a steady increase from 1421 in October 2017. This underpins our overriding service philosophy to enable families to benefit from effective targeted family focus and community early help which is far reaching and engaging with more families.
- 3.5 To measure and evaluate the impact of the work we do we use a variety of outcome stars. The analysis from this indicates that the majority of our intervention is effective in supporting parents/carers with particular regard to managing their children's emotional and behavioural needs. Our recent analysis shows that:

- Early years average scores from 26 stars, (clients who are current clients and those who have left in the past 6 months) shows families rating improvement in all areas from the first star completed to the most recent (or last), significant improvement is seen in 'boundaries and routines', 'child development' and 'home, money and work'.
- The My star averages from 205 children and young people, shows improvements are made in all areas in similar increments, with 'feelings and behaviour' showing the most change in rating.
- The 131 'Family Star Plus' outcomes show families ratings improvements in 6 of the 10 categories, with 'Your well -being, 'meeting emotional needs' and 'boundaries and behaviour'.

Phase 2 of the Liquid Logic implementation will see the Outcome Star embedded in the EHM system for improved efficiency of use and application.

3.6 The following performance information indicates an increase month on month of requests for EHFF support and aligned to the increase in demand, the increase in numbers of cases actively worked. Pleasingly re-referrals have declined with a hypothesis that our earlier intervention has supported families to manage need independently of ongoing intervention.

Measure	Reporting Period						Target
	Feb-18	Mar-18	Apr-18	May-18	Jun-18	Jul-18	
No of Requests for Support to EHFF	208	229	182	Data Unavailable	237	279	-
Number of new cases opened to team over the last month	132	144	147		157	169	-
No of cases active to EHFF	664	720	674		687	724	-
No of children being supported within EHFF cases	1555	1637	1522		1600	1650	-
% of new EHFF cases that are re-referrals into early help	3.0%	6.3%	5.4%		7.6%	3.6%	20%
% of new EHFF cases that have stepped down from social care	28.0%	26.4%	30.6%		31.8%	29.6%	-

## **4. Social Work - Revised reports are currently being built and will be available from October 2018.**

### **4.1 Contact and Referrals**

4.1.1 At present we do not have full data regarding the number of contacts received in July 18, however we do know that 642 referrals were made to our social work teams. This is less than the number of referrals received in July 17 (717) which was the start of an unusual period of high referral rates over the summer and early autumn. We are hopeful that this lower number of referrals will continue in the coming months and be fully sustained once the changes to our front door are embedded from October 2018

### **4.2 Assessments**

4.2.1 Available data suggests that our rolling 12-month rate of assessments per 10k population under 18 is now circa the National Average of 515 per 10k population under 18, which would mean we continue to complete more assessments per 10k population than our statistical neighbours (463.1). It is envisaged that the review and redesign of our front door arrangements will be impactful throughout the children's system, particularly assessment teams.

4.2.2 The authorisation of social work assessments within 45 working days needs to continue to improve and is a KLOE in all localities. Data suggest July's performance was circa 62% which is lower than our statistical neighbour (83.8%) and national (82.9%) averages. However weekly performance monitoring by the SW Senior Leadership team is now in place and we have seen week on week reductions in the number of open Social Work Assessments that have gone over 45 working days in most localities. We therefore expect to see performance data in this measure show improvements in the coming months. Alongside this the revised performance management framework implemented whereby accountability for improvement in performance areas of concern are robustly monitored and challenged. A series of workshops for assessment teams covering performance, process and practice are also being delivered.

### **4.3 Child in Need**

4.3.1 Performance data suggests that at the end of July, most children (77%) who have been assessed as needing ongoing involvement from a social care team under section 17 (child in need) of the Children Act have an up to date plan which is reviewed in a timely way. Reporting is still being refined to ensure we have captured the true figure for this measure and as such we are hopefully that the performance is better than the data we currently have.

### **4.4 Child Protection (CP)**

4.4.1 The number of children subject to CP plans has fallen from April 18's rate of 38.2 per 10k of under 18s, to circa 36.5 (622 children as at the end of July 18) and we remain below our statistical neighbour (43.9) and national (43.3) averages. There are localities with a larger cohort of children subject to child protection planning, however this is not unexpected across a diverse County such as Norfolk.

4.4.2 Our percentage of children who have become subject to a CP plan for a second or subsequent time continues to fall, from 8.4% in July 2017 to 7.9% in July 18. The percentage of children subject to child protection planning for over 2 years is very low, and we have seen a decrease in the number of children on CP plans for over 18 months (from 30 in April 18 to 18 in July 18). This is not a widespread concern but one that we need to keep under review.

4.4.3 As at the end of July 18, 81% of children on CP plans had been seen within 20 working days which is in line with performance seen since the start of the year and higher than in July 17. Whilst we have a best practice timescale of 10 day visiting, 20 working days is the statutory requirement and for many families making progress and sustaining change this is entirely right.

#### 4.5 Looked After Children

4.5.1 The number of Looked After Children at the end of July was 1201. Whilst we know that LAC numbers did increase nationally between 15/16 and 16/17, Norfolk's rise in rate per 10k population of under 18s is significantly higher than that seen on a national & statistical neighbour level (62 per 10k to 65 per 10k in the same period and now 71.1) and is higher than our statistical neighbours (53.4). Through detailed analysis we know that over the past year there have been very few months where LAC cease numbers are close to or exceed the number of starts for any sustainable period of time. To fully understand the story behind the number of Looked After Children there continue to be a number of activities underway. These include the weekly LAC tracker which is being further developed to allow for more robust scrutiny and challenge, and a monthly analysis of all LAC starts and ceases, age, exit routes from care and time spent in care. This work, together with the review of our front door arrangements and a transformation programme work stream, is working tirelessly to understand why numbers are increasing, in what circumstances could alternative support to a family have prevented their child coming into care, and what resources are needed to secure safe care outside of being looked after for some children who are currently in our care.

4.5.2 Performance regarding ensuring our Looked After Children have an up to date Care Plan continues to be very good with 94.9% of looked after children across the county with an up to date looked after child plan.

4.5.3 The percentage of children having an Initial Health Assessment within 20 working days of becoming LAC continues to be an area for improvement. Data held by the CS QA Hub indicates of the Looked After Children who reached 20 working days in care in month to 26/07/2018 80.8% had an Initial Health Assessment completed. We have also seen a small increase in the percentage of children who have been LAC for 12 months or more having a health assessment in the past year (from 77.4% in April to 81% in July 18)

#### 4.6 Care Leavers

4.6.1 At 60.8%, performance regarding our Care in Education, Employment or Training continues to be good and above statistical neighbour (53.6%) and national averages (50%) and we continue to support our workforce to be creative and tenacious in helping young people reach their full potential. Most (84.6%) Relevant and Former Relevant Care Leavers have a Pathway Plan.

#### 4.7 Caseloads

4.7.1 The average caseload in Norfolk is currently 15. As at the end of July 18 eight social workers had high caseloads of 30+, all of whom were in assessment teams. 33% of social workers have over the caseload policy for their team type, although this varies across localities from 13% to 45%. By definition caseloads in assessment teams are higher given flow of work through the system. The recruitment of social workers to vacant posts has improved this year and assuming current recruitment activity is maintained vacancy rates will be reduced to levels where caseloads will be within range.

\* Eligible care leavers are young people aged 16 or 17 who are currently looked after

\*\* Relevant care leavers are young people aged 16 or 17 who have been **eligible** care leavers

\*\*\* Former relevant care leavers are Young People aged 18-21 who have been **eligible** and/or **relevant** care leavers

## **5. Financial Implications**

5.1 As requested, this is now contained in a separate report.

## **6. Issues, risks and innovation**

6.1 As requested, this is now contained in a separate report.

### **Officer Contact**

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

Performance Officer Name: Andy Goff.  
Telephone: 01603 223909  
Email: [andrew.goff@norfolk.gov.uk](mailto:andrew.goff@norfolk.gov.uk)



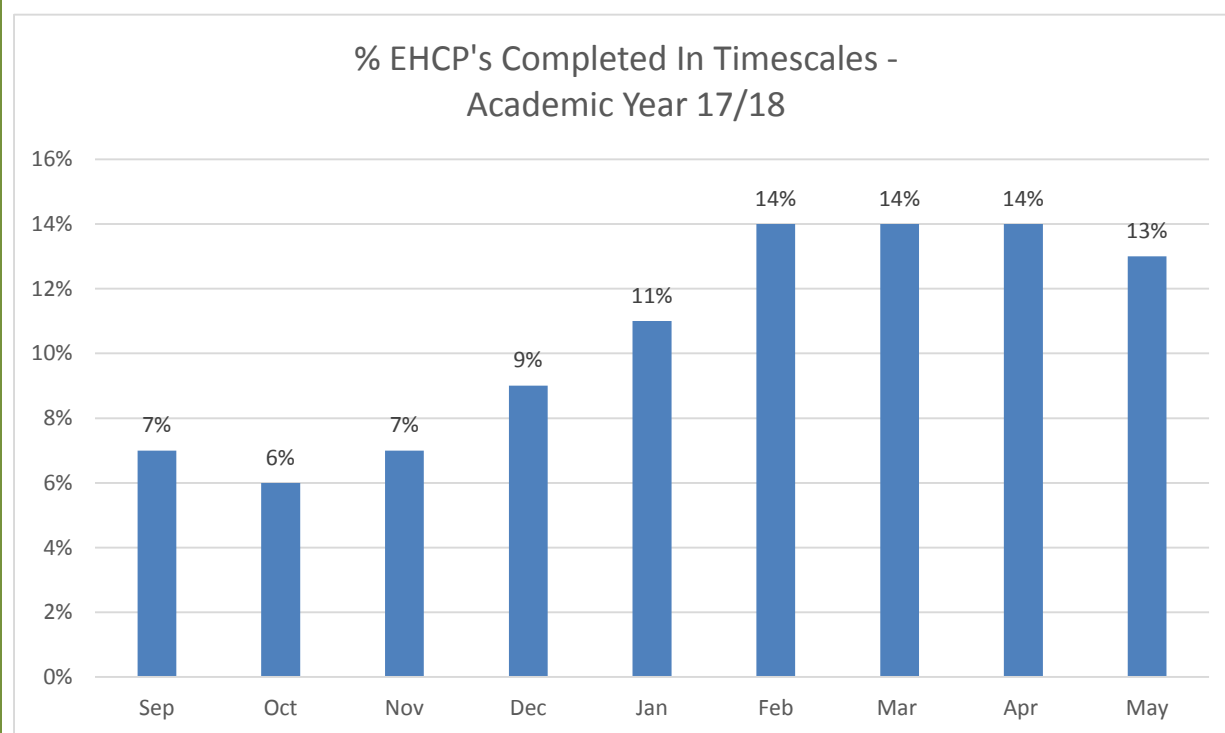
If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

## % of Education Health Care Plans (EHCP) completed within the required timescale

### Why is this important?

Completion/conversion of the EHCP within required timescales in order to establish and secure best possible outcomes across education, health and social care. DfE requested all Statements of SEN to transfer to EHCP by 31<sup>st</sup> March 2018 for all Local Authorities (LA), Norfolk had 68 cases remaining of a total caseload of approximately 4500; i.e. Local Authorities' had 3.5 years to convert all cases and Norfolk started that time period with in excess of 4500 and converted 99%+ within timescale. Of the remaining 68 cases at end of March 2018 there is only 1 remaining case at end of August 2018.

### Performance



### What is the background to current performance?

- Although improved from performance in 2016 (5.8%), the %EHCPs completed within the 20 week timescale still lags significantly behind the national average.
- The number of EHCP plans issued has increased from 501 in 2016 to 726 in 2017 (calendar year)
- Referral rates have increased to over 1000 per year (previous years average referrals were 650)
- DfE targets for all LA's is 90% and the national average had been 55%. These are the interim (55%) and stretch (90%) targets for Norfolk, therefore.
- Last full quarter performance was 14% for Norfolk with 3 quarters remaining to increase performance to 55%. Current performance, year to date, is within a range of 12.3% and 15.1% (including/excluding exceptions respectively).

### What will success look like?

- The percentage of EHCP completion/conversion continues to increase month by month so that by December 2018 55% are completed within the required timescale, average performance for the calendar year. With a 90% target starting January 2019.

### Action required

- Additional staffing capacity currently in place
- Ongoing changes to process to ensure reduced duplication and increased efficiency
- Professional reports provided to LA on time

Responsible Officers

Lead: Michael Bateman, Head of Education High Needs SEND Service

Data: Jackie Goodson, Synergy Systems Officer, Education Achievement



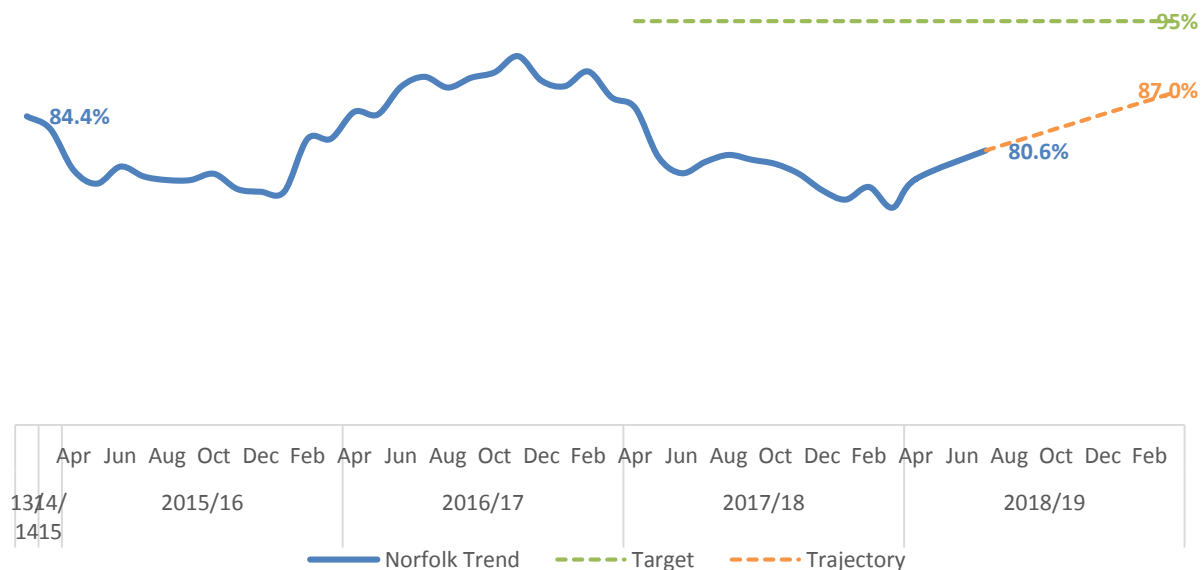
## Children who have been looked-after for 12 or more months with up to date Health Assessment (HA)

### Why is this important?

Looked-After Children are among the most vulnerable in our society, a great many of whom have experienced neglect or abuse. Regular Health Assessments ensure that any emerging health issues are identified and appropriately managed.

### Performance

Percentage of LAC for 12+ months with up-to-date Health Assessment:



### What is the background to current performance?

- Capacity issues for health partners, combined with increases in LAC starters requiring initial health assessments had seen performance in this area decline between April & December 2017; however, activity since the start of 2018 has seen sustained performance improvement over the last 6 months.
- NCH+C have recruited an additional LAC nurse to undertake this activity.
- In the last year LAC start information has been shared with health colleagues to enable pre-planning of required health assessment appointments.
- Current gate keeping arrangements have supported the improvement as children who have a delayed HA are identified early and their worker, team manager and head of social work notified. All reasons for delay are catalogued.

### Action required

- QA LAC Health Hub to continue their work with health partners to highlight those children & young people due / overdue a health assessment.
- CSC and health partners to work together in coproducing material for workers to enable them to fully understand the statutory timeframe and the importance to all LAC.
- The above activity to be extended to include all foster and residential placement staff.

### What will success look like?

- Almost all children who have been looked-after for 12 months or more will have had their health assessment in timescale, in line with the top performing 25% of local authorities in England.
- The target is for 95% of children who have been looked-after for 12 or more months to have had a timely Health Assessment by the end of December 2018.



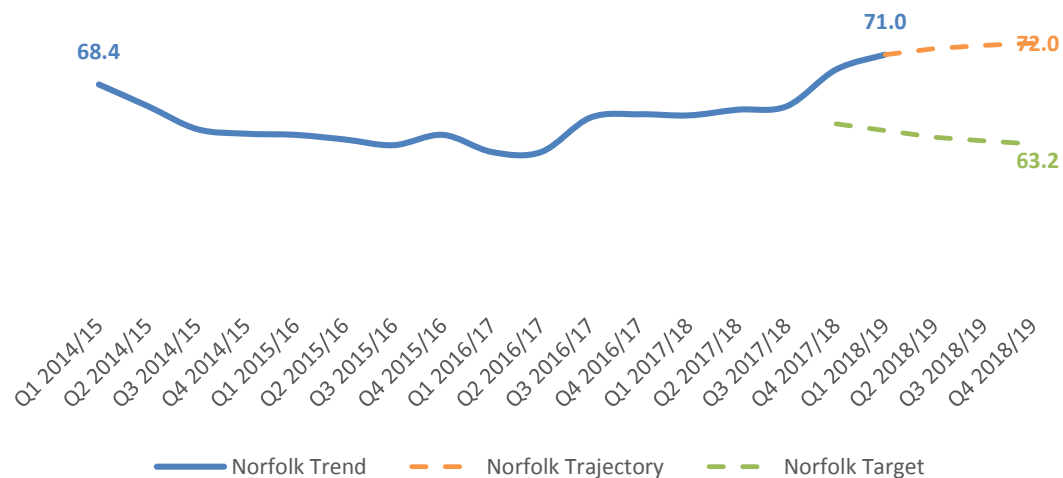
## Rate of Looked-After Children per 10,000 of the overall 0-17 population

### Why is this important?

Norfolk has many more LAC than its statistical neighbours and we have implemented a strategy to reduce the levels of LAC. LAC rate per 10k is a key indicator in assessing the success of that investment. The LAC rate also provides an indication of the success of the wider children's system.

### Performance

#### Rate of Looked-After Children per 10,000 of the overall 0-17 population



### What is the background to current performance?

- Historically Norfolk has had a high rate of LAC, and while numbers reduced between 2014 & 2016, increases have been seen over the past two years, to their current peak in March. Whilst there have been increases in LAC numbers across England leading to record numbers of LAC nationally. Closer examination of performance information would suggest that whilst our numbers of children coming in to care is not necessarily higher than other local authorities, our children seem to stay in care for longer – sometimes until they attain care leaving age.
- The number of Looked After Children at the end of at end of July was 1201. Norfolk's rise in rate per 10k population of under 18s is higher than that seen on a national & statistical neighbour level (62 per 10k to 65 per 10k in the same period and now 71.1) and is higher than our statistical neighbours (53.4). Through detailed analysis we know that over the past year there have been very few months where LAC cease numbers are close to or exceed the number of starts.
- Understanding and addressing our Looked After Children numbers remains a priority and a key element of our Transformation programme.

### Action required

- Continue to strengthen Norfolk's Early Help offer to ensure families receive help as soon as it is required, working to enhance their strengths & overcome issues so they can remain together.
- Where appropriate and desired, work with current LAC and their families to enable them to have the skills & understanding to live together again.
- Where appropriate and in the best interests of the child, promote adoption and special guardianship as a means of securing permanence for children.
- For children who cannot be safely reunited with their families to ensure that they are properly matched with their long-term care givers and that this means of permanence is tested to ensure it is enduring.
- Continue with the monthly analysis of our LAC cohorts.

### What will success look like?

- The rate of Looked-After Children per 10k 0-17s is in line with rates in other similar local authorities within England and our statistical neighbours.

- To have oversight of plans for young people to return home

Responsible Officers

Lead: Phil Watson    Data: Andy Goff

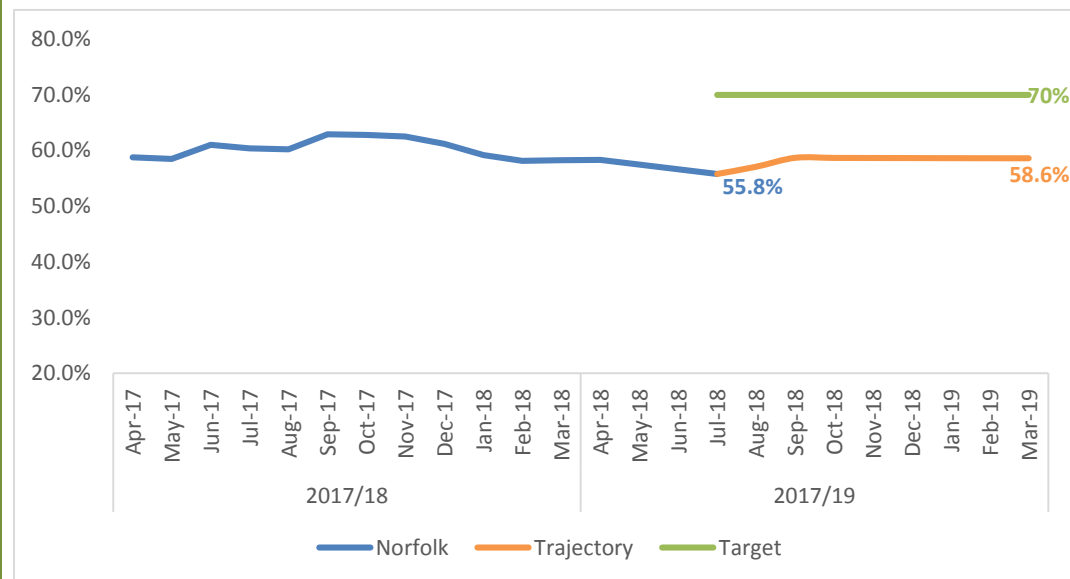
## Relevant & Former Relevant Care Leavers (aged 19-21) in Employment, Education or Training

### Why is this important?

As corporate parents, Norfolk county Council has high aspirations for young people formerly in our care. High levels of engagement in education, employment or training among our care leavers improves their outcomes both in terms of their self-esteem and life goals.

### Performance

Percentage of Relevant & Former Relevant Leavers aged 19-21 EET:



### What is the background to current performance?

- At the end of March 2017, data submitted to the Department for Education suggest only 46% of Norfolk's 19-21 year-old care leavers were engaged in employment, education or training (compared with around 55% across England). As of July 2018 Norfolk is broadly in line with the national average.
- Focussed work with young people and education providers resulted in Norfolk's performance in this area peaking at over 62.5% in September. While there has been a slight decrease since then, this is consistent with courses finishing at the end of the academic year and natural turnover as young people review their choice of course over time. Young people will take up new courses in September and this is not yet reflected in this data.
- 29 young people were engaged in post-A Level (equivalent to degree-level) education as at the end of July 2018, a reduction of 2 from the same period in 2017

### Action required

- Continue to work relentlessly with education providers, young people and partners to identify and resolve barriers to participation.

### What will success look like?

- The percentage of 19-21 year-old care leavers engaged in some form of employment, education or training will be well-above the national average, showing Norfolk .

### Responsible Officers

Lead: Phil Watson    Data: Andy Goff



# Children's Services Committee

<b>Report title:</b>	<b>Committee Forward Plan and update on decisions taken under delegated authority</b>
<b>Date of meeting:</b>	<b>11 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director of Children's Services</b>
<b>Strategic impact</b> Providing regular information about key service issues and activities supports the Council's transparency agenda and enables Members to keep updated on services within their remit. It is important that there is transparency in decision making processes to enable Members and the public to hold the Council to account.	

## Executive summary

This report sets out the Forward Plan for Children's Services Committee. The Forward Plan is a key document that enables Members to shape future meeting agendas and items for consideration. Each of the Council's committees has its own Forward Plan, and these are published monthly on the County Council's website. The current Forward Plan for this Committee is included at Appendix A.

This report is also used to update the Committee on relevant decisions taken under delegated powers by the Executive Director (or her team), within the Terms of Reference of this Committee. There are no relevant delegated decisions to report to this meeting.

### Recommendations:

- 1. To review the Forward Plan at Appendix A and identify any additions, deletions or changes to reflect key issues and priorities the Committee wish to consider.**

## 1. Proposal

### 1.1. Forward Plan

- 1.1.1. The Forward Plan is a key document for this committee in terms of considering and programming its future business.
- 1.1.2. The current version of the Forward Plan is attached at Appendix A.
- 1.1.3. The Forward Plan is published monthly on the County Council's website to enable service users and stakeholders to understand the planning business for this Committee. As this is a key document in terms of planning for this Committee, a live working copy is also maintained to capture any changes/additions/amendments identified outside the monthly publishing

schedule. Therefore, the Forward Plan attached at Appendix A may differ slightly from the version published on the website. If any further changes are made to the programme in advance of this meeting they will be reported verbally to the Committee.

## 1.2. **Delegated decisions**

- 1.2.1. The report is also used to update on any delegated decisions within the Terms of Reference of this Committee that are reported by the Executive Director as being of public interest, financially material or contentious. There are no relevant delegated decisions to report for this meeting.

## **Evidence**

- 2.1. As set out in the report and appendices.

## **3. Financial Implications**

- 3.1. There are no financial implications arising from this report.

## **4. Issues, risks and innovation**

- 4.1. There are no other relevant implications to be considered by Members.

## **5. Background**

- 5.1. N/A

## **Officer Contact**

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

**Officer name** : Sara Tough

**Tel No.** : 01603 222600

**Email address** : sara.tough@norfolk.gov.uk



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011

(textphone) and we will do our best to help.



## Work programme for service committees

These are the items that service committees may need to consider or make a decision on.

### Children's Services Committee

Issue/Decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
<b>11 September 2018</b>			
Finance Monitoring Report			Dawn Filtness
Committee Forward Plan and update on decisions taken under delegated authority			Sara Tough
Performance Monitoring report			Andy Goff
Children's Transformation Programme			James Wilson
Strategic and Financial Planning 2019-20 to 2021-22			Paul Cook / Dawn Filtness
Review of Children's Services MASH			Phil Watson
<b>16 October 2018</b>			
Finance Monitoring Report			Dawn Filtness
Committee Forward Plan and update on decisions taken under delegated authority			Sara Tough
Performance Monitoring report			Andy Goff
Budget Planning			Dawn Filtness
Risk Register			Andy Goff
Assessment Timescales			Phil Watson
Exclusions Report			Chris Snudden
<b>13 November 2018</b>			
Finance Monitoring Report			Dawn Filtness
Committee Forward Plan and update on decisions taken under delegated authority			Sara Tough
Performance Monitoring report			Andy Goff

## Work programme for service committees

These are the items that service committees may need to consider or make a decision on.

Issue/Decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
Capital Programme			Seb Gasse
Annual Review of the Norfolk County Council Adoption Agency		To challenge the service on performance and outcomes achieved, and approve the statement of purpose	Peter Ronan
Annual Review of Norfolk's Residential Children's Homes		To challenge the service on performance and outcomes achieved, and approve the statement of purpose.	Peter Ronan
Annual Review of Norfolk's Fostering Service		To challenge the service on performance and outcomes achieved, and approve the statement of purpose.	Peter Ronan
Recruitment & Retention			Elly Starling
SEND Sufficiency & Transformation Strategy			Michael Bateman
<b>22 January 2019</b>			
Finance Monitoring Report			Dawn Filtness
Committee Forward Plan and update on decisions taken under delegated authority			Sara Tough
Budget Planning			Dawn Filtness
Performance Monitoring report			Andy Goff
Determination of 2020/21 Admissions arrangements			Sebastian Gasse
Local Growth & Investment Plan			Seb Gasse
Children's Centre Consultation			Sarah Jones
<b>12 March 2019</b>			
Finance Monitoring Report			Dawn Filtness
Committee Forward Plan and update on decisions taken under delegated authority			Sara Tough

## Work programme for service committees

These are the items that service committees may need to consider or make a decision on.

Issue/Decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
Performance Monitoring report			Andy Goff
Validated Post 16 Education Outcomes			Seb Gasse
Review of Children's Services MASH			Phil Watson

