

# Children's Services Committee

Date: **Tuesday, 14 November 2017**

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 R Price

Mr S Dark - Vice-Chairman      Mr M Smith-Clare

Mr J Fisher                                      Mr B Stone

Mr R Hanton                                      Mr V Thomson

Mr E Maxfield                                      Mrs S Young

## **Church Representatives**

Mrs H Bates                                      Mr P Dunning

**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. To confirm the minutes of the Children's Services Committee meeting held on 17 October 2017.

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3. **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.

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 9 November 2017**. For guidance on submitting public question, please view the Consitution at [www.norfolk.gov.uk](http://www.norfolk.gov.uk).

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 9 November 2017**.

<b>7. Children's Services Finance Monitoring Report Period 6 (September) 2017-18</b>	<b>Page 17</b>
Report by the Executive Director of Children's Services.	
<b>8. Vulnerable Child Social Impact Bond</b>	<b>Page 32</b>
Report by the Executive Director of Children's Services.	
<b>9. Schools' Capital Programme 2017-2020</b>	<b>Page 42</b>
Report by the Executive Director of Children's Services.	
<b>10. Update on School Exclusions</b>	<b>Page 49</b>
Report by the Executive Director of Children's Services.	
<b>11. Developing Norfolk's Education Landscape</b>	<b>Page 54</b>
Report by the Executive Director of Children's Services.	
<b>12. Forward Plan</b>	<b>Page</b>
Item withdrawn.	

### **Group Meetings**

Conservative	9:00am	Leader's Office, 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: 09 November 2017



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## **Children's Services Committee**

**Minutes of the Meeting Held on Tuesday 17 October 2017  
10am, Edwards Room, County Hall, Norwich**

### **Present:**

Mrs P Carpenter – Chairman

Ms E Corlett

Mr S Dark – Vice-Chairman

Mr J Fisher

Mr C Foulger

Mr R Hanton

Mr G Middleton

Mr M Sands

Mr M Smith-Clare

Mr E Seward

Mrs A Thomas

Mr V Thomson

Mrs S Young

### **Church Representatives:**

Mr P Dunning

## **1 Apologies and substitutions**

- 1.1 Apologies were received from Mr D Collis (Mr M Sands substituted); Mr B Stone (Mr C Foulger substituted); Mr R Price (Mrs A Thomas substituted); Mr E Maxfield (Mr E Seward substituted) and Mrs H Bates (Co-Opted Church Representative).

## **2 Minutes**

- 2.1 The minutes of the Children's Services Committee meeting held on Tuesday 12 September 2017 were agreed as an accurate record by the Committee and signed by the Chairman.
- 2.2 The updated actions from the last meeting would be circulated to the Committee.
- 2.3 In reply to the question raised at the last meeting by Ms Corlett about the division between primary and high school exclusion ages, the Assistant Director Education advised that the number of pupils waiting for full-time provision had changed since the last meeting and that an up-to-date list by pupil age would be circulated to the Committee.

## **3 Declarations of Interest**

Mr V Thomson declared an other interest as his son was subject to an Education Health and Care Plan (EHCP) administered by Norfolk County Council.

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.

Mr M Sands declared an other interest as his wife was a teacher at Free School Norwich.

Mr C Foulger declared an interest as his son and daughter-in-law were teachers.

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

- 4.1 The Committee **agreed** to consider the urgent item raised by Ms E Corlett, to consider what the Care Quality Commission (CQC) Report, published on 13 October and placing Norfolk and Suffolk NHS Foundation Trust (NSFT) back in special measures, meant for the children and young people in Norfolk. Ms Corlett also asked the Committee to consider what it could do on behalf of all the children in Norfolk and whether the outstanding actions from the Children & Young People Mental Health Task and Finish Group should be reviewed.
- 4.1.1 Members agreed that this was a very serious issue as there were a lot of young people who were facing challenges which may not meet the threshold of intervention for mental health services.
- 4.1.2 The Chairman of the Committee welcomed Mr D Ashcroft, Chairman of Norfolk Safeguarding Children's Board who said he shared the Committee's frustration that progress was not being made quickly enough and urged the Committee to consider how it could help, as the CQC report provided an excellent opportunity to work with key partners to commission an effective range of services.
- 4.1.3 The Interim Executive Director of Children's Services advised that, along with some Councillors, he had recently attended a National Children and Adult Services Conference in Bournemouth where the issue of resourcing to Child and Adolescent Mental Health Services (CAMHS) posts nationally had been recognised. He added that a plan to recommission CAMHS provision was being developed and a report would be brought to the Committee in the future about recommissioning the CAMHS service. The Committee welcomed the opportunity to consider a report at a future meeting and the Chairman said that the possibility of setting up a Task and Finish Group could be debated at that time.
- 4.2 The Chairman raised an additional item of urgent business which had recently arisen in her Division, about the safeguarding policies and training in place at District Councils for people who applied for taxi licences. The Chairman asked Members of the Committee to check that their local District Council had policies in place. Mrs Young confirmed that she was a Member of the Licensing and Appeals Committee and that King's Lynn and West Norfolk Borough Council had adopted appropriate policies.

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

- 5.1 The public questions received and the responses are attached at Appendix A.
- 5.2 As a supplementary question, Ms A Gould asked if the Council agreed that there should be an option to secondary education provision over the two existing Great Yarmouth/Southtown sites.

The Assistant Director Education replied that Norfolk County Council's duty was to provide a sufficient number of school places for children to access education

provision and that it was not the responsibility of the local authority to insist how that provision should be delivered.

5.3 Mr P Smith asked the following supplementary question:

“120 Children living in the Southtown and Cobholm areas of Great Yarmouth will otherwise require a 5 mile journey to access secondary school places, which we believe to be environmentally damaging and also not reflective of the needs of an urban residential area. Does the committee agree this demonstrates a clear need for these secondary school places at both Trafalgar College and Great Yarmouth Charter Academy to be protected?”

The Head of Place Planning and Organisation, Children's Services responded that any secondary school should be of sufficient size to provide a varied curriculum and sufficient pupil capacity. As part of the planning process, the planning authority would need to satisfy itself about the sustainability of the travel plans as well as access arrangements for vehicles and children before approving any planning application.

5.4 As a supplementary question, Ms G Kendrick asked how it was acceptable, when no consultation had taken place, as stipulated in the Admissions Act.

The Head of Place Planning and Organisation, Children's Services advised that Academies were their own admission authority and had their own admissions policy.

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

6.1 The Local Member questions received, together with the responses, are attached at Appendix B.

## **7 Integrated Performance and Finance Monitoring 2017-18.**

7.1 The Committee received the report by the Interim Executive Director of Children's Services setting out the performance data, information and analysis presented in the vital sign report cards.

### **7.2 Impact of Support for Education Improvement**

7.2.1 The Assistant Director Education advised that the validated Key Stage 4 data was not yet available, although unvalidated results indicated Norfolk schools remained slightly below national average. The Committee would receive more detail at its next meeting. With regard to Exclusions, the Assistant Director Education advised that a needs analysis had been carried out and the Committee would be receiving a more detailed statement at its next meeting.

7.2.2 In response to questions from the Committee, the following points were noted:

7.2.2.1 Any known inappropriate practices carried out by some schools asking children, in danger of being excluded to leave before they were excluded, leaving them without a school place, were being monitored. Following a recent restructure within Children's Services, a team had been established to monitor children missing from education and those young people who were being home-schooled.

- 7.2.2.2 There was some correlation between attainment results and deprivation across the county, although this was not always the case. Some work was being done to try to encourage stronger performing schools to work with weaker schools to help them improve their results.
- 7.2.2.3 The number of pupils being home-schooled would be provided to the Committee.
- 7.2.2.4 The Assistant Director Education advised that the Early Needs Analysis document had been shared with the Department for Education, Regional Schools Commissioner and all schools.
- 7.2.2.5 There were a number of factors which had contributed to the post-16 education results for June 2017. The Committee was reassured that the actual percentage of youngsters, where it was not known where they were, was less than 1%. The majority of pupils were moving into employment or work-based training. The Committee requested access to the monitoring system so they could track the breakdown by district.
- 7.2.2.6 Further education colleges were currently considering whether some higher education provision could be delivered as an outreach service, although only a limited range of courses could be offered. A meeting of the 16-19 Strategy Group had been convened to consider post-16 education.
- 7.2.2.7 There was insufficient evidence to establish whether some pupils were being managed out of a course at the end of year 12 because they had not achieved acceptable results during the course, although the Committee was advised that Norfolk County Council did not have any remit to challenge schools in this area.
- 7.2.2.8 The Committee was reassured that the pressure placed by health providers to improve the Initial Health Assessment performance was starting to improve the results. The issue was being closely monitored by the Children's Services Improvement Board.

The meeting adjourned at 11.20am and reconvened at 11.30am.

### 7.3 Early Help

- 7.3.1 The following points were noted in response to questions from the Committee:
- 7.3.2 The new Liquid Logic software recording system was due to be introduced in March 2018 which would make tracking the journey of a child simpler as it would be used for children supported by Early Help as well as social work.
- 7.3.3 The drop in the percentage of Child Protection (CP) - % children seen from 89.3% in August 2016 to 49.2% in August 2017 was due to the change in the performance measure from every 20 days to every 10 days. When compared with the old parameter, the performance had been maintained and the data for September 2017 indicated a significant improvement in this area. It was expected that the target of 100% would be achieved within the next 2-3 months and the Committee was reassured that children were likely to be seen more frequently than the figures indicated.
- 7.3.4 Adult Social Care Department would be adopting the Liquid Logic reporting system before Children's Services to make the transition more manageable. Also, Ofsted

were due to carry out an inspection of Children's Services in the very near future and it had been considered that it would be best to get the inspection completed before a new reporting system was adopted. This had also meant that Children's Services had been able to learn from Adult Social Care about how the system was working.

#### 7.4 Social Work

- 7.4.1 The management team at Great Yarmouth was working on a number of local initiatives to engage with partners and colleagues to address issues which had been identified, particularly in understanding re-referral rates.
- 7.4.2 With regard to the Looked After Children (LAC) Reviews in the month – Child Participated percentage, young people were able to send their comments through parents, foster carers, or their Independent Reviewing Officer, rather than always attending the meeting.
- 7.4.3 Norfolk County Council had a caseload policy in place. To try to reduce social worker caseloads, and following the loss of some staff over the summer period, more agency staff and newly qualified (36) social workers had been placed in the county, although this initiative would take time to bed in and show an improvement in caseloads.
- 7.4.4 Future reports would include the target figures for the number of caseloads per social worker in each team.
- 7.4.5 Norfolk County Council currently employed between 40 and 60 agency social workers, covering vacancies, maternity leave or other absences. The programme run by the University of East Anglia to train social workers continued and it was hoped that up to 60 additional newly qualified social workers could soon be employed by Norfolk County Council.
- 7.4.6 The Committee received a copy of the Norfolk Threshold Guide, produced by the Norfolk Safeguarding Children's Board, setting out the approach to Section 47 assessments to keep children in Norfolk safe and protected from harm. The Guide had been in use for the last few months and had been well received. The online version of the document can be found on the following link:  
<https://www.norfolkscb.org/people-working-with-children/threshold-guide/>
- 7.4.7 The Committee requested a training session, where they could see a simulation of initial assessments, to give Members an overview of the assessments and to help them understand the work of social workers. The Interim Executive Director of Children's Services advised that real cases could not be used and if Members were willing to attend such training it would be arranged.

#### 7.5 Financial Implications

In response to questions from the Committee, the following points were noted:

- 7.5.1 A written response would be provided about the reasons for the Adoption All overspend of 35% and why the budget had not been set at 2016-17 levels which may have avoided the overspend.



7.5.2 The mechanism for recovery of funding when a child had been excluded was being developed by the Schools Forum. This would mean that when a child was excluded from one school, the new school would be able to claim the funding.

7.6 The Committee unanimously **RESOLVED** to:

- Note the performance data, information and analysis presented in the vital sign report cards.

## **8 Demand Management & Prevention Strategy: Children's Services.**

8.1 The Committee received the report by the Interim Executive Director of Children's Services setting out the Demand Management and Prevention Strategy for Children's Services which, as one of the 7 priorities agreed by Policy & Resources Committee in July 2017 as part of the transformation programme, would be at the heart of transforming children's services and making it both financially sustainable by 2022 and fit for the future.

8.2 In response to questions from the Committee, the following points were noted:

8.2.1 Policy & Resources Committee would be receiving a report about Social Impact Bonds (SIBs) at its meeting on 30 October. The report would then be presented to Children's Services Committee.

8.2.2 The Executive Director advised that East Sussex had adopted a similar Strategy which had run for approximately 3 years finishing in 2014. When the project had completed, there had been fewer looked after children and the budget had been sustainable.

8.2.3 Norfolk County Council Children's Services did not have a significant EU workforce at the present time which would have any post-Brexit implications, although it did have significant vacancy recruitment issues. A re-skilling exercise had been completed recently, for example the Edge of Care Service with Barnardo's which had led to staff working in a different way, and although not all problems with recruiting social workers had been solved, significant improvements had been made in the last year. It was recognised that Norfolk County Council faced significant workforce challenges as did many other organisations.

8.2.4 In cases where a vacancy had been filled through internal promotion, the Committee was reassured that backfilling arrangements were in place.

8.2.5 It was anticipated that the social work teams would expand and contract over the lifetime of the project, dependant on where the work was needed. Once the number of looked after children was under control and reduced, it was expected that the staff could be redirected into other vacancies within the County Council.

8.2.6 One of the areas the Social Impact Bond (SIB) project team were considering was how and where the investment would need to be targeted. Specific groups and projects would be identified and there were different ways to split the work. The exact details were in the process of being worked out.

8.2.7 The monitoring arrangements for the SIB would be established between the provider and the Commissioner, the detail of which was not yet known.

- 8.2.8 The Project Board would set the financial and Key Performance Indicator (KPI) milestones where the money would be drawn-down once the milestones were triggered and achieved. This aspect would be overseen by Policy & Resources Committee and Children's Services Committee retrospectively, with Members being consulted when any money was released.
- 8.2.9 The Committee **agreed** that a brief overview of the project would be included as part of the Performance Monitoring Report in future, together with key KPIs from the project, with an annual report on the progress of the transformation programme.
- 8.3 The Committee **RESOLVED** to **Note** that:
- the Demand Management and Prevention Strategy has been agreed as one of the 7 council priorities.
  - the Policy & Resources Committee has agreed the allocation of a one-off investment of £12-15m into children's services over the four years, 2018-2022.
  - the money will be held centrally, overseen by the Executive Director of Finance & Commercial Services and drawn down only in line with the pre-agreed milestones.

The Committee **AGREED** to:

- Receive an annual report on the progress of the transformation programme, in the same cycle as the P&R Committee and to scrutinise the plans, spend and savings, against agreed milestones, contained in that report.

## **9 Strategic & Financial Planning 2018-19 to 2021-22.**

- 9.1 The Committee received the report by the Interim Executive Director of Children's Services providing an update on the Service Committee's detailed planning to feed into the Council's budget process for 2018-19. The report formed part of the strategic and financial planning framework for Service Committees and provided an update on the Council's budget setting process setting out the details of the actions required by Service Committees to enable the Council to set a balanced budget for 2018-19.
- 9.2 In response to questions by the Committee, the following points were noted:
- 9.2.1 In response to a request for an additional table showing the Allocation of new MTFs 2018-22 savings required by Committee spread over 4 years rather than 3, it was clarified that the report had been produced in line with the remit from Policy & Resources Committee.
- 9.2.2 Although some preliminary work had been carried out on how children's centres could be merged, it was not yet possible to be specific about what the service could look like. Members were assured that, once the details had been considered, if the conclusion was that the proposals could not be delivered, different ways of saving money would need to be identified.
- 9.2.3 There were a number of assumptions about capping expenditure that were included in the project. A 1% pay increase was assumed, for example, so any award above that would need to be funded by Government or covered by further cuts. It was expected that funding would be replaced through business rates and other revenue,

but the details were not yet known. The Committee was assured that any planning assumptions currently in place would be revised as necessary.

9.2.4 The Committee was reminded that if they did not agree to any of the proposals being considered being put out to consultation, other savings would need to be identified to meet the overall target.

9.3 Upon each recommendation being put to a vote:

- The Committee unanimously **RESOLVED to Note** that the budget planning assumptions for 2018-19 are unchanged from the September 2017 Children's Services Committee Strategic and Financial Planning 2018-19 to 2021-22 paper.
- The Committee unanimously **RESOLVED to Agree** the service-specific budgeting issues for 2018-19 as set out in sections 3 and 4 of the report.
- The Committee unanimously **RESOLVED to Agree** that there are no planned or proposed savings for 2018-19 which could be implemented during 2017-18 to provide an in-year saving in addition to those already reflected in the forecast position and reported as part of the September 2017 Children's Services committee Strategic & Financial Planning 2018-19 to 2021-22 paper.
- The Committee unanimously **RESOLVED to Agree** whether any savings identified for 2019-20 have the capacity to be brought forward to 2018-19.
- With 9 votes in favour, 4 votes and no abstentions, the Committee **RESOLVED to Agree** proposed new savings for 2018-19 (Table 4 of the report) for recommendation to Policy & Resources Committee, including those which will require consultation.

10 As this was the last meeting the Interim Executive Director of Children's Services would be attending the Committee placed on record its thanks to Matt Dunkley for the work he had undertaken during his term of employment and wished him well in his new role.

The meeting closed at 1.35p.m.

**Chairman**



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### Public Questions for Children's Services Committee 17 October 2017

#### 5. Public Question Time

- **Question from Louise Alderman**

Could the committee please note the opposition of Great Yarmouth residents, parents and children to the current Inspiration Trust consultation of the merger between Great Yarmouth Charter Academy and Trafalgar College as publicised in various media outlets and by a protest march held in Great Yarmouth on Saturday 7th October.

**Reply:**

Members of the Committee will be aware of the merger proposal and of reports in the media of opposition to the proposal. However it is important to recognise that the County Council is neither the proposer nor the Decision-maker in the matter. The proposer, the Inspiration Trust, has held a consultation process to enable all views on the proposal to be expressed and it will be their decision as to whether to take the matter forward when they have considered those views.

- **Question from Mark Alderman**

On this point we ask if the committee agrees that the proposed changes to the current admissions arrangements for 2018 entry to Trafalgar college in that the Inspiration Trust Proposal outlines that students selecting Trafalgar college will be educated at Great Yarmouth Charter Academy is considerably outside of the consultation window as specified in the admissions code (Regulation 18 of the School Admissions Regulations 2012) and therefore should be rejected by the County council for inclusion in the current admissions arrangements?

**Reply:**

Trafalgar College is currently open and parents are entitled to express preferences for any state funded school that will be open in September 2018. Where and how Inspiration Trust proposes to provide an education for children that gain a place at Trafalgar College does not form part of the admission arrangements and is not covered by admission regulations.

- **Question from James Dwyer**

The admissions arrangements for Great Yarmouth Charter Academy and Trafalgar College state the following "Arrangements for application for places at the academy will be made in accordance with the Local Authority's (LA) co-ordinated admission

arrangements". Can the committee confirm co-ordinated admission arrangements also includes determination of the schools catchment areas?

**Reply:**

Catchment areas can form part of the admission criteria for a school and would be set by the admission authority for each school, not by the local Authority.

- **Question from Gemma Kendrick**

The Schools finder information on The Norfolk County Council website relating to catchment and feeder schools for Trafalgar College was amended on Monday 9th October, could the committee explain why the changes were made during a live admissions application period?

**Reply:**

Norfolk's admission arrangements seek to accurately reflect the policy of every school in Norfolk but we review and amend our guidance at all times to ensure we correctly display all schools arrangements. The legally binding information for any own admission authority school is published by that admission authority, Inspiration Trust for Trafalgar College.

- **Question from Matthew Holehouse**

The previous (now closed school) Great Yarmouth (VA) High School had a determined catchment and feeder schools. The inspiration Trust have told parents there is no specified catchment or feeders for the new sponsored academy Great Yarmouth Charter Academy, this is a change of admissions for the current admissions round by the academy sponsor over the previously agreed and published admissions arrangements by Norfolk County Council, without consultation. Can the committee ensure this catchment and feeders are protected for 2018 and 2019 admissions arrangements as per Section 1.14 of the schools admissions code?

**Reply:**

The admission policy for Great Yarmouth High was amended by governors – following consultation during Winter 2016. The consultation was displayed on Great Yarmouth High's website. The governors notified NCC and we also displayed the proposed arrangements on NCC's website. The LA was advised that the policy had been determined by 28 February 2017 as required. Great Yarmouth Charter Academy has taken on the arrangements set by the previous school.

- **Question from Paul Smith**

Has the impact of additional traffic to Salisbury road site and cliff park been considered as part of the councils response?

**Reply:**

As stated before, the County Council is neither the proposer of nor the Decision-Maker for this proposal. Any building works on the Salisbury Road site will require a planning application. The County Council as highways authority is a statutory consultee on planning proposals and its views must be taken into account by the Local Planning Authority.

- **Question from Amie Falconer**

Does the council not agree there should be an option to secondary education provision over the two existing Great Yarmouth/ Southtown sites?

**Reply:**

The County Council's duty is to provide sufficient school places in its area. This duty is being discharged in Great Yarmouth and will continue to be so if the proposal from the Inspiration Trust goes ahead. It is for the Department for Education and the Education and Skills Funding Agency to decide whether the secondary places provided by the Inspiration Trust and any capital investment are better provided on one site or two.

- **Question from Alison Gould.**

Why can't Trafalgar College be developed as previously envisaged on its site in Southtown as a secular school - 7 hectares so that new building can take place without affecting existing students with Charter Academy operating as a Christian ethos school within its current 900 max pupil numbers with scope for sharing sporting facilities, 6th form places?

**Reply:**

I refer to previous answers and can only encourage the questioners to refer their comments to the Inspiration Trust as part of the consultation exercise.

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

- **Question 1 from Cllr Mike Smith-Clare**

Regarding the proposed closure of Alderman Swindell School can committee members be provided with a review of the process to date including findings from the recent informal public consultation?

### **Reply by the Chairman**

#### Review of the process to date:

The DfE guidance on 'Opening and Closing maintained schools', April 2016 sets out the school organisation process.

- Stage 1 is the informal/pre-consultation stage, to consider options for possible re-organisation. This is not the statutory consultation.
- Stage 2 is the publication of the statutory Public Notice and proposal,
- Stage 3 is the formal consultation. It must be a 4 week formal statutory consultation. It is at this stage that the statutory consultation proposal must set out plans for any school closure.
- Stage 4 is the decision, made by the Local Authority Decision-Maker, and should be made within 2 months of the closing date of the Public Notice.
- Stage 5 is the implementation stage.

Stage 1 took place between 12<sup>th</sup> June – 21<sup>st</sup> July 2017

Stage 2 took place on 8<sup>th</sup> September 2017

Stage 3 took place between 8<sup>th</sup> September – 6<sup>th</sup> October 2017

We are currently at Stage 4.

#### Findings from the informal public consultation

The findings from the informal public consultation were published as part of the Public Notice consultation (Stage 3) and have been available on the County Council's website since 8<sup>th</sup> September;

<https://norfolk.citizenspace.com/childrens-services/north-yarmouth/>

- **Question 2 from Cllr Mike Smith-Clare**

Can committee members be provided with an update regarding the proposed closure of Trafalgar College in Great Yarmouth?

### **Reply by the Chairman**

The Inspiration Trust's consultation process finished on Sunday 15<sup>th</sup> October and it is for the Trust to determine the next steps.

- **Question 1 from Cllr Mick Castle**

**SPECIAL EDUCATION PROVISION IN GREAT YARMOUTH**

I welcome Norfolk County Council's declared intent to use the Alderman Swindell school site (once vacated) for a Special School catering for 60 or more pupils with special education needs that cannot be readily met in mainstream schools. This would make a positive difference to local provision and reduce the need for pupils to travel long distances for appropriate schooling. Can the Chairman confirm that such provision would in practice be achieved via an Academy or Free School application (as per the new Wherry School in Norwich) rather than by NCC directly and that the Council will be proactive in working with appropriate educational trusts to procure a successful application?

**Reply by Chairman:**

Response - I can confirm that the route outlined in the question would be followed to procure a new school to provide for children with special/additional needs.

In developing proposals and preparing for the process of procuring a new school I can assure Councillor Castle that we place much emphasis on early engagement with potential providers.

- **Question 2 from Cllr Mick Castle**

It is recognised that more SEN provision is needed in Great Yarmouth to serve youngsters with special education needs. In January 2016, 297 pupils with Autistic Spectrum Disorder had been identified across primary/secondary phases in Gt Yarmouth. (Figures provided to Gt Yarmouth Area County Councillors). In global terms 154 of 13,720 primary/secondary pupils had an active Education, Health & Care Plan and 2,494 had some SEN support. How have these figures changed over the last 18 months?

**Reply by: Chairman**

The overall SEN cohort in Great Yarmouth has increased in line with a trend across the county.

From the January 2017 census return, there were 2962 children in the Great Yarmouth area who had Special educational Needs of whom

- 116 pupils have a Statement of SEN (prior to conversion to the new Education Health & Care Plans
- 151 pupils have an Education Health & Care Plan
- 2695 pupils are at SEN support level

Of this overall SEN cohort there were 278 pupils identified as having Autistic Spectrum disorder.



# Children's Services Committee

<b>Report title:</b>	<b>Children's Services Finance Monitoring Report Period 6 (September) 2017-18</b>
<b>Date of meeting:</b>	<b>14 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director of Children's Services</b>
<p><b>Strategic impact</b></p> <p>This report provides an update on the performance and financial forecast outturn information for the 2017-18 financial year to Children's Services committee.</p> <p>The report sets out the financial outturn data for the period ending 31 March 2018 as at the end of September 2017 (period 6).</p> <p>The report sets out the variations between the approved budget for 2017/18 and the forecast spending during the year, as well as the variations between the forecast outturn information as at period 6 compared to period 5. These are described in paragraphs 2.1 and 2.2 below. The overall financial position covers the Revenue Budget, School Balances, Reserves and Provisions, and the Capital Budget for Children's Services.</p>	

## Executive summary

The main financial points within the paper are:

- The Children's Services revenue budget shows a projected overspend of £4.021m for the 2017-18 financial year;
- The Schools' revenue budget shows a projected overspend of £7.070m for the 2017-18 financial year;
- The projected level of Locally Maintained School balances as at 31 March 2018 is £12.683m;
- The expected level of unused reserves and provisions as at 31 March 2018 is £8.379m, which is a combination of £3.682m for Schools and £4.697m for Children's Services;
- The Children's Services capital budget is £67.324m following reprofiling to future years and other changes;
- Management action is being taken to reduce the projected level of overspend against both the Children's Services revenue budget and the Schools' revenue budget;
- Any overspend against the Schools' revenue budget will be funded through a loan from Locally Maintained Schools balances that will need to be repaid in future years, with proposals taken to the Schools Forum;
- A 2018-22 budget planning update.

### Recommendations:

**Members are invited to discuss the contents of this report and in particular to agree:**

- a) the forecast outturn position at period 6 for the 2017-18 Revenue Budget for both the Local Authority Budget and Schools Budget
- b) The planned use of reserves
- c) The forecast outturn position at period 6 for the 2017-18 Capital Programme

## **1. Introduction**

- 1.1 The children's Services Committee has a key role in overseeing the financial positions of the department including reviewing the revenue budget, reserves and capital programme
- 1.2 The financial outturn forecast for 2017-18 as at the end of August 2017 (period 5) was provided to Children's Services committee in October. This report forecast an overspend of £3.311m against the Children's Services revenue budget and an overspend of £5.093m against the Schools' revenue budget
- 1.3 In addition, it was reported that it was anticipated that the following additional in-year costs would be offset through the utilisation of one-off monies (the source of which is being investigated by officers and to be confirmed):
  - Two Children's services savings that have been rated as RED in respect of 2017-18, representing a savings shortfall of £1.182m. Delivery of savings from changes in the Education Service have been delayed due to the extended general election period, and the Troubled Families grant from Government is forecast to be lower than originally expected.
  - there is an expected overspend relating to the contract costs of specialist intervention and support for children with behavioural and mental health needs, and their families. A change in commissioning strategy has meant we are continuing with the contract and need to identify new funding

## **2. Detailed Information**

### **2.1 Revenue Local Authority budget**

- 2.1.1 The following summary table shows, by type of budget, the forecast spend for the year where there is a variance to the 2017-18 budget. The table shows the variance both in terms of a cash sum and as a percentage of the approved budget, and the main reasons for the variances.

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
<b>Forecast Overspends</b>							
Looked After Children - Agency Fostering	15.091	16.322	1.231	8	-0.049	There has been a significant increase in number of children currently supported compared to the 16-17 average and since the start of 17-18. The costs have increased as a result of both the full year effect of a contract changes during 16/17 and the additional numbers of children. Part of the £9m one-off investment was allocated alongside the inflationary increase in the budget, but the allocation was based upon the assumption that Independent Fostering Agency usage would remain at 2016-17 levels	
Looked After Children - Agency Residential	11.632	11.909	0.277	2	-0.004	There has been an increase in the number of children currently supported compared to 16-17 average. Overall expenditure is forecast to be in excess of £1m higher than 16-17. Part of the £9m one-off investment was allocated alongside the inflationary increase in the budget	

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
Looked After Children - In-house Fostering	8.767	9.855	1.088	12	0.075	The forecast is higher than last year's outturn due to supporting additional children fostered in-house. This shift is in line with management action during 2017-18 that aims to alter the placement mix towards in-house fostering.	Net increase of 19 placements
Looked After Children - In-house Residential	4.980	5.180	0.200	4	0.000	Additional costs due to high level of maternity and sickness	
Client costs: Social Care Looked After Children	1.764	2.181	0.417	24	0.417	The overspend is primarily due to additional costs arising as a result of market conditions	As per the budget variance explanation
Staying-put fostering	0.000	0.265	0.265	n/a	0.000	Additional net cost over and above the government grant received of £0.371m. This level of forecast spend is similar to last year for a similar number of young people supported	
Adoption allowances	1.414	1.722	0.308	22	0.135	The overall number of adopters receiving allowances has dropped compared to 2016/17, though this year has the full year impact of some allowances and some allowances have been extended	Primarily additional cases and extension to allowances

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
Independent Reviewing Officers	1.609	1.769	0.160	10	0.000	Additional posts have been required over and above the agreed establishment due to the number of Looked After Children. Some have been funded as part of the £9m one-off investment.	
Children with Disabilities client costs	1.412	2.053	0.641	45	0.000	Additional costs for extensive nursing support (less health contribution) that were not anticipated when the budget was set	
Children’s Services staff training	0.275	0.336	0.061	22	0.061	Additional cost of systemic training programme for social work managers	As per the budget variance explanation
Advocacy Services	0.302	0.377	0.075	25	0.075	Expansion of the advocacy service contract	As per the budget variance explanation
Sub Total of Forecast Overspends			4.723		0.710		
Forecast Underspends							
Children’s Centres	10.150	9.890	-0.260	-3	0.000	Forecast in line with current contractual obligations to all providers, which has resulted in a small under-spend expected in-year due to the phasing of spend over the whole life of the contracts	

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
Early Help Support	7.281	7.061	-0.220	-3	0.000	Vacancies were held in the team in readiness for the New Direction service under the remit of Barnardos	
School / College redundancy / pension costs	4.473	4.251	-0.222	-5	0.000	Reduced school redundancy costs and reduced number of pension beneficiaries. Budget has been historically reduced on a yearly basis, and will be reviewed to identify further ongoing reductions (which can differ from in-year impact)	
<b>Sub Total of Forecast Underspends</b>			<b>-0.702</b>		<b>0.000</b>		
<b>Total NCC funded</b>			<b>4.021</b>		<b>0.710</b>		

- 2.1.2 It remains a top priority of the local authority to reduce the numbers of children in its care. However, it is recognised that this is not something that will happen quickly and we need to give new initiatives time to have a positive impact. Officers have identified a number of actions to be taken with the intention of reducing the in-year forecast overspend and the expected impact. These actions are summarised in the table below:

Action to be taken	Expected Impact
Strengthen management arrangements in social work teams through (i) creation of locality panels; (ii) introducing different approaches to challenging practice; (iii) introducing a different approach to placements and channels into care proceedings; and (iv) looking to reduce unit cost as well as volumes	Reduce the volume of LAC placements increased scrutiny of practice and planning; reduced staff turnover resulting in improved retention of skills, knowledge and expertise; increase in effective casework that, in turn, should reduce the volume of LAC
Recruitment campaign to increase the number of local authority foster carers (including specialist foster carers)	Additional local authority foster carers will facilitate a shift in the placement mix for Looked After Children from residential to fostering, and from Independent Fostering Agencies to in-house fostering; improved matching that should reduce breakdowns and improve outcomes for children, which will result in reduced work associated with dealing with breakdowns and identifying alternative placements
Review of commissioning and placement arrangements to ensure appropriate resources and management oversight in place	Pro-active action to increase sufficiency in the market place to ensure that the right placements are available to meet the needs of the presenting children and young people
Review commissioned contracts and partnership arrangements	Identification of any in-year or ongoing reductions that can be agreed and / or clawbacks that are due
Engagement of support and scrutiny from the Local Government Association	'Critical friend' approach to provide support, advice and constructive challenge to the leadership team to identify potential areas to reduce spend
Investigate the source of one-off monies	Offset the costs resulting from (i) delays in implementation of Education Services Review implementation; (ii) unfunded contract for specialist intervention and support for children with behavioural and mental health needs and their families contract; and (iii) under-recovery of Troubled Families income
Following agreement by both Children's Services and Policy and Resources committees, a transformational demand management programme will be developed (to begin in earnest from 2018) as part of the County Council's priorities. The potential to accelerate some of the measures to achieve early outcomes in 2017-18 will be examined	Utilisation of one-off investment to achieve improved outcomes for Children and Young People and recurring cost savings

## 2.2 Revenue – Schools Budget

- 2.2.1 The Dedicated Schools Grant is a ring-fenced grant, made up of three blocks: the Schools Block, the High Needs Block and the Early Years Block that must be used in support of the Schools Budget. The Schools Budget has two main elements, the amounts delegated to schools and the amounts held centrally for pupil related spending.

- 2.2.2 The Dedicated Schools Grant must be accounted for separately to the other Children's Services spending and funding.

2.2.3 The following summary table shows by type of budget, the forecast spend for the year where there is a variance to the 2017-18 budget. The table shows the variance both in terms of a cash sum and as a percentage of the approved budget, and the main reasons for the variances.



Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
<b>Forecast Overspends</b>							
Post 16 Further Education High Needs top up funding	2.890	3.478	0.588	20	0.000	New additional responsibility for the local authority from April 2017 compounded by additional responsibilities from previous years. However, insufficient funding has been provided to match demand.	
Special Schools places	27.655	28.052	0.397	1	0.397	Costs of additional places that have or will open during this financial year	As per budget variance explanation
Special Education non- maintained school placements	17.553	21.611	4.058	23	0.214	Additional places in excess of budgeted provision due to the level of demand and the cost of placements, partially offset by an estimate for released DSG funding following the Education Services Review	Increase in the volume of placements
Short Stay School for Norfolk	1.791	2.870	1.079	60	1.079	Review of the forecast following the purchase of additional places to meet need and an increase in the top-up funding agreed	As per budget variance explanation

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
Alternative Education provision contracts	2.811	4.710	1.899	68	0.261	Overspend primarily due to the volume of placements required due to the level of exclusions. Will potentially increase due to some children currently being without a full time school place	Increase in the volume of placements
Sub Total of Forecast Overspends			8.021		1.951		
Forecast Underspends							
Out of county recoupment	0.750	0.561	-0.189	-25	0.070	Lower than budgeted net expenditure relating to NCC children placed out of county in other Local Authority's maintained special schools, offset by income from other Local Authorities that have children placed in NCC maintained special schools	
School growth contingency	0.950	0.838	-0.112	-12	0.053	Lower than planned pupil number growth	
School contingency funds	0.500	0.155	-0.345	-69	-0.009	Lower than budgeted call on contingency funds expected	

Division of service	Approved budget £m	Outturn £m	+Over/- Underspend £m	+Over/ - Underspend as % of budget	Movement since last report £m	Reasons for significant variance from budget	Reasons for significant movement in variance compared to previous report
Permanent Exclusions Charges	-0.500	-0.588	-0.088	18	-0.088	Change in policy that increases the funding recouped from schools if a child is permanently excluded. Forecast needs to be kept under review because a reduction in overall permanent exclusions will reduce the level of income, and the start of the year has seen as significant reduction compared to the same time last year	
School staff suspensions	0.267	0.050	-0.217	-81	0.000	Costs of school staff suspensions expected to be lower than anticipated when the budget was set	
<b>Sub Total of Forecast Underspends</b>			<b>-0.951</b>		<b>0.026</b>		
<b>Total DSG funded</b>			<b>7.070</b>		<b>1.977</b>		

2.2.4 It is relatively early in the academic year and commitments against the Dedicated Schools Grant can vary as changing trends become apparent and available provision changes. Any overspend in 2017-18 will need to be funded from a loan from Locally Maintained Schools balances, that will need to be repaid in future years. A plan to reduce the under-lying overspend and to repay the loan, whilst meeting the needs of Children and Young People, is being developed and initial proposals have been discussed at Schools' Forum, with a consultation to schools upon some elements being undertaken. The outcome of this work will then be reported to future Committee meetings.

2.2.5 The Scheme for Financing Schools in Norfolk sets out the local framework within which delegated financial management is undertaken. In respect of budget plans the expectation is that schools submit budget plans at the end of the summer term, taking account, in particular, the actual level of balances held at the end of the previous financial year.

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

### Projected School Balances as at 31 March 2018

Title/description	Balance at 01-04-17 £m	Forecast balance at 31-03-18 £m	In year Variance £m	Schools becoming academies
Nursery schools	0.054	0.084	-0.030	0.000
Primary schools	13.304	9.739	-3.565	-0.777
Secondary schools	1.291	0.634	-0.657	-0.389
Special schools	1.225	1.472	+0.247	0.000
School Clusters	1.693	0.755	-0.938	0.000
<b>Total</b>	<b>17.567</b>	<b>12.683</b>	<b>-4.884</b>	<b>-1.166</b>

## 2.3 Reserves and Provisions

2.3.1 A number of Reserves and Provisions exist within Children's Services. The following table sets out the balances on the reserves and provisions in the Children's Services accounts at 1 April 2017 and the projected balances at 31 March 2018. The table has been divided between those reserves and provisions relating to Schools and those that are General Children's Services reserves and provisions.

Title/description	Balance at 01-04-17 £m	Balance at 31-03-18 £m	Variance £m	Reason for variance
Dedicated Schools Grant (DSG) reserve	0.000	0.000	+0.000	
<b>Schools</b>				
Schools Non-Teaching Activities	0.733	0.733	+0.000	These are school funds held on behalf of schools
Building Maintenance Partnership Pool	2.001	2.001	+0.000	These are school funds held on behalf of schools

Title/description	Balance at 01-04-17 £m	Balance at 31-03-18 £m	Variance £m	Reason for variance
School Playing surface sinking fund	0.106	0.045	-0.061	These are school funds held on behalf of schools
Non BMPP Building Maintenance Fund	0.903	0.903	+0.000	These are school funds held on behalf of schools
<b>Schools total</b>	<b>3.743</b>	<b>3.682</b>	<b>-0.061</b>	
<b>Children's Services</b>				
Transport Days Equalisation Fund	0.101	0.494	+0.393	Due to the timing of school holidays, there is a reduced number of transport days in 2017-18 and more in 2018-19
Education Provision for Holiday Pay	0.015	0.015	+0.000	
Norfolk PFI Sinking Fund	2.418	2.418	+0.000	
School Sickness Insurance Scheme	0.102	0.052	-0.050	Children's Services contribution to additional in-year savings requested by P&R committee
IT Earmarked Reserves	0.081	0.081	+0.000	
Repairs and Renewals Fund	0.176	0.176	+0.000	
Grants and Contributions	1.746	1.353	-0.393	Prior year unconditional grants and contributions expected to be spent in 2017-18
Children's Services post Ofsted Improvement Fund	0.108	0.108	+0.000	
<b>Children's Services total</b>	<b>4.747</b>	<b>4.697</b>	<b>-0.050</b>	
<b>Total</b>	<b>8.490</b>	<b>8.379</b>	<b>-0.111</b>	

## 2.4 Capital

2.4.1 The approved Children's Services capital budget was £66.256m for 2017-18 and £74.727m for future years. Since the County Council set the budget in February, there have been some revisions to plans, with an element reprofiled to future years and some additional spend planned for 2017-18.

2.4.2 The table below shows the approved budget, amendments (updated for period 6) and the current capital budget for 2017-18 and future years.

### Capital Programme 2017-21

	Approved budget £m	Reprofiling £m	Other changes £m	Current Capital Budget £m
2017-18	66.256	-3.234	4.302	67.324
Future Years'	74.727	3.234		77.961
<b>Total</b>	<b>140.983</b>	<b>0</b>	<b>4.302</b>	<b>145.285</b>

- 2.4.3 Funding for the capital programme comes primarily from grants and contributions provided by central government. These are augmented by capital receipts, developer contributions, prudential borrowing, and contributions from revenue budgets and reserves. The following table shows the expected financing for the 2017-21 Children's Services capital programme. The sources of financing may be amended as the year progresses to ensure the most advantageous usage of funds for NCC, i.e. realised capital receipts may be utilised to offset the need for prudential borrowing.

#### **Financing 2017-21**

<b>Funding Stream</b>	<b>2017-18 Programme £m</b>	<b>Future Years' Forecast £m</b>
Prudential Borrowing	4.963	4.815
Revenue & Reserves	0.491	
Grants and Contributions		
Department for Education	48.305	64.692
Developer Contributions	10.948	7.882
Other	2.619	0.572
<b>Total</b>	<b>67.325</b>	<b>77.961</b>

### **3. 2018-19 to 2021-22 Budget planning update**

- 3.1 This Committee discussed and recommended budget saving proposals for 2018-22 in October. Policy and Resources Committee then considered the latest budget planning position for 2018-19 at its meeting on 30 October. This included the summary of all proposed savings from Service Committees, and a revised forecast of the remaining budget gap for 2018-19, which is now £7.806m. Over the four year planning period, a gap of £63.351m remains to be closed. Officers continue to work following Policy and Resources Committee to develop the 2018-19 Budget and close the gap for next year, this will include consideration of the implications of the Autumn Budget (due 22 November) and the Local Government Finance Settlement. Service Committees are not being asked to identify further savings, however in view of the remaining gap position for 2018-19, any change to planned savings or removal of proposals will require alternative savings to be identified.
- 3.2 Consultation has begun on £3.580m of savings for 2018-19, and the level of council tax for the year. Committees will receive feedback on the outcomes of the consultation in January to inform their budget setting decisions. In addition, in January, Committees will need to identify and agree the financial risks for their services that could affect the 2018-19 budget plans, and any changes in the overall planning context for the Council

### **4. Financial Implications**

- 4.1 The forecast outturn for Children's Services is set out within the paper

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

- 5.1 This report provides financial performance information on a wide range of services monitored by the Children's Services Committee. Many of these services have a potential impact on residents or staff from one or more protected groups. The

Council pays due regard to the need to eliminate unlawful discrimination, promote equality of opportunity and foster good relations.

- 5.2 This report outlines a number of risks that impact on the ability of Children's Services to deliver services within the budget available. These risks include the following:
- a) Pressure on services from a needs led service where number of service users
  - b) continues to increase
  - c) In any forecast there are assumptions made about the risk and future patterns of expenditure. These risks reduce and the patterns of expenditure become more defined as the financial year progresses and as a result of the reduced risk the forecast becomes more accurate
  - d) Impact of legislation
  - e) The ability to be able to commission the right placement at the right time at the right price due to sufficiency difficulties in the market

## 6. Recommendations

Members are invited to discuss the contents of this report and in particular to agree:

- a) The forecast outturn position at period 6 for the 2017-18 Revenue Budget for both the Local Authority Budget and Schools Budget
- b) The planned use of reserves
- c) The forecast outturn position at period 6 for the 2017-18 Capital Programme

### Officer Contact

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

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

**Officer Name:** Dawn Filtness      **Tel No:** 01603 228834

**Email address:** dawn.filtness@norfolk.gov.uk



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# Children's Services Committee

<b>Report title:</b>	<b>Vulnerable Child Social Impact Bond</b>
<b>Date of meeting:</b>	<b>14 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director of Children's Services</b>
<b>Strategic Impact</b> The Policy and Resources Committee agreed on 30 October 2017 to support the Council's application to the Life Chances Fund for a Social Impact Bond, as an integral part the Demand Management and Prevention Strategy for Children's Services. This is one of the 7 corporate priorities within the Council's transformation programme "Norfolk Futures".	

## 1 Executive summary

- 1.1 The attached report, presented to and approved by Policy & Resources Committee on 30 October 2017, details the nature of the Vulnerable Child Social Impact Bond and the opportunity that would be presented to Children's Services, should the application to the Life Chance Fund be successful.
- 1.2 Policy & Resources Committee agreed that the decision making at award of contract, delegated to the Director of Children's Services, be done so in consultation with the Chair of Children's Services Committee.
- 1.3 Our application was submitted on 31 October 2017 and a decision by the Life Chances Fund on our application, once approved by the Minister, is expected by 31 January 2018.

## 2 Recommendation

Children's Services Committee is asked to note the detail of the attached report.

## 3 Officer contact

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

**Officer Name:** Graham Genoni **Tel No:** 01603 223345  
**Email address:** graham.genoni@norfolk.gov.uk



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# Policy & Resources Committee

Item No 15

<b>Report title:</b>	<b>Vulnerable Child Social Impact Bond</b>
<b>Date of meeting:</b>	<b>30 October 2017</b>
<b>Responsible Chief Officer:</b>	<b>Simon George, Director of Finance</b>
<b>Strategic impact</b> <p>The Demand Management and Prevention Strategy for Children's Services is one of the 7 corporate transformation priorities and will be at the heart of transforming Children's Services, making it both financially sustainable by 2022 and fit for the future. The Vulnerable Child Social Impact Bond will form part of the strategy and will have a direct effect on reducing the numbers of looked after children over 5 years, through delivering sustainable impact and introducing a new operating model.</p>	

## Executive summary

- Children's Services, supported by the Corporate Bid Team, made a successful Expression of Interest application to the Big Lottery Life Chances Fund (LCF) for a Social Impact Bond (SIB). The full application deadline is 31 October.
- SIBs are a funding mechanism for commissioners (NCC) to gain up-front investment from social investors into preventative interventions where that investment is only repaid if agreed outcomes are achieved.
- LCF is government funded and offers a 20% outcome payment top-up grant, plus development funding to support the cost of developing the full application. NCC's award of £36,500 development funding has enabled us to buy in expert support from Triodos Bank and attenuate the cost of officer time working on the bid.
- If our LCF application is successful, NCC will procure an investor provider partnership to establish a special purpose vehicle (SPV) that funds and contracts the delivery of evidenced based interventions which result in a reduction in the number of days spent in care.
- Assuming median performance, the SIB funded project is expected provide net savings for NCC of £7m over 5 years, as a result of reducing our placement costs for looked after children.
- Based on modelling, a median level of performance will require NCC to pay approximately £4.2m as outcome payments to the SPV on a payment by results basis, of which £835k (20%) will be contributed by the Life Chances Fund.
- Net savings will be ring-fenced to ensure sustainability of interventions that prevent the need for children to come into care.

## Recommendations:

### Members are recommended to:

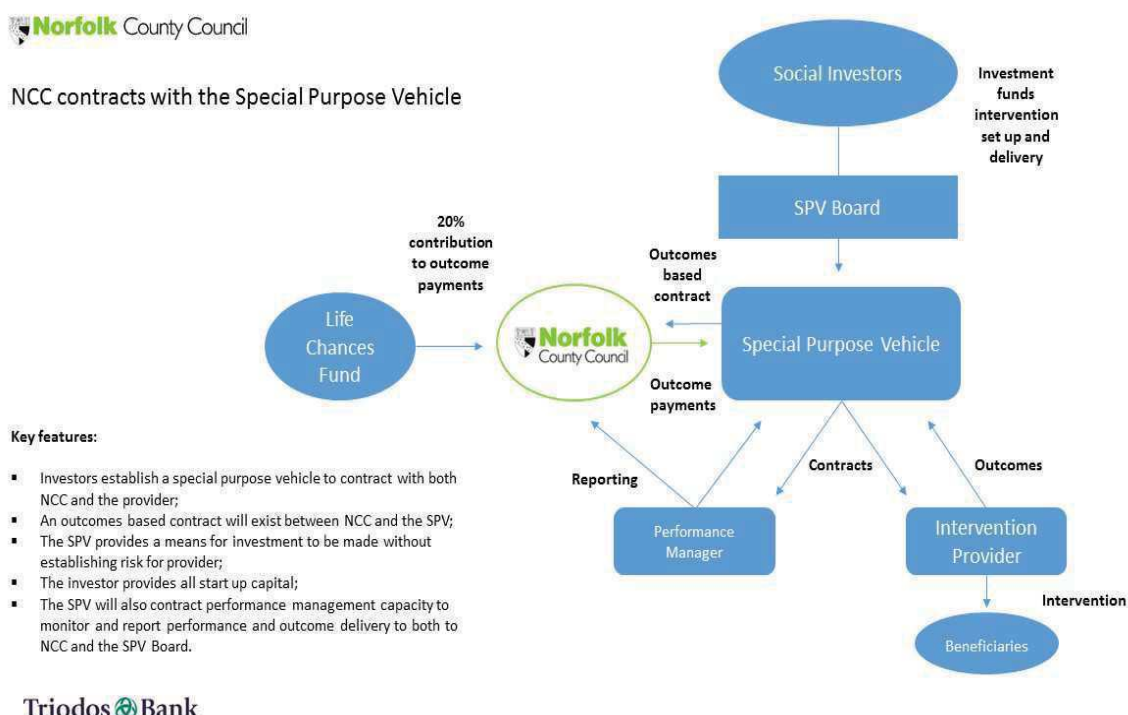
1. Endorse the submission of the full LCF application due on 31 October
2. Delegate decision-making for procurement and award of contract to the Director of Children's Services

## 1. Proposal

- 1.1 In line with the ambition set out within Children's Services' transformation programme, Norfolk wants to reduce the number of children in care, enable more children to return home and reduce the length of stay when children do need to come into care.
- 1.2 We propose to submit an application to the Life Chances Fund (LCF) for a 20% subsidy in the cost of operating a Vulnerable Child Social Impact Bond (SIB) to drive a new intervention as part of our transformation programme. The deadline for the application is 31 October 2017.
- 1.3 If our application to the LCF is successful, we will procure an investor ~ provider partnership to fund and deliver an evidenced based intervention with a clear fidelity based model that is supported by a robust system of adherence.
- 1.4 Within the SIB, social investors will establish a special purpose vehicle (SPV) to contract with both NCC and the provider. A 100% payments by results contract will exist between NCC and the SPV. The SPV provides a means for investment to be made without establishing risk for NCC or the provider, and the investor provides all start-up capital. The SPV will also performance manage the contract with the provider and report performance and outcome delivery to both to NCC and the SPV Board.

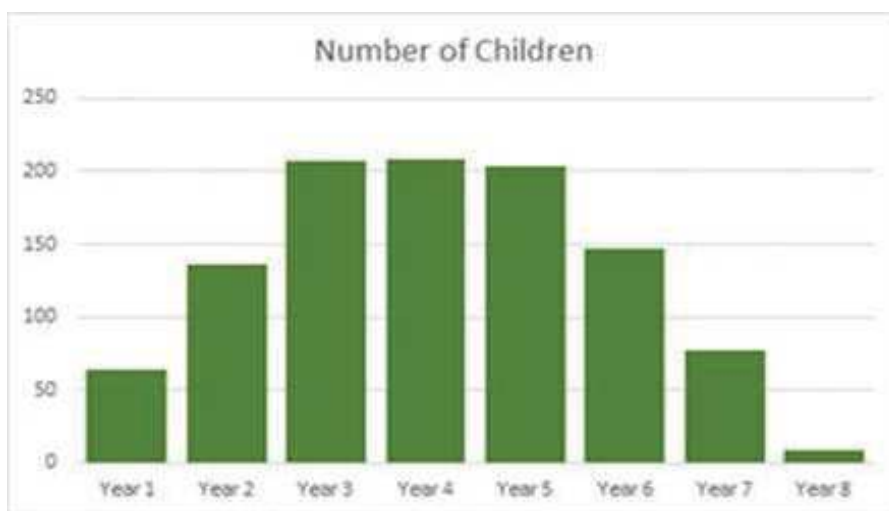


NCC contracts with the Special Purpose Vehicle



- 1.5 The Vulnerable Child Social Impact Bond will target 360 children aged 8-15 over the life of the project (at median levels of recruitment) who are:
  - At the edge of care
  - In care but with a plan to return home that is yet to be realised
- 1.6 NCC will control which children and young people are recruited onto the project so that intervention is focused on individuals at the edge of care and where the risk for coming into care are categorised as neglect or family dysfunction.

- 1.7 The Vulnerable Child SIB will fund the delivery of a programme based on a 6 month evidenced based intervention with a clear fidelity based model supported by a robust system of adherence, followed by a two years and 5 months period of monitoring. This is designed to mirror the average length of time in care for an 8 – 15 year old person who goes into care in Norfolk.
- 1.8 Whilst the size of the target cohort is 360 at a median level, the model is capable of being easily flexed for a total “high” cohort size of 400 or a total “low” cohort size of 320 over the life of the contract.
- 1.9 Based on median recruitment, the annual profile of children participating in the Vulnerable Child SIB is expected to be as follows:



- 1.10 The aim of the Vulnerable Child SIB is to prevent the need for children to be in care.
- 1.11 Outcomes payments will be made based on the reduction in the number of care days actually spent in care for a cohort of children we expect otherwise to enter care, or those already in care, who have a plan to return home but have not yet been able to do so. The reduction in care days will be evidenced by data held in NCC’s case recording system.
- 1.12 The Vulnerable Child SIB is modelled on the basis that the majority of this saving remains with NCC with the balance used to fund an outcome payment per prevented care day.
- 1.13 Outcome payments that NCC repays to the SPV will be subject to a 25% discount for any individuals participating in the project above the median recruitment level of 360 children.
- 1.14 Despite individuals being referred to the project as a consequence of being assessed as being on the ‘edge of care’, the model assumes that 33% of all young people who are referred to the SIB would not actually enter care. This figure is approximated on national data relating to children in need (CIN) converting to Looked After Children (LAC).

- 1.15 The Council does not wish to carry the risk of making any outcome payments in respect of young people who would not have entered care anyway and therefore for the edge of care cohort within the Vulnerable Child SIB, the first 33% of care days prevented in any six month assessment period will not be eligible for any outcomes payment by NCC.
- 1.16 For example:
- Child A is identified by NCC as being on the edge of care and referred onto the project. They and their family engage in the 6 month programme of intensive intervention. During this 6 month period and for the following 2 years and 5 months the child will be monitored on whether or not they remain out of care. Any prevented care days will be added to the aggregated data for the whole cohort for each 6 month reporting period. NCC will pay an outcome payment per care day to the SPV for 66% of the total prevented care days for the cohort in each reporting period. The outcome payment will be partly funded from NCC savings as a result of prevented placement costs (80%), topped up by the grant from LCF (20%).*
- 1.17 The aim is to go out to procurement for an investor provider partnership as soon as a decision is made by LCF. This is expected 31 January 2018. This should enable us to award a contract to commence in July 2018.
- 1.18 NCC will need to enter into an 8 year contract with the SPV, reflecting the need for an initial mobilisation period followed by a five year referral period (from Y1M6 to Y6M6) followed by a two year five month monitoring period.
- 1.19 Work will begin prior to the LCF decision, to prepare for the procurement activity and to shape further the Vulnerable Child SIB model. This will include engagement with stakeholders, as well as potential social investors. We will continue to engage with operational managers in Children's Services to ensure that the project complements wider transformation and operational delivery within localities.
- 1.20 As the SIB funded intervention comes on-stream, any consequential cashable savings will be ring-fenced to fund ongoing intervention and ensuring sustainable ongoing savings as a result of reductions in the numbers of looked after children, as well as making a contribution to future savings targets in line with the Demand Management and Prevention Strategy for Children's Services.

## **2. Evidence**

### **Why we are proposing to secure a Social Impact Bond via LCF**

- 2.1 Pursuing a Vulnerable Child SIB offers an opportunity to secure external investment through a new type of funding model for the Council that presents minimal financial risk (see section 4) alongside an opportunity to reduce budget pressures. If the interventions funded via the SIB do not deliver outcomes in terms of prevented care days, the risk is with the investors via the SPV. NCC will only be liable to pay for outcomes if these are achieved.
- 2.2 NCC contracting with the SPV means that the overheads associated with the on-going performance management and oversight of the intervention provider rest

with the SPV Board over the life of the project. Given that investors will not see a return on their investment, it can be expected that the SPV Board will fulfil this set of responsibilities with diligence.

- 2.3 The current LCF offers a top-up grant that will contribute 20% towards the costs of outcomes payments. The LCF will cease in 2025.

### **Why we have identified this cohort of young people**

- 2.4 The target cohort for the SIB project has been identified as primarily young people at the edge of care plus a smaller cohort of young people already in care where the plan is to return home. In both cases the focus for the Vulnerable Child SIB is young people where the reason for reception into care is categorised as neglect or family dysfunction such that the delivery of a structured evidence based intervention is most likely to have a positive impact.
- 2.5 This conclusion is based on needs analysis by NCC's Business Intelligence Team, including data on starts and ceases of care episodes over the last three years and the reasons for entering care. This analysis has also highlighted that some geographical areas are 'hotspots' in terms of children entering care. The project will be expected to target these areas in particular.
- 2.6 Across the county, between 30 and 40 children and young people enter care each month. 469 children entered care in 2016/17.
- 2.7 As at September 2017, there were 41 young people over the age of 8 looked after where the plan is to return home, of which 14.6% have been in care for over 6 months and 56% for over 12 months.

### **Why we are proposing the use of an evidence based intervention**

- 2.8 Children's Services has not previously made systemic use of evidenced based interventions with a clear fidelity based model to reduce the numbers of looked after children. This would add significantly to the range of interventions being deployed to prevent children coming into care.
- 2.9 Rather than specify a particular intervention we are proposing to procure through a 'grey box' approach by simply specifying our wish for an evidence based intervention with a clear fidelity based model supported by a robust system of adherence. We have appraised a number of different evidence based interventions and each has its own merits. Given that Norfolk's needs may change over the life of the project, it will be important to ensure that any intervention deployed can respond effectively to these needs.

## **3. Financial Implications**

- 3.1 Based on median recruitment and median performance, the Vulnerable Child SIB is expected to generate net savings of £7m over the life of the project for NCC through reducing the number of days spent in care by the target cohort.
- 3.2 The net savings for NCC are sensitive to the performance of the Vulnerable Child SIB both in terms of the number of young people recruited onto the project, and

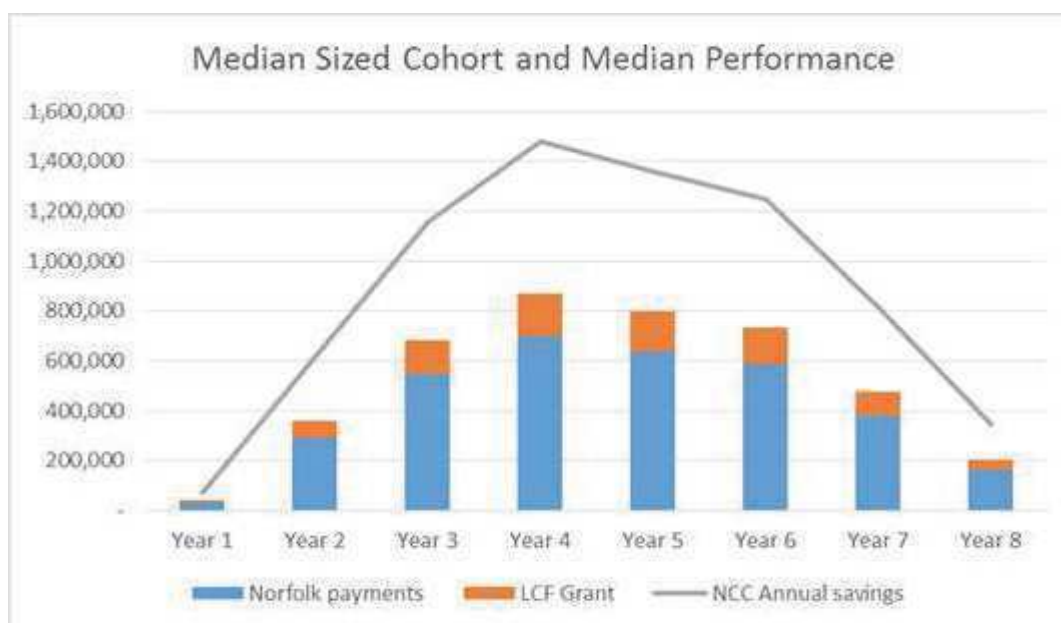
the success of the intervention to secure the required outcome. This is shown below:

		Cohort recruitment		
		High £m	Median £m	Low £m
Outcome performance	High	£13.2	£11.3	£10.0
	Median	£8.3	£7.1	£6.3
	Low	£5.2	£4.4	£3.9

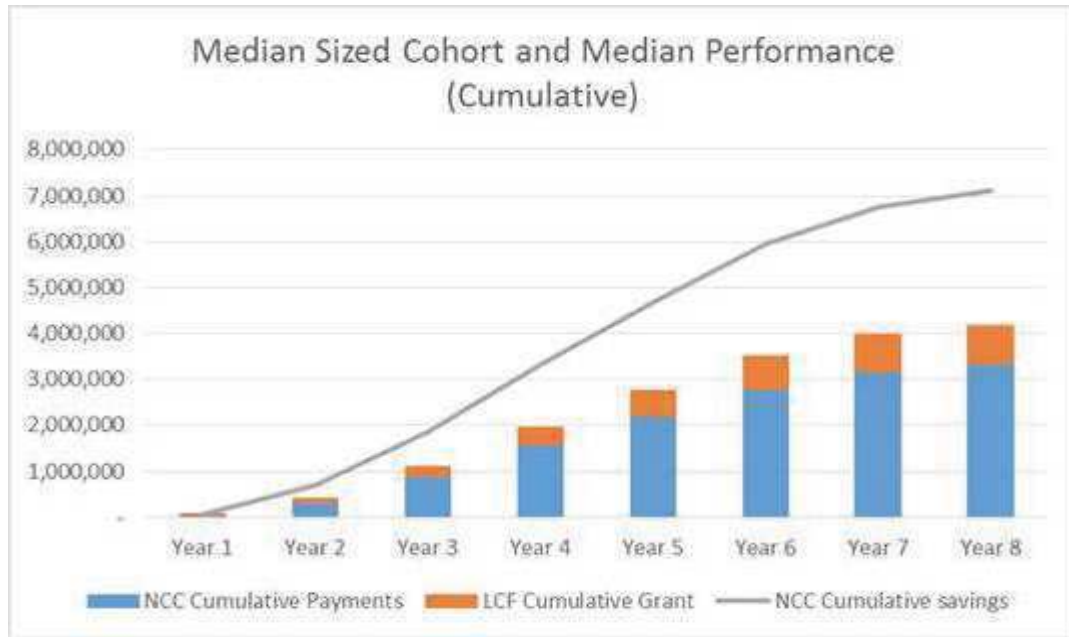
- 3.3 At a median/median level, the cost of outcomes payments will be approximately £4.2m, of which £835k will be refunded to NCC by the LCF as a top-up grant payment.
- 3.4 As with net savings for NCC, the performance of the SIB also impacts on the value of the outcome payments and therefore on the rate of return for investors:

		Cohort recruitment		
		High	Median	Low
Outcome performance	High	16.6%	16.8%	15.3%
	Median	6.7%	6.9%	5.7%
	Low	(6.2%)	(6.1%)	(6.6%)

- 3.5 The expected pattern of annual and cumulative savings for NCC, alongside outcome payments over the life of the project can be seen below:







- 3.6 There will be a financial implication for NCC related to the necessity to maintain oversight over the Vulnerable Child SIB in terms of controlling referrals, monitoring outcomes in terms of prevented care days, evaluation and financial oversight related to outcome payments.

## 4. Issues, risks and innovation

- 4.1 A key feature of a Social Impact Bond is that it displaces the risk of failure of interventions away from the Council as commissioner to investors, via the SPV Board. NCC will only be liable for outcome payments to the SPV if the SIB delivers a reduced numbers of care days for young people. As is shown in section 3 the level of savings for NCC outweighs the cost of outcome payments.
- 4.2 There is a risk that NCC pays for outcomes that might have occurred without the intervention. The application of a 33% bar for eligibility of outcome payments removes this risk.
- 4.3 By contracting the SPV to deliver the model, the costs and time associated with ongoing contract and active performance management of the intervention provider will be borne by the SPV Board rather than NCC.
- 4.4 There is a risk that the Vulnerable Child SIB will engage with young people outside the target cohort. This risk will be managed through NCC maintaining control over referrals to the project.
- 4.5 There is potential overlap with other transformation and edge of care projects leading to multiple providers targeting the same young people. All participants within the Vulnerable Child SIB will be flagged within the new Liquid Logic case recording system.
- 4.6 The operation of a payment by results contract will require strict financial control to ring fence the savings accruing within the Children's Services placement budget.

- 4.7 Legal implications: NCC will be required to procure an investor and provider partnership and enter into a contract with the SPV in line with the Public Contracts Regulations 2015. The Vulnerable Child SIB will support NCC to fulfil its responsibilities to children and young people on the edge of care, in line with various legislative requirements including Children Act 1989 & 2004.
- 4.8 Equality Implications: this proposal will enhance rather than reduce service provision. The participants being supported by the Vulnerable Child SIB will be monitored with regard to their protected characteristics.
- 4.9 Human Rights Implications: this proposal is neutral in human rights terms.
- 4.10 Environmental Implications: this proposal is neutral in environmental terms.
- 4.11 Health and Safety Issues: interventions under this proposal will be made in line with the NCC Health and Safety Guidelines.

## **5. Background**

- 5.1 The UK is the world leader in Social Impact Bond development with over 30 now in operation and available social investment in the UK forecast to reach £1 billion. Much of this total was derived from the Commission for Unclaimed Assets work between 2005 and 2007 which led to the launch of Big Society Capital, the world's first social investment bank. Up to £400 million from the Reclaim Fund Ltd which collects monies from dormant UK banks and building society accounts and another £200m levied from the four main UK high street banks is now made available as social investment by Big Society Capital through a number of managed Social Investment Funds.
- 5.2 Social Impact Bonds (SIBs) are a means for commissioners to gain up-front investment from social investors into preventative interventions where that investment is only repaid if agreed outcomes are achieved. This means that services can be commissioned without risking internal budgets should those services prove to be unsuccessful. Social investors are driven by both social and financial returns and therefore are highly motivated to ensure that their money drives the success and impact on people's lives that both they and the commissioner want to see.
- 5.3 SIBs are developed with high levels of visibility on performance and outcome delivery so both the commissioner and investor can clearly see and verify the levels of success or plan for mitigations when things are not on track. This is particularly helpful within the context of service improvement and planning.
- 5.4 Contracts for SIBs tend to be longer to enable investors to achieve outcomes at a sufficient level to regain their investment this can also support VCSE providers' involvement who gain greater security while still being enabled to work within a payment by results approach.
- 5.5 To date, four SIBs have been delivered in other local authorities: Essex, Manchester, Birmingham and North Somerset. Of these Essex was the first SIB to be established and the only one that is focused on edge of care.



5.6 An evaluation of the Essex SIB was funded by DWP and conducted by the Office for Public Management (OPM). It occurred during the first 3 years of its 8 years of operation and was completed in March 2016. The findings concluded that the SIB facilitated innovative practice such as:

- Introduction of a Therapist in Waiting;
- Finding creative ways to enable training for rapid mobilisation;
- Lengthened therapists' notice period to 3 months;
- Resulted in efficiencies allowing 9 extra cases to be taken on.
- Strengthened staffing to support data and performance management, and employing a Research Assistant and Performance Analyst resulted in robust performance management and reporting.
- The deployment of a 'Flexible Fund' – an investor sourced small pot of money available to each family participating in treatment helped to sustain the positive changes and outcomes that were achieved.

## Officer Contact

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

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

**Officer Name:**

Tim Eyres

**Tel No:**

01263 739077

**Email address:**

tim.eyres@norfolk.gov.uk



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# Children's Services Committee

Item No....

<b>Report title:</b>	<b>Schools' Capital Programme 2017-2020</b>
<b>Date of meeting:</b>	<b>14 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough, Executive Director of Children's Services</b>
<b>Strategic impact</b>  <p>The County Council has a duty to secure sufficient pupil places to meet the demands of the school-age population. It receives schools' capital grant funding from the Education and Skills Funding Agency to support its strategic plans for the provision of additional places and for improving the quality of existing LA-maintained school buildings. The well-planned and cost-effective provision of high-quality places make a key contribution to the overall education landscape in Norfolk, supporting the County Council's objective of ensuring high standards of achievement in schools – Excellence in Education and the Council's strategy 'A Good Education for Every Norfolk Learner'.</p>	

## Executive summary

The County Council's schools' capital budget and programme 2017-20 were approved in February 2017 and the schools' capital programme for 2017/18 was reported to Committee in June 2017.

We now have to propose priorities for the development of the 2018+ capital programme as part of the corporate prioritisation process. The requirement is for Committees to consider (a) emerging major proposals, (b) significant changes to the existing programmes, and (c) schemes which do not have an identified funding source and which will therefore be for corporate consideration.

Prioritisation for the schools' capital budget is undertaken by Capital Priorities Group using Terms of Reference approved by Committee in January 2015. This report builds on the June 2017 report, identifying emerging capital priorities for 2018 onwards. It asks Committee to recommend these for further consideration and discussion by Capital Priorities Group at their November and January meetings;

## Recommendations:

- to note changes to the capital programme since June 2017; and
- to endorse the emerging priorities for further consideration.

## 1. Background

- 1.1. This report forms part of an annual Committee reporting cycle as follows:
- November – identification of emerging capital pressures and priorities for forward years
  - January - Growth and Investment Plan (summary of strategic pupil place pressures)
  - May/June – proposed revisions to capital programme in the light of funding allocations
- 1.2. In June 2017 the Committee agreed to continue the basis of the programme priorities as follows:

A - Growth – developing the capacity of the estate to meet pupil number growth  
 B - Implementing specialist, targeted and improvement strategies  
 C – Improving the condition and efficiency of the estate.

Schemes can seek to address any combination of sufficiency, suitability and condition need, according to the overall need, but the main driver of the programme will be growth, especially as this moves into the secondary sector.

- 1.3. Since the June 2017 report Norfolk's Basic Need allocation for 2019/20 for Norfolk has been announced by the Education and Skills Funding Agency – the grant is £25.732m. The 2020/21 Basic Need allocation is likely to be announced by late 2017. The current known allocations are therefore as follows.

	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>
<b>Basic Need (£m)</b>	<b>8.946</b>	25.929	2.526	25.732	tbc late 2017
<b>LA Capital Maintenance (£m)</b>	<b>8.730</b>	7.712	tbc late 2017		
<b>VA Schools (£m)</b>	1.198	1.080	tbc late 2017		

- 1.4. The most significant point to note about the new £25.732m Basic Need allocation is that primary and secondary sectors have each been allocated some £12m. This is by far the largest secondary phase allocation to date. This confirms the conclusion from our forecasts that the focus of delivery must now comprehensively encompass priorities in the secondary phase over the next three years, yet also continue deal with further provision of places at primary level. A full analysis of pupil number pressures for the next three years will be provided in January as part of the Local Growth and Investment Plan report to Committee
- 1.5. Inevitably the programme of new schemes for 2018/19 will not be significant, reflecting the small sum for Basic Need allocated for that year. The delivery programme will look to ensure sufficient working capacity in schools under pressure,

especially from bulge years. The priorities for expenditure of the 2019/20 allocation will be determined by Capital Priorities Group during the course of 2018 and reported to Committee this time next year.

## **2. Review of the current programme**

2.1. The following schemes were completed from November 2016 to present, with a total value in excess of £23m:

- Cawston Primary School – expansion to full 1FE
- West Lynn Primary Academy – expansion to 1FE
- Wymondham High – additional four classrooms.
- Southtown Primary School – reorganisation to 1FE primary
- Queen's Hill Primary School – expansion to 3FE
- Sparhawk Infant School – permanent expansion to 2FE
- Sidestrand Hall – complex needs sixth form building
- St. Michael's VA Junior School – expansion to 4FE (in conjunction with Diocese of Norwich)
- Astley Primary School – permanent accommodation for 1FE (including mobile replacement)
- Catton Grove Primary School – demolition of the former dental clinic
- Drake Primary School – reorganisation to 2FE primary
- Thorpe Hillside Primary – replacement kitchen and dining hall (inc.mobile replacement)
- Great Yarmouth Primary Academy – reorganisation to potential of 3FE primary

2.2. The following schemes are currently under construction with a total value of over £18.45m:

- Northgate Primary, Gt Yarmouth – reorganisation to primary
- Attleborough Junior School – reorganisation to 2FE
- Barford Primary School – two classroom, mobile replacement
- Taverham Junior School – two classroom, mobile replacement
- East Harling Primary School – suitability to ensure 1FE
- Falcon Junior School – expansion to 4FE
- Poringland Primary School – expansion to 2FE
- Suffield Park Infant School – expansion to 3FE
- Ashleigh Infant School – reorganisation to 2FE

2.3. The above list excludes the two largest schemes on site, both of which are nearing completion on site and will be handed over at the start of the January term:

- Attleborough new primary school - £10.4m
- Chapel Green School relocation and growth - £14.25m

2.4. In addition the six '30 hours childcare' schemes, separately funded by government grant, will be complete for delivery by 30<sup>th</sup> April 2018, albeit with one, Aylsham, providing places elsewhere on an interim basis. Two, at Scarning and Marham, are already complete.

### **3. Changes to the Programme**

- 3.1. Since the June 2017 report, decisions on the following schemes were made by the Interim Executive Director of Children's Services on advice from CPG, as changes to the current programme:

July 2017

- Gayton VCP – relocation and new build  
Further allocation of £0.397m to bridge shortfall in existing budget for additional works in the order of £1.1m, including nursery accommodation costs, surface and fluvial water risk mitigation and off-site highways works
- John Grant Special School, Caister. Allocation of £0.275m to enable provision of sixth form accommodation in order that a cohort of pupils may continue their education at the school

September 2017

- Roof and boiler works to two converting academies meeting the criteria set out by CPG for financial support:
  - Alderman Peel High School, Wells (£100k)
  - Sprowston High (£20k).
- SEN strategy and capital implications: £50k capital development funding
- Additional sums for the major growth scheme at Roydon CP (up to £500k) and mobile replacement at Taverham VC Junior (up to £350k), both to meet latest cost estimates following development of the schemes.

### **4. Capital Prioritisation - Strategic pressures**

#### **Special Educational Needs and Additional Needs**

- 4.1. The Department is currently developing a strategy to determine the County's medium to long term SEN place needs. The strategy will require a long-term funding package, although the £2.7m available from Government 2018-21 (£0.9m each year) will be able to support smaller, initial phases of the work. The £50k development capital made available by CPG (see above at 3.1) will enable capital aspects of the initial strategic priorities to be developed.
- 4.2. The Statutory Notice to close Alderman Swindell Primary School in Great Yarmouth has now been determined and the Council has identified the reuse of the site for special educational needs as a key component of its commitment to the area. Feasibility work will now proceed and the current cost estimate of £7m will be identified as a key priority for delivery in the period to 2020.
- 4.3. Capital Priorities Group will contribute to and monitor the capital aspects of the SEN strategy as it develops.

Secondary growth pressures:

- 4.4. Detail will be developed for January's Committee report to establish the secondary phase areas likely to generate pressure in the next few years. In the majority, if not

all of the likely areas, we are already working on design masterplans for the school site, in collaboration with the school and academy trusts, and in some cases, such as Hethersett, we have moved on to detailed design. This follows the successful pattern at Wymondham High Academy where permanent growth places have already been provided based on a masterplan.

Continuing primary pressures:

- 4.5. In the primary sector there continues to be pressure in a number of areas but overall pressure is diminishing, given the capital investment made to schools to date. The report elsewhere on this agenda on the Education landscape identifies a number of policy parameters for dealing with growth, particularly consideration of the future structure in infant/secondary areas. In the coming year we will also review those areas, such as Dereham where will need to be planning for a new school site if Local Plan housing numbers are followed through to construction.

Schemes without a funding source and therefore for corporate consideration

- 4.6. There is one scheme proposed for this category. The Sewell Barn Theatre, part of the Sewell Park Academy site, is subject to a long term lease between the County Council and the Sewell Barn Trust. The lease places external maintenance and utility cost liabilities on the County Council. The lease could not reasonably be transferred when the school converted to academy status. Capital works, yet to be specified and costed, will be required to remove surface safety hazards in the car park. If these repairs are carried out we would require an agreement between the academy and the Sewell Barn Trust, who both use the area, for long term maintenance until the end of the lease.

Corporate priorities for 2018/19

- 4.7. Taking all the above into account, Capital Priorities Group considered priorities for 2018/19 at their September meeting. The proposals are at Annex A and Committee is asked to endorse these for transmission to Policy and Resources Committee.

## **5. Financial Implications**

- 5.1. There are no new financial implications in this report, other than to report the 2019/20 Basic Need allocation. The Committee's approved programme (June 2017) has been adjusted to accommodate from unallocated funding the subsequent approvals (section 3) made by the Executive Director on CPG's advice.

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

- 6.1. Risks to the programme remain unchanged from the June report, essentially:
- The availability of sufficient funding from section 106 agreements and the Community Infrastructure Levy
  - The need to secure land for expansion
  - The need to develop strong partnerships with academy trusts in areas of pupil growth, especially now moving into the secondary sector
  - The development of a strong partnership of stakeholders around the SEN strategy and its capital delivery strand

- Risks to timeliness arising from the County Council's regulatory function as Local Planning Authority for NCC schemes and as Lead Local Flood Authority

6.2. There are opportunities for innovation in the strategic development of the programme, which might include:

- Model designs, following on from the Norfolk model primary school concept, for special needs and secondary school growth
- Continued benchmarking of costs nationally
- Collaboration with Corporate Property team in the acquisition of sites for new schools
- Further developing collaboration on joint schemes between NCC and the Education and Skills Funding Agency

## 7. Background reports

7.1 Committee papers:

**Children's Services Committee – June 2017, page 93**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/1362/Committee/8/Default.aspx>

### Officer Contact

**Chris Hey**  
01603 223467

**Head of Place Planning and Organisation**  
[chris.hey@norfolk.gov.uk](mailto:chris.hey@norfolk.gov.uk)

**Isabel Horner**  
01603 222246

**Capital Programme Manager**  
[isabel.horner@norfolk.gov.uk](mailto:isabel.horner@norfolk.gov.uk)



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**Annex A**

**Corporate Prioritisation Capital Bids 2018/19**

Project	Description	Project Delivery timescales
<b>Priorities for the expenditure of EFSA capital grant (Basic Need and Capital Maintenance)</b>		
SEN Inclusion Strategy delivery	Priorities emerging from draft SEN Strategy	2017-2020
Gt Yarmouth Non-mainstream school places	Re-use of Alderman Swindell site for children who cannot be education in mainstream schools	2020
Angel Road Infant/Junior School	Long term solution needed to manage pressure from Anglia Square redevelopment and rationalise site and buildings	2021
Admission pressures 2018/19	Works to address pressures identified via the Admissions round	2017-2019
Temporary Classrooms 2018/19	Placement of modular temporary accommodation at school sites experiencing either a bulge year of entry or the first year/continuing years of sustained pupil number growth. Pupil numbers are not yet known. Dependent on closure of admissions round.	Target delivery by Sept 2018 / 2019
Land costs for new schools	Part funding required for land available through housing developments.	All years
(i) Capital Maintenance and (ii) Academy condition on conversion	(i) Projects of approximately £500,000 not covered by schools' devolved formula capital based on assessment by NPS surveyors.  (ii) Liabilities for NCC properties on conversion to academies, case by case, each subject to CPG approval	2018/19
<b>Bids for corporate capital funding as outside scope of EFSA schools capital grant</b>		
Sewell Barn Theatre	External works to car park to an NCC-retained property adjacent to a school. Costs to be determined.	2018/19



# Children's Services Committee

Item No.....

<b>Report title:</b>	<b>Update on School Exclusions</b>
<b>Date of meeting:</b>	<b>14 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director Children's Services</b>
<b>Strategic impact</b> Exclusions in Norfolk schools have been high for the last 2 years. Reducing school exclusions will ensure that more Norfolk children and young people are in continuous education that is meeting their needs and leading to good educational outcomes.	

## Executive summary

The rise in school exclusions in Norfolk over the last two academic years is widely known. This is mirrored nationally, however the numbers of Norfolk pupils excluded is higher than national.

It has been a Local Authority Education Services priority to work with schools to reduce exclusions over the last academic year. We are beginning to see the impact of this work with ongoing reductions in exclusions; a reduction of 10% last year compared to the year before and at the start of this academic year a significant reduction within the first half-term compared to a similar time last year.

The outcome of the Members Task and Finish Group (Autumn term 2016) resulted in an action plan which has been put in place and is built into the overall strategy, led by the Local Authority but in partnership with schools.

Detailed recent analysis of year end data gives a picture across the county which indicates permanent exclusions are not the norm in the majority of Norfolk schools. Our revised approach to exclusions data analysis further enables a targeted approach to intervention and challenge.

This is a brief update report which includes:

1. An outline of the priorities to reduce school exclusions and some key actions by the Local Authority
2. A summary overview of the year end data and early Autumn term 2017

### Recommendation:

1. **Children's Services Committee is asked to note the content of this paper, endorse the actions advocated in relation to the Local Authority role in intervention, challenge and support for the reduction of school exclusions.**

## 1. Exclusions – a priority

- 1.1 The Local Authority has the reduction of school exclusions as a key priority. Over the last Academic year there have been a range of actions to improve intervention, challenge and support to the school system that have been discussed and developed in partnership with Norfolk school leaders. The Members Task and Finish Group which reported in the spring term of the last academic year resulted in an action plan which has been put in place. An

update of the progress against that action plan was brought to Committee in June 2017. The Assistant Director Children's Services, Education has recently reviewed, and restructured Education Services and this enables a sharper focus on this priority.

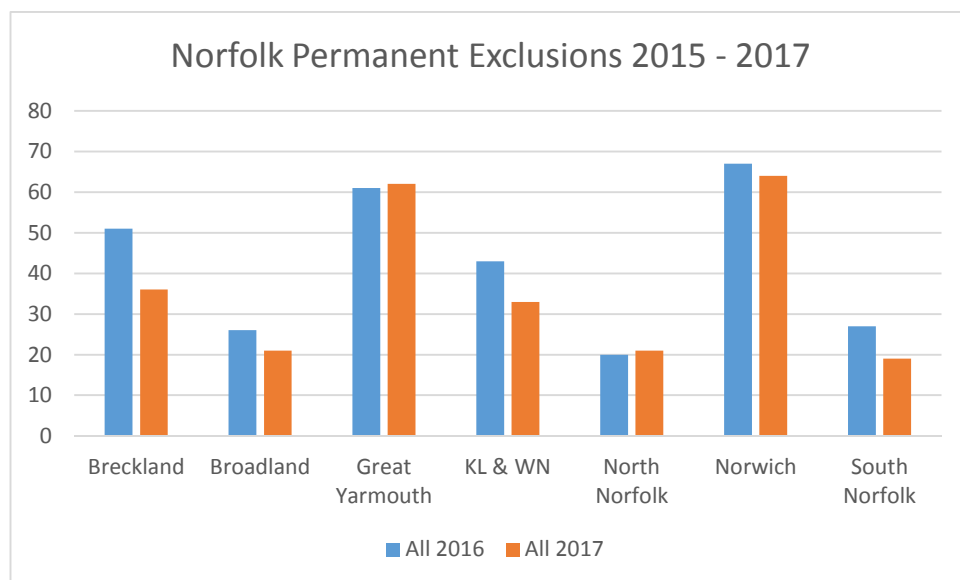
- 1.2 As a result of the work in the last year with stakeholders, including the Local Authority, school exclusions has been agreed as the third priority of four in the Norwich Opportunity Area delivery plan. The priority focuses on the children at risk of exclusion in Norwich schools. The Assistant Director Children's Services, Education sits on the Strategic Partnership Board for the Norwich Opportunity Area and co-leads the work stream on this priority.
- 1.3 The Norfolk Children and Young People's Strategy Board has agreed a plan with its multi-agency membership which has a priority 'Fitness to Learn'. This priority is chaired by the Assistant Director Children's Service, Education and includes members of school leaders, FE, early help and the voluntary sector.
- 1.4 The review the Local Authority Services will play a big part in delivering the key actions to support the reduction of school exclusions. A new service has been created as part of the restructure called the 'Education Vulnerable Groups Achievement and Access Service'. It is this service that will work with schools to identify children and young people at risk of exclusion and support schools to prevent this happening. This new service will draw on the best practice in the school system, both locally and nationally, as well as target resource to those children and schools where there is risk that behaviours will result in exclusion; co-ordinating intervention from Early Help teams also where appropriate.
- 1.5 The Local Authority services are currently engaged in a range of activity which can be summarised as follows:
  - Work in partnership with schools to develop local, school-led models to prevent exclusion
  - Implement a new charging policy for schools that permanently exclude; with a dual purpose of dis-incentivising exclusion and assisting with the costs of exclusion within the High Need Block budget
  - Deeper and ongoing analysis of fixed term and permanent exclusions to understand patterns, trends
  - Work with VNET to develop more embedded strategies and networks to improve inclusive practice
  - Development of an new triage/ hotline/ duty desk for all schools to discuss children and young people at risk of exclusion
  - More effective signposting of existing support, specialist services to help meet need
  - Extend coherent practice, trialled with a high excluding school, to put a team around the school involving the LA, Voluntary Sector, police, Early Help social care etc.
  - Secondment of expertise from the school system to challenge and support schools
  - Continued exploration of best practice beyond Norfolk
  - Early identification of children at risk of exclusion from target areas across the county
  - Develop more targeted support for behaviour management of challenging children
  - Ongoing review of commissioned services for the prevention of exclusion and specialist placements and provision for those pupils following permanent exclusion

## **2. Data overview**

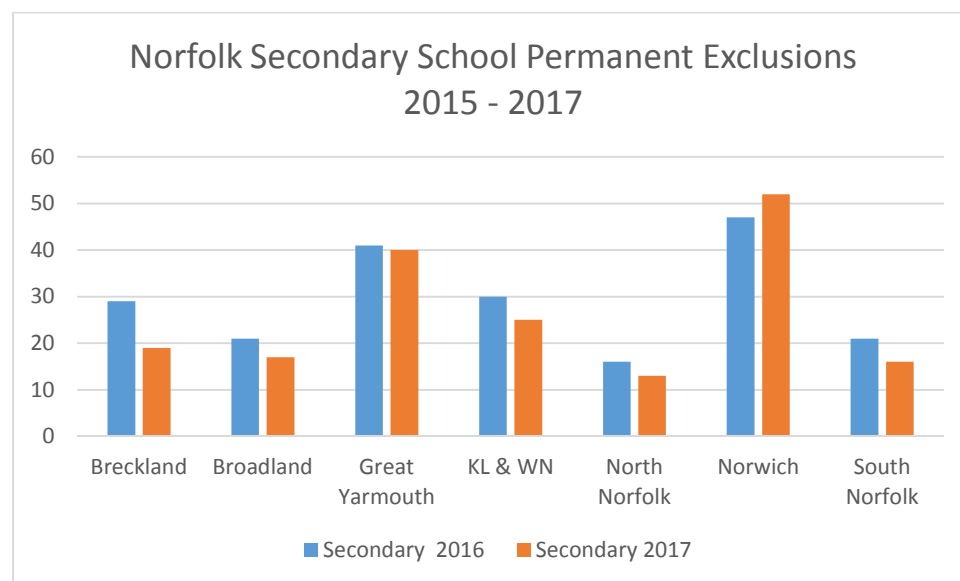
- 2.1 The year-end data for 2016 – 2017 with regard to Permanent exclusions across the county indicates that:

- 24% of Norfolk schools permanently excluded a child.
- 10 schools excluded more than 5 children
- Norwich was the highest excluding district and south Norfolk the lowest
- 6 LAC children were excluded in autumn term 2017, 4 from out of county, no LAC was excluded in spring and summer terms 2017

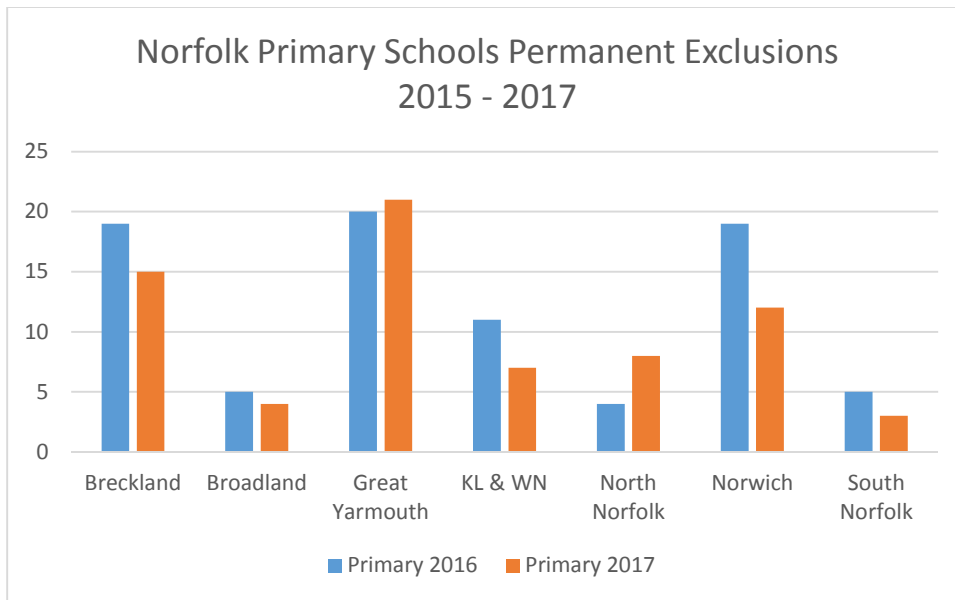
2.2 It is not appropriate to collate the analyses of exclusions by academy compared to LA maintained schools as the majority of secondary schools are now academies.



*Norfolk Permanent Exclusions by district – 2 year trend*



*Secondary exclusions – NB this does not include special school or Independent but does include LA maintained schools and Academies*



*Secondary exclusions – NB this does not include special school or Independent but does include LA maintained schools and Academies*

2.3 In September 2017 16 pupils were permanently excluded compared to 34 pupils in September 2016.

### 3. Conclusion

- 3.1 The focus on the reduction of school exclusions is significant and linked to a range of plans. Schools are working in partnership with the Local Authority and other services to drive down and prevent exclusion.
- 3.2 Actions are beginning to show early signs of impact on a reduction in exclusions.
- 3.3 More targeted effort is needed to spread best practice and develop new models in areas of the county where exclusions are high

### 4. Evidence

- 4.1 Schools have the right to exclude pupils from their schools. This can be a fixed term – i.e. a session which could be a whole day, a morning, afternoon or lunchtime session. It can be permanent which means the child is ultimately removed from the school roll. The Local Authority has the duty to ensure that permanently excluded children are provided with an education, from the 6<sup>th</sup> day for children other than those in local authority care. The government guidance to schools and Local Authorities can be found here.  
<https://www.gov.uk/government/publications/school-exclusion>

### 5. Financial Implications

- 5.1 The Education High Needs / SEND Service and the Education Vulnerable Groups Achievement and Access Service have the budget to deliver the local authority actions outlined above. However members should note that the number of pupils excluded in Norfolk over the last two years has put significant pressure on the Night Needs Block, which funds the alternative arrangements for all children who are permanently excluded.

## 6. Issues, risks and innovation

- 6.1 The current number of children excluded from Norfolk schools is placing significant pressure on the commissioned provision and the High Needs funding, which is managed by the local authority. Commissioning additional places for alternative provision is expensive and can be a challenge to respond to an urgent need for places. Therefore some children are waiting for places beyond 6 days and this is unacceptable. Home tuition and on line learning is made available for those waiting. The list is monitored weekly by the Head of High Needs SEND Service and key colleagues.

## 7. Background

Please see Government guidance for further background.

<https://www.gov.uk/government/publications/school-exclusion>

### Officer Contact

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

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

**Officer Name:** Mark Adams  
Michael Bateman

**Email address:** [mark.adams@norfolk.gov.uk](mailto:mark.adams@norfolk.gov.uk)  
**Email address:** [michael.bateman@norfolk.gov.uk](mailto:michael.bateman@norfolk.gov.uk)



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# Children's Services Committee

Item No.....

<b>Report title:</b>	<b>Developing Norfolk's Education Landscape</b>
<b>Date of meeting:</b>	<b>14 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Sara Tough Executive Director Children's Services</b>
<b>Strategic impact</b> <p>Better educational outcomes are key to Norfolk's future. The organisation of schools and other education providers, the size and structure of individual institutions and the built environment in which children and young people learn can make a considerable contribution to the improvement of educational experiences and outcomes. This paper outlines the current structural landscape, the role of the Local Authority in relation to school organisation, and suggests a strong local policy approach to secure changes where these are needed.</p>	

## Executive summary

Building on reports to Committee in September 2016, this report provides a summary of the way in which Norfolk's educational system has developed structurally since the reforms introduced by Governments from 2010. This snapshot provides the context for Members to consider a number of strategic structural issues facing the County Council in the next five years, as the system further develops.

In turn these provide the backdrop to the delivery of the Council's continuing strategies to support a self-improving school system and secure an 'Outstanding Education for **All**'

The context covered in this report includes:

1. Demographic growth and new housing, especially the forthcoming movement of growth into the secondary sector;
2. Risk to the sustainability of some schools and sixth forms
3. School reorganisation and conversion of schools to academy status within a wider development of Multi Academy Trusts;
4. Local and national processes for commissioning new schools
5. Capital investment in the education system;
6. Sufficient provision for all learners
7. Post-16 provision.

It is very much part of the County Council's role as Champion of all Norfolk children to understand the impact of the changing structure of the education system. This include collaboration with partners and the Department of Education with its agencies. Norfolk County Council has a clear role as the local advocate for the development of a coherent system that serves all learners well from age 2 to 19. *The report makes a number of strategic recommendations for the Committee.*

### Recommendations:

Children's Services Committee is asked to note the content of this paper and endorse the approach advocated.

Children's Services committee is asked to amend the approach adopted in 2015 as follows:

- a. To use every opportunity to achieve a locally coherent organisation of schools by working closely with the Regional Schools Commissioner, local partners and communities.
- b. To promote the development of school groupings with single governance that can provide school to school support through sufficient resilience and size. Norfolk should mirror the national approach, where 1500 pupils on role across a number of schools within the group is deemed a desirable minimum.
- c. To ensure that wherever possible, new schools are commissioned as all through primary schools with a minimum of two forms of entry and secondary schools as 11-16 schools with six forms of entry.
- d. To consider these school sizes - 420 place primary (5-11) and 900+ place secondary (11-16) schools) - to be the desirable model, where Norfolk County Council invests considerable capital to support other school organisation changes.
- e. To uphold as far as possible the 'presumption against closure' set out in national guidance
- f. To establish as a minimum size of 105 for any school or standalone school site within the mainstream sector, where school organisation changes are promoted in a local area
- g. To establish all through primary education as the model for primary phase schools, where school organisation changes are promoted in an area.

## 1. Introduction

- 1.1 This paper builds on previous reports to this Committee, notably in [September 2016](#) that set out the 'Structural Developments in the Education System'; and Norfolk's approach in advocating for the development of a self-improving school system.
- 1.2 In this paper the approach was affirmed as follows:
  - A clear role for Norfolk County Council as the champion of children working pro-actively with all types of schools
  - A close working relationship with the Regional Schools Commissioner to act at the 'middle tier' within the education system
  - Promoting strong governance and the development of groups of schools with single governance
  - Continuation of the approach set out in May 2015, including:
    - Promoting school groupings with a minimum of two forms of entry for primary schools, to ensure sufficient capacity and funding for sustainable leadership models
    - Where possible, move to all through primary model (including on multiple sites) to reduce the number of transitions for pupils
    - Giving preference to models with full forms of entry or, where this cannot be achieved, ensure mixed age classes with no more than two year groups in any one class (e.g. Year 1 and Year 2 or Year 5 and Year 6).
    - Ensuring that management partnerships<sup>1</sup> move to a single governance model within six terms (two years) Local Authority capital deployment is aligned to these principles.

## 2. Context

- 2.1 The national policy context remains largely unchanged since the last report to committee. Previous intentions by government to pursue a white paper or new legislation are not likely to come forward due to the focus on other legislation. Statements by the Secretary of State for Education in relation to Free Schools suggest that this policy may be amended and less resource will be available for centrally commissioned new schools.

- 2.2 The Local Authority role in relation to the developing and changing landscape is not always clearly defined. Whilst we retain responsibility for ensuring the sufficiency of school places we have less control over the arrangements for school groupings.
- 2.3 The landscape in Norfolk is complex and continues to be characterised by a highly diverse range of organisations that operate different types of schools and learning providers. These are maintained (funded) either by the Local Authority or the Department for Education (DfE), but always governed independently. Statutory regulations sets out how both local authorities and central government agencies regulate and intervene where financial performance or quality of provision is of serious concern.
- 2.4 A feature of the Norfolk school system is the large number of church schools. The LA works closely with the three Diocesan Boards to explore structural and organisational issues and opportunities.
- 2.5 Many schools are now operating as part of a group, with single governance. This can be either a Multi-Academy Trust or a federated governing board that is required to exercise the necessary control to ensure strong performance. Annex 1 provides an explanation of difference forms of governance and Annex 2 gives an overview of the current schools and their governance groups in Norfolk.
- 2.6 Norfolk County Council continues to take a pro-active approach as a champion of children in supporting the development of a self-sustaining school system. The methodology has been outlined in previous papers, including the paper endorsed by committee in September 2016. This includes influencing the development of federations and academy trusts as well as utilising opportunities for school organisation changes where they arise.
- 2.7 Recent national developments which can affect the approach to school organisation and the structural landscape for education are mediated through a Regional Schools Commissioner's office. The LA works routinely with officers from this Regional DfE team to plan for future growth, re-organisation and support for school improvement the improvement of provision and outcomes.

### **3. Overview of the Norfolk Education System**

- 3.1 The outcomes for pupils in Norfolk schools have improved markedly over time, however there are still challenges that schools, governing bodies and trusts must address. The quality of education provision, as judged by Ofsted has also improved considerably in the last few years, with over 90% of Norfolk schools now judged good or outstanding.
- 3.2 The relatively recent national strategy for academisation continues to have an impact in Norfolk though this has slowed recently.
- 3.3 As part of the 2016 Education and Adoption Act, the Secretary of State is required to issue an academy order where a school is deemed to be inadequate (unless the school is due to close). In case of an existing academy, the Regional Schools Commissioner has the option to secure a new or different sponsor Multi Academy Trust to address underperformance. In such cases, a challenge sometimes arises for Norfolk County Council, where this should be aligned to wider changes to the local organisation of schools (e.g. Infant/Junior schools)
- 3.4 A few years ago it was recognised that the performance of a proportion of the small schools in Norfolk was not as good as it should be and that the recruitment of high quality and sustainable leadership was also a significant challenge. As a result a small schools steering group, made up of stakeholders, elected members and officers established a strategy to engage with all governing bodies of small Norfolk schools. The strategy increased the expectation that strong and sustainable partnerships, leadership and governance arrangements should be a priority for every small school. The recent annual review of the Strategy shows that the vast majority of small schools are in a collaborative arrangement to support their ongoing educational and financial sustainability. The future of a minority of very small schools is still questionable, where there are significant issues in relation to quality and in some cases closure may be an option.



- 3.5 The data for small schools continues to underline that performance is highly variable, however on average educational outcomes for pupils, measured over time, in schools with cohorts of 10 pupils or fewer are consistently lower than those in larger schools. Disadvantaged pupils do very poorly overall in small schools.
- 3.6 The next focus of the small school review in 2017/18 is to test and challenge the capacity and ability of small schools to support more vulnerable children from disadvantaged backgrounds. .
- 3.7 In relation to students post 16. Members have been briefed on the outcomes of the Post 16 Area Based Review initiated by the Department for Education, carried out in Norfolk earlier in the year. The recommendations from the Area Based Review result in a number of changes to institutions in the Norfolk post 16 sector. The recommendations are listed in full as part of Annex 4. Whilst the proposed mergers should result in stronger institutions and enhanced provision for Norfolk Learners, they also create a period of transition for both staff and learners.
- 3.8 The local authority identifies some schools, where a range of previous intervention, both in relation to school improvement, changes to governance arrangements or even the introduction of a sponsor has not resulted in the necessary improvement over time. This persistent underperformance over a number of years may suggest that a more radical approach to change is needed and the organisation of local schools, or school closure needs to be re-considered
- 3.9 The work of Norfolk County Council in securing sufficient provision for Early Years is set out annually in the Childcare Sufficiency Statement. Committee is updated on this annually as part of the cycle of reports on overall sufficiency of places. The area based approach outlined in section 4 below will enable officers to continue to take into account the wider needs and opportunities across all age ranges.

#### **4. Current structural / school organisation and sufficiency challenges**

- 4.1 The demography in the county is changing and housing development is resulting in growth in demand for school places in some parts of the county.
- 4.2 \* Regular reports to this Committee deal with these pressures in more detail, notably through reporting on capital prioritisation (November) and Place Planning (January). An update on the programme is provided in May each year.
  - New challenges within this aspect include changes to the rate of house building in the context of a large number of allocated sites within local plans. The emergence of significant increased housing development outside the planned growth also creates localised pressure that we need to respond to.
  - In order to meet the demand for more specialist and complex needs provision in Norfolk a considerable amount of work has been undertaken recently to increase capacity through commissioned places. There is an ongoing need to increase this further to meet the rising demand, mirrored nationally. A statutory sufficiency strategy in this respect, produced annually by the authority, will provide an updated view on this pressure in spring 2018.
- 4.3 There is no single entity that unites all the decision making processes regarding changes to the organisation of schools. School Organisation changes can be promoted by Norfolk County Council for maintained schools, the Foundation Governors for a Voluntary Aided School and Academy Trusts in relation to academies. Whilst statutory regulation covers the processes managed by Norfolk County Council, the Regional Schools Commissioner operates a model involving a business case, which she decides upon with the advice of the Head Teacher Board.
- 4.4 Where a governing board, Multi Academy Trust or the Local Authority, proposes a change to the organisation of schools, Norfolk County Council bears the responsibility for securing the necessary transport in line with our policy. Our methodology for including transport implications early on in any process, including where other parties develop a business case for significant change is underdeveloped. We need to manage the risk

both to Norfolk County Council finances and secure our ability to promote changes that achieve a better local arrangement of schools, even where this has some financial impact.

- 4.5 The challenges in the post 16 sector also include a reduction in the Ofsted judgements for two of the four FE Colleges. Earlier this year the College of West Anglia was judged to require improvement and Easton and Otley College was judged to be inadequate. City College Norwich continues to be good (2017) and East Coast College, resulting from the merger of Lowestoft and Great Yarmouth Colleges has not yet been inspected. The predecessor institutions were judged RI and Good respectively. Although the campus in Great Yarmouth continues to operate as before, the college location is now formally in Suffolk.
- 4.6 Furthermore, continued volatility in this sector, much of which operates as a market, has resulted in the loss of provision through the closure of work based learning providers. A small number of sixth forms have also closed and many school sixth forms have reduced the range of subjects they offer. Availability of training provision for young people continues to be a challenge in some areas.

## 5. Proposal

- 5.1 Norfolk County Council should continue to adopt a proactive approach to the development of an Education Landscape the services all children well. The aim of this approach should continue to be to establish the right conditions for strong and sustainable institutions with high standards of achievement for **all** pupils
- 5.2 To amend the approach adopted in 2015 as follows:
- Use every opportunity to achieve a locally coherent organisation of schools by working closely with the Regional Schools Commissioner, local partners and communities.
  - Promote the development of school groupings with single governance that can provide school to school support through sufficient resilience and size. Norfolk should mirror the national approach, where 1500 pupils on role across a number of schools within the group is deemed a desirable minimum.
- 5.3 To ensure that wherever possible, new schools are commissioned as all through primary schools with a minimum of two forms of entry and secondary schools as 11-16 schools with six forms of entry.
- 5.4 To consider these school sizes - 420 place primary (5-11) and 900+ place secondary (11-16) schools) - to be the desirable model, where Norfolk County Council invests considerable capital to support other school organisation changes.
- 5.5 To uphold as far as possible the 'presumption against closure' set out in national guidance
- 5.6 To establish as a minimum size of 105 for any school or standalone school site within the mainstream sector, where school organisation changes are promoted in a local area
- 5.7 To establish all through primary education as the model for primary phase schools, where school organisation changes are promoted in an area.

## 6. Methodology

- 6.1 Norfolk County Council is well placed to take a lead role in developing the education landscape in partnership with the Regional Schools Commissioner and other partners in the education system. The LA functions in relation to place planning and ensuring sufficiency should result in strong advocacy to ensure that all changes proposed increase coherence and the chance for every young person to have a good educational experience throughout their learning journey.
- 6.2 Officers should work pro-actively with the Regional Schools Commissioners office, so that any directive academy orders take full account of the local education landscape, and school organisation considerations.

- 6.3 As outlined above, Norfolk County Council sometimes takes the role of ‘proposer’ and sometimes will be a consultee, where a Multi Academy Trust proposes one or more significant changes, which are subsequently decided upon by the Regional Schools Commissioner. Therefore, officers will need to adopt a position in line with the aims outlined above in responding to such proposals. This may include either advocating for or against a single proposal. A third option should be considered, where the proposed changes have wider implications within the education landscape and could affect other providers. In such cases, Education Officers should explore the opportunities for a wider proposal of change that would lead to improved provision in a particular area. The evaluation of the merits of such a case should take into account:
1. *The quality of education provided currently*
  2. *Sufficiency and Place Planning considerations*
  3. *The quality of education provided over time*
  4. *How far the current structure meets the criteria outlined above*
  5. *Overall value for money in relation to public expenditure, including transport implications*
- 6.4 Wherever possible, an area based approach should also be adopted as part of any changes proposed by Norfolk County Council, which may be developed on the basis of:
1. *Sufficiency and Place Planning considerations*
  2. *Requests by governing boards of LA maintained schools to consider the future of their school*
  3. *The quality of education provided over time, where other interventions have not resulted in sustainably good or better schools*
- 6.5 All proposals should be developed in line with established and agreed processes that adhere to the statutory guidance in relation to school organisation. Officers will work with the Regional Schools Commissioner and the Education Skills Funding Agency to advocate that consultation processes required for their decision making achieve a level of stakeholder involvement at least similar to that of LA led processes.
- 6.6 Current decision making processes allow for this methodology through:
- Developing a business case through an officer group (currently called Education Planning Infrastructure Group – EPIG)
  - Delegated decision making with member involvement through Capital Priorities Group
  - School Organisation Processes in line with statutory guidance as agreed by Children’s Services Committee in 2014
- 6.7 Officers should continue to work towards securing sufficient sites for the anticipated demand as set out in the Local Growth and Investment Plan. In light of the challenges in relation to housing development outside of local plans and likely need for newly commissioned specialist provision, the (alternative) educational use of existing sites is already considered routinely. An application to utilise the proceeds of any site disposal within a wider change proposal for a local area should equally become routine practice.
- 6.8 In the post 16 sector, the current trend towards larger, more centralised provision continues. This facilitates the development of a more sustainable offer with specialisation required for higher levels as advocated by the strategic economic plan. However, it also presents a considerable challenge in relation to transport. Norfolk County Council should seize the opportunity presented by the Area Based Review to consider opportunities for an affordable universal transport offer to learners aged 16-19 developed together with Suffolk County Council, Colleges, Work Based Learning Providers and other partners.
- 6.9 Furthermore, a more centralised offer, combined with more localised provision for academy level 3 courses (A-Level in school sixth forms) also presents a systematic (geographic) disadvantage to those seeking vocational provision or with lower attainment.
- 6.10 Officers should continue to utilise a partnership approach, including through the Education and Training Strategy Group to address the current issues in the post 16 sector. Formal interventions in post 16 institutions (other than school sixth forms) are led

by the Department for Education through its key agencies. Norfolk County Council should seek to strengthen its strategic relationship with the FE Commissioner and the Education and Skills Funding Agency to develop a co-ordinated approach to challenge and support.

## **7. Financial Implications**

The financial implications of the necessary capital investment and funding sources are outlined in the committee paper on the Schools' Capital Programme 2017-2020. The approach described will be facilitated using current resources within the Education Participation, Infrastructure and Partnership Service.

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

Many of the key issues and risks are outlined as part of the papers. They include

- Risk of further fragmentation of the education system
- Deterioration of quality of education in schools undergoing a significant change
- Lack of improvement in schools that have been through a significant change
- Lack of long term sustainable leadership
- Insufficient capacity of LA officers to support an increased number or significant changes to education landscape

## **9. Background**

Recent **committee papers on this topic include:**

### **May 2015 Children's Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/317/Committee/8/Default.aspx>

### **November 2015 Children's Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/355/Committee/8/Default.aspx>

### **May 2016 Children's Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/461/Committee/8/Default.aspx>

### **June 2016 Children's Services Committee papers**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/462/Committee/8/Default.aspx>

### **Consultation on changes to early years funding August 2016**

<https://consult.education.gov.uk/early-years-funding/eynff>

### **Structural developments in the Educational System – September 2016**

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/463/Committee/8/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:

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

**Officer Name:** Sebastian Gasse **Tel No:** 01603 307714

**Email address:** [sebastian.gasse@norfolk.gov.uk](mailto:sebastian.gasse@norfolk.gov.uk)



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## ANNEX 1 – Types of Governance

	<i>Schools funded (maintained) by the Government via the Local Authority sometimes known as 'maintained schools'</i>				<i>Schools funded (maintained) by the Government via the Education Skills Funding Agency</i>	
	<b>Community School</b>	<b>Voluntary Controlled School</b>	<b>Voluntary Aided School</b>	<b>Other Foundation School</b>	<b>Academy School <sup>1</sup></b>	<b>Free School<sup>2</sup></b>
Governance	Governing Board	Governing Board with minority of Governors appointed by a Foundation Trust	Governing Board with majority of Governors appointed by a Foundation Trust	Governing Board with majority of Governors appointed by a Foundation Trust	Academy Trust	Academy Trust
Funding formula <sup>3</sup>	Local Authority in consultation with Norfolk Schools Forum	Local Authority in consultation with Norfolk Schools Forum	Local Authority in consultation with Norfolk Schools Forum	Local Authority in consultation with Norfolk Schools Forum	Local Authority in consultation with Norfolk Schools Forum	Local Authority in consultation with Norfolk Schools Forum
Funded by	Government via Local Authority and, for Post 16, Education Skills Funding Agency	Government via Local Authority and, for Post 16, Education Skills Funding Agency	Government via Local Authority and, for Post 16, Education Skills Funding Agency	Government via Local Authority and, for Post 16, Education Skills Funding Agency	Government via Education Skills Funding Agency and, for high needs, Local Authority	Government via Education Skills Funding Agency and, for high needs, Local Authority
Formal Intervention	Local Authority or DfE Regional Schools Commissioner	Local Authority or DfE Regional Schools Commissioner with involvement of Diocese	Local Authority or DfE Regional Schools Commissioner with involvement of Diocese	Local Authority or DfE Regional Schools Commissioner with involvement of Trust	DfE Regional Schools Commissioner	DfE Regional Schools Commissioner
Inspection	Ofsted	Ofsted	Ofsted	Ofsted	Ofsted	Ofsted
Land ownership	Local Authority	Local Authority or other arrangements	Can vary - Foundation Trust for buildings and Local Authority for playing fields	Can vary - Foundation Trust for buildings and Local Authority for playing fields	Local Authority with 125 year lease or Academy Trust if land not previously owned by Local Authority	Academy Trust, DfE or Local Authority
Employer of staff	Governors via Local Authority	Governors via Local Authority	Governors	Governors	Academy Trust	Academy Trust
Sufficiency of pupil places	Planned and funded by Local authority and admissions coordinated by Local Authority	Planned and funded by Local authority and admissions coordinated by Local Authority	Planned and funded by Local authority and admissions coordinated by Local Authority	Planned and funded by Local authority and admissions coordinated by Local Authority	Planned and funded by Local authority and admissions coordinated by Local Authority	Planned and funded by Local authority and admissions coordinated by Local Authority
Admissions authority	Local Authority	Local Authority	Governors	Governors	Academy Trust	Academy Trust

<sup>1</sup> including University Technical Colleges and Studio Schools

<sup>2</sup> a type of Academy School

<sup>3</sup> Consultation on a National Funding Formula is underway

**Annex 2 - Table 1**

Phase	Academy	Foundation Special	Community	Foundation	Voluntary Aided	Voluntary Controlled	Total
All Through	1	0	1	0	0	0	2
Alternative Provision	2	0	0	0	0	0	2
Nursery	0	0	3	0	0	0	3
Primary	133	0	120	19	38	42	352
Secondary	45	0	5	1	1	0	52
Special	2	10	0	0	0	0	12
<b>Total</b>	<b>183</b>	<b>10</b>	<b>129</b>	<b>20</b>	<b>39</b>	<b>42</b>	<b>423</b>
<b>Percentage (rounded)</b>	43.3%	2.4%	30.4%	4.8%	9.2%	9.9%	

**ANNEX 2 - Table 2: Academy Trusts in Norfolk (31 + 6)**

Academy Trusts	Types and Numbers of Schools					Total Number of Institutions
	All through	Alternative Provision	Primary	Secondary	Complex Needs	
Academy Transformation Trust	1			1		2
Ad Meliora Academies Trust			3			3
Apollo Academies Trust			1			1
Cherry Tree Academy Trust			2			2
Clarion Academy Trust			1	1		2
Consortium Trust			1			1
Co-Operative Education East Academy Trust			3			3
CORVUS Education Trust			3			3
Creative Education Trust			3	2		5
Diocese of Ely Multi Academy Trust			12			12
Diocese of Norwich Multi Academy Trust			28	1		29
East Anglia Schools Trust			2			2
Eastern Multi-Academy Trust			9	3		12
Engage Trust		2				2
Evolution Academy Trust			5			5
IE Trust			1	2		3
Inclusive Schools Trust			3			3
Inspiration Trust			5	7		12
Mid Norfolk Academies Trust				1		1
North Norfolk Academy Trust			2	2		4
Ormiston Academies Trust			2	4		6
Right for Success Trust			4	1	1	6
Sapientia Education Trust			7	1		8

St John the Baptist Multi-Academy Trust			3	1		4
Synergy Academy Trust			5	1		6
The Heart Education Trust			4			4
Transforming Education in Norfolk			1	5		6
Wensum Academy Trust			7	3		10
West Norfolk Academy			7	4		11
Unity Education Trust			4	1		5
Yare Education Trust			3	1		4
*Convertors			2	3	1	6
	<b>1</b>	<b>2</b>	<b>133</b>	<b>45</b>	<b>2</b>	<b>183</b>

\*Convertor Academies are Diss High School, Taverham High School, Flegg High School, St Mary's CE Junior, The Free School Norwich, The Wherry School

Sir Isaac Newton Post 16 part of Inspiration trust, not included in figures above

## **ANNEX 2 - Table 3: Federations in Norfolk (29)**

<b>Name of Federation</b>	<b>Federated Schools</b>	<b>No. of Institutions</b>
The Angel Road Schools Federation	Angel Road Junior School Angel Road Infant School	2
The Pilgrim Federation	Kelling CE Primary School Blakeney CE VA Primary School Hindringham CE VC Primary School Walsingham CE VA Primary School	4
Diss Community and Church Schools Federation	Diss CE VC Junior School Diss Infant & Nursery School with Childrens Centre	2
The Coastal Federation	Bacton Community Primary School Mundesley Infant School Mundesley Junior School	3
Swallowtail Federation	Catfield CE VC Primary School Hickling CE VC Primary School Sutton CE VC Primary School	3
The Great Ellingham and Rocklands Schools Federation	Great Ellingham Primary School Rocklands Community Primary School	2
Loddon Primary Schools Federation	Loddon Infant & Nursery School Loddon Junior School	2
The Dove Federation	Caston CE VA Primary School Parker's CE VC Primary School	2
Bridges Federation	St German's Primary School Magdalen Village School Wimbotsham & Stow Community School	3
Blue Sky Federation	Erpingham VC Primary School Northrepps Primary School	2
Tacolneston and Morley C of E Federation	Tacolneston CE Primary School Morley CE VA Primary School	2
Aylsham Learning Federation (partnered with John of Gaunt Infant & Nursery School)	Aylsham High School Bure Valley Primary School John of Gaunt Infant & Nursery School)	3
Windmill Federation	Tilney St Lawrence Community Primary School Walpole Highway Community Primary School	4



	Terrington St John Primary School West Walton Community Primary School	
All Angels Federation	Clover Hill VA Infant & Nursery School St Michaels CE VA Junior School	2
Ellingham & Woodton Primary Schools Federation	Ellingham CE VC Primary School Woodton Primary School	2
The Cantley and Horning Schools Federation	Cantley primary School Horning Community Primary School	2
North Walsham Infant and North Walsham Junior Federation	North Walsham Infant School and Nursery North Walsham Junior School	2
Salhouse and Neatishead Federation	Salhouse CE VC Primary School Neatishead VC Primary School	2
Hevingham and Marsham Primary Schools Federation	Hevingham Primary School Marsham Primary School	2
All Saints, Hapton and St Andrews Federation	All Saints CE VA Primary, Winfarthing St Andrew's Lopham CE VA Primary School Hapton C of E VA Primary School	3
The Ormesby Village Schools Federation	Ormesby Village Junior School Ormesby Village Infant School	2
Dragonfly Federation	East Ruston Area Community Infant School Stalham Community Infant School	2
St Mary Federation	Brancaster CE VA Primary School Sedgeford Primary School Docking CE Primary School & Nursery	3
Shelton with Hardwick & Hempnall Primary Schools Federation	Hempnall Primary School Shelton with Hardwick Community School	2
Highgate St James Federation	Highgate Infant School King's Lynn Nursery	2
Harnser Federation	Frettenham Primary Partnership School Hainford Primary Partnership School St. Faiths CE VC Primary School	3
Old Catton & White Woman Lane Junior Schools Federation	Old Catton CE Junior School White Woman Lane Junior School	2
Great Massingham and Harpley C of E Primary Schools	Great Massingham CE Primary School Harpley CE VC Primary School	2
Toftwood Infant and Junior School Federation	Toftwood Infant School Toftwood Community Junior School	2

**ANNEX 2 - Table 4: Other Trusts in Norfolk (3)**

Name of Trust	Schools	No. of Institutions
Acorn Co-operative Learning Alliance	Banham Community Primary School Bressingham Primary School East Harling Primary School & Nursery Old Buckenham Community Primary School Bunwell Primary School Kenninghall Primary School	6
Aylsham Trust	Aylsham High School Aldborough Primary School Bure Valley School Buxton Primary School Colby Primary School Erpingham VC Primary School John of Gaunt Infant & Nursery School St Michaels CE VC Nursery & Infant School	8
Trust Norfolk - SEN	Chapel Road School	10

	Churchill Park School The Clare School Fred Nicholson School Harford Manor School John Grant School Sheringham Woodfields School Sidestrand Hall School Hall School The Parkside School	
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**ANNEX 2 - Table 5: Other Headteacher Partnerships in Norfolk (6)**

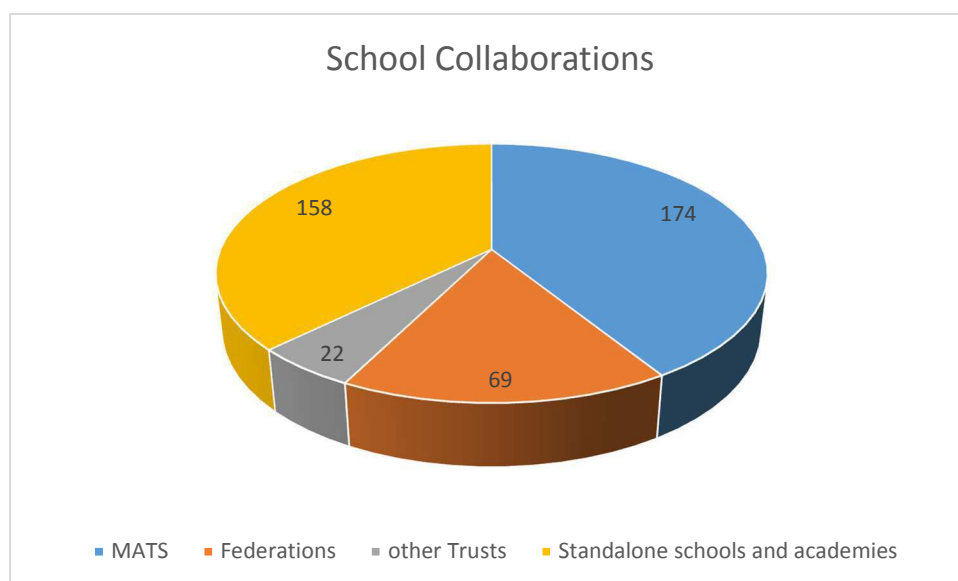
<b>Partnerships</b>	<b>No. of Institutions</b>
Freethorpe Community Primary School Fleggburgh CE VC Primary School	2
Preston CE VC Primary School Saxlingham Nethergate CE VC Primary	2
North Elmham VC Primary School All Saints CE VA Primary School	2
Coltishall Primary School Swanton Abbott Community Primary School	2
Flitcham Church Of England Primary Academy Sandringham & West Newton CE VA Primary School	2
Gayton CE VC Primary School Middleton Church of England Primary Academy	2

**ANNEX 3 - Table 1**

	Partnerships	Other Trusts	Federations	Academy Trusts
<b>Number</b>	6	3	29	31 MATs 6 Converters
<b>Number of Schools</b>	*12	**24	69	183

\* includes 7 schools, that are also part of academy trusts or federations

\*\* includes 1 federation of two schools also included in the number for federations



## ANNEX 4

### Post 16 Area Review

In July 2015 the government announced a rolling programme of local area reviews to be completed by March 2017, covering all general FE and sixth form colleges in England. The reviews were designed to ensure that colleges are financially stable in the longer term that they run efficiently, and are well positioned to meet the present and future needs of individual students and employers.

The area review for Norfolk took place during the period December 2016 – March 2017 and involved colleges based across the NALEP area.

A parallel process involving apprenticeship providers, Adult Education providers, school sixth forms and district councils was organised by Norfolk and Suffolk County Councils. This process provided an opportunity for each group to respond to key questions around accessibility, sustainability and the effectiveness of colleges. The feedback from each group was fed into the Area Review steering group and as mentioned in the final report will be utilised in collaborative work around key agendas such as the future use of the Adult Education Budget. The final report containing the recommendations was published in August<sup>4</sup>

#### Recommendations agreed by the steering group

Twelve recommendations were agreed by the steering group at their meeting in March 2017. These were:

- 1 College of West Anglia to remain as a stand-alone college, focusing on rapid quality improvement across all campuses.
- 2 A merger between City College Norwich and Paston Sixth Form College by December 2017 to ensure the continuation of a broad learning offer in North Norfolk to meet local needs.
- 3 The planned merger between Great Yarmouth College and Lowestoft College to be completed in 2017 to form East Coast College, with Lowestoft Sixth Form College joining the merged college in 2018. The new college should work collaboratively with East Norfolk Sixth Form College to ensure that a coherent offer with progression routes to higher level technical and professional learning is made available to all local students across Lowestoft and Great Yarmouth.
- 4 East Norfolk Sixth Form College to explore academisation or remain as a stand-alone sixth-form college, making a decision by September 2017. They should work collaboratively with East Coast College to ensure that a coherent offer with progression routes to higher level technical and professional learning is available to all local students.
- 5 Easton and Otley College to remain as a stand-alone college, developing the land-based specialist offer to meet the needs of learners and employers and working on reducing costs to meet benchmarks and develop greater financial resilience.
- 6 Suffolk New College to remain as a stand-alone general FE college, focusing on quality improvement and further developing the curriculum offer to meet the needs of learners and employers.
- 7 West Suffolk College to remain as a stand-alone general FE college, focusing on the continued development of the offer to meet the needs of learners and employers. The college will further develop the Suffolk Academy Trust through work with local schools to establish a 16-19 free school, providing a coherent, high quality A level offer for learners in West Suffolk.
- 8 Norfolk and Suffolk County Councils to provide colleges with information on the needs of SEND students in the future to support planning of new provision to meet the specialist needs of learners.

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<sup>4</sup> <https://www.gov.uk/government/publications/norfolk-and-suffolk-further-education-area-review-report>

- 9 New Anglia Colleges Group to continue to work collaboratively to develop the higher education, adult and SEND offer across the area to provide coherent pathways and routes into sustainable employment for adults and those with additional needs.
- 10 New Anglia LEP, Norfolk and Suffolk County Councils and the colleges to explore options to plan and publicise travel arrangements that will support the development and delivery of curriculum in priority areas, the interests of efficiency and the best possible service for students.
- 11 Norfolk and Suffolk County Councils and the New Anglia LEP to work collaboratively to:
  - develop good quality information on local employment, skills needs and key developments that may provide opportunities for learners
  - publish widely including to schools, colleges and other learning providers to support the provision of improved Information, Advice and Guidance to learners
  - work with stakeholders to develop mechanisms to drive student ambitions to access higher level learning opportunities
- 12 The New Anglia LEP, Norfolk County Council and Suffolk County Council to work with colleges to oversee the implementation of area review recommendations and continued curriculum development to meet the needs of the local economy.

It is not yet clear if this will be the remit of the NALEP skills board and how the implementation will be monitored.