

Children and Young People Overview & Scrutiny Committee

Agenda

14 December 2011

A meeting of the Children and Young People Overview & Scrutiny Committee will take place at the **COUNCIL CHAMBER, SHIRE HALL, WARWICK** on **WEDNESDAY, 14 DECEMBER 2011 at 9.30am.**

The agenda will be:

1. General

(1) **Apologies for Absence**

(2) **Members' Declarations of Personal and Prejudicial Interests**

Members are reminded that they should declare the existence and nature of their personal interests at the commencement of the item (or as soon as the interest becomes apparent). If that interest is a prejudicial interest the Member must withdraw from the room unless one of the exceptions applies.

Membership of a district or borough council is classed as a personal interest under the Code of Conduct. A Member does not need to declare this interest unless the Member chooses to speak on a matter relating to their membership. If the Member does not wish to speak on the matter, the Member may still vote on the matter without making a declaration.

(3) **Minutes of the Children and Young People Overview & Scrutiny Committee meeting held on 12 October 2011**

(4) **Chair's Announcements**

2. **Public Question Time (Standing Order 34)**

Up to 30 minutes of the meeting are available for members of the public to ask questions on any matters relevant to the business of the Children and Young People Overview & Scrutiny Committee. Questioners may ask two questions and can speak for up to three minutes each.

To be sure of receiving an answer to an appropriate question, please contact Richard Maybey on 01926 476876 or richardmaybey@warwickshire.gov.uk at least five working days before the meeting. Otherwise, please arrive at least 15 minutes before the start of the meeting and ensure that Council staff are aware of the matter on which you wish to speak.

3. **Questions to the Portfolio Holder**

Up to 30 minutes of the meeting are available for members of the Committee to put questions to Cllr Heather Timms (Portfolio Holder for Child Safeguarding, Early Intervention and Schools) on any matters relevant to the remit of the Committee, and for the Portfolio Holder to update the Committee on relevant issues.

4. **Member briefing: Future of the Warwickshire PRU**

All members of the County Council are invited to this presentation on the future of the Warwickshire Pupil Referral Unit (PRU), ahead of Cabinet taking its decision on 15 December.

5. **Member briefing: Local Schools Funding Review**

All members of the County Council are invited to this presentation on the recent review of schools funding and the potential impacts of the School Forum's recommendations, ahead of Cabinet taking its decision on 15 December.

6. **Area Behaviour Partnerships**

Funding for excluded pupils in Warwickshire has been devolved from the Dedicated Schools Grant to four Area Behaviour Partnerships (ABPs). The Committee will receive a report and presentations from the four ABP chairs to understand how the ABPs will operate.

Recommendation

That the Committee endorses the work of the Area Behaviour Partnerships in reducing permanent exclusions and remodelling provision for excluded pupils.

For further information, please contact:

Ross Caws, Commissioning Development Manager

T: (01926) 742011

E: rosscaws@warwickshire.gov.uk

7. Local Schools Funding Formula

In April 2011 and June 2011, the Department for Education (DfE) consulted on a review of education funding arrangements and the Dedicated Schools Grant (DSG). This report outlines Warwickshire's involvement in the reviews and the recommendations to Cabinet from the Schools Forum.

Recommendation

That the Committee:

- (1) Approves the processes undertaken and the stakeholder involvement in the reviews of the funding formulas.
- (2) Approves the basis of the recommendation to Cabinet, from the Schools Forum, and to note the potential impact of these recommendations.

For further information, please contact:

Mark Gore, Head of Service – Learning & Achievement

T: (01926) 742588

E: markgore@warwickshire.gov.uk

or

Simon Smith, Strategic Finance Manager

T: (01926) 742326

E: simonsmith@warwickshire.gov.uk

8. Performance Management

The Committee will receive a presentation on effective performance management and how it links to the overview and scrutiny process.

Recommendation

That the Committee notes the progress to date.

For further information, please contact:

Phil Evans, Head of Service – Improvement and Change Management

T: (01926) 412293

E: philevans@warwickshire.gov.uk

9. **Munro Review**

This report outlines the independent review of child protection by Professor Eileen Munro and the impacts for Warwickshire.

Recommendation

That the Committee considers the implications and recommendations of the Munro Review of Child Protection for Warwickshire, along with the Government response and the actions taken or planned thus far in Warwickshire.

For further information, please contact:

Phil Sawbridge, Head of Service – Children in Need Division

T: (01926) 742577

E: philsawbridge@warwickshire.gov.uk

10. **Improving Safeguarding Outcomes**

To update the Committee on the action plan put in place to address the inconsistent practices identified by Ofsted and to provide an update on the recommendations of the Committee's previous review of safeguarding.

Recommendation

That the Committee approves the actions for improving safeguarding outcomes for children and young people.

For further information, please contact:

Phil Sawbridge, Head of Service – Children in Need Division

T: (01926) 742577

E: philsawbridge@warwickshire.gov.uk

11. **Education of Vulnerable Pupils – Joint Strategy**

To consider the progress of an overarching strategy for the Education of Vulnerable Children, jointly developed by the Council's Early Intervention and Learning & Achievement business units.

Recommendation

That the Committee:

- (1) Agrees any areas for scrutiny, as appropriate.
- (2) Considers and comments on the approach to early intervention and prevention, set out in this report, as part of a strategy for supporting the education of vulnerable children.

For further information, please contact:

Mark Gore, Head of Service – Learning & Achievement

T: (01926) 742588

E: markgore@warwickshire.gov.uk

or

Elizabeth Featherstone, Head of Service – Early Intervention Services

T: (01926) 742589

E: elizabethfeatherstone@warwickshire.gov.uk

12. Academies and Traded Services

This report provides an update on the offer that the local authority will be making available to Academies and the guidance issued to local authority governors.

Recommendation

That the Committee:

- (1) Considers any implications of the development of the Academy programme within Warwickshire and the service provision for 2012/13.
- (2) Agrees any areas for scrutiny, as appropriate.

For further information, please contact:

Greta Needham, Head of Service – Law & Governance

T: (01926) 412319

E: gretaneedham@warwickshire.gov.uk

or

Janice Ogden, Programme Manager – Business Support

T: (01926) 742114

E: janiceogden@warwickshire.gov.uk

13. Work Programme 2011-12

Recommendation

That the Committee considers the draft work programme at Appendix A and amends as appropriate.

For further information please contact:

Richard Maybey, Democratic Services Officer

T: (01926) 476876

E: richardmaybey@warwickshire.gov.uk

14. Any Other Items

Which the Chair decides are urgent.

Jim Graham
Chief Executive

Children and Young People Overview & Scrutiny Committee Membership

County Councillors: Peter Balaam, Carol Fox, Julie Jackson, Mike Perry, Clive Rickhards, Carolyn Robbins, John Ross (Vice Chair), Martin Shaw, June Tandy (Chair), Sonja Wilson

Cabinet Portfolio Holder: Councillor Heather Timms (Child Safeguarding, Early Intervention and Schools)

Church Representatives: Joseph Cannon and Dr Rex Pogson

Parent Governor Representatives: Sharon Ansell and Alison Livesey

Enquiries

For general enquiries about the Overview & Scrutiny Committee, please contact:
Richard Maybey, Democratic Services Officer

T: (01926) 476876

E: richardmaybey@warwickshire.gov.uk

For enquiries relating to the reports above, please contact the named officer(s).

Minutes of the Meeting of the Children and Young People Overview and Scrutiny Committee held on 12 October 2011

Present:

Members of the Committee

Councillor Julie Jackson
Councillor Mike Perry
Councillor Carolyn Robbins
Councillor John Ross (Vice Chair)
Councillor Martin Shaw
Councillor June Tandy (Chair)
Councillor Claire Watson (replacing Councillor Sonja Wilson)
Councillor John Whitehouse (replacing Councillor Peter Balaam)

Co-opted members

Sharon Ansell (Parent Governor)
Alison Livesey (Parent Governor)
Rex Pogson (Church Governor)

Invited representatives

Chris Smart
Diana Turner
Max Hyde

Other County Councillors

Councillor Richard Hobbs (Portfolio Holder for Community Safety)
Councillor Jerry Roodhouse
Councillor Heather Timms (Portfolio Holder for Child Safeguarding, Early Intervention and Schools)

Officers

Elizabeth Featherstone, Head of Service – Early Intervention Services
Mark Gore, Head of Service – Learning and Achievement
Liz Holt, Head of Children's Strategic Commissioning
Ettly Martin, Joint Commissioning Manager – Sexual Health
Richard Maybey, Democratic Services Officer
Peter Thompson, Service Manager – Learning and Achievement
Lesley Tregear, Warwickshire Youth Justice Manager

1. General

(1) Apologies

Councillor Peter Balaam (replaced by Councillor John Whitehouse)
Councillor Carol Fox
Councillor Clive Rickhards
Councillor Sonja Wilson (replaced by Councillor Claire Watson)

(2) Members' declarations of personal and prejudicial interests

Councillor Julie Jackson declared a personal interest in item 4 as her husband works for Nuneaton & Bedworth Leisure Trust, and in item 6 as a former member of the PRU Management Committee.

Councillor John Whitehouse declared a personal interest in item 4 as a member of a youth club management committee.

Chris Smart and Alison Livesey declared personal interests in item 6 as members of the Warwickshire School Admissions Forum.

(3) Minutes of the meeting held on 1 September 2011

Matters arising

With reference to R21 in paragraph 4.3 (page 3 of 8), greater clarity was sought over the definition of a “local authority representative”, and who exactly the Council is encouraging schools/Academies to include on their board of governors.

On request from the Chair, Richard Maybey agreed to request confirmation from Greta Needham (Head of Service, Law & Governance) and report back to the Committee.

Diana Turner brought attention to paragraph 6.2 (page 5 of 8), stating that no action was taken to ensure the School Governors Forum had opportunity to respond to the consultation on the proposed closure of the PRU, and there was a general lack of information being shared with the Forum.

Elizabeth Featherstone stated that the School Governance service sits within the Council’s Resources Group, and agreed to inform David Carter (Strategic Director of Resources) of these comments.

Minutes

The minutes were agreed as an accurate record of the meeting and signed by the Chair.

2. Public question time (Standing Order 34)

None

3. Questions to the Portfolio Holder

Children’s Centres

Alison Livesey asked the Portfolio Holder to explain the remit and purpose of the review of Children’s Centres and to confirm if members were satisfied with the consultation process.

In reply, Councillor Heather Timms stated that:

- The purpose of the review is to ensure that Children’s Centres meet the needs of parents and children

- The consultation process is robust and seeks the views of key stakeholders, including clusters of parents
- The report is unlikely to be taken to the Cabinet meeting in December

School transport passenger assistants

Councillor John Whitehouse asked if the Portfolio Holder was satisfied with the robustness of the risk assessments undertaken ahead of the removal of passenger assistants from school transport services. Comments made at the 11 October Warwick Area Committee suggested that assessments have only observed children getting on and off the vehicle, not the full extent of their journey. As a result, Warwick Area Committee had made a request to the 13 October Cabinet, as an item of urgent business, to consider suspending further removals pending more comprehensive risk assessments.

In reply, Councillor Heather Timms stated that:

- The consultation period had been extended to fully inform parents of the consequences of the decision
- Many parents have been concerned that there would be no one to assist with putting seatbelts on, but this was not within the remit of the assistants anyway
- More information needs to be shared with parents about the changes
- She was aware of the request to Cabinet, but would not confirm if they would accept it as an item of urgent business

National school funding formula

Councillor Jerry Roodhouse asked if any update could be provided on the national school funding formula following the emails sent to Rugby members in relation to funding arrangements for Rugby High School.

Councillor Heather Timms stated that a briefing note would be circulated to all members by Mark Gore. Chris Smart added that the email confuses two separate funding streams: the local school funding formula and post-16 funding allocated by the Young People's Learning Agency.

Councillor Mike Perry asked if there was any allowance in the formula for granting capital for small improvements – and if so, how the allocations would be prioritised.

Councillor Heather Timms stated that there is a shortage of primary school places, and capital spending is therefore prioritised on primary schools where extra capacity is needed. Details of the specific schools are available in the relevant Cabinet reports.

4. Warwickshire's Respect Yourself Campaign: Tackling the Under-18 Conception Rates

- 4.1 Officers introduced the report, which highlighted a reduction in the U-18 conception rate in Warwickshire, but a relatively high rate overall. The following points were noted:

- a) The national reduction target is ambitious, but the authority is working hard through its Respect Yourself campaign and with multi-agency partners to reduce rates
 - b) There is a time lag associated with conception rate data, due to the period between conception and birth, but trends can still be identified that enable targeted interventions
 - c) The campaign now has an evidence base of what interventions work best to improve sexual health and well-being, and this can be translated into significant cost benefits
 - d) The evidence base will be useful to determine which services are prioritised as funding is reduced
 - e) A long-term, multi-agency strategy is needed that focuses on the priority for young people, which is accessibility and communication of sexual health information
- 4.2 During the members' discussion, the following points were raised:
- a) Access to conception rate data of individual schools would enable better targeting of programmes and promotion of teacher training
 - b) It is important to understand what happens to young mothers after the birth, especially those living in deprivation
 - c) The potential reductions in the Care to Learn grant could hinder young mothers in accessing education
 - d) A jointly commissioned research project into the needs and issues of young people would be a valuable tool for schools on which to base their sexual health programmes. This would have to be properly targeted at the right age group, as there is a trend towards younger pregnancies
 - e) The Local Involvement Network is starting a project to understand how young people want to communicate and access information about health issues. This could be joined up with the work of the Respect Yourself campaign
 - f) The education of young fathers is important, but they are often hard to find. Work is underway to map them and develop appropriate services
 - g) Children's Centres can play a strong role in preventing secondary pregnancies
 - h) Reducing teenage pregnancy will be a priority for the Youth Service as it moves to targeted support, and consideration is needed for how best to commission services and work with young people
- 4.3 In response to specific questions from members, officers agreed to:
- a) Provide data on the proportion of births that result in adoption
 - b) Provide data on the proportion of young mothers who are taken into care
 - c) Provide data on the proportion of children taken into care
 - d) Consider a pilot exercise with ante-natal clinics to gather data on the specific school that each expectant mother attends
 - e) Inform the Committee of the authority's decision on whether to respond to the consultation on the Care to Learn grant
 - f) Update the Committee on findings of the visit to Holland
 - g) Update the Committee on findings of the visit to Leicestershire, which has achieved the highest rate reduction among Warwickshire's family group
 - h) Commend the importance of sexual health information to all head teachers and chairs of governor boards, including Academies

Resolved:

That the Committee receives a future report detailing:

- The proportion of U-18 births that result in adoption
- The proportion of U-18 births and mothers that enter the care system
- Feedback and findings of the visits to Holland and Leicestershire
- Progress of the recommendations from the *Joint Review of Antenatal and Postnatal Services for Teenage Parents in Warwickshire* (Autumn 2010)

5. First-Time Entrants to the Youth Criminal Justice System

- 5.1 Councillor Richard Hobbs (Portfolio Holder for Community Safety) and Lesley Tregear introduced the report, highlighting the following points:
- a) Once young people enter the justice system, they tend to become persistent offenders. Therefore, reducing the number of first-time entrants (FTEs) offers long-term benefits
 - b) While Warwickshire has been successful in reducing its FTE rate and compares well with authorities in the same family group, maintaining this performance as funding reductions take hold will require strong partnership work and a multi-agency approach
 - c) The Youth Restorative Disposal (YRD) is an effective pre-court disposal for low-level offences that reduces the FTE rate and results in low re-offending rates. YRDs are also seen as a particularly effective intervention for vulnerable young people, who make up 90% of all young offenders
 - d) However, the future of pre-court disposals is uncertain, with the government appearing to lessen its focus on diverting offenders from the criminal justice system
 - e) If there are changes to pre-court disposals, the local authority would still like to see a comprehensive assessment of each young person and each individual offence to identify the most appropriate intervention
 - f) The government's proposal for payment by results (which will include FTE targets) could reduce in-year funding by 25% should quarterly targets be missed. This could impact on the ability of the service to complete its planned work-programme activities
- 5.2 During the members' discussion, the following points were noted:
- a) YRDs are not issued instead of custodial charges simply in order to meet FTE targets. The local authority can only make recommendations to the police and Crown Prosecution Service who make the final decision
 - b) As budgets reduce, more information is needed on which interventions are most effective. There could be a role for Overview & Scrutiny to advise the Portfolio Holder on which services to prioritise
 - c) With responsibility for Public Health returning to the local authority, members should consider the best approach to scrutinising these issues – especially as they cut across a number of organisational bodies. Also, as funding is reduced, there may be benefit in joining up with other bodies – such as neighbourhood planning and school clusters – to undertake targeted work

- d) The measure of FTEs could be reviewed in light of the changing focus from government. A better measure may be around “life chances” or “ambition”, which is something the Shadow Health and Well-being Board are discussing
- 5.3 Members asked for more detailed information to be shared in future reports, including: the success rate of various interventions; the lifestyle and family factors that influence young offending (alcohol and substance misuse etc); and data on the educational status of young offenders (in school, truant, excluded, without a place etc).
- 5.4 Councillor Richard Hobbs informed members that these issues are embedded within the Youth Justice Plan, which falls under the remit of the Communities Overview & Scrutiny Committee. Consequently, there would be overlap of reporting and scrutiny should this Committee continue its interest.
- 5.5 Cllr Jerry Roodhouse suggested that the following recommendation be made to the Overview & Scrutiny Board:

Recommendation:

That the Overview & Scrutiny Board, upon consideration of the advice of the Strategic Director for Communities, decides how future scrutiny of youth justice be conducted, given that certain issues fall within the remit of both the Communities and Children & Young People Overview and Scrutiny Committees.

6. Warwickshire Secondary Schools In-Year Fair Access Protocol

- 6.1 Peter Thompson introduced the report, highlighting that the In-Year Fair Access Protocol (IYFAP) is a relatively new protocol, with only one full year of data available, and that it is currently being reviewed.
- 6.2 The directorate is currently redesigning the monitoring process and building a more analytical database to better understand who the children are and why they fall under the protocol. The new process will hopefully remove the stigma associated with the IYFAP and lead to a fairer distribution of places.
- 6.3 Due to budget and staff reductions in the Educational Social Work service, there will be less work done to address school attendance. Therefore, the authority will need to look at how families can best access the support of other relevant services, such as through the Common Assessment Framework (CAF).
- 6.4 During members’ discussion, the following points were noted:
- a) Academies must cooperate with the IYFAP. If an Academy refuses, the local authority can ask the Secretary of State, via the Young People’s Learning Agency, to direct them to comply
 - b) Within the current IYFAP, the Chair of the Area Behaviour Partnerships (ABPs) makes the final decision on where a child is placed. This process will be reviewed

- c) Priority given to 'children returning to an area' only applies to children who fall within the IYFAP criteria
- d) Currently, the majority of places allocated through the IYFAP do go to schools with spare capacity. However, the new IYFAP process should lead to a more even distribution
- e) The authority is working closely with schools to encourage them to fulfil their responsibilities to the protocol
- f) A draft protocol for primary schools is being developed. Because the location of schools is more important to pupils at primary level than at secondary, this protocol will focus more on local agreements between clusters of schools

Resolved:

That the Committee review the revised In-Year Fair Access Protocol at a future meeting.

7. Work Programme 2011-12

The Chair confirmed that at the next Committee meeting, representatives from the various Area Behaviour Partnerships will be invited to set out their views on how the partnerships should work. A further report will then be brought to the March 2012 meeting to review progress of how the partnerships are working.

As a future item of work, Alison Livesey proposed that the Committee should consider the findings of Cabinet's review of Children's Centres.

8. Any other items

There were no urgent items.

.....
Chair

The meeting rose at 12.45pm

Warwickshire School Funding Review

Presentation

Simon Smith (Strategic Finance Manager)

Sara Haslam (School Funding and Strategy
Manager)

Introduction

- The National Position
 - Context
 - Proposals and Considerations
 - Responses

- Warwickshire Local School Funding Formula
 - Process and Consultation
 - Rationale and Recommendations

The National Position Context

Key Issues

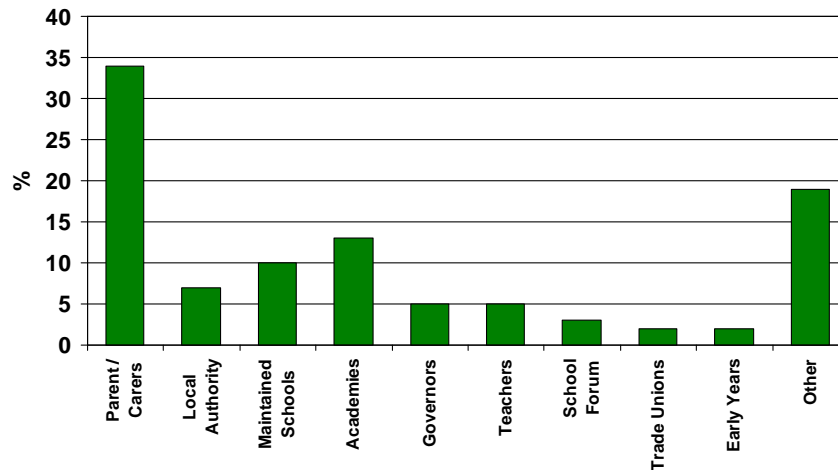
- Disparity of funding between Local Authorities
- Complex Local Authority Formulas
- Academy Agenda – equality of funding

Key Principles

- Clear and Transparent
- Comparability within local areas
- Continue to be a degree of local flexibility i.e. Local Authority involvement

DfE issued consultation in the summer with proposals for a new formula

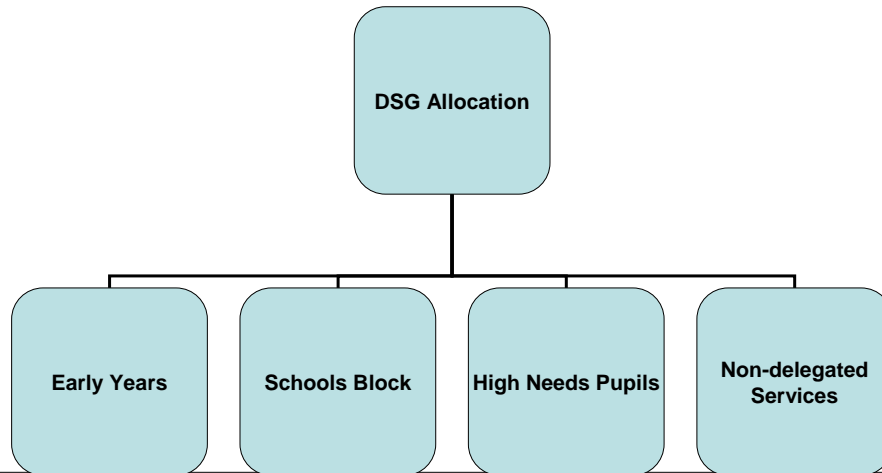
Consultation Responses by Respondee



Proposals of a Fairer Funding System

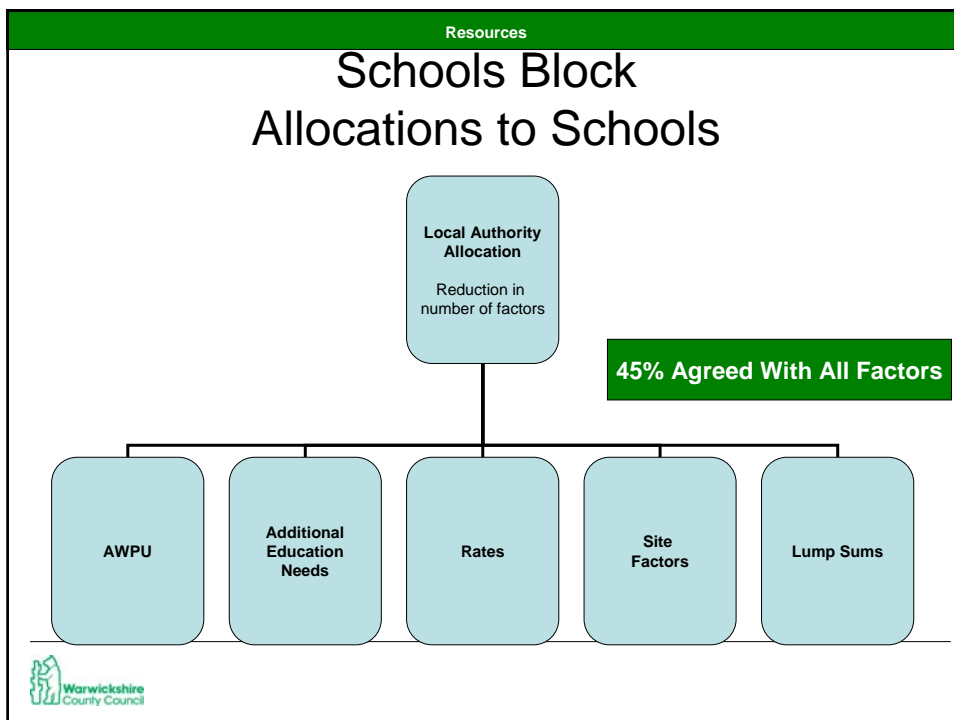
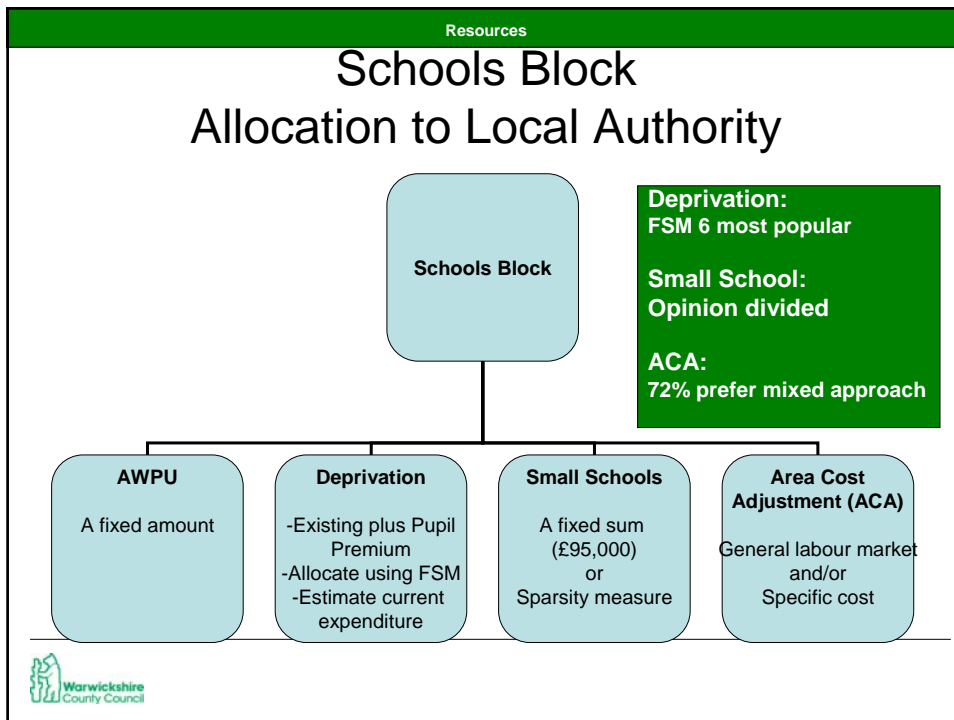
- Current position:
 - We receive £4,662 per pupil
 - Based on pupils numbers in January census
 - Local Formula is “historic-plus” approach i.e. previous year plus uplift
 - Streamlined grants in 2010/11
 - Pupil Premium allocated over and above DSG

Suggested Funding System



Funding System

- Nationally set funding to each block based on S251 return
- Restrictions on movement between blocks but changes can be agreed through the School Forum
- Clearly laid out responsibilities of Schools, Academies and Local Authorities
- Retain Local Flexibility i.e. local funding formula



Schools Block Allocations to Schools

- Limit funding through each heading
- Fixed ratio of funding between Primary and Secondary of 1.27 **46% Agreed**
- Two options for calculating Academy budgets
 - LA calculate and advise EFA **47% Agreed LA**
 - EFA calculate based on LA pro-forma
- Changes to School Forums **Needs reconsideration**

Central Services

- Forced delegation of some currently retained services:
 - Support for schools in financial difficulties
 - Allocation for contingencies
 - Supply cover
 - Behaviour Support Services
- School Forum can opt to de-delegate

Local Authority Central Spend Equivalent Grant (LACSEG)

Two Elements

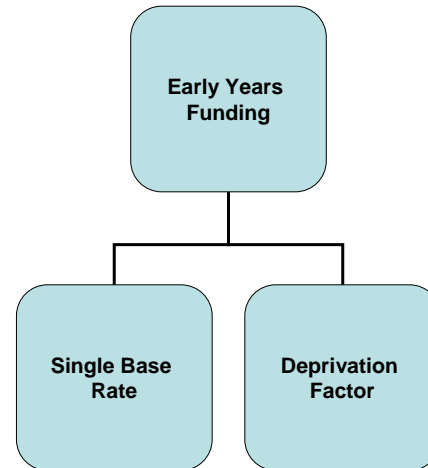
- Services funded through DSG that are no longer provided by the LA
- DCLG top-slice - £1.4m for 2011/12
- Given increased take-up of Academies, recent consultation sought views on
 - Increase top-slice element for 2011/12, or
 - Introduce a formula approach

High Needs Pupils

- Linked to the SEN Green Paper and Local Authorities will retain a key role
- High needs = cost more than £10,000
- c£6,000 assumed in school base budget as part of Schools Block
- Top-up from Local Authority funding
- Aim to remove disincentives to certain providers
 - Consistently funded base budget to all providers with top-up from local authority
 - Continue funding places in the short term but move to actual numbers

Early Years

- Retain model of local discretion i.e. local authority operate the EYSFF
- Look to reduce complexity
- Allocate using Cost Plus or Historic Funding



Pupil Premium

- Remains in addition to other deprivation related funding
- Ultimately all deprivation funding channelled through pupil premium
- Two main options
 - Free School Meal Ever 3 (FSM3)
 - Free School Meal Ever 6 (FSM6)

Timing for Implementation

- Could implement
 - From 2013/14
 - Wait until next spending period could be 2016/17
- Immediate (?) Changes
 - Reduce number of factors in schools budgets
 - Complete pro-forma
 - EFA fund Academies
 - Changes to Local Authority LACSEG
- LA reviews = easier implementation for the national review

Conclusion

“....local authorities begin to consider what changes could be made to their local formulae in order to make them simpler and transparent inline with the proposals for the future.”

Consultation on school funding reform: Proposals for a fairer system (July 2011)

Warwickshire Local School Funding Formula

Local Schools Funding Formula Review

Rationale for change

- The WCC Schools Funding Formula has not been updated since 2005/06
- Review was delayed at the last minute in 2010/11 but planned for 2011/12
- The national agenda followed and acted as guidance in our approach – encouraged to simplify local formula immediately

Local Schools Funding Formula Review

What should a fair funding formula look like?

- Project Review – robust, transparent, defensible, funding to meet pupil needs
- National Consultation – supports the needs of pupils, clear and transparent, enables schools to make informed decisions, schools to be funded on a comparable basis

Local Schools Funding Formula Review

Does our current formula meet these requirements?

- Not really transparent and clear
- Not relevant in all instances
- Could meet the needs of specific pupils better
- Does not have enough funding following the pupil

Local Schools Funding Formula Review

Approach

- Project Team and Project Board
- Head Teachers and Governors consultation on broad principles and later on detailed issues
- Local Authority officers and cost analysis
- Schools Forum reports

Local Schools Funding Formula Review

Increase Transparency

- Reduce the number of headings from 32 to 11
- AWPU, Deprivation, SEN, Premises, Base Allocation, Rates, Special Schools Matrix, Site Specific, EMAG/EAL, Specialist Schools, MFG

Local Schools Funding Formula Review

Better Target of Deprivation Funding

- No longer use 4 year average AEN data
- Use of FSM ever 3 years

(national response preferred FSM ever 6 but FSM ever 3 could be a mid point)

Local Schools Funding Formula Review

Ensure Relevant

- Re-allocation of historic old TSF grant lump sums to AWPU
- Re-allocation of Specialist Schools Funding

Local Schools Funding Formula Review

More Funding Following Pupils

- The reduced headings, lump sum re-allocations and Specialist Schools on a per pupil basis increase AWPU from 51% to 68%

Local Schools Funding Formula Review

Also.....

- £95k base allocation in primary schools and no change to base allocation for secondary and special schools (mixed response to £95k but this very similar to current arrangements and average core costs of these schools in Warwickshire)
- Improvement to the way that Ethnic Minority Achievement and English as an Additional Language are funded

Local Schools Funding Formula Review

Change in funding	Primary Schools	Secondary Schools	Special Schools	All Schools
Reduced funding	79	13	3	95
Same funding	28	5	3	36
Increased funding	86	17	3	106
TOTAL	193	35	9	237

Area	% Change in overall funding	% Change in Deprivation Funding
Central	-0.05	0
East	0.15	0.95
North	-0.05	-0.38
South	-0.05	-0.57

Local Schools Funding Formula Review

Conclusion

- The national consultation was clear that local formulae should be simplified now
- Project approach and wide consultation resulted in recommendations to simplify the Warwickshire formula, which:
 - meet the agreed objectives
 - were generally supported through consultation
 - were pretty much unanimously supported by the School Forum

Children and Young People Overview & Scrutiny Committee 14 December 2011

Area Behaviour Partnerships: Reducing exclusions and remodelling provision for excluded pupils

Recommendation

To endorse the work of the Area Behaviour Partnerships in reducing permanent exclusions and remodelling provision for excluded pupils.

1.0 Key issues

1.1 The local authority has established a project to reduce exclusions and remodel provision for excluded pupils. Area Behaviour Partnerships (ABP) are key players implementing the new approach to reduce exclusions and, therefore, the Children and Young People Overview & Scrutiny Committee have requested an update from each ABP.

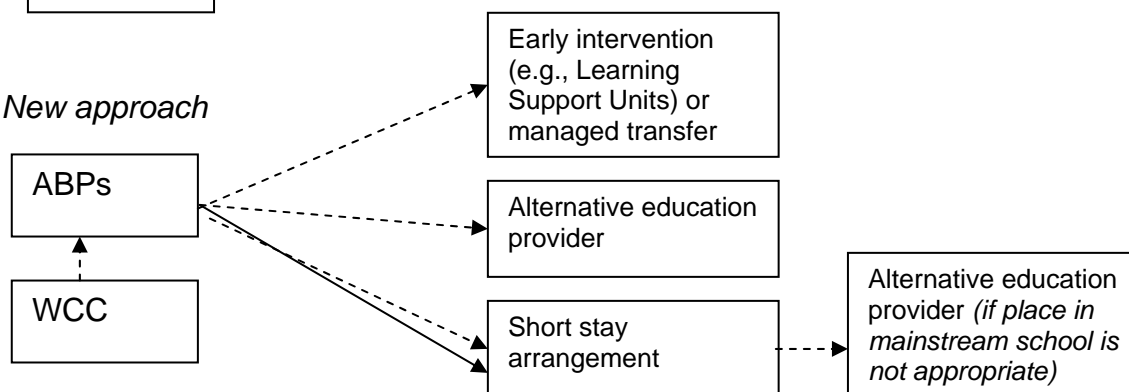
1.2 For the academic year 2011/12, £1.6m has been devolved to the four secondary ABPs to:

- Fund early intervention support in order to avoid exclusion
- Implement the managed transfer process
- Purchase packages of education appropriate to the individual child from alternative providers

Current model



New approach



2.0 Updates from each ABP

2.1 Area Behaviour Partnerships exist in four areas of the county (Central, North, South, East), collectively consisting of all 35 secondary head teachers. All areas continue to carry out the functions of ABPs, although some areas have combined the ABP meetings with other area head teacher meetings following the repeal of the duty of schools to enter into ABPs.

2.2 Central Area

The approach in the central area has been to devolve just over half the allocation to schools and retain centrally just under half the allocation to employ a coordinator and purchase alternative provision as required.

2.2.2 In the period September – November 2011, one permanent exclusion has been made.

2.2.3 The number of Learning Support Units (LSUs) in the central area has increased from 2 to 6, with the one remaining school expected to establish a LSU in January 2012. Each of these LSUs allows schools to make temporary arrangements for pupils who, for whatever reason, cannot participate in full classroom settings. This mechanism allows for pupils to remain in the mainstream school environment, while developing specialist support within each secondary school.

2.2.4 The central area is also using alternative provision as a way to engage pupils in a wider curriculum and prevent exclusion. Ten pupils are currently following part-time courses with five different alternative providers, while continuing to receive the core curriculum in mainstream school. The coordinator works with the pupil, the school and the parents prior to arranging a placement.

2.3 Northern Area

In the northern area, they have also employed a co-coordinator and have agreed to devolve a proportion of the funding to individual schools.

2.3.1 In the period September – November 2011, five permanent exclusions have been made.

2.3.2 The northern area is working with North Warwickshire and Hinckley College and other providers to deliver alternative education packages.

2.4 Southern Area

In the southern area, there is a partnership arrangement between the schools, River House School (BESD) and Stratford-upon-Avon College to provide alternative provision for pupils at risk of exclusion. A sub-group of head teachers and deputy/assistant head teachers oversee each case of exclusion/possible exclusion.

2.4.1 In the period September – November 2011, two permanent exclusions have been made. One pupil is now accessing education in Worcestershire (Worcestershire resident), while the other is attending Stratford College.

2.5 Eastern Area

In the eastern area of the county, an agreed approach was only reached in November 2011. The ABP has agreed to second a deputy head teacher one day a week to coordinate the response to pupils at risk of exclusion.

2.5.1 In the period September – November 2011, three permanent exclusions have been made. All three pupils are attending the PRU.

2.6 College placements for pupils on the PRU roll

As a key element of the new approach is the use of alternative providers, Members are likely to be interested in the effectiveness of college provision for those students on the PRU roll.

2.6.1 49 pupils studying Key Stage 4, on the PRU roll, are accessing alternative full-time provision at further education colleges.

College	Number of pupils
North Warwickshire and Hinckley College	19
Stratford-upon-Avon College	6
Warwickshire College (Leamington Spa and Rugby sites)	21
Hereward College	3

2.6.2 The majority of learners are enjoying the college experience and continue to make progress. All the learners have a personalised learning programme that includes clear targets and outcomes for both vocational and academic studies. Monitoring meetings on individual learner progress take place on a weekly basis between the college, the PRU and the local authority.

2.6.3 The Ofsted report of 6 October stated:

The pupils at college are positive about what they have learnt so far this term. Those who spoke to the inspector were very positive about the progress they have made already in the three weeks since the start of term.

Behaviour and attendance have improved significantly for the cohort who are attending college courses. This was exemplified by the mature way in which the pupils were able to talk to the inspector about their experiences. The opportunities provided by the colleges are helping to improve the pupils' economic well-being and the links to their futures and the world are made clear. Pupils relish being treated in a more mature way and the vast majority rise to the high expectations of their behaviour.

2.6.4 Independent alternative provision is being explored for some learners who have returned to the PRU following disciplinary action by the colleges, mainly at the Warwickshire College Leamington site. This has, in all cases, been due to unacceptable patterns of behaviour.

3.0 Lessons learned so far

- 3.1 Key lessons learned so far are:
- The importance of appointing an ABP coordinator in order to be responsive to the needs of the pupil
 - The need for the local authority to establish a framework of quality-assured providers (a provisional list was published in November 2011)
 - The preparation required by providers receiving pupils who have been excluded (e.g., systems of pastoral support, working with parents)

4.0 Next steps

- 4.1 A proposal to close the Warwickshire Pupil Referral Unit and further devolve funding to Area Behaviour Partnerships is to be considered by Cabinet on 15 December 2011.

Background Papers

[Ofsted: Annual Assessment of Children's Services – Warwickshire – 11 November 2011](#)

[Ofsted: Section 8 Inspection Report for Warwickshire Pupil Referral Unit – October 2011](#)

[Children and Young People's Overview and Scrutiny Committee: *Meeting the Needs of Pupils Excluded or at Risk of Exclusion from School – Report to Children and Young People's Overview and Scrutiny Committee* – 1 September 2011](#)

[Cabinet: *Meeting the Needs of Pupils Excluded or at Risk of Exclusion from School* – 14 July 2011](#)

[Ofsted: Section 8 Inspection Report for Warwickshire Pupil Referral Unit – May 2011](#)

[Children and Young People's Overview and Scrutiny Committee: *PRU – Interim Report* – 6 April 2011](#)

[Cabinet: *Strategic Plan and Business Case to meet the needs of excluded pupils or those at high risk of exclusion including primary schools* – 17 February 2011](#)

[Ofsted: Section 8 Inspection Report for Warwickshire Pupil Referral Unit – January 2011](#)

[Cabinet: *Warwickshire Pupil Reintegration Unit – Select Committee* – 16 December 2010](#)

[Children and Young People's Overview and Scrutiny Committee: *Review of Permanent School Exclusions 2010* – 8 September 2010](#)

[Ofsted: School Inspection Report for Warwickshire Pupil Referral Unit – June 2010](#)

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**Children and Young People
Overview & Scrutiny Committee
14 December 2011**

**Local Schools Funding Formula Review
Summary of the Current Position**

Recommendations

- (1) To approve the processes undertaken and the stakeholder involvement in the reviews of the Main Local Schools Funding Formula and the Early Years Single Funding Formula
- (2) To approve the basis of the recommendation to Cabinet, from the Schools Forum, and to note the potential impact of these recommendations

1.0 Background

- 1.1 In April 2011, the Department for Education (DfE) issued the first of two consultations regarding a review of education funding and the Dedicated Schools Grant (DSG), in particular:
 - The way in which DSG is calculated
 - The methodology and basis on which DSG funding is allocated to local authorities
 - The way in which local authorities allocate this funding to schools, by use of the Local School Funding Formula
- 1.2 After considering the responses to this, the DfE issued a second consultation in July 2011, making some formal suggestions regarding future funding arrangements. Warwickshire submitted a response to the second consultation in October, in agreement with the Schools Forum.
- 1.3 The key proposals in the latter consultation document are as follows:
 - The way in which the Local Authority (LA) is funded by the government will change to take account of the number of pupils, the level of deprivation, a lump sum per primary school or a sparsity factor, an area cost adjustment to reflect differential labour costs where they exist and possibly English as an additional language
 - There will still be a local funding formula, although there will probably be restrictions in how we allocate funds to schools, essentially AWPU (Age-Weighted Pupil Unit), additional pupil needs, rates, site specific, lump sums and a small element for local factors
 - Funding should support the needs of pupils, be clear and transparent and enable all schools to make informed decision and be funded on a broadly comparable basis

- The Schools Forum should be a decision-making body, rather than a consultative body
 - There should be forced delegation of all schools DSG funding, with the option for maintained schools to de-delegate these funds to the LA if preferred
 - The way LACSEG (Local Authority Central Spend Equivalent Grant) is recouped from the LA should be changed
 - Schools should be funded £10,000 for each child with special educational needs, any funding over this level to be negotiated from the High Needs Block
 - The Early Years Funding Formula should be relatively simple, concentrating on core funding plus an element of deprivation
 - The Pupil Premium will probably be allocated on a revised Free School Meal indicator
- 1.4 There is uncertainty as to the timing of the implementation of these changes. However, it is noted that there could be some immediate changes introduced; that is for LAs to reduce the headings in their local formulae, introduction of a pro forma to calculate academy budgets, changes to the way LACSEG is recouped from LAs and the forced delegation of all schools block funding.
- 1.5 The final sentence in the consultation paper notes that “we suggest that local authorities begin to consider what changes could be made to their local formulae in order to make them simpler and transparent in line with the proposals for the future”.
- 1.6 The key proposals of the national consultation and the suggestion that formulae should become more clear and transparent sooner rather than later, have formed the basis and direction of the decision-making processes involved in the review with the Project Board. The basic outline of a fairer funding system was used as the baseline to propose improvements that could be made to Warwickshire’s school funding formula. However, this has been carried out whilst bearing in mind that the national position is still uncertain at this stage and that some factors will undoubtedly be imposed on our local formulae in the next few years.

2.0 Project Approach

2.1 Given difficulties that were experienced when a similar review was undertaken four years ago, which resulted in the formula review not being agreed through either the Schools Forum or Cabinet, it was decided that an open and consultative project management approach would be adopted. As a result, and as agreed through the Schools Forum, the following groups were established to oversee the work within the project:

- **Project Board**, which consisted of:
 - Mark Gore, Head of Service, Learning and Achievement.
 - Heather Timms, Portfolio Holder for CYPF
 - Peter Kent, Headteacher (and chair of the School Forum)

- Chris Smart, Governor Representative
 - Simon Smith, Strategic Finance Manager (then CYPF)
 - Sara Haslam, Project Manager, School Funding and Strategy Manager
- **Project Team for the Main Formula**, which consisted of a range of officers, head teachers, governors and a representative of the Diocese
 - **Project Team for the Early Years Formula**, which consisted of a range of officers, head teachers, governors and representatives from the private sector

2.2 Regular updates of progress were shared with each School Forum during the process and resulted in the Schools Forum agreeing, almost unanimously, a formal recommendation for Cabinet to consider at its December meeting.

3.0 Consultation and Reporting

3.1 Consultation has been undertaken through the project teams, and separate specific consultation with a variety of stakeholders, throughout the process, including:

- Schools Forum
- All head teachers
- All governors
- Members

3.2 It is evident from the national consultation that the LA will retain some responsibility in calculating budgets for Academies. Therefore, all consultation with head teachers and governors included those for schools who have or will become Academies.

3.3 Throughout the project, various additional consultations have been undertaken. An initial consultation with head teachers and governors was used to formulate the “look and feel” of any revised formula. Further consultation was undertaken where specific issues were raised and required further consideration, for example, the use of Free School Meals indicators for issuing deprivation funding or proposals to allocate Specialist Schools Funding. These views were taken into account when putting forward final options for consideration by the Schools Forum.

3.4 Several reports have also been taken to the Schools Forum, one in September where principles for change were agreed and then one in October where the financial impact of these considerations was presented.

3.5 There has been much involvement in the process of the Project Team and the Project Board; both agreed to the option put forward to the Schools Forum in October.

3.6 The financial impact on secondary and special schools regarding the proposed change to the Specialist Schools Funding was also distributed to

the relevant schools as a means of advanced communication. This resulted in a significant volume of feedback, which was considered by the Project Board and influenced the proposed recommendation.

- 3.7 Separate briefings have been offered to various Members, particularly those included in the Schools Forum, to provide further understanding regarding the review. Cllr June Tandy took advantage of this offer. Similarly, Cllr David Wright and Cllr Carolyn Robbins have been briefed regarding the implications of the review and Cllr Heather Timms has been actively involved in the Project Board.

4.0 Schools Forum Agreement

- 4.1 Following earlier discussion through the Project Board and the Schools Forum, a range of options were developed for consideration by the Schools Forum at its meeting in October. These options were developed using clear evidence-based data to support the recommendations, with an indication of the impact of each of the suggestions. Each option resulted in a different impact across schools, school sectors (e.g., primary or secondary) and area, although the latter saw little movement across geographical areas. Following that meeting, the Schools Forum agreed that the following aspects should be recommended to Cabinet as a means of adjusting the Local School Funding Formula for implementation in April 2012:

- Agree to the reduction of headings within the Main Schools Funding Formula
- Agree that lump sums be transferred to the Age Weighted Pupil Unit (AWPU)
- A Free School Meal (FSM) indicator is used for the allocation of all deprivation funding and that FSM Ever 3 years is the specific FSM indicator to be used
- Agree to add the Extended Schools Cluster Funding to the AWPU
- Specialist School Funding is allocated on a per pupil basis, but the funding is retained within the existing sector
- The move to allocating Specialist School funds out on a per pupil basis is managed over a 3-year transition period on an equal basis
- A base allocation of £95,000 is allocated to all primary schools and the current base allocation levels are retained within the secondary and special schools (subject to review in the future) but the small school adjustment to secondary schools is removed
- Agree to improve the Ethnic Minority Achievement Grant (EMAG) allocation process with an updated proposal brought back to the Forum in the new year
- Recycle EMAG funding currently delegated to schools to a centrally held English as an Additional Language (EAL) budget
- Consider introducing a one-year capping arrangement to minimise losses arising from the changes in formula

- Consider capping increases to schools with large gains arising from the changes to the formula to ensure these changes are affordable within the total DSG allocation
- Retain the Early Years funding formula without any amendments
- Endorse these changes and recommend they be formulated into a formal recommendation to Cabinet

These recommendations are considered in more detail in the following sections.

4.2 Reduced headings

4.2.1 Analysis of the data within the current schools funding formula showed there were key pieces of data that were utilised to allocate various funding streams. Once these data sets were amalgamated, for example, all pupil number related funds have been transferred to the AWPU and any FSM allocated funds have been transferred to deprivation; it was possible to reduce the number of formula headings.

4.2.2 The headings that are suggested, including whether they are changing under the review, are as follows:

	Description	Change under review
1	Age Weighted Pupil Unit (AWPU)	Yes – increasing
2	Deprivation	Yes – change basis
3	Special Educational Needs (SEN)	No
4	Premises	No
5	EMAG/EAL	Yes
6	Base Allocation/small school adjustment	Yes
7	Rates	No
8	Special Schools Matrix	No
9	Site Specific	No
10	Specialist Schools	Yes – with transition protection
11	Minimum Funding Guarantee	No – retain -1.5%

4.2.3 Whilst the table above indicates our proposed local position, apart from the Premises heading, this is also in line with the suggestion within the national consultation of how the government would like a local formula to be constructed. It may be, however, that the Premises element needs to be reviewed in the future.

4.3 Lump Sums

4.3.1 Within the current schools funding formula there are various lump sums, allocated directly to individual schools, totalling in excess of £9m. These stem from the historic allocation of funds by the Department for Education (or its predecessors) relating to a variety of specific grants, such as the School

Development Grant. Whilst these amounts may have had some meaning when originally established, moving forward they are not transparent and are no longer relevant.

- 4.3.2 As such, it is proposed that these funds are allocated to schools on a per pupil basis (AWPU), helping to maximise funding that follows each pupil, another key characteristic of a fair funding system.

4.4 **Deprivation**

- 4.4.1 There is evidence that children from deprived backgrounds under achieve and this is an area where it is felt that the present formula could be improved. In the current schools funding formula, money is allocated to schools partly based on pupils who currently claim free school meals and partly on historical attainment data as a way of targeting funding to those schools with pupils from deprived backgrounds and those with lower attainment levels.

- 4.4.2 However, it is not viable to continue with this approach. The attainment allocation uses a 4-year average of a schools selected SATS results, weighted and utilising an age-related scoring system that is calculated by the Quality and Curriculum Development Agency (QCDA); a government body that is being abolished. This means that the sustainability of the data we currently use is in doubt and, in addition to this, it is possible that the SATS regime will change, leading to uncertainty regarding our calculation. Finally, there may well be little correlation between the pupil cohort in a school one year to that in a school four years ago, and it is difficult for a head teacher to have access to such data to see the impact of a change in pupil characteristics.

4.5 **FSM indicator**

- 4.5.1 In terms of looking for a more suitable methodology for allocating deprivation funding, both national and local evidence makes it clear that there is a correlation between Free School Meal (FSM) eligibility and attainment, i.e., those children claiming FSM tend to have lower attainment. Therefore, to assist in clarity and transparency, it is proposed that all deprivation funding is now allocated on a FSM basis.
- 4.5.2 In terms of the actual indicator used, there is again national and local evidence to show that not all children who are entitled to Free School Meals actually claim them. This means that, currently, some schools may not be receiving sufficient funding to provide the additional support that their pupils require. There is also evidence to suggest that if a child has claimed FSM for a period then they may have fallen behind academically and need support in their education in years following.
- 4.5.3 It is possible to determine those children who have previously claimed Free School Meals but are not currently doing so. In fact, the government is looking to use this data as a way of allocating the Pupil Premium. A record is kept of all children who claim FSM, so, even if they stop claiming part-way through

their education, the data is still available to identify them. This data tends to be grouped to show those children who have claimed and then stopped claiming within a 3-year period or those who have claimed and then stopped claiming within a 6-year period. The use of this dataset allows the LA to provide funding to schools for children who still need support but may not be currently identified as such.

- 4.5.4 In terms of whether the 3-year or 6-year dataset is used, evidence from the Warwickshire Observatory has indicated that there are in excess of 2,000 households in Warwickshire who were eligible for Free School Meals but are not claiming them. The indicator that identifies those children who have claimed FSM in the past 3 years will attract around a further 2,800 pupils. Whilst it cannot be confirmed that those pupils not claiming are definitely the ones being picked up under this 3-year indicator, there is the probability of a correlation between the two.
- 4.5.5 Therefore, it is proposed to include the 3-year Free School Meals indicator for the allocation of all deprivation funding to Warwickshire schools.

4.6 **Extended Schools**

- 4.6.1 In 2011/12, with the merging of the mainstreamed grants into the DSG, it was agreed that the Extended Schools Cluster funds would remain with the Cluster coordinator school for consistency. However, some of these cluster arrangements have disbanded now and to allocate this funding in the same way would no longer be appropriate. As such, and again in line with a move towards funding following the pupil, it is suggested that this funding is added to the AWPU. Should schools wish to work collaboratively in cluster arrangements, they are free to pool funds as necessary.

4.7 **Specialist Schools Funding**

- 4.7.1 In 2011/12, a number of previously separate grants were streamlined into the Dedicated Schools Grant. Even though the programmes or government initiatives were no longer valid as at 1 April 2011, due to the last-minute notification of this streamlining, the LA agreed, in consultation with schools, to continue the allocation of these funds to schools in a similar manner to previous years. This was to minimise turbulence to schools' budgets but it was noted at the time that this would be reviewed for 2012/13. Such grants included One to One Tuition, National Strategies and Specialist Schools Funding.
- 4.7.2 Because the programmes no longer exist, each of these mainstreamed grants, except the Specialist Schools Funding, has been slotted into the revised formula framework as part of the proposals. For example, where some were allocated on a Free School Meals basis, the fund has been included in deprivation and, as noted in paragraph 4.7, the lump sums have been included in the AWPU. It is proposed that to be consistent with other merged grants, the Specialist Schools Funding be re-allocated in the most appropriate manner, that is, on a per pupil basis.

4.7.3 The current Specialist Schools Funding is allocated only to secondary schools and three special schools and the recommendation is that the £5.328m Specialist Schools Funding is retained within the secondary sector and the £0.297m is retained within the special schools sector.

4.7.4 However, even with the funding staying in the same sector, in some cases, the impact of this change on schools is significant, particularly where a school had more than one specialism and a relatively small number of pupils. As such, it is recommended that this move is managed, on an equal pro-rata basis, over a 3-year transition period.

4.7.5 This approach has still not met with approval from all schools; comments and letters have been received from those schools seeing a reduction because of changes to Specialist Schools Funding. On the other hand, those expecting an increase request that the changes are made more quickly. The following points cover the key issues raised:

4.7.6 Against the proposal:

- The LA has the additional £5.625m DSG due to the efforts of certain schools who undertook efforts to secure the funding for their schools and were then required to carry out specific activities to maintain this funding. There is the “moral” argument that the schools generated the money and so should be allowed to keep it
- Not all schools received the same level of specialist funding as not all schools put in the same level of effort. To redistribute this funding on a per pupil basis will result in some schools benefitting from the previous actions of others
- The reduction in funding may lead to changes in the curriculum offered or teaching levels if alternative savings cannot be found

4.7.7 For the proposal:

- The Specialist Schools Programme is not a government initiative anymore and so schools do not need to allocate resources to adhere to the criteria and the Local Authority does not need to adhere to the historic allocations previously prescribed by the government
- Other Standards Grants that have been merged into the DSG have been redistributed in a suitably appropriate manner
- Specialist Schools Funding is not mentioned within the national consultation paper as requiring separate allocation
- The Schools Forum decided in January 2011 that, as the LA was no longer receiving specific funding for the Training School Specialism, and that because the scheme was being superseded with the Teaching School agenda, that the school previously receiving this funding should not have this funding continued. This is similar to the current position; the programmes have ended, the funding should not be dictated by it either
- The Department for Education has indicated their support for the approach. They have said that, whilst the decision is that of the LA, “our

view is that the funding should go back into the formula to be redistributed and that the MFG should protect against turbulence”.

4.7.8 The Project Board are of the opinion that the comments in favour of the re-allocation on a per pupil basis is stronger, a view that was endorsed by the Schools Forum virtually unanimously.

4.8 **Base Allocation**

4.8.1 The national consultation indicates that the LA may well be funded on the basis of £95,000 per primary school as a base lump sum allocation. This compares to the current base allocations of £87,700 for infant and primary schools and £95,200 for junior schools. In addition, small schools receive additional funding of £11,333.

4.8.2 The preferred option includes a £95,000 base allocation for all primary schools on the basis that this gives some stability to them and allows for the core costs to be met, regardless of pupil numbers.

4.8.3 For secondary and special schools, whilst the national consultation paper indicates that the funding we receive from the DfE will not include a base allocation for these schools, the recommended option retains the £150,742 for secondary and from between £219,786 and £384,623 (dependant on pupil numbers) for special schools.

4.8.4 However, it should be noted that Warwickshire has historically had low AWPU funding, possibly due to the level of the base allocation. The national consultation states that there is no evidence to suggest that smaller secondary schools needs base funding at all. In moving more funding to follow the pupil, the LA may well be forced to reconsider reducing this base allocation in the future. The small school adjustment for secondary schools has been removed within the revised formula.

4.9 **Increases in the AWPU**

4.9.1 Historically, Warwickshire has had a low AWPU in relation to other local authorities at 51%. The transfer of funds from other headings (albeit previously allocated on a per pupil basis in some instances) and the reallocation of lump sums and the Specialist Schools funding into a pupil-based calculation, in effect increases the AWPU to 68%. This is comparable with AWPU rates of our statistical neighbours.

4.10 **Ethnic Minority Achievement Grant (EMAG) and English as an Additional Language (EAL)**

4.10.1 In the government consultation paper, EAL is highlighted as an area of concern and possibly a factor that will determine the level of funding that the LA receives from the DfE.

- 4.10.2 Warwickshire currently has an EMAG factor within the formula, which identifies pupils from the nationally recognised ethnic minority groups and allocates funding to schools with these pupils. However, analysis of the funding methodology has identified some areas for improvement and it is expected that this will reduce the need to fund schools on the basis of EMA.
- 4.10.3 In addition to this, there is the recognised issue of EAL, which is not currently addressed within the funding formula. The need here is for additional support to those pupils who enter schools in Warwickshire, unable to understand English to a sufficient level to participate fully in school life.
- 4.10.4 The recommendation is that an EAL factor be introduced into the schools funding formula, recycled from that funding expected to be released from a more focused EMA assessment. It is also suggested that this funding not be delegated directly to schools as the very nature of the pupils means that it would be difficult to predict which schools would need the funding in advance.
- 4.10.5 It should be noted that the Schools Forum had a very good discussion around each of the recommendations and agreed each recommendation virtually unanimously. Also, there was considerable positive feedback across all parties on how the project was structured and managed and the benefits of the proposals.

5.0 Impact of recommendations and feedback from consultation

- 5.1 The initial impact of the proposed changes is that Warwickshire schools will be funded through a formula that is based on a fewer, but key, set of factors relating to pupil or school characteristics. This information is readily available and means that schools will be in a better position to understand the implications on their funding of a change in pupil numbers or characteristics.
- 5.2 In terms of the overall financial impact on schools, the table below summarises this position, based on the 2011/12 pupil data.

Change in funding	Primary Schools	Secondary Schools	Special Schools	All Schools	%
Reduced funding	79	13	3	95	40%
Same funding	28	5	3	36	15%
Increased funding	86	17	3	106	45%
TOTAL	193	35	9	237	

- 5.3 The table shows that, based on the current pupil characteristics, 60% of schools will receive the same or increased funding as a result of the changes to the formula.
- 5.4 The geographical allocation of funds is also an important consideration; the table below shows that there is very little change in either the overall position

or that of deprivation funding specifically, an issue that was contentious in the last review of the funding formula.

Area	% Change in overall funding Increase / (Decrease)	% Change in deprivation funding Increase / (Decrease)
Central	(0.05)	0
East	0.15	0.95
North	(0.05)	(0.38)
South	(0.05)	(0.57)

- 5.5 In terms of deprivation, it is expected that the inclusion of the Free School Meal (FSM) every 3 years as a way of allocating funds will better identify schools that require a greater level of funding to offer additional support to pupils from deprived backgrounds. It is widely recognised that some children, mainly those in the secondary sector, don't claim FSMs even though they are eligible. The FSM Ever 3 years will give a secondary school, for example, three years funding for a child that claimed FSM in primary school, as that child is also likely to need additional support in the secondary phase too. Evidence also suggests that the number of additional pupils identified through this indicator is in the region of those eligible for FSM but not claiming.
- 5.6 The increase in the AWPU means that more money follows children directly. The impact of this is that those schools with increasing pupil numbers will see a corresponding increase in funding, thereby encouraging schools to be successful and attract more children. Whilst this may appear to be detrimental to schools with reducing pupil numbers, the approach is very much in line with the national agenda. Protection arrangements are also in place where there are significant reductions in pupil numbers.
- 5.7 Whilst all of the principles that have guided the changes to the formula were favoured in the consultation and at the Schools Forum discussions, the re-distribution of the Specialist Schools Funding has been a contentious issue during the review. The position is that the programme is no longer a government initiative and, in the light of equitable funding for all pupils, there is a limited argument for funding certain secondary and special schools at a greater level than their counterparts. The proposal is that this entire funding is allocated instead on a per pupil basis but, after considering the impact on a school-by-school basis, a 3-year phasing has been included in the option.
- 5.8 This approach has still not met with approval from all schools; the Project Board has received various letters and calls from those schools seeing a reduction, and several letters have been sent to Councillors in particular regarding the reductions that Rugby High will see as a result of changes to Specialist Schools Funding. However, the principles of the proposal are key and, as mentioned beforehand, were approved by the Schools Forum virtually unanimously.

6.0 Transition Arrangements

- 6.1 As a result of the review and the change in methodology on which the funding is allocated, some schools will see a reduction while others will see increases. It has been noted that some reductions are significant enough to result in some schools finding it difficult to manage this at short notice. Therefore, as a means of agreeing transitional arrangements, the Cabinet will be presented with figures that show the impact of a one-year protection to ensure that no school loses more than 1.5%, 1% or 0.5% of their existing budget and suggests introducing a ceiling on increases to offset these protection costs.

7.0 Implementation

- 7.1 The intention is that these suggested changes are implemented in April 2012. The current formula is 7 years old and waiting for a national dictate could potentially mean that our formula is 10 years old before it is changed. Since 2005/06, schools and pupil characteristics have changed and it is evident that there are areas within the current schools funding formula that are no longer fit for purpose.
- 7.2 In terms of the national agenda, as mentioned in the introduction, the suggestions made are not at odds with the government's proposals for the future and are not likely to result in any back tracking when local formulae impositions are made in the next few years.
- 7.3 The speed at which the implementation of specific changes takes place can be manipulated by the use of transitional arrangements and alterations to the Minimum Funding Guarantee (MFG) which is currently set at -1.5%. Reducing this would increase the cost of MFG and could be recouped from capping increases to a given maximum.
- 7.4 The Schools Forum report was sent to all schools and governing bodies before the October meeting so that they had time to assess the implications and contact their Schools Forum representative, should they have wished. The Autumn Term Newsletter, which was issued to all schools after half term, informed head teachers and governors of the recommendations to Cabinet.

8.0 Conclusion

- 8.1 A project management approach was adopted to review the Local School Funding Formula, which has included detailed consultation with key stakeholders throughout the process. Consideration has been given to the national agenda to ensure that the local formula fits well with probable outcomes nationally.
- 8.2 The agreement of a recommendation to Cabinet by the Schools Forum was virtually unanimous and there was exceptional feedback regarding the consultative approach that has been adopted as well as the project structure and project management that was undertaken.

- 8.3 There continues to be some areas of contention around parts of the review, in particular the changing methodology for Specialist School Funding, but separate transition arrangements have been proposed to mitigate the impact of this.
- 8.4 Various members, including Cllr David Wright and Cllr Carolyn Robbins have been briefed on the implications of the review and Cllr Heather Timms has been constantly involved as part of the Schools Forum and the Project Board.
- 8.5 Detailed consideration of equality issues have been given during this review.

Background Papers

Schools Forum Report – 20 October 2011

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**Children and Young People
Overview & Scrutiny Committee
14 December 2011**

**The Implementation of the Munro Review of
Child Protection**

Recommendation

To consider the implications and recommendations of the Munro Review of Child Protection for Warwickshire, along with the Government response and the actions taken or planned thus far in Warwickshire.

1.0 Summary

- 1.1 On 13 July, the Government published its response to the Munro Review of Child Protection. This was developed with advice from a widely represented Implementation Working Group. The response is seen as the first step on the journey to create the conditions for sustained long-term reform of the child protection system to deliver improved outcomes for our most vulnerable children and young people. This report sets out the review recommendations, alongside the Government response and the actions taken or planned thus far in Warwickshire.

2.0 Overview

- 2.1 The Government has described its response to the Munro Review of Child Protection as “the start of a shift in mindset and relationship between central Government, local agencies and frontline professionals, working in partnership”. It has developed its response with advice from an Implementation Working Group, drawing on expertise from local authority children’s services, the social work profession, education, police and health services. The response adopts the principles proposed by Professor Munro and addresses each of the 15 recommendations of her final report.
- 2.2 The response describes the intention to reduce central prescription, place greater trust in local leaders and skilled frontline professionals, and build even stronger partnerships between Government, local authority children’s services, the voluntary and community sector, social work, education, police and health services. "Given the tighter financial climate, it will be ever more important for the range of agencies involved in child protection to work together effectively to get the most out of resources." It outlines how a number of Government reform programmes will contribute, how the Children’s Improvement Board (comprising ADCS, Solace, Local Government Group and DfE) considers safeguarding improvement a priority, and how the Social Work Reform Board (SWRB) is driving long-term sector-led improvement to social work.

- 2.3 Headline changes include a major reduction in central regulation and guidance; a Chief Social Worker post in Government and Principal Child and Family Social Worker appointments in local authorities; improvements in the knowledge and skills base of the profession; an inspection framework with the experiences of children and young people at its centre; and greater transparency and coordination of local arrangements to provide early help to children, young people and families.
- 2.4 Implementation will start at once but, as Children’s Minister Tim Loughton writes in his Foreword, “change will evolve and best practice will be informed by experience, innovation and evidence. Our aim will be to create the conditions for sustained, long term reform which enables and inspires professionals to do their best for vulnerable children and their families.” The Government response addresses each of Professor Munro’s four reform themes.

3.0 Government Response to Munro’s Four Reform Themes

- 3.1 **Theme 1: Valuing professional expertise (Recommendations 1, 2, 3, 4)**
Government will oversee a radical reduction in regulation, with a corresponding reduction in local rules and procedures. Shared local arrangements will need to be developed for robust management of timeliness, the quality of understanding and the effectiveness of the help provided. The role and impact of Local Safeguarding Children Boards (LSCBs) should be strengthened, and external inspection will continue and will be conducted on an unannounced basis. The Government agrees with Professor Munro’s conclusion that there is no compelling case for a national database providing information on whether a child is subject to a protection plan or in care, but will keep under review how to help professionals to cooperate and share information; it endorses her view that local authorities should maximise the efficiency of their 24-hour access service to enable professionals to obtain relevant information.
- 3.2 **Theme 2: Sharing responsibility for the provision of early help (Recommendations 8, 10, 13)**
The Government wants a radical change in the way local agencies coordinate their work to maximise resources and increase the range and number of preventative services on offer to children and families; setting out transparent local arrangements will help practitioners working with children to access expertise, and should lead to the identification of the early help needed by a particular child or young person and their family, and to the provision of ‘an early help offer’ where their needs do not meet the criteria for receiving children’s social care services. The document outlines the contribution that should be made by Sure Start Children’s Centres, the new health visiting service family offer, the developing Positive for Youth vision, and the early intervention grant and Community Budgets.
- 3.3 **Theme 3: Developing social work expertise and supporting effective social work practice (Recommendations 11, 12, 14, 15)**

Building on the work of the Social Work Reform Board (SWRB), the Government wants to improve radically the knowledge, skills and expertise of social workers from initial training through to continuing professional development; work will be done on incorporating the specific capabilities identified by Professor Munro into the SWRB's professional capabilities framework. The new Chief Social Worker will advise Government on social work practice and the effectiveness of the help being provided to children and young people, and the introduction of Principal Child and Family Social Workers in local authorities will contribute to the development of a career path allowing for ongoing direct work with children and families, and to strengthening the voice of practitioners in management.

3.4 **Theme 4: Strengthening accountability and creating a learning system (Recommendations 5, 6, 7, 9)**

The Government agrees with Professor Munro that effective multi-agency working across a wide range of professionals is critical to success; that clear lines of accountability, and roles such as designated and named professionals, are vital; and that the system needs to become better at monitoring, learning and adapting. It is therefore retaining the statutory status of the Director of Children's Services (DCS) and the Lead Member for Children's Services, and is working with partners to revise the statutory guidance on their roles (which is likely to include a local test of 'assurance' when considering additional duties on the DCS); formal consultation in autumn 2011. The Government recognises the potential of the ACPO risk principles referenced by Professor Munro, and will consider how these can be further embedded in the practice of the police and local partners.

4.0 **The Fifteen Recommendations**

4.1 **Recommendation 1:** the Government should revise *Working Together* and *The Framework for Assessment*.

Government Response: these will be revised by July 2012, with an interim amendment to statutory guidance *Working Together* on assessment by December 2011.

Warwickshire Response: no immediate action is planned in Warwickshire. There are no local plans to change prescription or monitoring arrangements with respect to assessment timescales until national changes are secure.

4.2 **Recommendation 2:** the inspection framework should examine the effectiveness of contributions of all local services to the protection of children.

Government Response: further work to take place over the summer on how inspectorates could work together to achieve this within available resources.

Warwickshire Response: no immediate action for Warwickshire. We are still awaiting the formal outcome of the inspection of Safeguarding and Looked After Children that took place in November under existing arrangements. A proposed national inspection framework is currently under consideration.

4.3 **Recommendation 3:** the inspection framework should examine the child's journey...and look at the effectiveness of the help provided.

Government Response: new inspection framework to be developed by Ofsted, and in place by May 2012 following consultation.

Warwickshire Response: no immediate action for Warwickshire. We are awaiting the formal outcome of our November 2011 inspection under the existing system. Warwickshire LSCB recently held a major event '*the child's journey*' organised by the WSCB Training Subcommittee and Warwickshire's Children in Care Council at which forty managers from Warwickshire's multi-agency children's workforce had an opportunity to hear the voice of Warwickshire's young people from the point of needing help to receiving it. This initiative is part of the Board's ongoing plan, in accordance with statutory guidance, to engage with children, young people and parents to ascertain their views and to inform the development of child protection services and systems and to ensure that they are child-centred.

4.4 **Recommendation 4:** local authorities and partners should use a combination of national and local performance information to help benchmark performance, facilitate improvement and promote accountability.

Government Response: the Government will work with Children's Improvement Board to finalise a data set for use by LSCBs, practitioners and managers, based on draft Munro data set.

Warwickshire Response: no immediate actions for Warwickshire. No plans to change local data collection until national changes are secure.

4.5 **Recommendation 5:** the existing statutory requirements for each Local Safeguarding Children Board (LSCB) to produce and publish an annual report for the Children's Trust Board should be amended, to require its submission instead to the Chief Executive and Leader of the Council, and, subject to the passage of legislation, to the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.

Government Response: the Government accepts this recommendation

Warwickshire Response: no immediate actions for Warwickshire. The next annual report will be published in spring 2012.

4.6 **Recommendation 6:** the statutory guidance, '*Working Together to Safeguard Children*', should be amended to state that when monitoring and evaluating local arrangements, LSCBs should, taking account of local need, include an assessment of the effectiveness of the help being provided to children and families (including the effectiveness and value for money of early help services, including early years provision), and the effectiveness of multi-agency training to safeguard and promote the welfare of children and young people.

Government Response: the Government accepts this recommendation in principle and will work closely with the national LSCB chairs, ADCS and partner organisations, to consider existing and new mechanisms that could be in place locally for them to assess the effectiveness of early help and protective services.

Warwickshire Response: the Independent Chair of the LSCB will seek a statement of assurance from the Chair of the Children's Trust.

- 4.7 **Recommendation 7:** local authorities should give due consideration to protecting the discrete roles and responsibilities of a Director of Children's Services and Lead Member for Children's Services before allocating any additional functions to individuals occupying such roles. The importance, as envisaged in the Children Act 2004, of appointing individuals to positions where they have specific responsibilities for children's services should not be undermined. The Government should amend the statutory guidance issued in relation to such roles and establish the principle that, given the importance of individuals in senior positions being responsible for children's services, it should not be considered appropriate to give additional functions (that do not relate to children's services) to Directors of Children's Services and Lead Members for Children's Services unless exceptional circumstances arise.
Government Response: the Government accepts this recommendation in principle. It is therefore retaining the statutory status of the Director of Children's Services (DCS) and the Lead Member for Children's Services, and is working with partners to revise the statutory guidance on their roles (which is likely to include a local test of 'assurance' when considering additional duties on the DCS); formal consultation in autumn 2011.
Warwickshire Response: Warwickshire has already drafted an 'assurance test' that was well received by Ofsted within the 'Inspection of Safeguarding and Looked After Children' that took place in November 2011.
- 4.8 **Recommendation 8:** the Government should work collaboratively with the Royal College of Paediatrics and Child Health, the Royal College of General Practitioners, local authorities and others to research the impact of health reorganisation on effective partnership arrangements and the ability to provide effective help for children who are suffering, or likely to suffer, significant harm.
Government Response: the Government accepts the spirit of this recommendation, but wants to go further and establish a co-produced work programme, to ensure continued improvement and the development of effective arrangements to safeguard and promote children's welfare as central considerations of the health reforms. The Department of Health will work with the Department for Education, NHS bodies, local authorities, professional bodies and practitioners to agree a co-produced work programme.
Warwickshire Response: no immediate actions for Warwickshire. LSCB Chair to seek assurances through the Health and Wellbeing Board that arrangements to safeguard and promote children's welfare are secured within current service remodelling. Children's Trust to be asked to produce an impact assessment on the range and need for early intervention in health.
- 4.9 **Recommendation 9:** the Government should require LSCBs to use systems methodology when undertaking Serious Case Reviews (SCRs) and, over the coming year, work with the sector to develop national resources to: provide accredited, skilled and independent reviewers to jointly work with LSCBs on each SCR; and to promote the development of a variety of systems-based methodologies to learn from practice.
Government Response: the Government agrees, and will consider further how to implement.

Warwickshire Response: the LSCB will use SCIE [systems] methodology to review a 'near miss' in the autumn.

- 4.10 **Recommendation 10:** the Government should place a duty on LAs and statutory partners to secure sufficient provision of local early help services for children, young people and families.

Government Response: the Government accepts this recommendation in principle. The Government will work with partners to identify a route (including possible statutory duty) to effect the responsibility for early help by September 2011.

Warwickshire Response: Warwickshire Children's Trust to be asked by the LSCB for a report on the availability and effectiveness of early intervention with reference to the JSNA. This will specify how we identify children at risk of or suffering significant harm, the availability of services and the training available to staff in frontline settings. It will also set out the resourcing of early help services.

- 4.11 **Recommendation 11:** the Social Work Reform Board's Professional Capabilities Framework should incorporate capabilities necessary for child and family social work. This framework should explicitly inform social work qualification training, postgraduate professional development and performance appraisal.

Government Response: the Government agrees that the skill base and competence of social workers working in child protection must be both explicit and a force for improving practice, training and professional development. Detailed work will need to be done with key partners, including the SWRB, the HPC (which is expected to take over responsibility for the regulation of social workers in 2012) and the College of Social Work to explore how best child and family specific capabilities will fit within the wider capabilities framework, and how to make effective links between the capabilities, initial education, CPD and performance management.

Warwickshire Response: Warwickshire will keep progress in sight and under review through its Staff Development Advisory Group. Social Work Improvement Fund resources have been directed towards development opportunities for more experienced staff whose needs have not been well met in recent years.

- 4.12 **Recommendation 12:** employers and higher education institutions (HEIs) should work together so that social work students are prepared for the challenges of child protection work.

Government Response: the Social Work Reform Board is working with HEIs to improve the calibre of entrants and quality of education; the Government is exploring new models in achieving this such as 'Step Up to Social Work'.

Warwickshire Response: Warwickshire will keep progress in sight and under review through its Staff Development Advisory Group work programme.

- 4.13 **Recommendation 13:** local authorities and their partners should start an ongoing process to review and redesign the ways in which child and family social work is delivered.

Government Response: the Government accepts the case for redesigning the way in which child and family social work is delivered and recognises that this is already happening in a number of local areas. Local attention should be given to creating conditions which value the continuity of relationships with children and families, and promotes effective evidence-based social work practice.

Warwickshire Response: children's social care teams are currently being reorganised into teams containing 'practices' of common interest. A service review of EDT is being undertaken and our work with Dartington SRU will inform further re-design and the further introduction of evidence based programmes.

- 4.14 **Recommendation 14:** local authorities should designate a Principal Child and Family Social Worker. This should be a senior manager with lead responsibility for practice in the local authority, who is still actively involved in front-line practice and who can report the views and experiences of the front line to all levels of management.

Government Response: Government accepts the need for an explicit link between management and practice. Government recognises that the role of the Principal Child and Family Social Worker is necessary for the system to respond to the needs of children and families and be open to feedback. The Government also supports Professor Munro's view that experienced social workers should be able to follow a career path that takes them to senior levels in the organisation without losing their prime focus on developing social work expertise.

Warwickshire Response: the College of Social Work is developing a professional leadership group for children's services. Warwickshire will engage with this process. Provision will be made for Social Work Improvement Fund monies to support the introduction of this role.

- 4.15 **Recommendation 15:** a Chief Social Worker should be created in Government, whose duties should include advising the Government on social work practice and informing the Secretary of State's annual report to Parliament on the working of the Children Act 1989.

Government Response: the Government accepts the proposal for a Chief Social Worker to provide a permanent professional presence for social work within Government. The Government sees this role as being complementary to any corresponding professional body, for example, the College of Social Work. The Government is clear that the scope of this post will be to cover children and adults and will report jointly to the Secretaries of State for Education and Health.

Warwickshire Response: N/A

5.0 Conclusion

- 5.1 The collaborative spirit in which Professor Munro's report *and* the Government's response to her recommendations have been developed is a model for future reviews of this nature, which will doubtless greatly aid implementation.

- 5.2 The wide range of those to whom Ministers have written, including schools, health bodies and the police (which are all currently subject to reform programmes), emphasises the extent to which effective child protection depends on the active and informed involvement of all those working with children, young people and families. It is essential that, in turn, they all recognise this responsibility.
- 5.3 Two issues remain of particular concern in Warwickshire. Firstly, there is continuing uncertainty (in the absence of a national database and adequate local arrangements) about the mechanism through which professionals concerned about a child's safety can find the relevant information they might need. Secondly, Munro was very clear about the risks of adding responsibilities to the role of the DCS. Warwickshire, in common with around a third of local authorities nationally has already decided to do so, primarily as a consequence of the need to make unprecedented levels of savings. There is a danger, within the context set by the Government response, that when the next serious failure of child protection comes to national attention (and Professor Munro is clear that risk can be managed, but not eliminated), a contributory factor will be seen to be that child protection was only a small, though important, part of the wide responsibilities of the person in overall charge.

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**Children and Young People
Overview & Scrutiny Committee
14 December 2011**

Improving Safeguarding Outcomes

Recommendation

To approve the actions for improving safeguarding outcomes for children and young people.

1.0 Key issues

1.1 This report provides an update on two key areas of work being undertaken in relation to improving safeguarding outcomes for children and young people. These areas of work also feed into the work of Warwickshire Safeguarding Children's Board and Warwickshire Children's Trust.

1.2 The two key areas of work are:

- The action plan put in place to address the inconsistent practices identified by Ofsted last year (as referenced in the Safeguarding business unit plan)
- The action plan in relation to the recommendations from the Committee's previous review of Safeguarding in 2010 (see appendices).

2.0 Update on the progress of the action plans

2.1 Addressing the inconsistent practices identified by Ofsted

2.1.1 The unannounced inspection of contact referral and assessment in 2010 identified the following as an area for development:

"Significant variation in practice and consistency between teams makes it more difficult for agencies working across districts to collaborate in the most effective way and some opportunities for disseminating good practice are missed".

Following the inspection, an action plan was formulated within the Senior Leadership Team of the safeguarding division which identified the following two strands of work to improve consistency and outcomes:

(i) "Work to be undertaken to enhance consistency of practice which, in turn, will inform proposals for remodelling of the service under the umbrella of the Directorate Transformation Programme" with the aim of providing greater consistency of practice across the authority which supports effective partner agency working and facilitates dissemination of good practice.

(ii) “Consistency of practice to be improved by the implementation of a county-wide supervision model that promotes reflective practice and critical thinking” with the aim of promoting consistency and significant improvements in the quality of assessments, evidence of reflective practice with the resultant impact on the quality of intervention and improved safeguarding of children and young people. This is targeted at all social care team leaders within a 12-month period.

- 2.1.2 Progress has been made in both areas. The social care teams have been re-configured in accordance with the re-organisation of the Children, Young People and Families Directorate (up until October 2011). The re-structuring has led to the amalgamation of two social care teams, leading to a reduction in the number of managers and therefore interfaces between services. Further work is underway to amalgamate initial assessment services in the Nuneaton & Bedworth area to further increase the capacity of the assessment practices, reduce the number of managers involved in decision making and promote greater consistency of practice across the geographical localities.
- 2.1.3 Social Care teams have been re-configured into Social Work Practices, in which Practice Leaders are responsible for the allocation, management and oversight of cases.
- 2.1.4 Training in a defined model of supervision, promoted by the Children’s Workforce Development Council (CWDC), has been commissioned for all Practice Leaders. It should be noted that although this training has taken some time to secure through the commissioning process, a significant number of Practice Leaders were already accessing this training through existing arrangements with the CWDC.
- 2.1.5 The Safeguarding ICT Transformation Board has also been overseeing the transformation to electronic social care recording and mobile working, which also aims to promote consistency of practice across the service.
- 2.1.6 A thresholds document has also been introduced and endorsed by Warwickshire Safeguarding Children’s Board. This provides practitioners from a range of agencies with a useful tool for describing the thresholds for intervention with children and their families. It is anticipated that this will support consistency of practice through an enhanced understanding by agencies of the appropriate thresholds for intervening with families.
- 2.2 **Recommendations from the Committee’s previous review of Safeguarding**
- 2.2.1 Attached at **Appendix A** is the action plan that was formulated in order to address the recommendations. The action plan indicates that a number of areas have been successfully completed.

3.0 Timescales associated with the next steps

- 3.1 The action plan in relation to the unannounced inspection of contact referral and assessment has been reviewed at regular intervals by the Safeguarding Senior Leadership Team. This has ensured that actions have been progressed appropriately. This will be superseded following the recent inspection of safeguarding and looked after children services by Ofsted.

Background Papers

Scrutiny Review Action Plan – attached as Appendix A

Scrutiny Review into Safeguarding, Children, Young People and Families OSC, Final Report September 2010 – attached as Appendix B

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**Action Plan to implement recommendations of:
2010 Scrutiny Review into Safeguarding (Children, Young People and Families OSC)**

Area for development identified	Action to be taken	By who	Required outcome	Progress/target date
<p>Head of Service to review arrangements in place to support newly qualified social workers including protected caseloads to ensure that:</p> <ul style="list-style-type: none"> • Newly qualified social workers are receiving appropriate support and are not being over-burdened • Support arrangements are being implemented consistently across the county 	<p>Review of Newly Qualified Social Worker (NQSW) programme which reviews requirement to ensure protected caseloads and protected learning and development time</p>	<p>Jenny Butlin-Moran Fiona Metcalfe NQSW Programme Co-ordinators</p>	<p>To ensure that the NQSW programme is being implemented consistently across the county</p>	<p>NQSW programme has been reviewed</p> <p>Workload analysis includes consideration of the reduced caseloads for NQSWs</p> <p>Training has been commissioned by for Practice Leaders to provide consistent model of supervision to all social workers</p>
<p>Head of Service to review the levels and mix of caseloads across the county to ensure equity and implement a maximum level of caseloads</p>	<p>Workload analysis is being undertaken to inform a re-structuring of the service</p> <p>This also forms part of the employer health check (SWTF)</p>	<p>Phil Sawbridge Jenny Butlin-Moran</p>	<p>More equitable caseloads across the county</p>	<p>January 2012</p> <p>Workload analysis is being undertaken which will provide information about the caseloads across the county and provide a basis upon which to consider the allocation of resources</p>

Item No 10, Appendix A

Head of Service to review current resource allocation across the county and to ensure that resources are proportionately allocated to match different levels of demand	Re-structuring of the division, informed by workload analysis	Phil Sawbridge, HoS	Appropriate allocation of resources	January 2012 As above
Current levels of frontline social workers be maintained in order to ensure demand is met within an acceptable level of risk	We have had some growth in this area with some additional social work posts	Phil Sawbridge, HoS	Appropriate social work resource	Completed
Head of service to explore the options of: <ul style="list-style-type: none"> • Merging area teams or co-location with other service providers • Ring-fencing savings to support front line work in safeguarding 	Re-structuring of service Location of teams is being considered in light of re-structuring of the county council and though the accommodation strategy	Phil Sawbridge, HoS	More effective use of physical resources	January 2012 This is ongoing as part of re-structuring of County Council services
WSCB consider how thresholds and referral processes can be improved.	Thresholds document to be produced which clarifies thresholds and responsibilities for safeguarding across the directorate	Jenny Butlin-Moran, Service Manager	Shared understanding of thresholds leading to a more effective service for children and their families	Endorsed by WSCB on 28 September 2011

Item No 10, Appendix A

WSCB provide information for schools and other relevant partners	Poster outlining key information and contact details to be displayed in office areas and by schools	John Sullivan	Improved clarity of information for schools	Completed Children's Teams currently provide partner schools and other agencies with key contact information
Head of Service to write to all Primary and Secondary Schools to highlight the importance of schools passing on information re safeguarding matters when pupils are transferred to another school	Reinforcement of safeguarding processes at points of transfer	John Sullivan	Strengthened safeguarding processes	Completed
Area Children's Teams to send annual letters to schools and other organisations to explain the management structure, how to manage cases of concern and key contacts within the team	This is already undertaken by teams			Completed
Head of Service and the relevant DCI review communication practices between social workers and the Police	Review of current arrangements	Phil Sawbridge HoS, Police DCI	Effective communication which strengthens the safeguarding arrangements	Practice Leader post within the Police will continue in 2012 This has supported the management of domestic abuse referral and Missing Children arrangements



**Scrutiny Review into Safeguarding
Children, Young People and Families OSC**

**Final Report
September 2010**

Scrutiny Review into Safeguarding

Children, Young People and Families OSC

Final Report

1. Introduction and Background

- 1.1 Within recent years there have been a number of tragic and high profile child protection cases, which have highlighted systemic failings in child protection processes and the application of those processes, leading to missed opportunities to protect children from harm. Such cases have led to increased momentum at a national level to ensure the effectiveness of local safeguarding practices. Additionally, they have led to increased awareness amongst professionals and the public regarding safeguarding issues.
- 1.2 It is within this context that Warwickshire, inline with other local authorities, has experienced a significant increase in the number of referrals made to children services. Over the last 18 months, the service has experienced a 25% increased in referrals. This has led to an unprecedented number of looked after children and children subject to a child protection plan. In April 2010, there were 579 looked after children and 514 children subject to a child protection plan in Warwickshire.
- 1.3 Conscious of the pressures facing the Children in Need Division, in November 2009 the Children, Young People and Families Overview and Scrutiny Committee commissioned a Task and Finish Group to scrutinise the effectiveness of child protection processes within Warwickshire and to establish the impact and implications of the increased demand. This report summarises the findings and recommendations from the review.

2. The Task and Finish Group

- 2.1 The Task and Finish Group consisted of the following members.



Cllr Jackson



Cllr Johnston



Cllr Perry



**Cllr Ross
(Chair)**

3. Scope of the Review

- 3.1 The review focussed specifically upon the reactionary element of child protection and the effectiveness of practices and processes which are instigated once a concern regarding a child has been raised. National policy and legislative issues were considered to fall outside the scope of the review.
- 3.2 The objectives of the review were:
- 1) To understand the picture of increased demand for child protection services, how increased demand is being managed and its impact upon caseloads, risks and staff morale
 - 2) To understand disparities in demand and practice across Warwickshire and to narrow the gaps in demand and practice to ensure that the services received by children, young people and their families is not determined by where they live
 - 3) To understand workforce issues that impact upon practice eg. Recruitment and retention, training and support
 - 4) To establish the effectiveness of partnership working, in particular:
 - the effectiveness of the Common Assessment Framework (CAF) and its alignment to the Safeguarding Process and
 - the ability / knowledge of professionals working with children and young people to identify and communicate causes of concern, particularly classroom Teachers
 - 5) To review action plans put in place to address comments in the Joint Area Review (JAR) and the recommendations from the Laming Review
 - 6) To identify and address gaps in services
 - 7) To recognise and promote achievements of safeguarding services internally and externally.

4. The review process

- 4.1 The Task and Finish Group undertook the review by meeting with a range of individuals involved in safeguarding, to gain an insight into their views and experiences, this included:
- The Head of Service for Children in Need Division
 - Warwickshire Safeguarding Children Board Development Manager
 - Social Workers and Operational Managers
 - Independent Reviewing Team
 - Designated Nurse for child protection
 - Teachers with designated responsibility for child protection
 - Multi-agency Training Service
 - Warwickshire Police
 - Warwickshire County Council's Young People Legal Service
- 4.2 The Task and Finish Group also undertook site visits to Child Protection Teams in each area of the County to speak to social workers and to gain an understanding of different issues across the County. Additionally, the Task and Finish Group attended a meeting of the Looked After Children Council,

where Councillors were able to hear the views and experiences of looked after young people.

- 4.3 The Task and Finish Group would like to sincerely thank everyone who participated in the review. Without the willingness of individuals to engage in the review, it would have been difficult for the Task and Finish Group to develop a true picture of safeguarding within Warwickshire.

5. Key findings and recommendations

- 5.1 Through the evidence submitted by various 'witnesses' and through the site visits to the Child Protection Teams across the County, the Task and Finish Group is confident that the systems and processes in place to protect children from harm within Warwickshire are extremely robust and effective. Particular strengths of Warwickshire's approach to child protection include having a dedicated officer to liaise with schools regarding safeguarding issues (Education Safeguarding Manager) and robust checks and balances in place to ensure appropriate actions in response to referrals.
- 5.2 The Task and Finish Group were overwhelmed by the dedication and commitment of all those working within the child protection field. It is recognised that those working in child protection, particularly social workers, do not always receive adequate recognition and thanks for the valuable work that they undertake. The Task and Finish Group is in no doubt that Warwickshire's social workers have managed exceptionally well, in extremely difficult circumstances and would like to take this opportunity to thank all social workers for their hard work and dedication.
- 5.3 However, it is fundamentally important that the County Council and other partners do not become complacent and continually seek to improve safeguarding processes and practices. In this vein, the Task and Finish Group have identified a number of areas of improvements which would further strengthen the systems and processes in place. These are summarised below.

Managing the Increased Workload

- 5.4 The significant increase in the number of referrals and the number of children subject to a child protection has inevitably had a significant impact on the workloads of social workers. In order to manage the increased level of need, the service is focussing upon prioritising those cases that meet the statutory thresholds for child protection. The significantly high number of referrals has meant that it is currently impossible to deal with every referral received. Consequently, social workers are promoting the use of the Common Assessment Framework (CAF) for non-child protection cases. The Task and Finish Group support this approach.
- 5.5 Yet, even with this prioritisation, the workload of social workers has increased significantly. The high numbers of referrals and caseloads in some areas of the County inevitably raises questions as to whether there is sufficient

capacity to meet the level of demand within an acceptable level of risk. 'Witnesses' expressed concerns to the Task and Finish Group that social workers were being over stretched. The limited capacity of the service has been recognised by the Children, Young People and Families Directorate, with £500k of redistributed resources being allocated to the Children in Need Division to manage the increased demand. This funding has been used to create 10 new frontline social workers posts. The Task and Finish Group welcomes the recruitment of 10 additional frontline social workers in order to manage the increased demand. However, the recruitment to these posts is likely to have a long lead in time before having demonstrable impact on current caseload levels, as demand continues to rise. Therefore, these additional posts cannot be considered a solution.

- 5.6 The Task and Finish Group were concerned with the differential caseloads of social workers across the County. In North Warwickshire, some social workers were handling 21 cases. This level of caseloads is not replicated across the County. In Warwick, social workers were managing 12 cases, with approximately 10 being child protection cases. In Bedworth, social workers were managing 8 cases, whereas in Nuneaton social workers were managing 6/7 cases. It is recognised that it is difficult to compare caseloads like for like, as the complexity and resource requirements of each case vary considerably. Nevertheless, it is important to ensure that there is equity in the level and type of caseloads that social workers are required to manage. In order to achieve a degree of equity in the level and mix of cases, a maximum caseload level should be introduced, which takes into consideration different complexity of cases.
- 5.7 It is also fundamentally important to ensure that newly qualified social workers are allocated appropriate levels and complexity of cases. Whilst in some areas of the County newly qualified social workers had protected caseloads and were expected to build up a level of expertise before fully taking on the accountability for a case, this approach did not appear to be commonplace across the County. In particular, in North Warwickshire, some newly qualified social workers (with less than 12 months experience) were reported to be managing up to 19 cases. It is recognised that caseloads for NQSWs will vary in nature across the county and will reflect the overall nature of cases within the team. Additionally, the allocation of work to NQSWs has to balance the need for them to learn within a supported environment and for them to be challenged and stretched to meet national competencies. However, the Task and Finish Group felt that such a differential level of caseloads among NQSWs requires investigation.
- 5.8 The importance of ensuring protected caseloads for newly qualified social workers has been recognised nationally through the recommendations of the Social Work Taskforce. Moreover, there are already a number of initiatives in place in Warwickshire to support NQSWs. Warwickshire is part of the NQSW national pilot programme, which requires NQSWs to have a protected caseload of 10% in volume and access to training and development equal to 10% of their workload. Additionally, all NQSWs receive formal supervision with their line manager on a fortnightly basis during their first three months.

The Task and Finish Group is of the view that the current arrangements in place to support NQSWs, including protected caseloads, be reviewed immediately in order to ensure NQSWs are receiving appropriate support and are not being over-burdened due to the current demand issues facing the service.

- 5.9 To some extent, the differential levels of work across the county reflect the differential demographics across the county. Nevertheless, the differential caseloads across the County, raises questions as to whether resources are currently being deployed to maximum optimisation. With some areas experiencing more significant increases in referrals and children subject to a child protection plan than others, there is a need to ensure that resources are deployed on a proportionate basis, so that resources are spread efficiently across the county to match the differing demands.
- 5.10 Inevitably, with unprecedented pressures on public finance, it is likely that, like other services, the Children in Need Division will be required to achieve a certain level of savings. However, child protection is a demand led service which is underpinned by statutory requirements. Therefore, the Task and Finish Group is of the view that any savings targets required of the service should not be at level where frontline provision is jeopardised. The current levels of frontline social workers need to be maintained if the level of demand is to be met effectively. Reducing the numbers of frontline social workers would present an unacceptable level of risk.

Recommendations

- A** The Head of Service for the Children In Need Division the review current arrangements in place to support newly qualified social workers, including protected caseloads, to ensure that:
- Newly qualified social workers are receiving appropriate support and are not being over burdened
 - Support arrangements are implemented consistently across the county
- B** The Head of Service for the Children In Need Division review the levels and mix of caseloads across the County to ensure equity and implement a maximum level of caseloads.
- C** The Head of Service for the Children In Need Division be requested to review current resource allocation across the County and ensure that resources are proportionally allocated to match the different levels of demand across the County
- D** Current levels of frontline social workers be maintained in order to ensure demand is met within an acceptable level of risk

Structure and Accommodation

- 5.11 Whilst the level of frontline provision should be maintained, the Task and Finish Group is of the view that the structure and accommodation of the service could be changed in order to release some resources.
- 5.12 The Task and Finish Group is of the view that the following options be explored.
- Merging area teams to realise management, back-office and accommodation savings, whilst protecting frontline resources. Any merger should provide clear efficiencies without jeopardising frontline resources.
 - Rationalisation of office accommodation, through relocation to less expensive accommodation or co-location with other public service providers for example the Police's Child Protection Unit. Clearly, any accommodation used needs to be easily accessible and have sufficient facilities to provide privacy and confidentiality for individuals visiting the office.
- 5.13 The Task and Finish Group is of the view that any savings realised through changes to office accommodation from the above should be ring-fenced to further support front-line work within safeguarding.
- 5.14 Any changes to structure and office location should ensure services currently provided are continued, for example providing venues for contact with children and venues for multi-agency meetings, and be mindful of the need to maintain strong relationships with local partners.

Recommendations

E The Head of Service for Children in Need Division explore the following options:

- **Merging area teams to realise management, back-office and accommodation savings, whilst protecting frontline resources.**
- **Rationalisation of office accommodation, through relocation to less expensive accommodation or co-location with other public service providers for example the Police's Child Protection Unit.**

F Any savings realised through changes to office accommodation from the above be ring-fenced to further support front-line work within safeguarding

Thresholds and Processes

- 5.15 Guidance regarding the thresholds for child protection cases is contained in the Blue Book which is provided to all relevant professionals. However, the review highlighted that the guidance regarding thresholds within the Blue Book is interpreted differently by different professionals. The Task and Finish Group heard examples where teachers had considered that thresholds for child protection had been met, but this view had not been shared by social workers. Concern was also raised that the interpretation of thresholds within children services may vary across the county. Such variation in interpretation needs to be addressed and cross professional understanding improved.
- 5.16 In addition to differential interpretations regarding thresholds, the review highlighted that there was a lack of common understanding regarding safeguarding processes. Teachers involved in the review highlighted that there had been instances where they had been unable to access advice from the local Children Services offices and were uncertain where advice could be accessed from in such instances. Additionally, Teachers stated that they were not aware of how to challenge the advice given if they did not agree with it.
- 5.17 The Task and Finish Group found that this was not attributable to a lack of information. All schools had been provided with information regarding contact points for advice and the escalation process, which is designed to manage different professional views. Therefore, it appeared that the information was available but may not have been effectively communicated to schools. Consequently, the Task and Finish Group is of the view the view that communication of information regarding thresholds and processes could be further improved.
- 5.18 Whilst it is recognised that it is difficult to provide an absolute guide, as each case is inevitably different, the Task and Finish Group is of the view that the process could be better described so that all professionals have an easy and accessible reference point. The Task and Finish Group recognise that this information is already available, but consideration needs to be given to how the information is presented and communicated. The Task and Finish Group suggests a poster outlining key information and contact details be provided to schools and other relevant partners to display within offices. This would provide a visual aid to increase awareness and understanding surrounding thresholds and referral processes.
- 5.19 The Task and Finish Group were made aware that workshops had been recently be held in each district area, to promote open discussions between partner agencies regarding thresholds, referrals and case studies. The Task and Finish Group welcome this approach.

Recommendations

- G** **Warwickshire’s Safeguarding Children Board consider how the presentation and communication of information regarding thresholds and referral processes can be improved in light of the issues raised within this review.**
- H** **Warwickshire’s Safeguarding Children Board provide schools and other relevant partners with a poster outlining key information and contact details to be displayed in office areas.**
- I** **Schools be requested to display the poster produced by Warwickshire’s Safeguarding Children Board as outlined in recommendation H, to increase awareness and understanding regarding thresholds and referral processes**

Partnership Working

- 5.20 Whilst partnership working within Warwickshire overall appears to be effective, the review highlighted a number of areas where partnership working could be improved.

GP’s

- 5.21 There was a general consensus that the input from GP’s in case conferences is invaluable, particularly in complex cases, however the attendance of GP’s seems to be variable. NHS Warwickshire are aware of the issue and have started working with the local medical council to help support GP’s to fulfil their safeguarding role. Whilst GP engagement with case conferences is not explicitly included in GP’s contracts, it is hoped that engaging the local medical council will influence GP’s to engage more consistently with case conferences. Nevertheless, the Task and Finish Group is of the view that this issue should be explored further by the Adult Social Care and Health Overview and Scrutiny Committee.

Information Sharing

- 5.22 Information sharing is central to effective safeguarding work, whilst there is no local single shared database accessible to all partner organisations, organisations recognise their statutory requirements to share information when approached by another agency. However, the teachers that contributed to the review highlighted that schools did not always pass on information regarding pupils that they transferred. Therefore, schools were not always aware if concerns had been raised about a pupil. The Task and Finish Group is of the view that all schools should be reminded of the need to provide such information when transferring pupils.
- 5.23 With the Government abolishing “Contact Point”, a national database developed to enable professionals to identify which agencies are involved with

a child, it is fundamentally important that information sharing within Warwickshire remains effective.

Funding for Warwickshire's Safeguarding Children Board

- 5.24 There is currently no national formula for deciding the financial contributions of agencies towards the management of the Warwickshire Safeguarding Children Board. Currently, funding to support the work of the Board is negotiated by partners within the Board, with all partners contributing relative amounts. It is thought that the Children Trust would be better placed to lead the discussions and decisions regarding partner contributions.

Communication

- 5.25 The review highlighted that communication could be improved between schools and social workers. Schools highlighted that they would like more dialogue and interaction with social workers and suggested that schools be allocated a specific social worker to foster better communication and partnership working. The Task and Finish Group were advised that schools had previously been allocated link social workers, which worked well but were resource intensive. The practice of link social workers had not been sustained due to the demand led pressures on the service and the need to reprioritise workloads accordingly. However, there are number of simple practices that could be adopted to further enhance communication and partnership working between schools and social workers.
- 5.26 For example, sending annual letters to schools and other organisations involved with children in the area, to explain the management structure, how to manage cases of concern and key contacts within the Team. Whilst this practice is currently undertaken in some teams, it needs to be replicated across the County. Additionally, each Team should provide schools with a key contact within the Team, to improve communication and relationship building.
- 5.27. The review also highlighted that communication between social workers and police officers was considered to be variable across the County. Some social workers thought that collaboration with the police could be improved. Indeed, particular concerns were highlighted within the Bedworth area. Warwickshire Police acknowledged that they had been aware that there were previously communication issues in Bedworth and measures had been put in place to address this, including monthly meetings. However, the Task and Finish Group is of the view that communication practices between the police and social workers across the County be reviewed in order to ensure communication is effective and opportunities for collaboration maximised.

Recommendations

- J** **The Adult Social Care and Health Overview and Scrutiny Committee explore inconsistent GP attendance at case conference with NHS Warwickshire**

- K** **The Head of Service for the Children in Need Division write to all primary and secondary schools within Warwickshire to highlight the importance of schools passing on information regarding safeguarding matters when they transfer a pupil to another school.**

- L** **Area Teams send annual letters to schools and other organisations involved with children in the area, to explain the management structure, how to manage cases of concern and key contacts within the Team. This letter should provide a key contact within the Team.**

- M** **The Head of Service for the Children in Need Division and the DCI responsible for Child Protection within Warwickshire Police review communication practices between social workers and police officers across the county in order to ensure communication is effective and opportunities for collaboration maximised.**

6. Conclusion

- 6.1 Overall, the Task and Finish Group is satisfied and reassured that child protection processes and systems in place within Warwickshire are robust and effective. However, it is fundamentally important to ensure the effectiveness of current processes and systems are not damaged by the need to identify savings. The Task and Finish Group is of the view that the Children and Young People Overview and Scrutiny Committee continue to undertake an overview role in relation to the issues raised within this review, particularly following the outcome of the Comprehensive Spending Review in the autumn.

**Children and Young People
Overview & Scrutiny Committee
14 December 2011**

**Education of Vulnerable Children – a joint strategy
Early Intervention**

Recommendations

- (1) To agree any areas for scrutiny, as appropriate
- (2) To consider and comment on the approach to early intervention and prevention, set out in this report, as part of a strategy for supporting the education of vulnerable children

1.0 Context

- 1.1 The strategy for supporting the education of vulnerable children is being developed in the context of the vision for the People Group:
“To support people, especially the most vulnerable and disadvantaged, to access throughout their lives every opportunity to enjoy, achieve and live independently.”

and of the Children’s Trust:

“Our vision is that every child and young person, including those who are most vulnerable and disadvantaged, has the greatest opportunity to be the best that they can be.”

The Children’s Trust brings together all of the agencies and organisations in Warwickshire who provide services to children and young people including the County Council, health, police, the district/borough councils and the voluntary sector. This partnership recognises that the needs of children and young people require a coordinated multi-agency approach.

- 1.2 The term ‘vulnerable children’ encompasses a very wide range of children and young people with a diverse range of needs. These include:
- Looked After Children and children ‘on the edge of care’
 - Gypsy, Roma and Traveller children
 - New Arrivals children with English as an Additional Language
 - Children with special educational needs and disabilities
 - Children excluded from school and at risk of exclusion
 - Children out of school
 - Young people not in education, employment or training (NEET) or at risk of becoming NEET
 - Teenage parents
 - Young offenders and young people at risk of offending

- 1.3 To meet the diverse educational needs of these children and young people, the Council, with other agencies, has developed and is developing a number of different services. Many of these are the subject of major reviews, for example, services for children with special educational needs and disabilities, in response to new legislation or to changes in funding arrangements.
- 1.4 An underpinning principle of our approach to the education of vulnerable children is that the prime responsibility for their education lies with the school or early years settings, and a significant role of the Council is to provide support to enable schools and other providers to develop the capacity and capability to meet effectively a wider range of need. However, for many children – such as those with a statement of special educational needs – the Council has a joint statutory responsibility with schools. For many others, the Council and other agencies provide a range of support services, some on a traded basis, to support schools and other providers to meet the particular needs of young people. The Overview & Scrutiny Committee has already recently considered the SEN Green Paper and services trading with schools.
- 1.5 As part of his review of the Council’s relationship with schools, Paul Galland identified, from his discussions with schools, some confusion about the Council’s approach to the education of vulnerable children and, therefore, recommended that the Council develop an overall strategy. With services being restructured and the respective role of schools and the Council not yet clearly defined, this will be a complex process. Consequently, the strategy is still in development and a further report will be brought to the Committee.
- 1.6 However, a key element of the strategy will be a policy of early intervention and prevention, by which we mean:
“...intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early intervention may occur at any point in a child or young person’s life.”
- 1.7 The attached paper (Appendix A) sets out the Council’s approach to Early Intervention and prevention. It is proposed to make a short presentation to the Committee on this approach as part of developing the strategy for vulnerable children.

2.0 Proposal

- 2.1 It is proposed that an overarching strategy for the education of vulnerable children – incorporating the Council’s approach to special educational needs, children out of school and early intervention – will be taken to Cabinet incorporating the comments made by this Committee.

Background Papers

CYP O&S 8 June 2011 – 04 SEN Green paper

<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1755/Committee/417/Default.aspxReport>

Cabinet 14 July 2011 – 07 Future Relationship with Schools

<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1745/Committee/395/Default.aspx>

Cabinet 13 October 2011 – 05 Future Relationship with Schools

<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1747/Committee/395/Default.aspx>

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Early Intervention: Policy into Practice in Children's Services

Education of vulnerable children – A joint strategy

1. Introduction

The purpose of this paper is to draw together the threads which currently make up our approach to Early Intervention and highlight what Warwickshire's approach should be over the next 2 years in children's services. A further paper will explore early intervention with adults who need help with independent living.

In addition, the paper will be used in conjunction with briefings for members, stakeholders, our partners, and children, young people and families to explain

- Targeted support for young people
- Targeted support for families and parents
- School based support and multi-disciplinary processes

This paper is written in the context of the Children's Trust vision which is:

"Our vision is that every child and young person, including those who are vulnerable and disadvantaged, has the greatest possible opportunity to be the best that they can be."

Our principles, in partnership are Ambition for every child and young person, Participation of parents, families and children in the design of our services and Effectiveness in how we train and support all our staff.

2. National Context

The strategic shift towards prevention and early intervention is recognised in key policy areas such as health and social care as well as children's services. The Early Intervention Grant has enabled strategic planning of grant resources rather than single funding streams with individual sets of targets, outcomes and external monitoring.

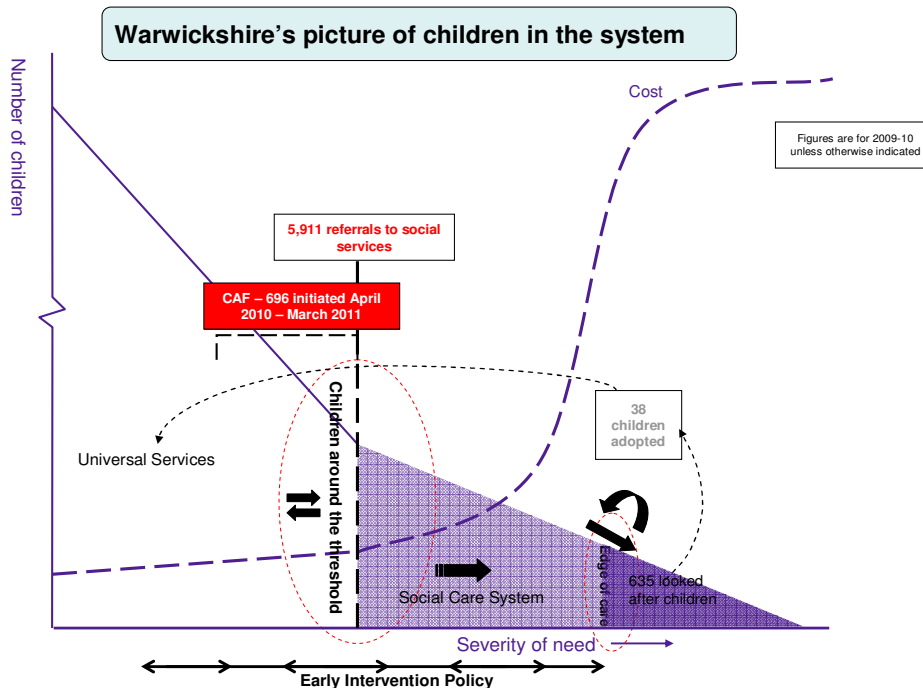
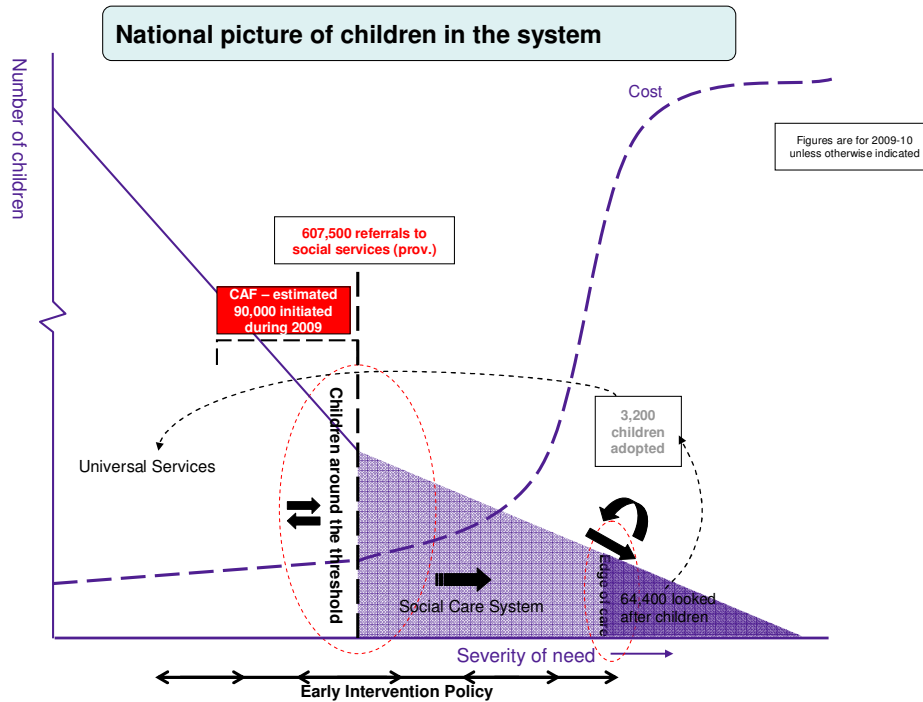
Nationally early intervention approaches have been given a very high profile in Graham Allen's Review Early Intervention: The Next Steps, and Frank Field's Review of The Foundation Years: Preventing Poor Children become Poor Adults. Changes in the government approach in the last few years has seen an important emphasis on early identification, joint working across agencies and agreement on shared responsibility for the outcomes. The Allen Review concentrated on the neediest, promoting an anti-poverty approach through ensuring works pays and renewing interest in evidenced based approaches to supporting families.

C4EO produced Grasping the Nettle: early intervention for children, families and communities in October 2010. This is a significant practice guide to the challenges and opportunities in supporting children, families and communities through early intervention and, most importantly, uses local, national and international practice as examples of what works and what is effective.

Most recently, the Munro Review, the recommendations of which are yet to be accepted by the government, also extols the significant impact that early help and early intervention approaches can have on a child's life and places them firmly at the heart of our thinking on how we should offer support to families.

The Department of Health had widely publicised the importance of supporting families with its strategy to increase the number of health visitors to 4,200 by 2015.

Finally, Early Intervention is a key policy drive in the Department for Educations, set out in, “Productive Children’s Services’: A New Model” and known colloquially as “the wedge”.



The concept of the wedge is that by ensuring capacity in our universal services, such as schools, health visitors and children’s centres, we can identify problems early and support inter-agency services to improve the life chances of the child or young person. By offering family intervention services we can ameliorate the position they are in and improve the

outcomes for the children and young people, and prevent an escalation of costs to society later on.

In Warwickshire we already have evidence that these approaches work eg. evaluation the Nuneaton Family Intervention Project, the Local Authorities Research Consortium 3 and the CEDAR (Warwick University) evaluation of Warwickshire's approach to Triple P (a programme of support for parents).

We have many ways to identify that we are improving outcomes and we need to establish measures which we would expect to see if this is working. These might include a reduction in young people needing specialist provision which impacts on the current budget for SEBD provision and reduction in the number of exclusions. Qualitative measures include case studies which all services use.

3. Local Context

- Why are we adopting early intervention approaches?

Evidence from C4EO, who commissioned the Wave Trust to undertake a review on international practice and from reviewing national validated practice demonstrates that early intervention works when –

It is appropriate
Applied well
Identification has been timely and early

The wealth of practice shows that the greatest impact in improving outcomes in a child's life occurs when the intervention has been as early as possible.

- What do we mean by the term early intervention?

In Warwickshire we have taken as our definition the following,

“intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early Intervention may occur at any point in a child or young person's life...”

- How should we approach developing early intervention approaches so they are co-ordinated in Warwickshire?

Key steps need to be in place to ensure we are making the maximum opportunities available to children and young people and our partners to improve outcomes.

Many of the key steps are part of the commissioning cycle which we have in place – namely – know your population, review outcomes and focus on improving them and develop strong multi-agency and multi-disciplinary partnerships. Work directly with children, young people and families as part of the service review.

The programme began with CYPF Directorate and then forward in the People Group is going to achieve the important element of integrated working by developing locally based, multidisciplinary teams who will know their areas and allocate resources where they are most needed. This will be fertile ground for early intervention approaches.

In addition, other key elements are

- shared vision of what we are aiming to achieve
- clear understanding of needs and identification of gaps
- clear and consistent messages to staff and families about improving outcomes
- embedding CAF as our universal tool for ensuring an appreciative holistic assessment of need and coherent action with a child and family
- underpinning workforce development

Ultimately, this will work where we build strong relationships with our partners and trusted relationships with families. The Health and Well-Being Board gives us an opportunity to renew and review relationships with Health.

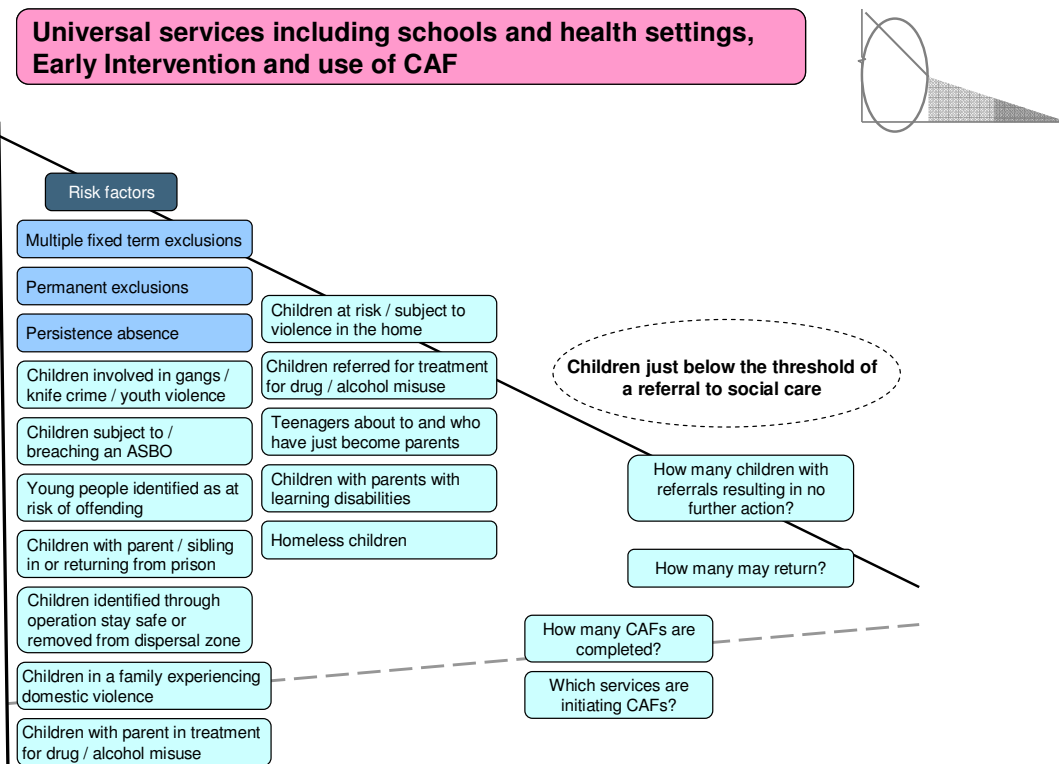
4. Are we making a strategic shift to prevention and early intervention?

Prevention is about stopping a problem from arising in the first place and early intervention is aimed at halting a problem already evident.

In our strategies we aim to

- identify the risk factors which are prevalent amongst our children and young people
- identify those children who are coming into the system needing additional support
- co- produce positive outcomes for those children through timely and appropriate actions co-ordinated through the common assessment framework (CAF)

There are a number of risk factors and when they become cumulative, additional support is needed outside of the universal setting.



By working cross agency and combining data eg. through the Joint Strategic Needs Assessment, we can target the children, young people and families who need extra support. Thus, by intervening earlier, we prevent families needing more complex and high cost services.

By using our local multi-disciplinary teams, we can focus on those families most in need. Children, on the edge of care, and their families, have particular needs which the Family Intervention Project and Family Group Conferencing teams are designed to support.

We are aligned with social care colleagues to identify alternative strategies for children on the edge of care through the Dartington Research project.

The Common Assessment Framework (CAF) is embedded in our strategic approach to reducing exclusion and supporting schools and families where a child's placement is at risk. Schools are our key partners in initiating CAFs and in helping to ensure that the right interventions are put in place that enable restoration and needs to be met. The Review of Special Educational Needs takes into account early intervention approaches and use of the CAF.

5. Early Intervention Grant

A strategic approach has been taken to allocating resources from the Early Intervention Grant and this was reported and agreed by Council on 29 March 2011.

The Group is experiencing a reduction overall in grants of £7.49m in 2011-12 (of which £2.3m was already cut mid-year in 2010-11). By 2013, the strategic approach will be to commission approaches which support

Timely Targeted Interventions

- Children's social care
- Supporting and engaging families
- Support to primary and secondary schools
- Targeted support for young people
- Positive destinations

Early Years

- Early years
- Sure Start Children's Centres
- Early learning and childcare for 2 year olds

Transition

- Building resilience
- Information, Advice and Guidance
- Raising aspirations

Resources will be commissioned across themes to improve outcomes and the move to locally based multi-disciplinary teams will support targeted approaches.

To determine a future early intervention model, the approach being taken is to consider key strategy areas, both in terms of outcome and cost benefits, to determine areas where early intervention measures should be targeted to realise the most benefit to children and young people. Any targeted support and interventions will be evidence based and prioritised to achieve clear benefits across core areas of services.

Due to the scale of the reductions and the level of transformation that is proposed, it is recognised that the longer term strategy and direction will not be delivered in one year. A programme approach is being adopted to ensure the successful transformation from the existing arrangements to the newly prioritised early intervention measures.

We anticipate that as the strategic commissioning reviews are undertaken, evidence based approaches will become the main way we commission services, The grant can also be used to support the commissioning of services required as part of the Children on the Edge of Care Project (Appendix A).

Our core offer of services, outside our statutory responsibility, also needs further clarification in the current environment to ensure it matches early intervention approaches.

This particularly applies to services contributing to the Common Assessment Framework (CAF) and taking in a lead professional role.

6. Early Intervention Business Unit

The Business Unit has been established as part of the Council's reorganisation to meet the needs of the changes required and the savings plan.

The Division has, in the context of the council's aims and ambitions, a business plan which sets out the following principles

- That outcomes are co produced and that we need to develop the joint capacity for children, young people and their families to meet their needs
- That services should be shaped by a strengths based approach
- That we should target support where it is needed most

Locally based multi disciplinary working in partnership with schools and other universal settings is of fundamental importance in achieving the above

Our priorities are emerging as follows –

- To develop evidence based programmes in the early years building on experience of Family Intervention Project and Family Nurse Partnership (children's centres are critical to this).
- To focus on parenting programmes, using Triple P, where we see the most impact and build relationships with services in social care.
- To embed CAF so that we can continue to appreciate children and young peoples' needs and circumstances in the broadest terms and co-ordinate multi-agency responses and support plans.
- To target support for families and young people, strengthening CAF and adopting post Munro assessment role.
- To target support so vulnerable children can stay and succeed in school.
- To work with children, young people and families so that they fulfil their potential and ambitions and so avoid becoming NEET (Not in education, employment or training) and excluded from society.

There are three strategic lead areas in the Division

- Targeted Support for Young People
- Targeted Support for Parents and Teachers
- Support for Schools and CAF (Common Assessment Framework)

A service manager leads on the strategic development of each of these areas and manages one of 3 areas of the County – North, East and South.

For more detail of these strategic areas, please see Appendix B.

Elizabeth Featherstone
Head of Service - Early Intervention

Warwickshire Approaches to Early Intervention

1. Early Intervention, using the CAF process and its cost effectiveness: LARC 3 Report (Local Authority Research Consortium) February 2011

Evidence shows that the use of CAF process to intervene early is an effective way to support the improvement of outcomes for individual young people and families. It may also avoid future more costly outcomes for local and national government in the region of £55,500 to £128,000. The cost of CAFs is similar to those in other Authorities and CAF Officers and CAF Family Support Workers are viewed favourably by families and practitioners and seen as knowledgeable, skilful and supportive. Further consultation will be given to developing evidenced based programmes as part of the CAF process. CAF is integral in our approach to support vulnerable children to stay in and succeed in school.

2. Evaluation of Triple P (Positive Parenting Program) by CEDAR (Centre for Educational Development, Appraisal and Research) (Warwick University)

CEDAR – Warwick University was commissioned to research whether or not evidenced based parenting programmes could be effectively rolled out across a whole country.

Their brief was to check if there were any programme differences, factors that influence successful implementation on this scale and implications for policy and practice.

The study covered 47 LAs and look at pre and post course measures of parenting style (over reactivity, laxness) parent mental well being and child behaviour using one of 8 evidenced based parenting programme, 4 of which gave sufficient analysis from the questionnaire data (Triple P, Incredible Years, Strengthening Families, Strengthening Communities and strengthening Families programme 10 -14.

Warwickshire has used Triple P for it's roll out of funded parenting training.

Overall findings

- All 4 programmes were effective (with some difference between them)
- Triple P was deemed as achieving the greatest difference to all 3 parent outcomes and Triple P most effective at reducing conduct problems
- Large variation between LAs in numbers of parents supported – cost effectiveness varied as a result
- Average cost per parent was £1658, lowest cost was £534 in one LA
- Very successful Government initiative and clear evidence in support of use of these programmes by LAs
- Research showed that the “right” parents and children were targeted (more vulnerable)
- Follow up after one year – post course benefits were maintained after one year after the course ended
- Interestingly, non graduate course facilitators were associated with greater improvement than graduate led facilitators for parent well being and non graduate lead facilitators with no parenting programme training or delivery experience prior to that gained on PEIP

LA factors in successful roll out included – strategic leadership and operational co-ordination (where these were not in place the PEIP was less efficient)

Warwickshire was a very successful LA in the delivery of the PEIP (see additional graphs)

(Full copy of the PEIP report is available on the DfE website)

3. Evaluation of Family Intervention Project, Nuneaton

The Family Intervention Project is a multi-agency partnership, funded by grant and partners including health, police, the borough and the County Council.

The project has worked with more than 20 families with complex multiple difficulties; substance misuse, child protection concerns, anti social behaviour, mental health needs, parenting difficulties, debt, domestic abuse, exclusion and school attendance difficulties and housing problems.

The Project is able to evidence the outcomes of intervention using this model of intensive intervention in financial terms for agencies in qualitative outcomes for family members and in improvements for the community.

The qualitative impact is secure and includes; empowered parent/ carers who are able to manage their parenting responsibilities more effectively, improved outcomes for families in the future and a decrease in the behaviour previously displayed which caused distress and frustration to the wider community.

4. Family Group Conferencing

A Family Group Conference is a decision making and planning process for a family and its wider family network. They make plans and decisions for, and with, their children and young people, when it has been identified, either by the family or by service providers that they are in need of a plan that will safeguard and promote their welfare.

During April 2010 to March 2011, the service has worked with 61 families, addressing the short and long term concerns of 104 children, 405 family members attended meetings.

The families, referred via Social Care teams and the CAF process, have complex issues to resolve including finding alternate permanent care for their family children, managing neglect, substance misuse, family breakdown.

The FGC process offers an alternative decision making forum for children and young people who are at risk of accommodation, focusing on the problem not the person. There is a reduction of dependency on specialist services and ongoing intensive support by increasing family capacity and resilience. Family involvement in decision-making is key, as is, their ownership of child-centred responsibility for finding safe solutions and decision making.

Families work on improving relationship skills and problem solving abilities, often reconsidering their approach to discipline, positive attention and supervision practices. We recorded positive impact on family communication, school attendance, home and family life with a reduction in risky behaviour with peers and in the family home.

The positive outcomes for children and young people in kinship, foster care or adoptive homes were reflected by an increase in placement stability and improvement in their relationships with those caring for them.

5. Children on the Edge of Care

Dartington Social Research Unit (SRU) is a charity established to improve outcomes for children through the rigorous application of research using innovative approaches to development and dissemination. The charity is a company limited by guarantee and registered with the UK Charity Commission.

Dartington Social Research Unit will work alongside staff from Warwickshire Children's services to plan and implement a strategy to reduce the total number of children in care. This will comprise (a) robust management of system dynamics including steps to reduce the number of entrants to care, reduce length of stay and increase exits from care; (b) judicious identification of children eligible to enter care under normal circumstances to be diverted by random assignment to evidence-based programmes in the community, and (c) monitoring and management of the funds to pay for current and future investment in evidence-based programmes.

SRU will secure external funds to evaluate the impact of the strategy. Its main function will be to measure high level developmental outcomes of the children randomly assigned to remain in care and those assigned to evidence based programmes to see if the children prevented from accessing care are better or worse off than those that entered care.

SRU will work with staff in Warwickshire to develop a communication plan and risk management plan to ensure that the project has the best possible chance of success.

6. Family Nurse Partnership

The Family Nurse Partnership initiative provides intensive support for parents under the age of 20, from the early stages of pregnancy right through to their child's second birthday.

Five Warwickshire family nurses have been employed to carry out the scheme, which will offer advice to young parents on health during pregnancy, support them in development of their parenting skills and offer tips on living a healthy lifestyle.

We will complete recruitment at the end of July 2011. Early indicators show we are reaching our targets on numbers, and clients with vulnerability i.e. smoking and NEET figures, although we have not yet had any data on outcomes. I have tried to include some statistics that might help below. Initiation of breast feeding looks promising although there is no comparative data as yet. We also have relatively small numbers of low birth weight babies. We will receive our first report from the DOH in October, 2011. Clients generally are engaging well with the service and we are meeting our fidelity goals on the whole.

Parents have been recruited to the programme as of July 2011 and there is already evidence to show that there have been some positive outcomes, for example high numbers of breast feeding initiation, low numbers of low birth weight babies see table below:

	Numbers	Percentage
Clients enrolled on FNP	90	90%
Clients initiating breast feeding		57%
Clients not in education, employment or training at pregnancy intake	35	41%
Clients smoking at pregnancy intake	37	46%
Clients drinking 1 unit of alcohol or more at pregnancy intake	8	9%
Clients with BMI >30	8	9%
Clients with BMI >35	2	2%
Babies Birth Weight < 2.6kg	2	10%

7. Pupil Reintegration Unit

A major transformation is underway for children and young people whose learning needs may not be met and become at risk of exclusion or excluded. In partnership with Area Behaviour Partnerships in secondary schools, we have established as a pilot, to promote the use of DSG resources before a serious problem arises. Schools will develop approaches and commission their own provision to meet the needs of the young people as a collaborative commissioning partnership. Similarly, the primary strategy commissions the Early Intervention Service and primary clusters to support children in a different way, using evidence based on Warwickshire’s nurture groups and CAF.

Early Intervention and Family Support Division

A. Transforming Services for Young People: Targeted Support

1. Context and Background

Targeted support for young people is part of the Early Intervention and Family Support Division in the People Group.

We know from national data and the local Joint Strategic Needs Assessment that where children and young people face multiple disadvantages they are at a greater risk of negative outcomes. Multiple disadvantages include –

- Poor attainment at school (Maths and English)
- At risk of, or excluded from school
- Not seeing friends regularly or never goes to organised social activities
- In trouble with police
- Poor health choices, including sexual health, alcohol and substance misuse
- Children at risk of family breakdown / becoming homeless

Parents' experience of life is also hugely important as is housing, employment, transport and healthcare issues.

According to the most recent Government statistics, Nuneaton and Bedworth is the most deprived Borough in Warwickshire containing six areas that fall within the most deprived areas nationally. The data also shows that there are small pockets of deprivation spread throughout the county.

The Communities and Local Governments' measure of CYP outcomes, the Child Well-being Index identifies several areas where there is a notable need within the urban localities of Warwickshire, particularly Camp Hill & Galley Common and Abbey & Wembrook.

2. These are the outcomes we would expect to see –

Young people have increased self esteem and confidence, improved emotional well being and experience better relationships with their families, peers and adults.

Young people are engaged in school, learning or employment and have high aspirations for themselves.

If these outcomes were achieved, this would mean that young people participated in a range of activities, especially in areas of disadvantage and that support was available for those who were vulnerable, to meet their needs.

We would expect to see –

- Increased participation and resilience of all 13-19 year olds
- Reducing numbers of young people using drugs, alcohol or volatile substances and first time entrants to youth justice system.
- Reduce the percentage of 16-18 year olds not in education, employment or training (NEET)
- Participation in positive activities (reduction in anti social behaviour)

3. Priorities for Targeted Support

In order to achieve the identified outcomes, we will continue with the following strands of work

- Provide support for young people through multi-disciplinary local teams working with those most at risk, including looked after children and care leavers, with clear outcomes
- Ensure the important role of enabling young people to have a voice so that they can influence and participate in policy and decision making both now and in the future. This will include VOX Warwickshire Youth Council, UK Members of Youth Parliament and Area Forums and we will integrate our corporate parenting role.
- To support and enable the voluntary sector, particularly through the commissioning of Warwickshire Community and Voluntary Action (WCAVA) and Warwickshire Children and Voluntary Youth Services (WCVYS).
- To continue to develop a motivated and well trained work force who are clear in their purpose.
- Delayed decisions regarding teenage conception and contracting sexually transmitted diseases.

4. Implication of Targeted Support

In the last few months, we have been transferring the services for young people away from a traditional youth and community service to one which, through working with partners, targets support for young people.

Many of you will be involved in some of the changes with regards to the premises review and the reintroduction of youth centres as part of school campus.

However, there is a more fundamental shift in terms of service delivery. Transforming our work into targeted support requires focussing on key outcomes –

- young people have increased self esteem and confidence, improved emotional well being and experience better relationships with their families, peers and adults;
- young people are engaged in school, learning or employment and have high aspirations for themselves;
- young people are making positive contributions to their communities.

Priorities for Targeted Support are

- provide support for young people through multi-disciplinary local teams working with those most at risk, including looked after children and care leavers, with clear outcomes;
- ensure the important role of enabling young people to have a voice so that they can influence and participate in policy and decision making both now and in the future. This will include VOX Warwickshire Youth Council, UK Members of Youth Parliament and Area Forums and we will integrate our corporate parenting role;
- to support and enable the voluntary sector, particularly through the commissioning of Warwickshire Community and Voluntary Action (WCAVA) and Warwickshire Children and Voluntary Youth Services (WCVYS);
- to continue to develop a motivated and well trained work force who are clear in their purpose.

In addition, we will be maintaining 5 centres in the most deprived areas of Warwickshire. Not only will they be available for work with young people but also be part of the council's policy on using buildings for many community based services and access to information. The centres are

- Camp Hill Education Sports & Social (CHESS)
- Hatters Space in Nuneaton
- Lillington Youth Centre
- Studley Youth Centre
- Atherstone Youth Centre

Operations Managers for Targeted Support got young people are as follows

- North – Dave Jones
- Central/ South – Rob Townsend
- East – Steve Bell

The countywide specialist support officer is Cheryl Jones.

B. Early Intervention – School Support and CAF

The Early Intervention Service continues to have a key contact for schools in each area.

The Operations Managers for The Early Intervention Service are as follows:

- North - Secondary - Paul Fellows
- Primary - Linda Gregory
- Stratford - Sarah Dalli
- Warwick - Celia Russell
- East - Joyce Bowley

The service will continue to promote educational achievement and well-being of vulnerable and disadvantaged children. Support is available to schools and the majority are subscribers of the specialist service from these teams as set out in the WES Booklet 2011 - 2012. EIS provides accredited trainers for nationally recognised evidenced based programmes of intervention. These include Team Teach (de escalation and restraint), restorative approaches, Assertive Discipline, Nurture Groups, Learning Support Units, National Programme for School Leaders in Behaviour and Attendance, Fischer Family Trust (literacy) Numicon (numeracy) High Five (writing) cross phase tutoring, accelerated learning and peer mentoring.

The outcomes we expect to see are –

- Fewer exclusions in primary schools
- Fewer exclusions in secondary schools
- Improved behaviour in schools are recorded by Ofsted inspections – good and outstanding
- Improved outcomes for children and young people following CAFs.
- Improved outcomes for children and young people following EIS support

In addition, EIS offers support for the Common Assessment Framework, the CAF Officer Team is led by Adrian Over, the county wide specialist.

CAF Officers are located in areas and will support you in your early intervention strategies. It is the LA policy to provide access to a CAF Officer free at the point of delivery as the Authority has evidence that schools involvement in the CAF process makes a significant and valuable contribution to improving the outcomes of our vulnerable children. This is also the most productive route for establishing whether a child has an entitlement to LA commissioned support from the Early Intervention Service.

The Officers are:

- North Warwickshire – Marina Kitchen
- Nuneaton & Bedworth - Sarah Karagiannis & Lisa Fisher
- Rugby – Emma Wells
- Warwick – Emma Walker
- Stratford – Charlotte Lloyd

If a primary child is at risk of exclusion schools should contact the Early Intervention Service Operations Manager in their area to discuss appropriate support.

C. Family & Parenting Support

It is our priority to have an evidence based approach to Family and Parenting Support. Using Triple P as a multi-faceted vehicle to support parents and families, a recent evaluation by CEDAR at Warwick University found Warwickshire results using Triple P to be very effective for families.

Some of these services are part of Warwickshire's core offer to support vulnerable children and you will be aware of the trading arrangements for the ESW Service. The outcomes we expect to see are –

- Parents can access information and advice when they need it which improved their ability to perform their parenting role.
- Parents are more confident in their parenting role as a result of support from family support workers via the CAF.
- Parents are more confident in handling their children's behaviour and developing skills which can be applied to the whole family.

Services offered free of charge in each area of Warwickshire are:

- Triple P training – free training to anyone working with parents in this accredited evidenced based Parenting Programme available from birth to teens at multi levels to suit parent(s) circumstances.
- Family Information Service – a universal service providing a wide range of information by a variety of methods eg phone, web and outreach etc.
- Family Group Conferencing – another evidence based approach which involves bringing together the family and key community members around a child or young person who is experiencing difficulties. The Family group conference is facilitated by highly trained workers but the family seek to provide their own solutions to the difficulties and take responsibility for the success of outcomes. Available only through CAF or Social Care referral.
- Family Support Workers for CAF (Time 4 You) – Available only through CAF initiation, where the Family Support Meeting identifies the need for Family support.
- Children's Centres – universal services, but focus on targeted work such as delivery of Triple P, Chatter Matters, Payment by results.
- Family Intervention Project (specialist service) – long term, intensive family support for families with multiple problems. Existing programme operational in Nuneaton. New programme developing in Rugby and Warwick district.
- Family Nurse Partnership (specialist service via Health) – evidence based approach for young (teenage) parents giving intensive support antenatally and for the first 2 years of a child's life to ensure improved outcomes.
- The new health visiting service which will be implemented across the country by 2015 includes two elements that link closely to other early intervention

programmes. **Universal Plus** which offers additional services that families may need some of the time – for example care packages for maternal mental health, parenting support and sleep problems. Intervening early to prevent problems developing or worsening; and, **Universal Partnership Plus** for vulnerable families requiring ongoing additional support for a range of special needs (the Family Nurse Partnership is linked to this element). Warwickshire is an Early Implementer Site for the new Health Visiting Service and is on track to implement most of the new offer by 2012.

Key contacts for family and parenting support are as follows – Operations Managers in the

- North
 - Barbara Wallace (Children's Centres)
 - Wendy Rawbone (Family Support)

- South/ Central
 - Gill Bishop (Family Group Conferencing / CAF Family Support)
 - Tim Scott (Family Support/ ESW Service)

- East
 - Caroline Thompson (Family Support/ Triple P)

- The countywide specialist is Michelle Watts.

- The Education Social Work team is now a traded service with schools for attendance issues. There remains a residual prosecution service with the Local Authority. This team is led by Tim Scott

**Children and Young People
Overview and Scrutiny Committee
14 December 2011**

**An update on the offer that the authority will be making
available to Academies for 2012/13**

Recommendations

- (1) To consider any implications of the development of the Academy programme within Warwickshire and the service provision for 2012/13
- (2) To agree any areas for scrutiny, as appropriate

1.0 Purpose

1.1 The purpose of this report is to provide:

- An update on the development of the Academy programme within Warwickshire
- An update on the offer that the authority will be making available to Academies for 2012/13 within the context of the wider review of all Traded Services
- An update on the support and advice being made available to Governors in relation to the process of conversion to Academy status

2.0 The Academy Programme in Warwickshire

2.1 **Appendix A** shows the current list of Schools in Warwickshire who are actively pursuing conversion to Academy status. Others are in the early stages of discussing conversion. In summary, as of 8 November 2011, we have:

- 14 Academies and one Free School open in Warwickshire
- Two Academies due to open on 1 December 2011
- Four Academies due to open on 1 January 2012
- Five secondary schools who are consulting on conversion or have submitted applications to the Department for Education (DfE) with intentions to convert during 2012/13
- One primary school planning to convert on 1 April 2012

2.2 The Academies and Free Schools working group continues to co-ordinate the local authority (LA) response to and support for schools moving to Academy status and to bring together all services trading with Academies.

3.0 Service Provision to Academies from the LA

3.1 There are broadly two categories of services provided to Academies from WCC: those that are provided free of charge and those that are chargeable (i.e., traded services).

- 3.2 For services that are provided free of charge, a Memorandum of Understanding is currently being developed. This sets out Warwickshire County Council's statement of intent to collaborate and work in partnership with schools converting to Academy status to ensure the best possible outcomes for children and young people in Warwickshire. It also describes the nature of our relationship.
- 3.3 Academies will continue to receive certain services from WCC free of charge as the LA is under a statutory obligation to continue providing these services. They are funded from centrally retained budgets, so Academies receive these services on exactly the same basis as maintained schools. These non-chargeable services primarily provide specialist support to children in relation to special educational needs (SEN) and disabilities and, broadly, these include:
- Home-to-school transport (including SEN)
 - Educational Psychology Service, SEN Statementing and Assessment
 - Monitoring of SEN provision, parent partnerships etc
 - Prosecution of parents for non-attendance
 - Individually assigned SEN resources for pupils with rare conditions needing expensive tailored provision
 - Provision of pupil referral units or alternative education provision for pupils who are no longer registered at a maintained school or Academy
- 3.4 There are other discretionary services that the LA will continue to provide to Academies free of charge as there is a mutual benefit in doing so. An example of this would be immediate support for Academies in the event of a major emergency.
- 3.5 The offer of traded services to Academies is outlined in section 4 below.

4.0 Traded Services

- 4.1 Academies, like LA-maintained schools, can choose how to obtain support for service provision. Head teachers of secondary schools considering conversion to Academy have expressed a wish to continue to work closely with WCC, whatever their status and this sentiment has been confirmed in meetings held with all head teachers during November. This is welcome, but the LA cannot take this expression of interest for granted as Academy schools are seriously considering other options and will exercise choice to seek alternative services in some areas if the LA does not shift its emphasis towards a greater customer focus and commercial awareness. If the LA wishes to retain this market, it will be necessary to demonstrate that our traded services are of high quality, offer value for money and can compete with similar services now being offered by the private sector.
- 4.2 A wide range of traded services is currently offered to Academies through Warwickshire Education Services (WES). These have been carefully designed to meet the needs of Academies and to reflect the changing framework of responsibilities.

4.3 The offer of traded services to Academies for 2012/13 is currently under review in line with the following two recommendations from the Council's Future Relationship with Schools review, as reported to Cabinet in July and October 2011:

Recommendation 8 – That a detailed review of every traded service is carried out and completed by 31 October 2011.

Recommendation 11 – That all traded services should be required to balance income and expenditure, without any subsidy from the Council's revenue grant effective from the financial year commencing 1 April 2012. The only exceptions to this rule would need to be formally approved by Cabinet based upon clearly defined benefits for the Council and/or schools that justified a subsidy.

4.4 Immediately after these recommendations were presented to Cabinet in July 2011, the WES Board took the following steps to address the issues raised:

- Briefings for all managers of traded services were arranged in July to provide an update on the corporate review and its recommendations relating to the traded services provided by the LA.
- A business case template was established and published throughout the Council with the instruction that any service wishing to continue to trade with schools must complete and return the template, approved by their Head of Service, by 19 September 2011.
- 42 business cases were received from across the Council. One further service took the decision to cease trading for 2012 before the process started, making the total number of services reviewed 43.
- A small team was appointed to review all the business cases submitted and to produce a comprehensive analysis and report to be considered by the WES Board at two meetings in October.
- The WES Board reviewed the proposals for each business case submitted. The review considered the financial viability of each service given the service performance, market assessment and potential options going forward. Taking the whole business case into account, the WES Board made recommendations for each service under the following headings:
 - Continue trading
 - Continue trading subject to re-pricing/re-packaging. This is either as recommended within the business case or as requested by WES Board
 - Not to trade from 1 April 2012 onwards
- These recommendations will form the basis of a report to Corporate Board in November and Cabinet in December.
- Those services approved as being viable to trade from 2012 will be marketed to schools on 6 January 2012 with a return date for schools to make their decisions of 2 March 2012
- An analysis and review of the schools' buy-back of LA-traded services will take place in May 2012 to inform the LA's approach to the future viability of those services.

5.0 Support and Advice to Governors

- 5.1 At the Overview and Scrutiny meeting in September, members requested that further advice and support was offered to governors in relation to the Academy-conversion process.
- 5.2 The Academies and Free Schools Working Group developed a comprehensive guidance document for all schools in May this year that provides information for governors of schools considering conversion to assist them in deciding whether this is the best option for their school. This guidance was issued to all Chairs of Governors in June. It is currently being updated and will be re-issued to all schools and Chairs of Governors before Christmas 2011.
- 5.3 Comprehensive guidance and support is also available for schools through the DfE website.

6.0 Summary

- 6.1 Secondary school interest in converting to Academy status is continuing with 20 secondary Academies likely to be open by the end of this financial year.
- 6.2 Work is underway to develop a Memorandum of Understanding between WCC and Academies to ensure clarity of service provision – for both traded and non-chargeable services.
- 6.3 The LA's guidance for schools considering conversion to Academy status will be updated and re-issued before Christmas 2011.
- 6.4 Those services approved as being viable to trade from 2012 will be marketed to all schools, including Academies on 6 January 2012.

Background Papers

1. CYPOSC, 1 September 2011 – 04 Relationship with Schools and 05 Academies and Traded Services
<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1756/Committee/417/Default.aspx>
2. Cabinet, 14 July 2011 – 07 Future Relationship with Schools
<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1745/Committee/395/Default.aspx>
3. Cabinet, 13 October 2011 – 05 Future Relationship with Schools
<https://democratic.warwickshire.gov.uk/cm5/Calendarofmeetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/1747/Committee/395/Default.aspx>

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Warwickshire Academies – State of play, as at 8 November 2011

School	Type	Sponsor / Partner	Consulting	Application submitted to DfE	Academy Order Issued	Date of Change (if known)
The Nuneaton Academy	Academy	Part of Midland Academies Trust	✓	✓	✓	1 September 2010
Polesworth School	Academy		✓	✓	✓	1 February 2011
Alcester Grammar School	Academy		✓	✓	✓	1 April 2011
Ashlawn School	Academy		✓	✓	✓	1 April 2011
Rugby High School	Academy		✓	✓	✓	1 April 2011
Studley High School	Academy		✓	✓	✓	1 June 2011
Myton School	Academy		✓	✓	✓	1 July 2011
Alcester High School	Academy	Caludon Castle School, Coventry	✓	✓	✓	1 August 2011
Henley High School	Academy	Alcester Grammar School	✓	✓	✓	1 August 2011
Stratford Girls' Grammar School	Academy		✓	✓	✓	1 August 2011
Stratford High School	Academy		✓	✓	✓	1 August 2011
The Coleshill School	Academy	Caludon Castle School, Coventry	✓	✓	✓	1 August 2011
King Edward VI	Academy		✓	✓	✓	17 August 2011

School	Type	Sponsor / Partner	Consulting	Application submitted to DfE	Academy Order Issued	Date of Change (if known)
School						
George Eliot School	Academy	Part of Midland Academies Trust	✓	✓	✓	1 September 2011
Bilton School	Community	Coundon Court, Coventry	✓	✓	✓	1 December 2011
Campion School	Community		✓	✓	✓	1 December 2011
Aylesford School	Community		✓	✓	✓	1 January 2012
Etone College	Community		✓	✓	✓	1 January 2012
Ash Green School	Foundation	Creative Education Trust	✓	✓	✓	1 January 2012
Higham Lane School	Community		✓	✓	✓	1 January 2012
Shipston High School	Community		✓	✓	✓	TBC
Kineton High School	Community		✓	✓	✓	TBC
Hartshill School	Foundation	Part of Midland Academies Trust		✓	✓	TBC
Henry Hinde Infant School	Community		✓	✓		TBC
The Avon Valley School	Foundation			✓		TBC

Children and Young People Overview & Scrutiny Committee 14 December 2011

Work Programme 2011-12

Recommendation

That the Committee considers the draft work programme and amends as appropriate

1.0 Draft Programme

The Committee's draft work programme for 2011-12 is attached to this report as an appendix. Members are asked to consider the programme.

2.0 Forward Plan items

The following items relating to the remit of this Committee are currently in the forward plan:

Transforming Services for Young People – Premises Review

To decide on the suitability of Business Cases for the transfer of WCC premises, or to make surplus to requirement

Decision Maker: Cabinet, 15 December 2011

Local School Funding Formula Review

To agree the changes to the Local School Funding Formula as set out in the report

Decision Maker: Cabinet, 15 December 2011

Meeting the needs of young people excluded or at risk of exclusion from school

To agree proposed changes to the Warwickshire PRU

Decision Maker: Cabinet, 15 December 2011

Provision of additional primary school places in north Leamington

To give permission to consult on a proposal to increase the admission number of a Primary School in north Leamington

Decision Maker: Portfolio Holder, 16 December 2011

School Admission Arrangements 2013/14

To approve the schools admission arrangements to Warwickshire controlled schools for 2013/14

Decision Maker: Portfolio Holder, 16 December 2011

Disposal of surplus former school sites

To agree the proposals to dispose of various sites and buildings and to reinvest the capital receipts

Decision Maker: Cabinet, 26 January 2012

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MEETING DATE	ITEM AND RESPONSIBLE OFFICER High priority Medium priority Lower priority	OBJECTIVE OF SCRUTINY	Type of review				Link to corporate priorities				
			Performance Management	Holding Executive to Account	Policy Review/ Development	Overview	Safety and Protection	Care and Independence	Enterprise, Transport and Tourism	Schools and Education	Organisation
2 February 2012	Youth service (report author TBC)	To consider the approach to maintaining positive outcomes for young people under the new arrangements for a targeted youth service, including the support that will be made available to volunteers within the new service <i>Include Youth Service Needs Analysis updates</i>		✓	✓		Keep young people safe from harm Reduce crime, reoffending and antisocial behaviour			Young people are healthier	Ensure services are sustainable and needs-based
	Post-16 education and training, including NEETs (Yvonne Rose)	To consider the support available for young people to access appropriate education and training, within the context of a reduced Connexions contract and to consider the strategies being undertaken to reduce the number of young people not in education, employment or training (NEET)	✓	✓	✓				Opportunities to improve work-related skills	Raise educational aspirations	
	Young carers (Lynne Barton)	To consider the support that is available to young carers, especially within the context of changes to adult social care			✓			Vulnerable residents are supported at home		Raise educational aspirations	
	Corporate parenting (Brenda Vincent)	To provide members with an overview of the authority's responsibilities as a corporate parent				✓	Keep young people safe from harm				
7 March 2012	Pupil Referral Unit (report author TBC)	To update members on the progress of the PRU reform	✓	✓						Raise educational aspirations Young people are healthier	Move to strategic commissioning
	Impact of posts lost to the directorate (Hugh Disley)	To consider the impact of staff reductions across all service areas	✓	✓							
	Area Behaviour Partnerships (Ross Caws)	To consider how the new arrangements for permanent exclusions through Area Behaviour Partnerships are impacting on outcomes for young people				✓				Raise educational aspirations Young people are healthier	Work with other public sector bodies to integrate services
	Permanent Exclusions (report author TBC)	To review progress of the recommendations put forward by the committee in 2009	✓	✓						Raise educational aspirations	

MEETING DATE	ITEM AND RESPONSIBLE OFFICER High priority Medium priority Lower priority	OBJECTIVE OF SCRUTINY	Type of review				Link to corporate priorities				
			Performance Management	Holding Executive to Account	Policy Review/ Development	Overview	Safety and Protection	Care and Independence	Enterprise, Transport and Tourism	Schools and Education	Organisation

Dates to be fixed	Draft School Organisation Framework consultation (Peter Thompson)	To consider the consultation responses and make comments/recommendations to Cabinet			✓						Ensure services are sustainable and needs-based
	Libraries (report author TBC) Requested 6 months after March implementation	To consider the impact of the library transformation on the learning outcomes of children and young people, especially those in areas of deprivation			✓					Raise educational aspirations	Ensure services are sustainable and needs-based
	New school developments and growth in pupil numbers (report author TBC)	To consider how the authority and its partners are responding to new school developments and the growth in pupil numbers				✓				Raise educational aspirations	Ensure services are sustainable and needs-based
	Special Educational Review (Jessica Nash) Requested for the meeting after April	To consider the review of SEN provision, including the provision of in-county, out-of-county and private special education, and the impact that parental budget constraints are having on outcomes for young people			✓	✓		Residents have more choice and control		Raise educational aspirations Strengthen relationship between schools and other public services	Ensure services are sustainable and needs-based
	Coventry, Solihull and Warwickshire sub-regional programme (Gereint Stoneman)	To review progress with those elements of the programme related to children				✓				Strengthen relationship between schools and other public services	Work with other public sector bodies to integrate services
	Strategy for School Improvement (report author TBC)	To review the strategy for school improvement following the cessation of SIPs, which will involve school-to-school support at both primary and secondary levels			✓	✓				Strengthen relationship between schools and other public services	Work with other public sector bodies to integrate services