

# Children and Young People Overview & Scrutiny Committee

## Agenda

2 February 2012

A meeting of the Children and Young People Overview & Scrutiny Committee will take place in **COMMITTEE ROOM 2, SHIRE HALL, WARWICK** on **THURSDAY, 2 FEBRUARY 2012 at 10.00am**. 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 meetings held on 14 December 2011 and 17 January 2012**

(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](mailto: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. Young Carers

To consider the support that is available to young carers, especially within the context of changes to adult social care.

### Recommendations

- (1) To agree that the support provided by the voluntary Carers Support Service continues to meet the needs of Young Carers in Warwickshire within the context of changes to adult social care
- (2) To consider whether further updates are required

For further information, please contact:  
Lynne Barton, Head of Integrated Disability Service  
T: (01926) 742977  
E: [lynnebarton@warwickshire.gov.uk](mailto:lynnebarton@warwickshire.gov.uk)

## 5. Addressing NEETs

This report outlines 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).

### Recommendation

To agree that there is a need for continued support across the county for young people who are NEET, with a particular focus on areas where NEETs are disproportionately high.

For further information, please contact:

Yvonne Rose, Service Manager, Secondary Phase – Learning and Achievement

T: (01926) 742968

E: [yvonnerose@warwickshire.gov.uk](mailto:yvonnerose@warwickshire.gov.uk)

## 6. The County Council's responsibilities as Corporate Parents

This report provides an update on the County Council's responsibilities as a Corporate Parent

### Recommendations

- (1) To consider the review of the existing arrangements for monitoring the Local Authority's corporate parenting responsibilities through the Elected Member Corporate Parenting Steering Group
- (2) To support the annual delivery of training for elected members on Corporate Parenting
- (3) To recognise and give continued support to opportunities to enhance the internal Fostering Service as the key service through which corporate parenting duties and aspirations are delivered

For further information, please contact:

Benda Vincent, Service Manager, Safeguarding

T: (01926) 413246

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## **7. Draft Framework for Organising Education Provision in Warwickshire**

The Committee is asked to submit its views on this document as part of the consultation process. The Committee will be asked to consider the responses to the consultation at a later date, before the framework is taken to Cabinet for approval.

### **Recommendation**

That the Committee considers the draft at Appendix A and makes its views known as part of the consultation process.

For further information, please contact:

Janet Neal, Project Officer – Learning & Achievement

T: (01926) 742266

E: [janetneale@warwickshire.gov.uk](mailto:janetneale@warwickshire.gov.uk)

## **8. 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](mailto:richardmaybey@warwickshire.gov.uk)

## **9. 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

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

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**Children and Young People Overview & Scrutiny Committee  
Minutes of the meeting held at 9.30am on 14 December 2011**

**Present:**

**Members of the Committee**

Councillor Peter Balaam  
Councillor Carol Fox  
Councillor Julie Jackson  
Councillor Mike Perry  
Councillor Clive Rickhards  
Councillor Carolyn Robbins  
Councillor John Ross (Vice Chair)  
Councillor Martin Shaw  
Councillor June Tandy (Chair)

**Co-opted members**

Joseph Cannon (Church Representative)

**Invited representatives**

Max Hyde  
Chris Smart  
Diana Turner

**Other County Councillors**

Councillor Heather Timms (Portfolio Holder for Child Safeguarding, Early Intervention and Schools)  
Councillor Bob Stevens (in attendance for member briefings)

**Officers**

Ross Caws, Commissioning Development Manager  
Wendy Fabbro, Strategic Director – People Group  
Elizabeth Featherstone, Head of Service – Early Intervention Services  
Mark Gore, Head of Service – Learning and Achievement  
Martyn Harris, Democratic Services Officer  
Sara Haslam, Schools Funding and Strategy Manager  
Richard Maybey, Democratic Services Officer  
Simon Smith, Strategic Finance Manager

## **1. General**

### 1.1 Apologies

- Sharon Ansell, Alison Livesey, Rex Pogson, Councillor Sonja Wilson

### 1.2 Members' Declarations of Personal and Prejudicial Interests

- Councillor Julie Jackson
  - Personal interest, item 4: Former member of the PRU Management Committee
  - Personal interest, item 6: Daughter is a student at North Warwickshire and Hinckley College
  - Personal interest, general: Governor at Oakwood Special School
- Councillor Clive Rickhards
  - Personal interest, item 4: Former colleague currently working at the PRU
- Chris Smart and Diana Turner
  - Personal interests, items 5 and 7: Member of the Funding Formula Project Review Team

### 1.3 Minutes of the meeting held on 12 October 2011

- Agreed as an accurate record and signed by the Chair

## **2. Public Question Time**

Ranjit Samra was in attendance to ask a question about the review of the Local Schools Funding Formula (items 5 and 7) and it was agreed that the question should be taken after the presentation by officers.

## **3. Questions to the Portfolio Holder**

### 3.1 Changes to the school admissions code

Councillor Peter Balaam asked if schools were being given adequate time to submit a considered response to the consultation.

Councillor Heather Timms stated that the relevant officer was currently considering this issue and would issue a response to the committee.

### 3.2 Proposal to close the PRU

Councillor Mike Perry asked if the concerns expressed in the consultation responses would be taken into account by Cabinet when taking its decision. Councillor Timms stated that all responses have been considered and the risks associated with those concerns have been evaluated.



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

Ross Caws and Elizabeth Featherstone delivered a presentation to inform members of the reasons for the proposed closure and the main points that were raised during the consultation period. A copy of the presentation is available [here](#). During the ensuing discussion, the following points were raised:

- 4.1 What happens if a child is excluded from alternative provision?
- Area Behaviour Partnerships (ABP) seek to ensure there is no gap in a child's education by commissioning the most appropriate provision
  - The Local Authority (LA) needs to develop clearer contracts with providers so there are clearer expectations on all sides
  - There needs to be a better exchange of information between all parties to understand the reasons for potential exclusion
- 4.2 If an ABP has spent its devolved budget for the year, how would it then fund provision for new exclusions? Is there a danger that ABPs could commission inappropriate provision to avoid over-spending?
- With agreement from the Schools Forum, the ABPs could carry forward an over-commitment and access extra in-year funding from the Dedicated Schools Grant (DSG)
  - A planning officer from the LA is supporting the ABPs to oversee how they commission and mitigate the risks of in-year overspends
- 4.3 Will Learning Support Units (LSUs) be able to support not just pupils at risk of exclusion, but also other pupils, such as those with Special Educational Needs (SEN)?
- The LA offers a service to schools that can help them develop their LSUs to address a wide range of needs
- 4.4 Was the consultation broad enough?
- The consultation reached all relevant stakeholders, including schools, elected members and parish councils
  - A number of public meetings took place and the comments were recorded and considered
- 4.5 How can the LA be assured that schools are making sufficient effort to manage behaviour in school before choosing to exclude? What control does the LA have over the alternative provision chosen by the ABPs?
- Acting as the champion for learners and families, the LA is encouraging ABPs to work collaboratively for the benefit of all schools. Heads are recognising the financial impact that exclusions have on other schools
  - The LA will provide ABPs with a list of quality-assured providers. However, they are not obliged to commission from this list, and can seek out more appropriate provision on a local basis
- 4.6 Will transport costs be included within the provision? For pupils who move school, will there be financial assistance to buy new uniforms?

- ABPs are encouraged to negotiate “all-in” packages, including transport costs. However, the preference should be for alternative provision to be as local as possible
- The LA does not know if the ABPs will fund uniform costs

4.7 What support is available for parents and families of children at risk of exclusion?

- There are two family support workers at the PRU who, through the CAF process, are generating positive outcomes for pupils – such as exclusions being rescinded altogether
- The LA recognises the positive impact of family support, and has invested additional funding to the service recently

4.8 Other comments

- The integrated approach that the LA is proposing is welcomed
- The positive elements of the PRU should be leveraged if the LA is going to implement a short-stay assessment function
- Future planning should take into account that family dysfunction is likely to grow as economic conditions worsen

4.9 The Chair closed the discussion, thanking officers and members, and noting that there had been cross-party concerns over the future arrangements. The Chair requested that the Children and Young People Overview & Scrutiny Committee receives future reports to monitor the performance of the ABPs, with an honest account of how they are operating.

## 5 Member briefing: Local Schools Funding Formula briefing

Simon Smith and Sara Haslam delivered a presentation on the drivers for a revised schools funding formula, and to explain the process by which the proposals had been established. A copy of the presentation is available [here](#). The ensuing discussion began with a public question.

5.1 Ranjit Samra asked whether members felt the proposed reallocation of Specialist Schools Funding was fair and equitable. Currently, his school receives funding for three specialisms. Under the proposals, all specialist school funding would be distributed equally, resulting in a £300,000 budget reduction over 3 years for his school. Mr Samra stated that this will result in a loss of provision for students and possible staff redundancies. He believed that the proposed changes to specialist school funding could be omitted, given that specialisms will still be considered by Ofsted and that the outcomes of the national review are still unknown. Regarding the consultation, Mr Samra stated that schools were asked to respond without knowing the true financial impacts – and his response would have been different had these been available.

5.2 In response, Simon Smith recognised that specialist school funding would be an area of concern for those schools affected, and therefore a level funding protection would be put in place to help manage the transition.

Regarding the consultation, the proposals had been taken to a number of forums and the Schools Forum had agreed with the underlying principles. While recognising the concerns of specialist schools, Diana Turner welcomed the principle that funding should follow the child, rather than be allocated to schools. Diana stated that there was consensus among the Project Review Team, including head teachers from schools that would receive less as a result.

- 5.3 As a supplementary question, Mr Samra asked whether the transitional period of three years could be extended to five years, mirroring that given to the Young People's Learning Agency as it moves to the Education Funding Agency.
- 5.4 Mark Gore stated that the Local Authority will not, as a matter of principle, ring-fence specialist school funding, but is committed to providing 3 years of transitional support. Transitional arrangements for other areas could be extended to 5 years, dependent on the outcomes of the national funding formula review.
- 5.5 The discussion was then opened to members of the committee. Clarification was sought over the changes to funding for ethnic minority groups and for those with English as an additional language.
- Some schools receive funding for ethnic groups, despite those groups achieving well anyway. The proposals will see more funding directed to those who need it, such as those with English as an additional language, regardless of their ethnicity.
- 5.6 Will the Local Authority consider an arrangement to prioritise staff who have been made redundant for redeployment in other schools?
- The LA is looking at ways to mitigate the impact of reduced funding over the transitional period, and it is hoped that natural wastage will reduce the number of compulsory redundancies needed.
- 5.7 Can members be given a breakdown of how the proposed changes will impact each school?
- Yes, this information will be provided

**Resolved: The Committee noted the processes undertaken in the review of the Local Schools Funding Formula and requested further information on how the changes would impact individual schools.**

## **6 Area Behaviour Partnerships**

Representatives from Warwickshire's four Area Behaviour Partnerships (ABPs) were in attendance to inform members how they are operating under the new pilot of devolved funding.

- 6.1 David James from the Northern ABP reported that they had appointed a co-ordinator who was establishing links with alternative providers. There was a need to develop protocols with schools and providers to place pupils as quickly as possible. Around 50% of funding is currently being directed towards early intervention in schools, but the ambition is to increase this as the number of exclusions falls.
- 6.2 Don O'Neil of the Eastern ABP reported that they have met on three occasions so far, and have looked at not just alternative provision, but also the In-Year Fair Access and Managed Move protocols. The ABP are setting an ambitious target of zero exclusions, and schools are working collaboratively to achieve this via Learning Support Units (LSUs). However, it is recognised that LSUs require additional upfront funding to be successful.
- 6.3 Mark Feldman from the Central ABP reported that their co-ordinator had started work on 1 September 2011, and has brought an enthusiastic and proactive approach to reducing the number of permanent exclusions. All schools in the area have been allocated £30,000 of devolved funding to establish an LSU. The ABP recognises that LSUs are not a solution to all problems, and alternative provision may not always be appropriate, so they will continue to permanently exclude if necessary. However, in common with other ABPs, the aim is of course to reduce the number of exclusions.
- 6.4 David Williams from the Southern ABP stated that the long-term aim is for zero exclusions based on a successful prevention programme. The focus of the ABP is on pre-exclusion provision, and the use of funding for this is similar to the other ABPs. Where alternative provision requires a pupil to travel, the cost of transport should be included within the package.
- 6.5 The Chair thanked the ABP representatives for attending the meeting and then opened the discussion to questions from members.
- 6.6 Use of funding  
Will the packages for alternative provision include additional costs such as transport and uniform, which is especially significant for families living in areas of deprivation?
- A challenge for ABPs will be to understand what the full costs of each placement are and to utilise funds in the best way for the needs of the pupil
  - For example, if a pupil lives in Bedworth, it may be more appropriate to place them with a provider in Coventry rather than the LA-approved North Warwickshire college in order to reduce travel time

- If a pupil moves school under the Managed Move process, the LA has a statutory duty to fund transport costs. If placed with an alternative provider, the transport costs would rest with the ABP

#### 6.7 Learning Support Units (LSUs)

Have the ABPs allocated money to grammar schools for the provision of LSUs?

- Eastern ABP: No
- Southern ABP: Yes, to provide support for pupils who need help in accessing education – such as those with anorexia

Is the allocation from the ABPs sufficient for the set up and operation of an LSU?

- Eastern ABP: No, the cost of an LSU is more than the allocation from the ABP. Schools are therefore looking at reallocating their own budgets
- Southern ABP: Two schools have found it difficult to set up an LSU with their ABP allocation. However, they support the principle of LSUs and are looking at reallocating their own budgets

#### 6.8 Zero exclusions

Is it right for ABPs to be targeting a zero exclusion rate, given there are certain behaviours that governors agree should not be tolerated (carrying of knives etc)?

- Eastern ABP: While there are extreme circumstances that should always result in exclusion, the zero rate ambition is a positive one, and progress is being made towards it
- Central ABP: The ABP is demonstrating the negative financial impact that exclusions can have on other schools. So while exclusions will sometimes be necessary, heads are taking great care in reaching that decision. The focus is moving to LSUs and prevention, and school budgets are being reallocated to support them
- Southern ABP: Care should be taken when using the term permanent exclusion, as the negative associations can impact a pupil's chances in later life. Also, pupils who move to alternative provision can still be on the school roll, so it is not always an accurate description of the situation

#### 6.9 Self-exclusion

How can schools control pupils who deliberately exclude themselves?

- It should be in the remit of the ABP to engage those pupils and ensure the provision they receive is appropriate to their needs. While the cost of this may be high, it can have huge benefit to communities
- The Education Social Work Service has always been very helpful in addressing this problem, and the ABPs are now buying this service in following removal of LA provision

**Resolved: The Committee endorsed the initial work of the Area Behaviour Partnerships and requested an update later in the year.**

### **Adjournment**

Having been in session for 3 hours, the Committee was adjourned. A special meeting to consider the remainder of the agenda items was later scheduled for 2pm, 17 January 2012.

### **Work programme items**

Prior to formally closing the meeting, the Chair received the following suggestions for future work programme items:

- Relationship between scrutiny and the sector-led improvement initiative
- Impact of the new school admissions codes

The meeting rose at 12.30pm

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**Chair**

## **Children and Young People Overview & Scrutiny Committee Minutes of the meeting held at 2.00pm on 17 January 2012**

*This special meeting was convened to conclude the agenda of the 14 December 2011 meeting, which was adjourned after item 7.*

### **Present:**

#### **Members of the Committee**

Councillor Peter Balaam  
Councillor Barry Longden (replacing Councillor Julie Jackson)  
Councillor Mike Perry  
Councillor Clive Rickhards  
Councillor Carolyn Robbins  
Councillor John Ross (Vice Chair)  
Councillor Martin Shaw  
Councillor June Tandy (Chair)

#### **Invited representatives**

Chris Smart  
Diana Turner

#### **Other County Councillors**

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

#### **Officers**

Jenny Butlin-Moran, Service Manager – Safeguarding  
Phil Evans, Head of Service – Improvement and Change Management  
Mark Gore, Head of Service – Learning and Achievement  
Richard Maybey, Democratic Services Officer – Law & Governance  
Janice Ogden, Programme Manager – Business Support  
Phil Sawbridge, Head of Service – Children in Need Division

### **1. General**

Apologies were received from Sharon Ansell, Joseph Cannon, Councillor Carol Fox, Councillor Julie Jackson, Rex Pogson and Councillor Sonja Wilson.

*As a continuation of December's meeting, the agenda then moved to item 8.*

### **8. Performance Management**

Phil Evans invited the Committee's views on current arrangements for performance management, reporting and monitoring, and how these could be improved to allow for more effective scrutiny.

#### **8.1 Comments from members included:**

- Performance reports should be more concise
- Information should be reported on a more regular basis, rather than annually, so there is opportunity for members to make a difference

- Members need to be informed of issues as they arise; reports do not necessarily have to be scheduled into the work programme, they can be shared outside committee meetings via interim reports or briefing notes
- A clearer commentary is needed to support the data in reports, and the focus should be more on areas of under-performance (exception reporting) rather than areas that are performing well
- More thought is needed on the method of sharing information with members, as Internet links are not always accessible on mobile devices

8.2 Phil thanked members for their comments. He stated that the feedback from all Overview & Scrutiny Committees would be used to develop a refreshed approach to performance management (to be ratified by Corporate Board and Cabinet). This will:

- Set out the need for concise, regular and better-presented information with a focus on exception reporting
- Clarify the role of Cabinet as the executive body that sets performance targets
- Clarify the role of the Overview & Scrutiny Committees as the overseeing bodies to scrutinise performance against those targets

## 9. **Munro Review**

Phil Sawbridge introduced the report, which summarised the recommendations of the independent review of child protection by Professor Eileen Munro. Phil explained that the Government response sets a direction of travel to address those recommendations, rather than a prescriptive approach, placing greater trust in professionals and local authorities.

- 9.1 In terms of implications and concerns for Warwickshire, Phil noted that:
- a) Regulations and guidance for social work practice will be reduced and simplified, which is welcomed
  - b) Warwickshire's Director of Children's Services (DCS) has been allocated additional duties, which conflicts with Munro's recommendations. The Government suggests that a local test of "assurance" should be passed in such circumstances. While Warwickshire's draft assurance test was well received by Ofsted within the Inspection of Safeguarding and Looked After Children in November 2011, the additional duties on the DCS will require monitoring
  - c) Warwickshire welcomes the creation of a Chief Social Worker in Government, but it is unclear how this will work and who they will liaise with at local government level
  - d) A national database for multiple agencies to log and share concerns about child protection issues has not been recommended by Munro. This could lead to continuing uncertainty about how professionals can find the information they might need



- 9.2 During discussion with members, the following questions and responses were noted:
- 9.3 The most recent Task & Finish Group looking at child protection concluded that agencies across Warwickshire were generally working well together – but there was a need for greater cooperation from the police. Is this still the case?
- The recent Ofsted inspection raised no concerns about working relationships with the police or other partners
- 9.4 In the period between now and when the changes are implemented, how will child protection be managed to mitigate risks?
- Government guidance on the changing arrangements and duties is due to be released at the end of January 2012. Any changes will be managed with great care
- 9.5 The Munro Review implies that the role of the DCS is a full-time job. How does Warwickshire plan to monitor if the additional duties on the DCS are appropriate? What is the assurance test?
- The assurance test takes the form of a statement setting out how the functions of the DCS would be carried out. This was well received by Ofsted as part of the November 2011 inspection
  - Monitoring of the role of the DCS will be ongoing
- 9.6 Has the authority made provision for the appointment of a Principal Child and Family Social Worker?
- Yes, but a full specification of that post is needed before it can be filled

**Resolved: The Committee requested that a report be brought to its September 2012 meeting to:**

- **Update members on the implications of the Munro Review for Warwickshire**
- **Provide assurance that the additional duties of the Director of Children's Services can be carried out without unnecessary risks to child protection**
- **Assess if closer multi-agency working is improving the effectiveness of child protection**

## **10. Improving Safeguarding Outcomes**

- 10.1 Phil Sawbridge introduced the report, which provided an update on the progress the authority has made to:
- Address the inconsistent practices identified by Ofsted in its 2010 unannounced inspection
  - Implement the recommendations of the Committee's 2010 Scrutiny Review

- 10.2 Phil commented that it is very difficult to implement fully consistent practices across all teams, but work is ongoing to achieve this as much as possible. For example, the number of social work teams has been reduced, the foster care service has been integrated under a single manager and staff are adopting modern ways of working such as e-reporting. These changes will help streamline the number of interfaces between services, and work will continue as part of the Council's overall property review. In addition to this, the Safeguarding Children Board is considering how teams manage thresholds and how conflicts can be resolved.
- 10.3 During discussion with members, the following questions and responses were noted:
- 10.4 The 2010 Scrutiny Review identified the need to not overburden newly qualified social workers (NQSW) and to ensure an equitable caseload across the county – what progress has been made against this?
- The caseloads of NQSWs have been reviewed. A protected limit on caseloads is in place, and Ofsted are satisfied with arrangements. However, resources are scarce and teams are under constant pressure. There is a need to work in smarter ways, and reduce demands on the service via earlier, more effective intervention.
- 10.5 How is the physical restructuring of the service being planned – for example, what is informing the location of the merged teams?
- The internal review, which was based on need and service priorities, has become complicated by the addition of the Council's overall Property Rationalisation programme. Efforts are needed to keep these two reviews in tandem.
- 10.6 The 2010 Scrutiny Review identified that senior staff and managers were being overloaded with the requirement to oversee the caseloads of NQSWs. Does this pressure still exist?
- Those NQSWs are now more experienced and require less oversight from managers.
  - As a consequence of the economic conditions, staff turnover has slowed and retention of experienced staff is strong.
- 10.7 Given the increasing pressure on diminishing resources, coupled with a limit on social worker caseloads, what assurances can be given that all cases are being investigated that should be?
- The authority has a statutory duty to consider all cases that need to be addressed.
  - Because the service is governed by demand, creative solutions are required to manage the increasing workload, including voluntary partnerships and a focus on intervention to reduce demand.
- 10.8 What is the current situation with regard to case times, and what can be done to reduce them?

- Timescales are an issue mainly due to lengthy court processes, which can take up to 9 months.
- The Family Justice Review recommends that involvement of the justice system be lessened to judgements on individual cases, rather than overall Local Authority plans. This should help to reduce timescales.

## **11. Education of Vulnerable Pupils**

This report was requested as a result of the recommendation in Paul Galland's Relationship with Schools review that the Council should develop an overall strategy for the education of vulnerable pupils.

- 11.1 Mark Gore explained that a key element of this emerging strategy will be a policy of early intervention and prevention (detailed in the appendix to the report). This will help universal services, such as those in schools, and reduce the need for acute service intervention. A key mechanism for early intervention is the Common Assessment Framework (CAF), which brings different agencies together for one assessment process and helping families gain swift and easy access to the services they need. The strategy is still in development and a complete version should be ready for the Committee to scrutinise at its 20 June 2012 meeting. Officers continue to seek an understanding of the variety of vulnerable children, including those who are home educated, missing from school and hard-to-place.
- 11.2 During discussion with members, the following questions and responses were noted:
- 11.3 How can the local authority (LA) ensure that Academies will not exclude vulnerable children in order to improve its performance? Or adopt an admissions policy that favours the best pupils from the best schools?
- Academies have all signed up to the Area Behaviour Partnerships and have a duty to comply with the national admissions code
  - Academies would need to consult on any changes to their admissions arrangements if they want to link to primary schools rather than priority areas
- 11.4 How will the LA be informed of vulnerable children in Academies that require support?
- It would be the Academy's responsibility to inform the local authority of any support required, but this is no different to the current arrangement with LA-maintained schools
- 11.5 Can the process of statementing be shortened to enable pupils to gain faster access to Special Educational Needs (SEN) provision?
- The current government review of SEN is moving to this approach

- 11.6 What are the issues around home-educated children and children out of school?
- The LA has no statutory right to intervene in a home education environment, unless there is a safeguarding issue to address
  - The tracking of children out of school is a big area of concern:
    - There is a long gap between a child being born and being registered at a school, so children can be unknown to the LA
    - There is no arrangement by which the LA is informed of children leaving school, such as when families emigrate
    - It is important to forge good relationships with Gypsy Roma Traveller communities to understand where intervention is needed
    - Better links between agencies (NHS, registration services, Children's Centres, benefits agencies etc) could provide the LA with useful information about missing children – although this would not solve the issue of travelling families
- 11.7 Is the number of vulnerable children in Warwickshire increasing?
- It varies according to the category. For example, the number of Looked After Children and NEETs and new arrivals is going up, while the number of pupils excluded from school should reduce under the new Area Behaviour Partnership system
  - Mark Gore agreed to provide the Committee with a further report on Vulnerable Children, including trend data on the different categories of children, when most appropriate

**Resolved:**

- **That the Committee would consider the Council's proposed strategy for the Education of Vulnerable Children at its meeting on the 20 June 2012**
- **That the Committee would receive an update report on the numbers of vulnerable children within Warwickshire at a future meeting, as advised by the Head of Service – Learning and Achievement**

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

Janice Ogden introduced the report, stating that there are now 20 Academies in Warwickshire – which are all secondary schools. A further 6 Academies are due to open in April, which includes an Infant school.

- 12.1 The Council has a working group that continues to monitor the conversion of LA-maintained schools to Academies. A Memorandum of Understanding is being developed for Academies that states which LA services are free and which will be offered on a traded basis. Some discretionary, non-statutory services will be provided free where there is mutual benefit to the LA and Academies – such as providing support in the event of emergencies.

- 12.2 The Warwickshire Education Services (WES) Board has reviewed all services traded with schools, and an offer to Academies was reported to Cabinet in December 2011, resulting in some services being removed. Academies have until 1 March 2012 to state which services they want to purchase from the LA. This data will be reviewed in May 2012 and will inform the offer for future years.
- 12.3 During discussion with members, the following questions and responses were noted:
- 12.4 Would the LA be in a financial position to assist schools in the event of an emergency?
- Clarification from central government would be helpful in this respect.
- 12.5 What is the current position regarding appointment of LA governors to Academies? What are the implications of having an upper limit of 19.9% for LA governors?
- There is no requirement for Academies to have any LA representative on their board of governors
  - The 19.9% limit applies to anybody with a connection to any local authority, not just Warwickshire County Council. This includes town and parish councillors and employees of a local authority. It will significantly restrict the number of people who can be appointed to a governing body. It also applies to sub-groups of the governing body, meaning that groups of 4 members could have no LA representation
  - Diana Turner, Chair of the Governors Forum, has written to the Department for Education expressing concern about the limitation. Diana stated that the response was unsatisfactory, and agreed for this to be shared with Committee members for information
  - Various members of the committee expressed concern about this policy. Mark Gore therefore agreed to liaise with Greta Needham about pursuing it, possibly via the Association of Directors of Children's Services (ADCS)
- 12.6 What are the issues and risks associated with the marketisation of services to schools? For example, what happens if a private provider fails in the provision of an essential service and the LA no longer has the resources to fill the void? How is the LA seeking to compete with the private sector?
- There is no guarantee that the LA will be able to step in to provide services that are closed as a result of decisions made now
  - Where information is available, the LA will look at the cost of private services and seek to compete. However, it has been agreed that all traded services must not be subsidised by other revenue streams. Greater efficiency and more innovative ways of working will help to

reduce costs, but it will still be difficult to compete with the economies of scale of large private providers

- If demand for a non-statutory LA service falls and it no longer becomes financially viable, the LA has no obligation to continue providing that service (although it would honour any existing contract arrangements)

12.7 What trends have been identified so far in terms of the buyback of LA services, and the impact on LA and LA-maintained schools?

- An improved payroll service offer is currently in development
- As schools convert to Academy status, the LA loses revenue for its internal insurance and sickness insurance schemes which are no longer required
- Variable costs such as the provision of broadband present a potential financial risk. Currently, the cost is spread equally across all schools, despite the actual cost varying according to region. Town-based Academies could find a more attractive deal themselves, leaving the LA having to provide more expensive broadband to rural schools

### 13. Work programme

The following amendments to the work programme were agreed:

February	Update on school governor arrangements to be taken under Matters Arising  A revised version of the Draft School Organisational Framework to be considered as part of the consultation
March	Meeting cancelled (scheduled in error)
April	Date of the meeting was agreed as the 25 <sup>th</sup>
June	Update report on the Education of Vulnerable Children  Update report on the implementation of the Action Plan, following the Ofsted Inspection of Safeguarding and Looked After Children's Services
July	Meeting cancelled (scheduled in error)
September	Update report on Safeguarding and Child Protection, incorporating implications of the Munro Review

.....  
**Chair**

The meeting rose at 4.25pm

# Children and Young People Overview & Scrutiny Committee

2 February 2012

## Young Carers

### Recommendations:

- (1) To agree that the support provided by the voluntary Carers Support Service continues to meet the needs of Young Carers in Warwickshire within the context of changes to adult social care
- (2) To consider whether further updates are required

### 1.0 Key issues

- 1.1 Cabinet requested an update from the Integrated Disability Service (IDS) on the position of Young Carer services following an Adult Service tender exercise in June 2011 to secure a provider for a major contract to support, deliver and implement services for generic Carers.
- 1.2 Prior to tender, services for this client group were provided by the Carers Support Service, based in Honiley, but subsequently the contract was secured by Guideposts. The change of provider had a significant impact on the Carers Support Service as an organisation, with potential closure being seriously considered and six month notice served to Warwickshire County Council to end the Young Carers contract.
- 1.3 This report clarifies the current position by detailing the steps taken by the Local Authority and the Carers Support Service to avert this situation and support the continuation of the Young Carers service.
- 1.4 There are no immediate significant risks. However, if additional income to support organisational running costs is not secured by Carers Support Service over the next three years, the organisation may yet be time limited.

### 2.0 Background and Context

- 2.1 The Young Carer contract has been operating with the same provider successfully since April 2008. It has a value of £164,225 per annum with a 37% contribution year on year from Health.

- 2.2 The contract meets the needs of young carers across the county, offering support groups, activities, one-to-one befriending in schools or other locations, and home visiting as required.
- 2.3 The young people themselves select activities of interest and extra funds are raised to enable them to fulfil their aspirations for example: a short residential break in Paris, a trip to Abbey Road Studios in London, Canal Trip, First Aid Training and undertaking the Duke of Edinburgh awards.
- 2.4 The groups are reported by young carers to be supportive and cover a range of art, education, drama and sport to ensure there is something to appeal to everyone.
- 2.5 Carers Support Service, with the assistance of the IDS, also hosts an annual event for Young Carers as a celebration of achievements.
- 2.6 In 2010/2011, the organisation worked with 679 children and young people over eight and up to 18 years of age. At least 50% of youngsters attending sessions live in a family caring for a disabled child or young person. These indicators are drawn from a suite of performance measures that are regularly monitored to ensure positive outcomes.
- 2.7 Skilled practitioners having built robust relationships with young carers in their charge are able to help and support where issues are identified. Experience indicates that young carers as a group are significantly concerned about their caring duties and its impact, their families, their performance at school and their own health.
- 2.8 In seeking to minimise the effect of caring responsibilities, the organisation engages with and signposts to other relevant agencies, works with schools, supports professionals as part of the Common Assessment Framework, runs homework clubs and ensures all relevant benefits are being received by each household.
- 2.9 A group of young carers formed one of the focus groups that met Ofsted Inspectors recently. Feedback from both parties was very positive.

### **3.0 Summary of Actions**

- 3.1 In May 2011, the Carers Support Service in partnership with Coventry University, Warwickshire Fire and Rescue Service, Warwickshire Clubs for Young People and Warwickshire Association of Youth Clubs submitted a joint bid with a value of £900,000 over a three-year period to the Big Lottery 'Youth in Focus', citing their organisation as the lead partner.
- 3.2 Following the contract award to Guideposts in June 2011, Carers Support Service were informed that their bid was accepted in principle and therefore moved forward to the second round, which involved the submission of a detailed Business Plan.



3.3 In order to help secure the provider's future, and thus attract the additional lottery income and services for Young Carers, a series of meetings with Multi Agency Commissioning, IDS and Carers Support Service resulted in the following actions:

- Multi Agency Commissioning applied for and successfully secured an exemption to tender the Young Carers contract for a period of 18 months. The contract with the Carers Support Service will now expire on 30 September 2014 to synchronise with the conclusion of the Youth in Focus Lottery bid.
- IDS management support and office space offered to the provider. The provider has now negotiated smaller office space at Holly Farm, Honiley and closed offices in Stratford and Bagington.
- The provider's Honorary Treasurer conducted a financial review of the organisation and produced a revised cash flow. There has been a significant reduction in overheads as a result of the office closures, the transfer of staff to Guideposts (via TUPE) and the restructuring of the organisation.
- The provider employed a Business Consultant to prepare the Lottery Business Plan, which was submitted by 31st December 2011 to meet the deadline, with new services to commence in April 2012.
- Carers Support Service has recruited a part-time fundraiser and set an annual fundraising target of £50,000, which they assure the Council is achievable.
- A Trustee has been successfully recruited to the Board with relevant children and young people's experience.
- Notice to terminate the Young Carers contract was withdrawn by the Carers Support Service.
- Contract performance monitoring continues on a quarterly basis with written reports submitted to ensure specification requirements are met.
- Established a multi agency Young Carer Steering Group to meet on a quarterly basis to work together to share knowledge, information and resources to meet the needs of this vulnerable group of children and young people.

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# Children and Young People Overview & Scrutiny Committee

2 February 2011

## Addressing NEETs

### Recommendation

To agree that there is a need for continued support across the county for young people who are Not in Education, Employment or Training (NEET), with a particular focus on areas where NEETs are disproportionately high.

### 1.0 Summary

- 1.1 NEET rates have reduced over a number of years and those young people who are NEET remain a key performance measure for the County Council. Significant improvements in reducing NEETs in the north of the County have been achieved but numbers are still high. Changes to legislation, the economic climate and government budget savings will impact further on this group. The need to continue to target support across the county and particularly in the north is outlined in this report.

### 2.0 Key issues and policy implications

- 2.1 This report – requested by the Committee – considers the strategies being undertaken to reduce the number of NEETs within the county, and how the Local Authority is addressing the disproportionate lack of opportunities for young people in Nuneaton & Bedworth and North Warwickshire.
- 2.2 A range of issues could affect the work which is undertaken with young people in the future.
- 2.3 The Education Bill became an Act in November 2011 and the Local Authority duty to provide a universal careers service to all young people aged 13-19 has been removed with effect from September 2012. The Local Authority continues to have a statutory duty to:
- Deliver the ‘September Guarantee’ of an offer of a place in education or training to all young people in years 11 and 12
  - Undertake section 139a assessments for young people up to age 25 with learning difficulties and disabilities (LLDD)
  - Maintain support to 16-18 year olds who are NEET

- Ensure successful transition post-16 to all young people who are deemed to be vulnerable. A copy of the locally agreed definition of vulnerable learners in relation to Information, Advice and Guidance (IAG) is detailed at **Appendix A**.

2.4 The duty to provide impartial careers information advice and guidance to young people in statutory schooling will transfer from the Local Authority to schools with effect from 1 September 2012. The new Education Act also introduces a New National Careers service. This is primarily a service for adults, although young people can access certain elements of guidance online.

2.5 Currently, the Local Authority discharges its statutory responsibility for information, advice and guidance through a contract with the Connexions service, funded from the Early Intervention Grant. Over the past two years, budgeting constraints has meant that this fund has substantially reduced leading to reductions in staffing and resources and the scope of the service offered.

2.6 The Education Maintenance Allowance (EMA), which was historically paid to low-income families, has been replaced by a national, more targeted, 16-19 Bursary Fund. However, the overall national budget has reduced from £560m to £180m. There is a planned national evaluation that will monitor the take up and impact of the new fund in 2012.

2.7 The Entry to Employment Programme (E2E) was a work-based learning programme catering mainly for young people aged 16-18 in the NEETs category. This has been replaced by the Foundation Learning programme. Learning providers have advised the Local Authority that this programme is not as attractive to young people due to the emphasis on qualifications and not employment and is difficult to deliver and costly to administer.

2.8 The county's transport policy for post-16 learners accessing a place of learning has been subject to consultation and review resulting in an increased contribution of £660 (from £400 in 2010/11) for an annual travel pass, although this change is halved for those young people from families on low income.

### **3.0 Context**

3.1 The Government is committed to reducing the numbers of young people who are NEET and tackling youth unemployment. The national NEET strategy is based around three components:

- Early identification of young people who are NEET or at risk of becoming NEET
- Personalised guidance and support to ensure that young people know how to access education, training or employment and to enable them to overcome barriers to learning

- Provision of a full range of courses/programmes in order to meet the needs of and engage all young people, through sufficient provision at every level and in every style of learning, e.g., work-based learning.

3.2 The Education and Skills Act 2008 raised the age that young people remain in compulsory education or training to 17 by 2013 and up to their 18th birthday from 2015. Young people will be able to participate in a way that best suits their needs and aspirations; for instance, in full-time education at school or college, on an apprenticeship or part-time if they are also working or volunteering full time.

#### 4.0 NEETs in Warwickshire

4.1 There are three key components that identify and monitor the progression of young people:

- Destinations at the end of Year 11
- September Guarantee of an offer of learning for Years 11 and 12
- The number of 16-18 year olds who are NEET

#### 4.2 Destinations at the end of Year 11

4.2.1 The Year 11 Activity Survey is an annual survey undertaken in November that reports the educational/employment statistics of young people, educated in Warwickshire, who completed statutory education at the end of June. The table below shows that, in 2011, 95.7% of Warwickshire young people in Year 11 entered a positive destination and provides a breakdown by district.

Percentage of students in Year 11 securing a positive destination

Status	North Warks	Nuneaton & Bedworth	Rugby	Stratford	Warwick	County
Continuing in Education	86.5%	87.5%	89.6%	91.2%	91.0%	89.5%
Training (Non employed)	0.7%	0.9%	0.7%	0.2%	0.9%	0.6%
Employment	5.6%	5.7%	5.1%	5.2%	4.3%	5.1%
Voluntary & P/T Activities	1.6%	0.3%	0.3%	0.6%	0.1%	0.5%
<b>Positive</b>	<b>94.4%</b>	<b>94.4%</b>	<b>95.7%</b>	<b>97.2%</b>	<b>96.3%</b>	<b>95.7%</b>
NEET	3.8%	3.3%	2.6%	2.5%	3.1%	3.1%
NALA*	1.8%	2.3%	1.7%	0.3%	0.6%	1.3%
<b>Negative</b>	<b>5.6%</b>	<b>5.6%</b>	<b>4.3%</b>	<b>2.8%</b>	<b>3.7%</b>	<b>4.3%</b>
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Year 11 Activity Survey 2011, Connexions. Percentages rounded to one decimal point - this may make sub-totals appear erroneous.

\*Not Available or Left Area – young people who cannot be contacted, moved out of the area and unknown

As can be seen by the above table, the proportion of Year 11 students entering a positive destination in North Warwickshire and Nuneaton & Bedworth fell behind the other districts.

#### 4.2.2 2006-2011 Warwickshire destinations at the end of year 11

Status	2006	2007	2008	2009	2010	2011
Continuing in Education	80.3%	80.6%	83.4%	88.1%	89.2%	89.5%
Training (non-employed)	2.4%	2.5%	2.8%	2.3%	1.8%	0.6%
Employment	9.7%	10.9%	8.9%	5.8%	4.9%	5.1%
Vol & P/t Activities	1.2%	0.9%	0.7%	0.8%	0.4%	0.5%
<b>Positive Outcomes</b>	<b>93.5%</b>	<b>94.9%</b>	<b>95.8%</b>	<b>97.0%</b>	<b>96.2%</b>	<b>95.7%</b>
NEET	5.6%	4.4%	3.7%	2.7%	3.2%	3.1%
NALA	0.9%	0.7%	0.6%	0.3%	0.6%	1.3%
<b>Negative Outcomes</b>	<b>6.5%</b>	<b>5.1%</b>	<b>4.2%</b>	<b>3.0%</b>	<b>3.8%</b>	<b>4.3%</b>
Total	100%	100%	100%	100%	100%	100.0%

Source: Year 11 Activity Survey 2011, Connexions. Percentages rounded to one decimal point - this may make sub-totals appear erroneous.

As can be seen by the above table, there has been a slight decrease over the last two years from 2009 when 97% of Warwickshire young people in Year 11 entered a positive destination.

#### 4.3 'September Guarantee' of an offer of learning for years 11 and 12

4.3.1 The second component is the 'September Guarantee'. This is a guarantee of an offer of learning to all young people at the end of Year 11 and Year 12.

##### 4.3.2 2011 Year 11 September Guarantee by Residential District

	North Warks	Nun & Bedworth	Rugby	Stratford	Warwick	County
<b>Year 11 cohort</b>	593	1,485	1,109	1,333	1,334	6,508
<b>Offer made</b>	568 95.8%	1,437 96.8%	1,070 96.5%	1,304 97.8%	1,294 97.0%	6,306 96.9%

Source: CSWP

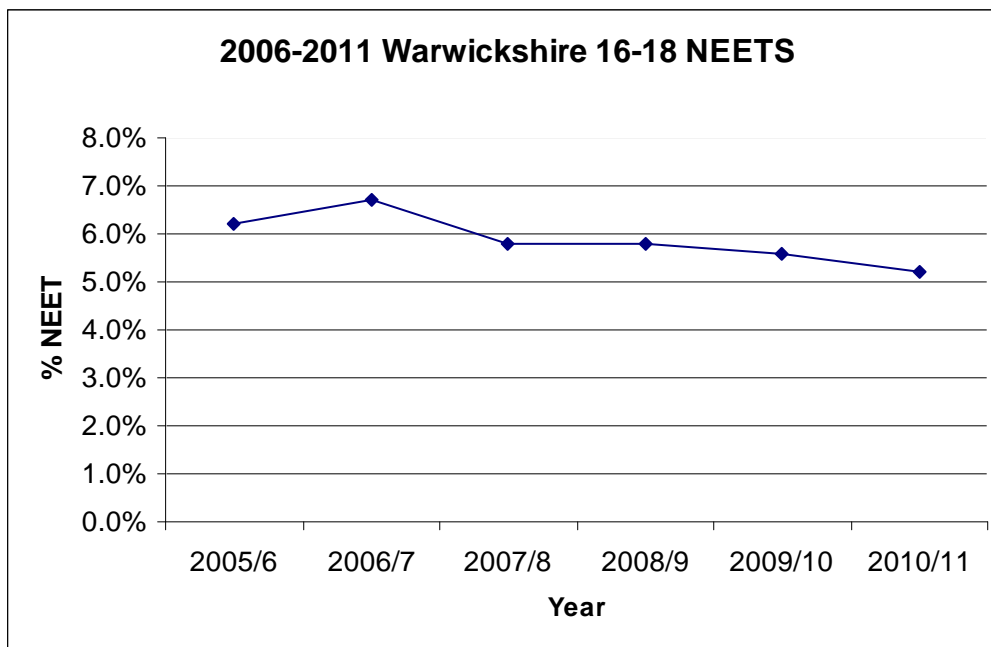
##### 4.3.3. 2011 Year 12 Guarantee by Residential District

	North Warks	Nun & Bedworth	Rugby	Stratford	Warwick	County
<b>Year 12 cohort</b>	708	1,693	1,138	783	1,420	6269
<b>Offer made</b>	612 86.4%	1,460 86.2%	1,033 90.8%	713 91.1%	1,282 90.3%	5,680 90.6%

Source CSWP

## 5.0 The number of 16-18 year olds who are NEET

- 5.1 The third component is the reporting to the Department for Education (DfE) of the destinations and status of all young people within Warwickshire.
- 5.2 The DfE-published NEET figure is an average of the November, December and January submissions to the DfE from the contracted IAG provider. Up until 2011, this figure covered 16-18 year olds. This has changed, and from 2012 reporting on NEETs will include young people up to the end of the academic year in which they become 19. We anticipate that this will mean the number of NEETs will rise when this is next reported as there are now more young people in the cohort count.
- 5.3 Warwickshire has a long history of prevention and intervention measures which have seen the numbers of NEETs reduce to 5.2% in 2011 from 6.2% in 2006.



Source: DfE

- 5.4 The 16-18 NEET rate provides a measure of unemployment in this age group. The original target contained within the Children and Young People Plan (set in 2004) for 2011 was that no more than 4.4% of 16-18 year olds should be NEET. Actual achievement was 5.2% and therefore, in recognition of the difficult economic climate and a range of factors which are addressed in section 2, the County Secondary Strategic Partnership is aiming to maintain the NEET rate of last year which was 5.2% (823 young people 16-18). Early indications show the Warwickshire NEET rate for November 2011 stands at 4.8%, as this figure excludes learners whose status is 'Not Known'. The DfE reported figure across November, December and January will be higher.
- 5.5 January 2011 16-18 NEETS rates by district

	<b>North Warks</b>	<b>Nun/Bed</b>	<b>Rugby</b>	<b>Stratford</b>	<b>Warwick</b>
<b>Jan 2011</b>	7.5% (106)	6.8% (275)	4.7% (132)	2.9% (87)	4.6% (162)

Source CSWP, Adjusted NEET = current NEET+Adjusted expired NEET+Adjusted expired EET

## 5.6 2008/09-2010/11 Statistical Neighbours 16-18 NEETs Rates

<b>Statistical Neighbours</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>
Warwickshire	5.8%	5.6%	5.2%
Cheshire East	N/A	5.6%	5.7%
Hampshire	6.3%	5.7%	5.2%
Leicestershire	4.4%	3.9%	3.8%
East Riding of Yorkshire	4.0%	5.5%	5.6%
Kent	4.7%	4.9%	4.9%
Staffordshire	5.3%	5.1%	4.9%
Cheshire West & Cheshire	N/A	5.4%	4.6%
Essex	6.7%	6.9%	6.3%
Worcestershire	5.3%	5.5%	5.5%
Northamptonshire	5.4%	5.2%	5.2%

Source DfE Three month average Nov-Jan

## 6.0 Actions

- 6.1 A number of actions have been put in place to address NEETs.
- 6.2 The Authority has a contract with Coventry, Solihull and Warwickshire Partnership (CSWP), which is the local IAG provider. The contract prioritises work with NEETs, providing support and guidance on a 1:1 basis and in group sessions, the placing of young people with learning providers and the tracking, monitoring and reporting of all young people. The contract focuses on vulnerable groups (see Appendix A for a list of these groups). There is dedicated Connexions Advisor time for Looked After Children/care leavers, teen parents, young offenders and young people with learning difficulties and/or disabilities.
- 6.3 The Local Authority commissions provision from a wide range of learning providers to ensure that there are sufficient places across the county in education and/or training for young people. It also seeks to influence externally funded European Social Fund (ESF) programmes in a commissioning capacity to ensure that provision is secured where it is most needed geographically, i.e., in the north of the county. Currently, for 14-16 year olds who are at risk of becoming NEET, there are 270 places of learning for young people funded by ESF. For 16-18 year olds, the number of ESF funded places is 690 to be delivered over a three-year period.
- 6.4 The Local Authority has been participating in a trial addressing the Raising of the Participation Age (RPA). From this, a strategy is being developed to address NEETs within the context of the RPA legislation. In doing this the Local Authority will:

- Ensure that it knows where all 16 -18 year olds are and what they are doing
  - Identify and understand the early risks for future 16-18 year olds. A Risk of NEET Indicator (RONI) is being trialled in four schools in Year 9 and this will be made available to all schools. These indicators are appended at **Appendix B**.
  - Implement a 'Managed Moves' process so that the movement of young people from post-16 provider to provider is managed, tracked and transparent.
- 6.5 The Local Authority convenes a county-wide NEETs strategic group, which meets quarterly. Membership is drawn from all providers across the County. It is led by the Secondary Phase Teams Inclusion Manager and includes cross Local Authority representation. This led to a series of actions as highlighted in this report in terms of targeted provision in the north of the county.
- 6.6 The Local Authority also participates in a sub-regional Foundation Learning steering group which has been established to consider how providers might recruit and deliver more successfully onto Foundation Learning programmes for those young people who have not yet achieved a level 2 qualification. These young people account for approximately 10% of the cohort.
- 6.7 The Local Authority administers the Learner Support Funds and 16-19 Bursary, which supports financially vulnerable groups providing support.
- 6.8 The Local Authority convenes a Travel to Learn Forum, which seeks to address the difficulties of post-16 transport in light of recent changes to costs and routes.
- 6.9 The Local Authority manages the placing of students with LLDD at Independent Specialist Providers, which meets their education and training needs.
- 6.10 Reporting on NEETs within the Local Authority is robust and occurs at a number of levels, i.e., Countywide NEETs Group, Secondary Phase Officers Group and the Warwickshire Secondary Phase Strategic Partnership Group.

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**DEFINING VULNERABLE YOUNG PEOPLE  
In respect of Information, Advice and Guidance**

- 1. Young people with learning difficulties and/or disabilities, as evidenced by a statement or 139a Assessment.**
- 2. Young parents and parents to be**
- 3. Young offenders and young people at risk of offending**
- 4. Young people in care and care leavers and unaccompanied asylum seekers**
- 5. Young homeless people**
- 6. Young travellers**
- 7. Young people with complex mental health problems, as evidenced by working with CAMHS**
- 8. Young people refusing to attend school in response to identified psych-social barriers.**
- 9. Year 10 and Year 11 pupils currently on the PRU roll.**
- 10. Post 16 Young people at risk of dropping out of education and/or training or who are NEET at 16/17/18 years of age.**

**Risk of NEET Indicators (RONI)**

- 1. Attendance is below 85%**
- 2. Has been permanently excluded**
- 3. Has had less than 5 fixed term exclusions**
- 4. Has had more than 5 fixed term exclusions**
- 5. Has attended a PRU**
- 6. Has had contact with YOT**
- 7. KS2 average score**
- 8. KS3 average score**
- 9. SEN status**
- 10. Is eligible for Free School Meals**
- 11. Is a LAC**
- 12. Is a teen mum**
- 13. Is pregnant**
- 14. Lives in a New Deal for Communities area (Coventry only)**

## **Children and Young People Overview & Scrutiny Committee**

**2 February 2012**

### **The County Council's responsibilities as Corporate Parents**

#### **Recommendations:**

- (1) To consider the review of the existing arrangements for monitoring the Local Authority's corporate parenting responsibilities through the Elected Member Corporate Parenting Steering Group
- (2) To support the annual delivery of training for elected members on Corporate Parenting
- (3) To recognise and give continued support to opportunities to enhance the internal Fostering Service as the key service through which corporate parenting duties and aspirations are delivered

#### **1.0 Key issues**

- 1.1 The purpose of this report is to update the Committee on the current position in respect of looked after children and young people. It reiterates the County Council's position with regard to its Corporate Parenting duties and responsibilities, considers current activity and outcome data, and summarises some of the key issues emerging from the Ofsted Inspection of Safeguarding and Looked After Children Services, published on 16 December 2011.
- 1.2 The Committee is asked to consider the recommendations above, which are designed to strengthen existing arrangements and to address areas for service improvement as highlighted in the recent Ofsted inspection. Corporate parenting is the responsibility of all elected members and it is proposed to reinforce that responsibility through the introduction of an annual training event.

#### **2.0 Corporate Parenting**

- 2.1 The responsibility of Local Authorities in improving outcomes and actively promoting the life chances of children they look after has become known as 'corporate parenting', in recognition that the task must be shared by the whole Local Authority and partner agencies.
- 2.2 The role of the corporate parent is to act as the best possible parent for each child they look after and to advocate on his/her behalf to secure the best possible outcomes. However, they cannot fulfil this responsibility without the

full co-operation and support of a range of other agencies that provide services to children and their families. All partners in the Children's Trust should share responsibility for narrowing the outcomes gap for looked after children, and Children's Trust Boards should regularly review services for looked after children to ensure that they are effectively safeguarded and provided with the opportunities they need.

- 2.3 The Care Matters White Paper in 2007 gave further impetus to work already started by Warwickshire County Council to secure better outcomes for looked after children and young people. The County Council first approved its Corporate Parenting Policy, Strategy and Action Plan on 12 December 2006. This provided a firm foundation for making on-going improvements in the provision of services and support to children and young people who are in care or who have been in care. The policy is overseen by a steering group of elected members.
- 2.4 During 2007, further work was completed with young people in developing the Warwickshire Pledge and arrangements for its Children in Care Council. The Pledge is essentially a statement of 'promises' to ensure that children and young people in care are aware of their rights and are supported and consulted in all matters that are significant to them. Endorsed by Cabinet on 31 July 2008, the Pledge was approved by Warwickshire County Council on 9 September 2008.

### 3.0 Current position of Warwickshire's Looked After Children and Young People

- 3.1 During the period April 2008 – March 2011, there was an 18.7% increase in the looked after population in Warwickshire. Since April 2011, this has increased further – rising from 630 to 670 looked after children on 30 November 2011. At any one time, 80-90 of the looked after population will be unaccompanied asylum-seeking young people.

**Number of children looked after by District at end of year, 2008 to 2011**

District	31 March 2008	31 March 2009	31 March 2010	31 March 2011
North Warwickshire	41	57	56	62
Nuneaton & Bedworth	142	159	167	197
Rugby	65	67	82	99
Stratford	55	59	66	68
Warwick	119	114	115	104
Integrated Disability Service	19	19	21	17
Asylum Seekers	37	60	66	87
Youth Offending	3	1	1	2
No Allocated Team	1	0	0	0
<b>Warwickshire Total</b>	<b>482</b>	<b>536</b>	<b>574</b>	<b>636</b>

### LAC Population Demographics Summary at end of year, 2008-2011

Number of Children Looked After	31 March 2008	31 March 2009	31 March 2010	31 March 2011
	<b>482</b>	<b>536</b>	<b>574</b>	<b>636</b>
<b>Gender</b>				
Male	271	316	341	382
Female	211	220	233	254
<b>Age</b>				
Under 1	20	24	37	26
1 - 4	66	66	65	112
5 - 9	96	114	114	100
10 - 15	231	227	246	248
16 - 17	69	105	112	149
<b>Other Demographics</b>				
Disability	39	41	39	31
Asylum Seekers	37	60	66	87

### Legal Status of Looked After Children at end of year, 2008 to 2011

Legal Status	LAC March 2008	LAC March 2009	LAC March 2010	LAC March 2011
Interim Care Order	80	68	108	154
Full Care Order	212	215	202	203
S20 Accommodation	164	208	225	245
Freed for Adoption	6	6	5	2
Placement Order	19	35	31	31
On Remand or Committed for Trial/Sentence	1	3	3	1
Police Protection	0	1	0	0
<b>Warwickshire Total</b>	<b>482</b>	<b>536</b>	<b>574</b>	<b>636</b>

### Number of children starting to be looked after during years, 2008 to 2011

Age	2007/8	2008/9	2009/10	2010/11
Under 1	30	35	48	50
1 - 4	35	45	43	57
5 - 9	35	40	28	30
10 - 15	115	125	117	96
16 - 17	30	15	22	57
<b>Warwickshire Total</b>	<b>245</b>	<b>260</b>	<b>258</b>	<b>290</b>

- 3.2 The data shows overwhelmingly that children and young people become looked after due to abuse or neglect or the impact of family stress and dysfunction or absent parenting. Neglect, domestic violence and emotional and mental health issues also feature significantly as secondary needs factors.

- 3.3 There has been a corresponding increase in the number of children made subject of legal measures (Interim Care Orders) due to child protection concerns.
- 3.4 The largest number of looked after children are within the age range of 10 to 15, and the number of young people who are looked after at ages 16 to 17 has seen an increase, up by 8.5% between 31 March 2009 and 31 March 2011. These now account for 20% of the total looked after population. This is the result of Warwickshire's Right2BCared4 and Staying Put initiatives that have appropriately allowed young people to remain in foster care for longer, as well as the impact of the Southwark Judgment which gave 'looked after' status to homeless young people aged 16+. As a result, there are a higher number of care leavers who will require support in terms of training and employment and the transition into independent living arrangements.
- 3.5 The majority of looked after children are placed with Warwickshire approved foster carers, with the service having 341 approved fostering households on 30 November 2011. 83% of children who require a foster placement are placed with Warwickshire approved carers, with other children living with parents, in residential care, with Independent Fostering Agency placements or within other supportive environments. The Fostering Service was inspected by Ofsted in June 2011 and was judged as 'good with some outstanding features'. Foster carers were seen to contribute effectively to the overall corporate parenting role of the Council, and those seen by the inspectors believe social worker practice is effective in ensuring children and young people are safe. Foster carers receive good levels of training and regular support.
- 3.6 Warwickshire is banded highly in relation to the outcomes for looked after children against the national indicators. It also has a range of targeted support services in place for looked after children and their carers, such as the Virtual School, a designated doctor and nurse, and Journeys – which is a targeted emotional health and well-being service (see Appendix A).

#### **4.0 Ofsted Inspection of Safeguarding and Looked After Children's Services**

- 4.1 The recent Ofsted Inspection of Safeguarding and Looked After Children's Services gave the Local Authority an overall rating of Grade 2 - Good, with good capacity to improve. This means that in both areas, the service exceeded minimum requirements. The inspection found that:
- 'The overall effectiveness of services for looked after children and young people are good. The needs of looked after children and young people are prioritised well by the council, the health service and other partners and are effectively championed by the lead member.'
  - 'The Fostering Service has good evidence of all round improvements... there is an improving picture of placement stability'. However short term stability (judged by the number of children who experience three or more

placement moves) has also improved over the past four years, and while being the same as similar councils remain higher than nationally.'

- 'Performance across performance indicators for looked after children and young people continues to be good, and in most cases better than similar councils or nationally.'
- 'The Care4Me survey shows that the vast majority of looked after children and young people feel safe...The After Care survey is not as positive, with almost half the respondents indicating they were not living in the right place or not believing they had had sufficient help in preparation for leaving care.'
- 'The achievement of looked after children and young people is good and improving. GCSE results showed an improving trend and in 2011 were above the national average in the proportion of care leavers achieving five A\*-C including English and Maths and five A\*- C overall. Younger looked after children exceeded the targets set, although most did not reach the national expectations for their age group – these results are linked to special educational needs and/or disabilities and behavioural and emotional difficulties. Overall, the educational gap for looked after children and young people is narrowing, although this is at a slower rate in key stage 2'.
- 'A close relationship is maintained by senior managers and elected members and members of the Children in Care Council by means of their regular meetings to discuss issues arising for looked after children, young people and care leavers... this dialogue has improved their awareness of the experiences of looked after children and young people.'

4.2 The evidence shows that the County Council is overall doing well as a corporate parent. However, this must be seen in the context of looked after children's still under performing and having higher levels of need and difficulties when compared with their peers who are not looked after. It also recognised that the County Council has essentially delivered its corporate parenting responsibilities through the investment in Foster Care Service. This has provided the majority of looked after children and young people with a secure basis from which the best possible outcomes can be achieved.

4.3 Ofsted identified 10 areas for improvement (see Appendix B) and the following three are significant within the context of this report:

- Elected members should ensure that they are familiar with the key priorities established by the Corporate Parenting Board in order to ensure good outcomes for looked after children and young people, and the development of the apprenticeship schemes.
- To develop the work of the Tiffin Club to ensure that strategic support for the Council's corporate parenting role is improved, including the promotion of apprenticeship opportunities within the council and with local business partners (see Appendix C for the Terms of Reference for the Tiffin Club).

- Ensure that there is sufficient appropriate housing to meet the needs of care leavers and that any temporary accommodation offered is in a safe environment.
- 4.4 An Action Plan has been developed in response to the inspection findings. The areas for improvement suggest that better outcomes for looked after children and young people could be secured through the formal establishment of a Corporate Parenting Board. The current governance arrangements for corporate parenting are found in the inter-relationships between the Elected Member Corporate Parenting Steering Group, the Corporate Parenting Development Group and the Children in Care Council. Ofsted has identified that elected members should ensure that they are familiar with the corporate parenting priorities and, on reflection, this might be achieved more effectively through the setting up of a formal Corporate Parenting Board with a link to the Children's Trust and with strengthened relationships with elected members across the Council.
- 4.5 A Corporate Parenting Board in Warwickshire would set the priorities for looked after children and, as a formal structure, would maintain oversight and might assist the Local Authority further in the execution of its responsibilities in bringing services together and coordinating their activity. The Board would potentially have a stronger influence across the Council and partner agencies through the Children's Trust Executive Board arrangements.
- 4.6 In addition, the importance of maintaining and enhancing the County Council's commitment to and support for the Fostering Service is required to ensure that Warwickshire remains competitive in being able to recruit a suitable range of people to foster. This will require our fostering allowances and fees to be in line with recommended rates, and for the service to have the scope to provide more placement choice with the opportunity to develop further a range of placements to meet the particular needs of children and young people in care. It is also intended that short-term placement stability levels will improve.

## **5.0 Proposals**

- 5.1 It is proposed that:
- The lead member for Children and Young People's Services and the Elected Member Corporate Parenting Steering Group consider the Ofsted inspection report and make recommendations regarding the establishment of a Corporate Parenting Board. The existing Elected Member Corporate Parenting Steering Group should give consideration to its membership, purpose, aims and objectives, business support and reporting arrangements. The proposals would be presented to Cabinet in due course.
  - All Elected Members are conversant with their responsibilities as corporate parents through an annual training event and receive Corporate Parenting Briefings as determined by the Board.
  - Members recognise and support the maintenance of the Fostering Service in Warwickshire as the primary vehicle through which the County Council



fulfils its corporate parenting duties and secures the best possible outcomes for looked after children and young people.

## 6.0 Timescales associated with the decision and next steps

- 6.1 For the review of the Elected Member Corporate Parenting Steering Group to be reviewed within 3 months, by April 2012, and the proposals presented to Cabinet thereafter.
- 6.2 For Elected Member training to be delivered in the spring each year.

### Background papers



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**Children's Performance Support Data for Social Care Operational Teams**  
**Warwickshire Performance Summary Sheet**

●●●●● VERY GOOD	●●●● GOOD	●●● ACCEPTABLE	●● ASK QUESTIONS	● INVESTIGATE
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Indicator	07/08 Outturn	08/09 Outturn	09/10 Outturn	10/11 Outturn	Banding (Using 2007/8 PAF bands)
Number of Children in Need per 10,000	Not collected	242.0	337.5	286.9	N/A
Number of Looked After Children per 10,000	43.2	48.0	51.3	57.2	N/A
NI 62 – Short term stability	12.2%	11.9%	11.8%	11.8%	●●●●● VERY GOOD
PAF B79 – LAC in family placements	93.4%	95.3%	94.4%	91.9%	●●●● GOOD
NI 63 – Long term stability	69.7%	68.60%	66.1%	73.1%	●●●●● VERY GOOD
PAF C63– Participation in LAC reviews	99.5%	98.7%	98.9%	97.6%	●●●●● VERY GOOD
NI 66 – Timeliness of LAC reviews	94.3%	93.3%	92.6%	91.0%	●●●● GOOD
PAF C69 – Distance placed from home	5.9%	7.9%	10.6%	8.5%	NOT BANDED
NI 58 – Emotional & Behavioural Health of children in care	Not collected	12.8	13.9	12.3	NOT BANDED
Annual Health Assessments of Looked After Children	76.8%	78.4%	79.0%	80.2%	NOT BANDED
NI 147 – Care Leavers in suitable accommodation	89.8%	89.7%	89.7%	93.2%	NOT BANDED
NI 148 – Care Leavers in E, E or T at 19	67.3%	65.5%	51.3%	61.4%	NOT BANDED
PAF A2 – Educational qualifications of LAC	64.9%	62.5%	60.3%	71.8%	●●●●● VERY GOOD
A3073SC – Care leavers with 5+ GCSEs A*-C	5.3%	5.0%	5.9%	14.1%	NOT BANDED
PAF C23 – Adoptions of LAC	7.4%	9.4%	9.5%	7.8%	●●●● GOOD
NI61 – Timeliness of adoptive placements	90.0%	78.6%	72.4%	84.0%	NOT BANDED

**Inspection of safeguarding and looked after children's services**

**31.10.2011 – 11.11.2011**

**Areas for improvement**

126. In order to improve the quality of provision and services for looked after children and young people in Warwickshire, the local authority and its partners should take the following action.

**Immediately:**

- ensure that all statutory visits to looked after children and young people are completed by qualified social workers. Where cases are held by practice leaders they should attend the review
- ensure that children and young people are routinely consulted about
- the timing and venue of their review and that care planning targets
- have timescales clearly specified.

**Within three months:**

- elected members should ensure that they are familiar with the key priorities established by the Corporate Parenting Board in order to ensure good outcomes for looked after children and young people, and the development of apprenticeship schemes
- ensure consistency in the application of sleepover policies
- improve the quality of case file audits within children's social care services to ensure they robustly address the quality of practice and inform service improvements
- ensure that the complaints service is effectively promoted and is readily accessible to looked after children and young people
- ensure that there are sufficient independent visitors, in order to meet the needs of all looked after children and young people
- NHS Warwickshire should ensure that health staff involved with looked after children and young people have access to supervision, support and advice in a timely manner.

**Within six months:**

- develop the work of the Tiffin Club to ensure that strategic support for the council's corporate parenting role is improved, including the promotion of apprenticeship opportunities within the council and with local business partners
- ensure that there is sufficient appropriate housing to meet the needs of care leavers and that any temporary accommodation offered is in a safe environment.

**Extract from proposed constitution**

**Background**

The Tiffin Club was formed in 2009 to raise the profile of our corporate parenting role and to support those children and young people who are in our care. It is also about adding value to Warwickshire's Virtual School and the formal charity will be known as 'The Warwickshire Corporate Parent's Association'.

Our areas of support are for those looked after children and young people that volunteer to be engaged with us, helping them to realise their potential and to find a positive destination when they leave our care:

1. 1:1 tuition and other learning opportunities that enhance the existing support for Looked After Children and Asylum Seekers currently in schools
2. Mentors that support Looked after Children and Young People, Foster Carers and the Social Workers, focusing on Personal Education Plans – supporting progress through school and into a positive destination.
3. Work experience for Looked after Children and Young People in the public sector, recognising that this is their 'family firm'.
4. Pursuit of apprenticeships in the Public Sector for Looked after Children and Young people.
5. Initiatives which assist in the transition from care to independent working life.

**Our Pledge is to support:**

1. Actions and investment that directly lead to improving the life chances of children in care.
2. Actions and investment that lead to children in care receiving the same high standard of education and opportunities that we demand for all of our families.
3. Actions that lead to a society where children in care are truly valued and supported to fulfil potential.
4. Actions that lead to an education system that encourages and inspires all children in care to succeed through high quality education and skill training

The Charity provides additional and complimentary teaching and skills training for children in care in order to support better long term life prospects; volunteer befrienders and mentors who support those children and young people that request it; access to work experience by the public sector recognising that to these young people we are their 'family firm'; access to apprenticeship opportunities in the public sector or with those private enterprises that are commissioned by the public sector.

The Charity will engage in joint activities with affiliated Creating Chances Trusts in the UK, including fundraising, research, publicity and web pages in support of it "Objects".

## Children and Young People Overview & Scrutiny Committee

2 February 2012

### Draft Framework for Organising Education Provision in Warwickshire

#### **Recommendation:**

That the Committee considers the draft at Appendix A and makes its views known as part of the consultation process.

#### **1.0 Key Issues**

- 1.1 The Framework for Organising Education Provision in Warwickshire sets out the current pattern of school organisation across Warwickshire, highlights trends in the demand for school places and factors that may affect the way schools organise in the years ahead. The document is also intended to identify the key issues and provide an effective basis for planning school organisation to ensure that the County Council can meet its statutory responsibilities.
- 1.2 A number of factors remain key when considering the future provision of school places. These include:
- The number of births in the county, and predicted birth-rate trends
  - The level of current and predicted housing development across the county
  - A pattern of schools that support the raising of standards and the provision of the best quality education

Systems are well in place to consider these factors and representatives of the Local Authority work closely with schools and other stakeholders including District and Borough Councils to ensure we are able to meet our statutory obligations.

- 1.3 An increase in the number of births together with the impact of new housing means that pupil cohorts are rising. This trend is not consistent across all parts of the county with the larger increases of pupil numbers in the main urban areas. Primary schools in rural areas have generally experienced smaller increases in pupil numbers, if they have experienced any increase at all. The number of new houses being built has been relatively low over recent years due to the prevailing economic conditions. However, the impact of large new developments coming on stream perhaps from 2012 onwards could start to further increase the demand for school places.
- 1.4 In order to respond to the need for additional primary school places in certain parts of the county, the Local Authority has looked at options for the provision

of places, in the areas where people want them, and as cost-effectively as possible. This work continues with consultation taking place on specific proposals for expansion as appropriate.

- 1.5 Attainment in Warwickshire is above average at both ages 11 and 16. However, our ambition is to increase this still further. The Council's continued aim is to promote high standards in all schools. At the moment, Ofsted judge 62% of Warwickshire schools to be good or outstanding. Our aim is that all Warwickshire schools will be judged at this level and our planning will be designed to help schools to be able to achieve that goal.
- 1.6 Since the last School Organisation Framework was produced, there has been a change of Government, and with that change has come a number of new challenges for local authorities when considering the future provision of school places. These include:
- Schools actively looking to work more collaboratively together, including moving to federations of schools
  - The drive from Government for schools to become more autonomous and move away from local authority control
  - The introduction of 'free schools', i.e., the potential for new independent state-funded establishments
  - The introduction of Academy Schools, University Technical Colleges and Studio Schools
  - The drive by Government for local authorities to enforce structural change to support the improvement of educational standards where schools are not judged to be meeting need
  - Current consultation on a new Schools' Admissions Code
  - Current consultation on SEN provision
- 1.7 Warwickshire now has several school federations. Federation brings schools together in statutory partnership, with a single governing body. It creates new opportunities to develop dynamic leadership structure, allows school-to-school support to develop in a supportive environment and creates new ways for professionals to focus in more detail on important aspects of the school improvement agenda. In the past, although the LA has been supportive of the development of federations, the process has been largely driven by schools. However, we would now see this changing with the local authority taking on a more proactive role in promoting federations as a possible future model to support raising standards.
- 1.8 Academy Schools are funded directly by central Government, own their own buildings and land and are their own admissions authority. The focus for Academies changed after the general election of May 2010 and now all maintained schools, including special schools, will be able to apply to become Academies. Schools other than those judged by Ofsted as 'outstanding' or 'good with outstanding features' will need to apply in partnership with one that is, or join an existing Academy trust with a proven record of school improvement. Where a school performs consistently poorly, as judged by Ofsted, it will be considered for closure as required by national guidance or supported to improve and, where appropriate, move to Academy status (as is the expectation of Government). The Government's policy is to extend

Academy status to all schools and currently 24 secondary schools in Warwickshire have had Academy Orders issued by the DfE with an expectation that a number more will convert in the coming 12 months. Only one Primary school has sought Academy status at this time, but it is very possible that the movement towards Academy status in the Primary phase will increase over the coming years.

- 1.9 The Government has invited teachers, parent groups and other potential interested parties to bring forward plans for the creation of new 'Free Schools', which are independent state schools funded directly by central Government on a similar basis to the new Academy schools. The Priors School at Priors Marston has been granted 'Free School' status, but currently there is no indication of further Free Schools being proposed in Warwickshire.

## **2.0 Options and Proposal**

- 2.1 The most recent School Organisation Framework ran from 2005 to 2010 and work took place to develop a revised draft to support development through to 2015. In February 2011, the County Council gave approval for consultation with stakeholders and asked that the outcome of consultation be considered by the Overview and Scrutiny Committee before a decision was taken by Cabinet.
- 2.2 An 8-week consultation took place between April and June. The response to the consultation was limited with only two written submissions received. Both of the responses were from schools and challenged assumptions made within the draft document.
- 2.3 Although it is important to note that a significant amount of work went into the production of the Draft School Organisation Framework 2011-15, the level of change in the field of education and the role of LAs, meant that the document was no longer appropriate in supporting school organisation in the future.
- 2.4 In order to ensure we had something that could be considered 'fit for purpose', the decision was taken to radically re-draft the document. A draft Framework for Organising Education Provision in Warwickshire was circulated during early January and comments received will inform the final document.
- 2.5 A copy of the draft Framework is attached as **Appendix A** and we welcome the views of Members as part of the consultation process.

## **3.0 Timescales associated with the decision/next steps**

- 3.1 Comments received during the consultation process will be fully considered and changes made to the draft document as is felt appropriate.
- 3.2 A full report outlining what changes have taken place, and why, will be made available to this Committee in April. It is the intention that the document will then be submitted to Cabinet in May 2012 for final approval.

- 3.3 The revised Framework has not been given a lifespan but will be reviewed regularly and amended as appropriate. This should help ensure that the document does not become out of date and remains fit for purpose.

## Background Papers

1. Cabinet Report February 2011

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## Framework for Organising Education Provision in Warwickshire 2012 Issues paper

This issues paper gives an overview of the Local Authority's Framework for Organising Education Provision in Warwickshire and puts forward views on how the Local Authority will approach the organisation of educational provision for children and young people at a time of change and uncertainty in education.

### 1. Background

Local Authorities are required to "plan effectively for school organisation". Each Local Authority is under a duty to ensure that there are sufficient school places as well as Early Years and Childcare places and that there is sufficient post 16 provision within its area. The purpose of this paper is to provide an effective basis for planning such provision and demonstrate how the LA intends to meet its statutory responsibilities to secure sufficient education provision within its area whilst promoting higher standards of achievement, taking account of both, the national and local context.

At present, Local Authorities have a statutory duty in their area to:

- ensure that there are sufficient schools and school places;
- ensure that there are sufficient Early Years and Childcare places
- ensure that there is sufficient post 16 provision
- promote high educational standards;
- ensure fair access to educational opportunity;
- promote the fulfillment of every child's educational potential;
- promote diversity and increase parental choice;
- respond to the views of parents on school provision;

The recent Education Act 2011 confirms the increasing diversity of education provision and the greater freedom extended to schools and other educational providers. The ability of a Local Authority to manage educational provision in a coherent manner is therefore constrained, so requiring cooperation with the broad range of educational providers if the LA is to meet its statutory duties. There is already a proven record of working effectively with a range of private, voluntary and independent providers in the field of Early Years and Childcare to provide appropriate local provision.

Warwickshire County Council has developed a robust **process for producing forecast data which informs the planning of education places**. Forecasts are generated following receipt of annual data from colleagues in Health, who record the number of live births in each area of the county. Information relating to past trends on the movement of young people across the county boundary and loss to the independent sector are then factored in. Work can then take place to forecast numbers for specific educational settings based on actual numbers in an area, past trends of parental preference, the impact of new housing any other local contextual factors of relevance.

Forecast data is analysed alongside capacity information to enable work to take place to ensure a sufficiency of places within the county. Any changes to LA maintained school capacities are made following statutory processes and full consultation with stakeholders. The new provisions in the Admissions Code 2012 allow schools which are their own Admission Authorities (i.e. Academy Schools, Voluntary Aided and Foundation Schools) to increase their Published Admission Number without consultation.

When new housing developments are proposed, an assessment of the likely impact on numbers takes place. An analysis is undertaken of existing local capacity within the area and the likely

additional numbers to determine whether or not there is sufficient capacity to meet additional demand. In cases where new development will take the numbers in an area above the number of places available, discussions take place with the developers and the relevant local council officers to secure appropriate resources necessary to address any increased demand.

## 2. Key Factors Affecting Numbers of children and young people

There are a number of factors affecting the rise or fall in numbers of children and young people across Warwickshire. While there are general factors across the County as a whole, differences at area and locality level do have a significant impact.

The **demography** of Warwickshire shows a rise in population in recent years and predicts a further rise in numbers over the next twenty years, although closer examination at area level reveals significant variation within the five Districts and Boroughs. Specific factors within an individual area also mean that demographic increases will have variable impact at a locality level. In terms of education place planning it is important to note that while there is some predicted growth at pre school and school age numbers in Warwickshire, the most significant population rise is in older age groups.

The rate of **housing development** is very dependent on the prevailing economic conditions at national, regional and local level. Housing development policies across the five District and Borough councils reflect these economic and demographic pressures as well as the different strategic approaches adopted by each of the councils. Education place planning is further complicated as the five areas are currently at different stages in their strategic planning process with the majority of District and Borough councils planning to finalise their Strategic Plans in 2012 however it is expected that each of the council's strategic housing plans, with the possible exception of North Warwickshire, will need to address the demands of rising population in their areas.

In terms of **cross border movement** there is a significant number of pupils living in neighbouring LAs who attend schools in Warwickshire and to a lesser extent there is also movement of Warwickshire pupils to schools in neighbouring authorities. Overall, Warwickshire is well above the national average as a net receiver of pupils in the primary phase and even more so in the secondary phase. Movement at pre-school age is far less significant.

Warwickshire relies heavily on the private, voluntary and independent (PVI) sector in order to deliver the required number of **pre-school places** for 3 and 4 year olds. There are currently no areas of the county without sufficient early years' places, although in some (predominantly rural) areas, parental choice may be limited. New legislation effective from September 2013 will require all local authorities to fund free places for approximately 20% of their most economically disadvantaged **two year olds**, rising to 40% from September 2014. This requirement will necessitate a significant expansion in early years' provision and will present a considerable challenge in terms of overall sufficiency of suitable Early Years and Childcare places.

In terms of the impact of the **independent sector**, based on data trends it is estimated that approximately 7% of Warwickshire children of school age attend private schools but once again there significant variations between areas of the county and yearly changes brought about by the prevailing economic conditions.

The **Academy Schools** movement adds complexity to educational provision and, in particular, pupil place planning, as while these schools are independent of the Local Authority and are their own Admission authorities, the Local Authority still carries the responsibility for a sufficiency of publicly funded school places overall. The situation is further complicated by the introduction of a new Admissions Code (2012) which enables Academy Schools to increase their Published Admission Number (PAN) without a requirement to consult. This greater autonomy reflects the

government's view that successful schools should be encouraged to expand but in turn makes the Local Authority's forecasting, planning and coordination all the more challenging.

Legislation in 2008 concerning the **educational participation age** requires young people to continue in education or training until the end of the academic year in which they turn 17 from 2013 and until their 18<sup>th</sup> birthday from 2015. Educational pathways may be full time education, such as school, college or home education, work based learning such as an Apprenticeship or part time education or training if they are employed, self employed or volunteering for more than 20 hours a week. These changes will clearly result in more young people in the 'education system' but in terms of impact on school places research suggests that the majority of these 'extra' students will be accessing vocational courses in FE institutions or work related learning rather than increasing numbers in school 6<sup>th</sup> forms.

The **Early Years forecast** for Warwickshire shows a small rise in overall numbers of pre-school children, but within this headline figure there are significant local differences. The new legislation to fund free places 20% of their most economically disadvantaged two year olds will clearly increase demand for places. The **Primary school place forecast** for Warwickshire as a whole shows a gradual but steady rise in pupil numbers entering primary schools although once again there are differences across the county particularly in terms of growth in urban areas and decline or non growth in many rural areas. The **Secondary school place forecast** shows a relatively stable position over the coming seven years although once again the county figures hide area variations, particularly between urban and rural locations. The majority of significant new residential developments are in urban areas and these will impact on the demand for secondary school places

### 3. Underlying Issues in Securing a Sufficiency of Education Places

The Local Authority's paramount aim in developing educational organisation policy is to continue to **raise standards** and so ensure the best possible high quality education for all learners. The Local Authority will continue to promote high standards in all schools and will not maintain schools where attainment is consistently low. Where a school performs poorly as judged by Ofsted or where attainment is consistently below the floor standard the school will be considered for closure or some other structural solution as required by legislation. In line with national policy the LA will support the expansion of successful and popular schools where the local context is appropriate. Within the Local Authority it is the Local Leaders of Education network (LLE) which will provide the main strand of school improvement work within the **Primary phase**. The principal objective of this initiative is to build the capacity for sustainable improvement in schools across the county. Local Leaders of Education are experienced and successful headteachers of good or outstanding schools who have been specifically trained by the National College to provide school-to-school support by working with fellow headteachers.

As strategic commissioners of **Secondary Phase** provision in our area Warwickshire County Council is committed to developing a high quality, vibrant and diverse offer that meets the needs of all of our learners and helps us to secure the goals set out within our *Children and Young People's Plan 2009 – 2012*. These include maximising the range of learning opportunities available to all young people in Warwickshire, in order to raise standards and inspire children to become confident, curious and capable learners who can make a positive contribution within a rapidly changing world. In working towards these aims, key actions have been identified within the *Warwickshire Secondary Phase Strategic Partnership Strategy 2010 – 2015*, and also within the key document *Raising the Participation age in Warwickshire*.

In terms of **Special Educational Needs** any new building or new school should provide the highest level of disability access, and should provide learning environments that will meet the needs of most children with SEN and additional needs. Warwickshire will retain its commitment to special schools and look to reduce the number of pupils who have to access specialist provision outside the County. Clearly the Local Authority will need to address issues within the forthcoming Bill on special educational needs, but the Local Authority is already mindful of the messages arising from the Green Paper.

Key points:

- In providing school places LA will consider, where appropriate the expansion of successful and popular schools. It is understood that, in some instances, a limitation in site capacity, a lack of availability of alternative sites or shortage of capital funds, or adverse impact on neighbouring school may mean this is not possible.
- Where a school performs poorly as judged by Ofsted and others or consistently below the floor standard the LA will consider closure or else a structural solution. The capacity of a school to provide effective educational and social provision for each child should be the prime consideration.
- New building or new schools should provide the highest levels of disability access, and will provide learning environments that will meet the needs of most children with SEN and additional needs.
- Warwickshire will retain its commitment to special schools and look to reduce the number of pupils who have to access specialist provision outside the County.

The Education system in Warwickshire has long since reflected a **diversity of provision** whereby LA maintained Community schools have operated alongside Catholic Voluntary Aided schools, Church of England Voluntary Aided schools and Church of England Voluntary Controlled schools as well as Foundation schools. In recent years this diversity of provision has expanded to include a range of new school provision, not maintained by the LA, but operating as part of the wider family of publically funded education provision. As of January 2012 these include Academy Schools and a Free School with proposals for the future development of Studio Schools and University Technical Colleges in some areas of the county. The LA will work closely with these new providers to coordinate and ensure sufficiency of places and high standards in all schools.

Key points:

- In line with statutory requirements, where there is a need for a new school, the Local Authority will seek proposals for the establishment of an Academy
- The Local Authority welcomes the opportunity to work with potential educational providers to consider proposals to provide other styles of educational provision as long as it increases the opportunities for young people in Warwickshire, and does not have a detrimental impact on the sufficiency of places or lower educational standards.

In terms of **Primary school size and organisation** the Local Authority wants to see schools large enough to offer a well resourced and broadly based education to all pupils but not so large that they become impersonal. Warwickshire has a number of outstanding small schools with, or forecast to have, 100 pupils or less. There is a presumption nationally in favour of keeping small schools open as long as the quality of education provided is acceptable and they offer value for money. Small schools have significantly greater unit costs per pupil and all schools with 50 pupils on roll or less will continue to be monitored for continuing viability in terms of projected pupil numbers, the standard of education provided value for money and the contribution of the school to the community. In developing new primary schools it is considered that the minimum size should be at least 210 pupils.

With regard to an upper size limit of primary schools, there has been a working assumption that new primary schools should not exceed 2 forms of entry (420 pupils). However, a number of Warwickshire's most successful schools are already larger than this. Moreover, recent evidence is

that larger schools can perform at least as well as, if not better than, smaller schools in all aspects, whilst having a lower unit cost.

Key points:

- Warwickshire has a number of outstanding small schools with, or forecast to have, 100 pupils or less. There is a presumption in favour of keeping small schools open as long as the quality of education provided is acceptable and they offer value for money
- The size of any proposed new primary school will be based on the local context and need but it is expected that the school will be over 210 pupils on roll. In terms of a maximum limit none is set although careful consideration will be given to any school needing to exceed 400 pupils on roll.
- Wherever possible primary schools should be supported to organise in whole year groups (i.e. 1 Form of Entry (FE) with seven classes, 2 FE with fourteen classes), to aid class organisation to meet Infant Class Size Legislation.
- Wherever possible, 2 FE is preferable in terms of effective deployment of resources. It is accepted however that this may not always be possible.
- Wherever possible new primary schools should be commissioned to have either seven or fourteen classes. Any school built as 1 FE should if possible have a site capable of development to 2 FE, and be built with infrastructure (e.g. hall size) that can be added to easily.

In terms of **secondary schools size and organisation** the level of per pupil funding is not considerably different depending on size. Nationally, there is a tendency for smaller secondary schools to be more expensive per pupil and therefore schools with less than 600 pupils may face viability issues. Such schools are more likely to face diseconomies of scale which can restrict the breadth and depth of curriculum provision that can be sustained. Whilst there are examples of successful, four-form entry secondary schools, experience indicates that a workable baseline is usually five forms of entry. The DFE guidance is that new secondary schools should be no smaller than 900 places and no larger than 1200, exclusive of 6<sup>th</sup> form. Other research suggests that larger schools in excess of 1500 pupils can be effective. Judgements on the optimum size of schools need to be made in the context of the Authority's Principles for Commissioning Post 16 Provision which anticipates increased collaboration between schools and other providers of learning opportunities to ensure all young people in an area have access to the broadest range of courses and programmes.

Key points:

- It is the LA's view that all new secondary schools should normally have a minimum size of 900 pupils and should have a site capable of expansion to 1200 pupils as a minimum.
- To ensure that Warwickshire learners have access to the broadest range of courses the LA will work with all educational providers in an area to encourage effective collaboration.

While the Local Authority has a responsibility to **ensure a sufficiency of education places**, part of the challenge is to identify where there is an issue of surplus places. A reduction of surplus places can be achieved with an adjustment to Published Admissions Number, alterations to priority areas or in extreme cases the amalgamation or closure of a school. The LA will continue to review surplus places numbers in schools and with schools with 25% or more surplus places the Authority will state how it intends to address the situation in conjunction with the school.

When considering proposals to reduce the number of schools in an area, or re-organise provision, key drivers will include:

- the educational performance of the school
- the school's ability to deliver a full range of quality curriculum and social experiences
- whether the schools actually serve the majority of the community in which they are sited
- whether the schools are financially viable
- the physical condition of the premises
- the nature of the site, accessibility to it and scope for expansion

In Warwickshire the smallest schools tend to be located in rural areas and the Government and the Local Authority has a presumption against the closure of rural schools unless there are overriding and compelling reasons. Whilst any structural change to the provision of schools has to consider the needs of the individual community, larger schools provide economies of scale; greater capacity for leadership and more flexibility to support a more diverse and complex curriculum. The Local Authority will therefore keep the issue of school size under review including the consideration of the **amalgamation of infant and junior schools** where appropriate.

The Local Authority will continue to promote innovative patterns of school organisation which encourages schools to work together through collaboration and federation. The LA will support schools, where appropriate, to explore collaborate models of school organisation.

The development of all through 0 -16 or 0- 19 schools will in future be considered, particularly where the primary school would benefit from greater management capacity and access to additional curriculum resource and where the long term sustainability of a secondary school would benefit from being part of a larger entity.

Key points:

- The Authority will continue to review surplus places numbers in schools and with schools with 25% or more surplus places the Authority will state how it intends to address the situation in conjunction with the school.

When considering proposals to reduce the number of schools in an area, or re-organise provision, key drivers will include:

- the educational performance of the school
  - the school's ability to deliver a full range of quality curriculum and social experiences.
  - whether the schools actually serve the majority of the community in which they are sited;
  - whether the schools are financially viable;
  - the physical condition of the premises;
  - the nature of the site, accessibility to it and scope for expansion.
- Amalgamation or federation of separate infant and junior schools will be discussed with the Governing Bodies whenever one headship is to become vacant, or when the schools are involved in a wider review of provision.
  - The Local Authority will continue to promote innovative ways of schools organisation which encourages schools to work together through collaboration and federation. The LA will support schools, where appropriate, to explore collaborate models of school organisation.
  - The development of all through 0 -16 or 0- 19 schools will be considered where conditions are appropriate.

#### 4. Concluding remarks

The factors outlined in this issues paper highlight some of the changing context of school organisation and the complexities of education place planning. It is important that the Local Authority, as the champion of all young people, uses these factors to establish a baseline guide for the education organisation process particularly as the LA works with an increasing diversity of partners. It is the statutory duty of the Authority to ensure there are sufficient education places in their area, promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential.

The Local Authority will be working with providers, employers, local and voluntary organisations and neighbouring authorities to raise achievement, secure access to high quality provision, raise participation and tackle educational inequality

To organise education provision effectively the Local Authority will need to establish itself in a new role as a strategic commissioner rather than purely a provider of places. The movement toward greater diversity of school provision and freedom for schools from central authority has accelerated in recent months. There has already been a rapid movement toward Academy Schools in Warwickshire at secondary level; we wait to see whether this movement gathers momentum in the Primary phase. Certainly, school organisation and educational place planning will need to keep apace of these developments and the possible introduction of other educational partners whether in the form of Free Schools, Studio Schools or University Technical Schools. Alongside these developments demographic pressures and the strategic response of each of five Warwickshire District and Boroughs will heavily influence demand for schools places. Therefore the Framework will need to continue to be flexible and responsive to the changing demands of the educational landscape to ensure not just a sufficiency of places but the highest standard of education is available for Warwickshire children.

# Children and Young People Overview & Scrutiny Committee

14 December 2011

## Work Programme 2011-12

### Recommendation

That the Committee considers the draft work programme, amends as appropriate and puts forwards any recommendations for Task & Finish Groups.

#### 1.0 Draft Programme

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

#### 2.0 Forward Plan items

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

##### Disposal of former school sites

To dispose of various sites and buildings and to reinvest the capital receipts as detailed in the report

**Decision Maker: Cabinet, 16.02.12**

##### Proposed Expansion of Sydenham Primary School

To agree to the issue of Statutory Notices

**Decision Maker: Cabinet, 16.02.12**

##### Proposed amalgamation of Stockingford Infant School and Stockingford Junior School

To agree to the issue of Statutory Notices

**Decision Maker: Portfolio Holder, 24.02.12**

##### Proposed expansion of Lillington Primary School

To agree to the issue of Statutory Notices

**Decision Maker: Portfolio Holder, 24.02.12**

##### School Admission Arrangement 2013/14

To approve the arrangements

**Decision Maker: Cabinet, 15.03.12**

##### North Warwickshire, Nuneaton & Bedworth 16-19 Strategic Area Review

To agree the outcome of the report as a framework for the consideration of future requests for 16-19 provision and structural change in North Warwickshire, Nuneaton and Bedworth.

**Decision Maker: Cabinet, 15.03.12**

##### Proposal to close the Warwickshire PRU

To agree the proposal to close the PRU

**Decision Maker: Cabinet, 15.03.12**



**Proposed amalgamation of Gun Hill Infant School and Herbert Fowler Junior Schools**

To agree the amalgamation by closing the existing schools from 31.08.13 and opening an all-through primary from 01.09.13

**Decision Maker: Cabinet, 15.03.12**

**Proposed amalgamation of Stockingford Infant School and Stockingford Junior School**

To agree the amalgamation with effect from 01.09.2013

**Decision Maker: Cabinet, 19.04.12**

**Proposed expansion of Sydenham Primary School**

To agree the amalgamation with effect from 01.09.2013

**Decision Maker: Cabinet, 19.04.12**

**Proposed expansion of Lillington Primary School**

To agree the amalgamation with effect from 01.09.2013

**Decision Maker: Cabinet, 19.04.12**

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Children and Young People Overview & Scrutiny Committee – work programme 2011/12

MEETING DATE	ITEM AND RESPONSIBLE OFFICER	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
25 April 2012	Area Behaviour Partnerships (Ross Caws)	To monitor the new arrangements for permanent exclusions through Area Behaviour Partnerships and changes to the Pupil Referral Unit.  To review the progress and consider the relevance of the recommendations put forward by the committee in 2009	✓	✓						Raise educational aspirations  Young people are healthier	Move to strategic commissioning  Work with other public sector bodies to integrate services
	Impact of posts lost to the directorate (Hugh Disley)	To consider the impact of staff reductions across all service areas	✓	✓							Ensure services are sustainable and needs-based
	Draft School Organisation Framework (Janet Neale)	To consider the consultation responses, prior to the framework being taken to Cabinet for approval  <b><i>This item may need to be taken outside the meeting – or via a special meeting – prior to the 25 April, to allow for the Committee's views to be considered by Cabinet prior to their decision. Janet Neale to advise.</i></b>			✓						Ensure services are sustainable and needs-based
20 June 2012	Youth service (Peter Hatcher)	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
	Special Educational Review (Jessica Nash)	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
	Ofsted Inspection of Safeguarding and Looked After Children's Services	To provide an update on the implementation of the Action Plan agreed following Ofsted's inspection in November 2011	✓	✓			Improve the reach of child protection  Keep young people safe from harm				
6 September 2012	Libraries (report author TBC)	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
	Safeguarding and Child Protection (Phil Sawbridge)	To update members on the implications of the Munro Review for Warwickshire  To provide assurance that the additional duties of the Director of Children's Services can be carried out without unnecessary risks to child protection  To assess if closer multi-agency working is improving the effectiveness of child protection			✓	✓	Improve the reach of child protection  Keep young people safe from harm				

**Children and Young People Overview & Scrutiny Committee – work programme 2011/12**

MEETING DATE	ITEM AND RESPONSIBLE OFFICER	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

<i>Dates to be fixed</i>	Education of Vulnerable Pupils (Mark Gore to advise when a report would be appropriate)	To update members on the emerging strategy for the education of vulnerable children  To provide members with latest available data on numbers of vulnerable children in Warwickshire			✓	✓	Keep young people safe from harm				Raise educational aspirations	
	Traded Services (Greta Needham)	To update members on the buy-back of the authority's traded services offer to schools			✓	✓						
	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
	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