

**MEETING****CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE****DATE AND TIME****THURSDAY 17TH NOVEMBER, 2016****AT 7.00 PM****VENUE****HENDON TOWN HALL, THE BURROUGHS, LONDON NW4 4BQ****TO: MEMBERS OF CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE (Quorum 3)**

Chairman: Councillor Reuben Thompstone  
Vice Chairman: Councillor Bridget Perry

Councillor Rebecca Challice	Councillor Alison Cornelius	Councillor Val Duschinsky
Councillor Helena Hart	Councillor Anne Hutton	Councillor Kathy Levine
Councillor Kath McGuirk		

**Substitute Members**

Councillor Lisa Rutter	Councillor Stephen Sowerby	Councillor Tom Davey
Councillor Ammar Naqvi	Councillor Adam Langleben	Councillor Pauline Coakley Webb

**Co-opted Members**

Darren Warrington	Marilyn Nathan	Kevin McSharry
Gladys Vendy	Denis Carey	Vacancy

In line with the Constitution's Public Participation and Engagement Rules, requests to submit public questions or comments must be submitted by 10AM on the third working day before the date of the committee meeting. Therefore, the deadline for this meeting is Monday 14<sup>th</sup> November at 10AM. Requests must be submitted to Edward Gilbert 020 8359 3469 [edward.gilbert@barnet.gov.uk](mailto:edward.gilbert@barnet.gov.uk)

**You are requested to attend the above meeting for which an agenda is attached.**

**Andrew Charlwood – Head of Governance**

Governance Service contact: Edward Gilbert 020 8359 3469 [edward.gilbert@barnet.gov.uk](mailto:edward.gilbert@barnet.gov.uk)

Media Relations contact: Sue Cocker 020 8359 7039

**ASSURANCE GROUP**

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# Decisions of the Children, Education, Libraries & Safeguarding Committee

21 September 2016

## Members Present:-

AGENDA ITEM 1

Councillor Reuben Thompstone (Chairman)

Councillor Bridget Perry (Vice-Chairman)

Councillor Alison Cornelius

Councillor Kathy Levine

Councillor Helena Hart

Councillor Val Duschinsky

Councillor Anne Hutton

Councillor Pauline Coakley Webb (substitute)

Councillor Kath McGuirk

## Also in attendance (as a Co-opted Member):-

Marilyn Nathan

## Apologies for Absence:-

Councillor Rebecca Challice

Gladys Vendy

Kevin McSharry

Simon Clifford

## Absent:-

Denis Carey (Co-opted member)

Darren Warrington (Co-opted member)

## 1. MINUTES OF THE LAST MEETING

**RESOLVED** – The minutes of the meeting held on 12<sup>th</sup> July 2016 were agreed as a correct record.

*N.B. the word 'unanimously' was removed from the draft minutes in respect to item 8 – Early Years Performance Report, Progress Update.*

## 2. ABSENCE OF MEMBERS

An apology for absence was received from Councillor Rebecca Challice, who was substituted by Councillor Pauline Coakley Webb.

Apologies for absence were also received from co-opted members Gladys Vendy, Kevin McSharry and Simon Clifford.

Co-opted members Denis Carey and Darren Warrington were absent.

## 3. DECLARATIONS OF MEMBERS DISCLOSABLE PECUNIARY INTERESTS AND NON-PECUNIARY INTERESTS

The following interests were declared:

Councillor	Items	Nature of interest	Detail
Anne Hutton	8 & 9	Non-pecuniary	That the councillor is a trustee of the Barnet Carer Centre and Barnfield Children's Centre
Reuben Thompstone	8 & 9	Non-pecuniary	That the councillor is a member of the Children's Safeguarding Board.

**4. REPORT OF THE MONITORING OFFICER (IF ANY)**

None.

**5. PUBLIC QUESTIONS AND COMMENTS (IF ANY)**

None.

**6. MEMBERS' ITEMS (IF ANY)**

None.

**7. SCHOOL PLACE PLANNING**

The Commissioning Director, Children and Young People, and Programme Director, Education and Learning, introduced the item which related to School Place Planning.

During the course of the discussion, the Programme Director, Education and Learning, was requested to circulate information to the committee following the meeting regarding the number of 'out of borough' students at Barnet schools.

Following discussion of the report, the Chairman moved to the recommendations as laid out in the cover report, which were agreed by the committee.

The following was therefore **RESOLVED**:

- 1. The Children, Education, Libraries and Safeguarding Committee noted the future requirements for school places up to 2019/20;**
- 2. The Children, Education, Libraries and Safeguarding Committee noted the progress in delivering new primary, secondary and special school places to date;**
- 3. The Children, Education, Libraries and Safeguarding Committee noted the potential future school expansions that are in development, and the free school proposals that are currently being considered by central government that will contribute to meeting future need.**

## **8. BARNET SAFEGUARDING CHILDREN BOARD (BSCB) ANNUAL REPORT**

The Independent Chair of the Barnet Safeguarding Children Board was invited by the Chairman to introduce the item to the committee, which related to the Barnet Safeguarding Children Board (BSCB) Annual Report.

During the discussion of the item, the Independent Chair of the Barnet Safeguarding Children Board agreed to circulate the following information to the committee following the meeting:

- In respect to page 57 of the agenda report pack, a more detailed breakdown about the 98% of children assessed by CAMHS within 13 weeks of referral (i.e. number of children assessed within 2 weeks, within 4 weeks etc...). In addition to this, more information was requested in respect to the health reasons for the referral of those young people to CAMHS;
- Further detail on whether there has been an increase in any specific mental illness in those young people who have been referred to CAMHS;
- Whether those children referred to CAMHS with more serious illnesses or issues were seen earlier than others.

Following discussion of the report, the Chairman moved to the recommendations as laid out in the cover report, which were agreed by the committee.

The following was therefore **RESOLVED**:

- 1. The Committee noted the Annual Report of the Barnet Safeguarding Children Board, which was attached at Appendix A;**
- 2. The Committee noted the summary Safeguarding Children's Board Business Plan for 2016-18, attached at Appendix B, and supports the approach intended to ensure a continued, robust multi-agency approach to safeguarding children in Barnet, with involvement from the Council, Barnet Clinical Commissioning Group (CCG), NHS Trusts, the Police and the Voluntary Sector.**

## **9. RESPONSE TO ANNUAL SAFEGUARDING BOARD REPORT**

The Assistant Director (Social Care) Child was invited by the Chairman to introduce the item, which related to the council's response to the Annual Safeguarding Board Report, and the subsequent item, to the committee.

Following discussion of the report, the Chairman moved to the recommendations as laid out in the cover report, which were unanimously agreed by the committee.

The following was therefore **RESOLVED**:

- 1. The Committee noted the Council response to the BSCB Annual Report 2015/16 and agreed for it to be submitted to the BSCB for its consideration.**

Votes were recorded as follows:

For	9
Against	0
Abstain	0

## 10. FAMILY SERVICES ANNUAL COMPLAINTS REPORT 2015/16

The Commissioning Director, Children and Young People, and the Assistant Director (Social Care) introduced the item, which related to the Family Services Annual Complaints Report 2015/16.

Following discussion of the report, the Chairman moved to the recommendations as laid out in the cover report, which were agreed by the committee.

The following was therefore **RESOLVED**:

- 1. The Children, Education, Libraries and Safeguarding committee noted the report and its appendix.**

## 11. PLANNING FOR EARLY EDUCATION AND CHILDCARE PLACES

The Head of Early Years was invited by the Chairman to introduce the item to the committee, which related to the planning for early education and childcare places.

Following discussion of the item the Chairman moved to the recommendations as laid out in the cover report, which were agreed by the committee.

The following was therefore **RESOLVED**:

- 1. The Children, Education, Libraries and Safeguarding (CELS) Committee noted the progress in delivering early education and childcare places and the future requirements for places up to 2019/20;**
- 2. The Children, Education, Libraries and Safeguarding Committee noted the investment requirements set out in paragraph 5 of the report that will be considered as part of the Council's business planning process to prepare the Council's medium term financial strategy to be considered by the Policy and Resources Committee.**

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*At this point of the meeting the Chairman altered the order of the agenda so that the item on Early Years Funding be considered before the item on School Performance in Barnet 2016 (provisional).*

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## 12. EARLY YEARS FUNDING

The Strategic Lead, Children and Young People, and the Commissioning Director, Children and Young People, introduced the report, which related to Early Years funding.



During discussion of the item, the Chairman moved a motion to alter the wording of recommendations 1 and 2 so that they include the wording ‘in consultation with the Chairman of the Children, Education, Education, Libraries and Safeguarding Committee’, as seen as follows:

1. *Delegate to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee – authority to consult early years providers on any potential changes as a consequence of further published Government regulation or guidance, expected in Autumn 2016;*
2. *Delegate to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee – authority to make any necessary amendments to the early years funding formula, following consultation.*

The motion was seconded by Councillor Helena Hart. Votes on the motion were recorded as follows:

For	5
Against	4
Abstain	0

The motion was declared carried and therefore became the substantive motion.

Councillor Anne Hutton then moved a motion to alter the wording of the substantive motion (amended recommendations 1 & 2) to add the words ‘and lead opposition spokesperson of the committee’, as seen as follows:

1. *Delegate to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee and lead opposition spokesperson of the committee – authority to consult early years providers on any potential changes as a consequence of further published Government regulation or guidance, expected in Autumn 2016;*
2. *Delegate to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee and lead opposition spokesperson of the committee – authority to make any necessary amendments to the early years funding formula, following consultation.*

The motion was seconded by Councillor Kath McGuirk. Votes on the motion were recorded as follows:

For	4
Against	5
Abstain	0

The motion therefore did not carry.

The Chairman then moved to the recommendations 1 and 2 as amended by the substantive motion. Votes were recorded as follows:

For	5
Against	0
Abstain	4

The committee agreed recommendation 3 as laid out in the cover report.

The following was therefore **RESOLVED**:

**The Children, Education, Libraries and Safeguarding Committee:**

- 1. Delegated to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee – authority to consult early years providers on any potential changes as a consequence of further published Government regulation or guidance, expected in Autumn 2016;**
- 2. Delegated to the Commissioning Director, Children and Young People (Director of Children’s Services) – in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee – authority to make any necessary amendments to the early years funding formula, following consultation;**
- 3. Noted the council’s draft response to the consultation document from the Department for Education (DfE) on the Early Years National Funding Formula (EYNFF).**

**13. SCHOOL PERFORMANCE IN BARNET, 2016 (PROVISIONAL)**

The Director of Education and Skills was invited by the Chairman to introduce the item to the committee, which related to provisional school performance in Barnet 2016.

Following discussion of the report, the Chairman moved to the recommendations as laid out in the cover report, which were agreed by the committee.

The following was therefore **RESOLVED**:

- 1. That the Children, Education, Libraries and Safeguarding Committee noted the provisional school performance in Barnet for the academic year 2015-16;**
- 2. That the Children, Education, Libraries and Safeguarding Committee noted the proposed commissioning priorities for school improvement for the academic year 2016/17 (based on data available so far) set out in section 1.5 of the report.**

**14. CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE WORK PROGRAMME**

A Member requested that the Education Green Paper be brought for discussion at the next meeting of the committee, so to enable the Committee to determine if they wished to respond to the consultation. (**Action**)

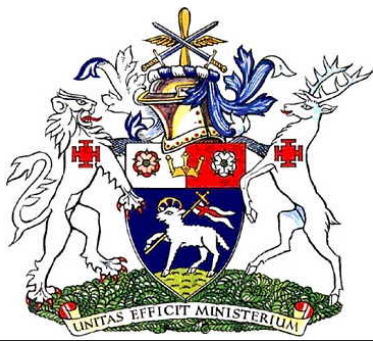
**RESOLVED that the committee noted the 2016-2017 work programme.**

**15. ANY OTHER ITEM(S) THAT THE CHAIRMAN DECIDES ARE URGENT**

None.

The meeting finished at 9.00 pm

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## Children, Education, Libraries and Safeguarding Committee

**17 November 2016**

<b>Title</b>	<b>National education policy proposals and developments in Barnet</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	None
<b>Officer Contact Details</b>	Chris Munday, Commissioning Director, Children and Young People and the Director of Children’s Services <a href="mailto:Chris.munday@Barnet.gov.uk">Chris.munday@Barnet.gov.uk</a>  Ian Harrison, Education and Skills Director <a href="mailto:Ian.j.harrison@Barnet.gov.uk">Ian.j.harrison@Barnet.gov.uk</a> 0208 359 7692

### Summary

This report provides a short overview of the government’s education proposals contained in the consultation paper ‘Schools that work for everyone’. It also updates the Children, Education, Libraries and Safeguarding Committee on the outcome of the service reviews undertaken by Cambridge Education as part of the new partnership to provide Barnet’s education support services from 1<sup>st</sup> April 2016.

## Recommendations

1. That the Children, Education, Libraries and Safeguarding Committee note the Government's consultation on proposals for education reform.
2. That the Children, Education, Libraries and Safeguarding Committee note the outcome of the education service reviews undertaken by Cambridge Education.

### 1. WHY THIS REPORT IS NEEDED

- 1.1 This report advises the CELS Committee of national policy developments and proposals in relation to the provision of education. The report updates the committee on the progress made by the council's strategic partner, Cambridge Education, in reviewing and re-shaping education services in response to the national policy landscape, the needs of Barnet schools and the requirements to deliver savings for the council.

#### **A. Government proposals for 'Schools that work for everyone'**

- 1.2 On 12<sup>th</sup> September, the Government launched its consultation on 'Schools that work for everyone' and on the 21<sup>st</sup> September, the Commissioning Director for Children and Young People gave a short briefing on the main elements of the proposal to the CELS committee. In summary, the consultation has four main strands and within each strand there are a number of proposals.

- 1.3 **Selective schools:** one strand relates to a proposal for selective (grammar) schools to provide more school places whilst ensuring that they are open to children from all backgrounds. The government proposals to achieve this ambition are to:

- Support existing grammar schools to expand in certain conditions, supported through a dedicated capital fund of up to £50m a year
- Permit the establishment of new selective schools
- Permit existing non-selective schools to become selective
- Apply conditions on new or expanding schools to ensure that new or expanding selective schools contribute in a meaningful way to improving outcomes for all pupils
- Introduce sanctions to hold selective schools to account for these conditions
- Apply conditions to ensure selective schools contribute in a meaningful way to improving outcomes for all pupils:
  - Take a proportion of pupils from lower income households
  - Establish a new non-selective secondary school
  - Establish a primary feeder in an area of low income
  - Partner with existing non-selective schools or sponsor an underperforming school

- Ensure opportunities to join at different ages
  - Introduce sanctions to hold selective schools to account:
    - Remove access to additional funding streams
    - Remove right to select
    - Restrict access to future growth.
- 1.4 In Barnet, there are three schools that select their pupils based on academic ability – Henrietta Barnet, St Michael’s and Queen Elizabeth Boys’ school. Although all different in nature in relation to the pupils they serve, they share some similar characteristics: all three schools perform well above the Barnet average, have a smaller proportion of Barnet residents and have a lower level of children on free school meals compared to Barnet schools overall.
- 1.5 Ahead of the consultation, Henrietta Barnet had already expressed an ambition to consider an expansion of places. As an Academy, the approval route of any expansion is through the Department for Education’s Regional Schools Commissioner. Until the government’s consultation is complete and the outcome known, it is not likely that there will be any further information to report on this ambition or on any ambition of any other Barnet Academy or community school to introduce selection by academic ability.
- 1.6 Faith schools:** one strand relates to an ambition for faith schools to deliver more good school places, while meeting strengthened safeguards on inclusivity. The government proposals to achieve this ambition are to:
- Remove the 50% cap on faith-based admissions to over-subscribed new faith schools (new academies and free schools)
  - Replace with a series of strengthened safeguards to promote inclusivity:
    - Prove there is demand for places from parents of other faiths
    - Establish twinning arrangements with schools of other faiths
    - Consider mixed-faith multi-academy trusts, including becoming a sponsor for underperforming non-faith schools
    - Consider placing an independent member or director of a different faith or no faith on the governing body
- 1.7 In Barnet, there are a range of faith schools offering a diverse offer. Those that were established as voluntary aided tend to have 100% faith based admissions although not all. Academies and free schools more recently established as faith schools are subject to the 50% cap. However, as outlined in the government consultation, in practice, many of these schools comprise almost entirely pupils of faith.
- 1.8 Independent schools:** one strand relates to an ambition that independent schools directly assist the state-funded sector and do more to increase the number of good and outstanding school places in the state system, giving more ordinary students access to the education they deliver. The government proposals to achieve this ambition are for:
- Schools with capacity and capability to meet one of two expectations in recognition of their charitable status:
    - To sponsor an academy or new free school in the state sector

- To offer a certain proportion of places as fully funded bursaries to those insufficiently wealthy to pay fees
- Smaller schools will be asked to:
  - Provide direct school to school support with state schools
  - Support teaching in minority subjects
  - Ensure senior leaders become directors of multi academy trusts
  - Provide greater expertise and access to facilities
  - Provide sixth form scholarships to pupils in local school

There are a number of independent schools in Barnet and to date, the council is not aware of any formal sponsorship of new state schools by independent schools located in Barnet. Informal partnerships between schools are an increasingly common feature and this includes between state and independent schools.

- 1.9 **Universities:** Universities playing a direct role in improving school quality and pupil attainment as a condition for charging higher fees; higher education institutions will be required to:
- Establish a school in the state system
  - Sponsor an academy in the state system

Middlesex University is located within the borough and has a long established reputation within the education sector, mainly in relation to the provision of teacher training. Through this, the University already works with schools and early years settings in Barnet, other London boroughs and some surrounding counties.

- 1.10 Overall, it is the proposal to expand selective education that has received the most public and media debate since the publication of the consultation document. The council is not proposing to submit a response. It is possible that the proposals will be further shaped as legislation progresses through the parliamentary system and once the policy direction is confirmed, it will be possible to provide a more detailed paper on potential implications for Barnet.

1.11 **B. White Paper, Education Excellence Everywhere, March 2016**

Earlier in the year, the Government produced a White Paper that contained a number of measures for all schools to become academies and for a reduced role for local authorities in relation to school improvement. The government has now announced that new legislation will not be taken forward. On the 27th October 2016, Justine Greening, the Secretary of State for Education made a ministerial statement that included the following:

*‘Our ambition remains that all schools should benefit from the freedom and autonomy that academy status brings. Our focus, however, is on building capacity in the system and encouraging schools to convert voluntarily. No changes to legislation are required for these purposes and therefore we do not require wider education legislation in this session to make progress on our ambitious education agenda’.*



### **C. Government proposals to reform school funding**

- 1.12 At its meetings on the 14<sup>th</sup> June 2016 and 21<sup>st</sup> September 2016, the CELS committee has been advised of government proposals to reform the school funding system through the introduction of a national funding scheme for school funding and for early years funding. No further information has been published.
- 1.13 The Government is also planning to remove the Education Services Grant paid to local authorities to carry out its statutory education functions.

### **D. Barnet Partnership with Cambridge Education (BCE)**

- 1.14 The new partnership service, Barnet with Cambridge Education, commenced on the 1st April 2016. It undertook to carry out reviews of all services over the first 100 working days of the contract in order to ensure services were well placed to deliver Barnet's ambition for education, to deliver the savings required and to meet the needs of Barnet schools.
- 1.15 All the reviews have now been completed, with each review being led by an external adviser with specialist knowledge and experience in the area. The reviews were undertaken to provide a clear understanding of current delivery and performance of the service area, and to identify opportunities for service improvement, business development and efficiency savings within the context of national and local requirements over the period of the contract.
- 1.16 The reviews involved:
- Scrutiny of a range of documentation across the service areas
  - Meetings/interviews with Heads of Service and team leaders
  - Discussions with staff
  - Stakeholder meetings
  - Desk top analysis of current performance data.
- 1.17 Overall the key findings were very positive with most services reported to be effective and well-regarded by schools. Relationships between services and schools were found to be good and a sound basis for an ongoing tri-partite partnership between Cambridge Education, the council and schools.
- 1.18 However, some aspects of statutory SEN service provision were performing less well. In some cases, assessments were taking longer than required and some schools reported difficulties in liaising and communicating with the service. The review also identified that more could be done to communicate effectively with parents and families. Changes have already been introduced as a result. SEN performance is being closely monitored and improvements are now being reported.
- 1.19 Some schools were also concerned about the cost of the traded Governors clerking service.
- 1.20 Cambridge Education is proposing a number of service changes as a result of the reviews that fall under the following headings:
- Organisational structure – the service will be re-organised to strengthen the service and to provide a stronger infrastructure for supporting the growth of traded services.

- Investment in IT systems – investment in systems and data storage that will release efficiency savings, particularly in respect of printing costs and document storage.
- Efficiency – areas identified include bringing together business support functions, reducing the cost of transport for children with special educational needs and reducing the cost of printing
- Business development and growth – a Barnet Partnership brand will be developed to provide a one stop shop for Barnet with Cambridge Education traded services to schools, enforcing common systems and processes across traded services and a centralised approach to business planning, service pricing and marketing. Opportunities to sell to other local authorities, independent schools, Multi Academy Trusts, out of borough schools, Academy chains etc. will be pursued.
- Special educational needs – service improvements are planned and now underway. These include reviewing business processes to remove bottlenecks, identifying particular caseworkers to focus on different tasks to build up expertise, prioritising new Education, Health and Care plans to ensure they are completed on time and developing ways to increase parental and family participation in the assessment process.
- Governor services – the current traded service offer is being revised in the light of feedback from schools and a new model is in development. A small team of Governor Advice Officers, supported by a number of associate clerks will be established (similar to the model operated for school improvement). Moving to this new model will require fewer permanently employed staff and every effort will be made to avoid redundancies. These proposals are currently the subject of consultation with staff and trade unions, as part of the wider consultation on restructuring the Education and Skills service.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 This report provides a short overview of the government’s education proposals contained in the consultation paper ‘Schools that work for everyone’. It also updates the Children, Education, Libraries and Safeguarding Committee on the outcome of the service reviews undertaken by Cambridge Education as part of the new partnership to provide Barnet’s education support services from 1<sup>st</sup> April 2016.

### **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

3.1 None.

### **4. POST DECISION IMPLEMENTATION**

4.1 None.

### **5. IMPLICATIONS OF DECISION**

#### **5.1 Corporate Priorities and Performance**

5.1.1 The quality of the education offer is at the heart of Barnet's continuing success as a place where people want to live, work and study. It plays a crucial part in making Barnet family friendly, with many families attracted to the area by the good reputation of Barnet's schools. Excellent educational outcomes and ensuring children and young people are equipped to meet the needs of employers are key to deliver the Council's vision set out in its Corporate Plan 2015-20 for:

- Barnet's schools to be amongst the best in the country, with enough places for all, and with all children achieving the best they can
- Barnet's children and young people to receive a great start in life and
- For there to be a broad offer of skills and employment programmes for all ages

#### **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

5.2.1 Any staffing implications arising out of the review of education support services relate to staff employed by Cambridge Education and the small number of staff on joint employment contracts.

5.2.2 In relation to school funding, the Committee have received reports on the 14<sup>th</sup> June 2016 and the 21<sup>st</sup> September 2016 and there is nothing further to report at this stage.

5.2.3 Barnet currently receives an estimated £2.6m of general rate funding from the Education Services Grant (ESG). The Government announced the removal of the general funding rate from 2017/18. For 2017/18 Barnet will receive transitional ESG funding (yet to be confirmed) for the general rate funding from April to August 2017, after which it will be removed. The government has stated its intention to amend regulations to allow local authorities, with the agreement of the Schools Forum, to retain some of their schools block funding to cover the statutory duties that they carry out for maintained schools which were previously funded through the ESG. Further details of this are awaited

#### **5.3 Legal and Constitutional References**

5.3.1 As set out in the responsibility for functions (Annex A) of the Council Constitution (Section 15a), the Children, Education, Libraries and Safeguarding Committee has responsibility to lead the Council's

responsibilities under the Children Act 2004 and Education and inspection Act 2007.

5.3.2 Section 13 of the Education Act 1996 place a duty on local authorities to secure efficient primary, secondary and further education are available to meet the needs of the population of their area. Section 13A requires local authorities to ensure that their functions are exercised with a view of promoting high standards, ensuring fair access to opportunity for education and training and promoting fulfilment of learning potential for children and young people in its area. Section 14 requires local authorities to secure sufficient schools and sufficient is defined by reference to number, character and equipment to provide appropriate education based on age, ability and aptitude, as well as ensuring diversity of provision. These duties are overarching duties and apply regardless of whether schools are maintained by the local authority or independent of local authority support.

5.3.3 Part 4 of the Education and Inspections Act 2006 contains powers and duties in relation to schools causing concern. The powers of intervention apply in relation to maintained schools only. For Academy schools, local authorities should raise any concerns with the Department for Education. Section 72 of this Act requires local authorities to have regard to Government guidance when exercising its functions under Part 4. The latest guidance, Schools Causing Concern, published in March 2016, confirms that school improvement should be led by schools. The local authority role should be to champion excellent education, including monitoring performance, taking swift and effective action in maintained schools, intervening early, encouraging good and outstanding schools to support others and securing strong leadership and governance. This revised guidance also sets out the role and powers of Regional Schools Commissioners in relation to both Academies and underperforming maintained schools, in particular those that meet the DfE's definition of 'coasting' and those judged by OfSTED to be inadequate.

#### **5.4 Risk Management**

5.4.1 None.

#### **5.5 Equalities and Diversity**

5.5.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to: eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010; advance equality of opportunity between people from different groups; foster good relations between people from different groups.

5.5.2 The broad purpose of this duty is to integrate considerations of equality into day to day business and to keep them under review in decision making, the design of policies and the delivery of services.

5.5.3 School improvement monitoring, supporting and challenging arrangements ensure that the quality of education in Barnet is maintained and improved. Outcomes for all groups of children and young people are monitored including children with special educational need, children in receipt of free school meals

and children looked after. Barnet's Children and Young People Plan and Barnet's Education Strategy, both have a strong focus on improving outcomes for disadvantaged groups of children and young people.

#### 5.6 **Consultation and Engagement**

The government consultation on 'Schools that work for everyone' is open until 12<sup>th</sup> December 2016. Details of the consultation can be found on [www.gov.uk/government/consultations](http://www.gov.uk/government/consultations).

### 6. **BACKGROUND PAPERS**

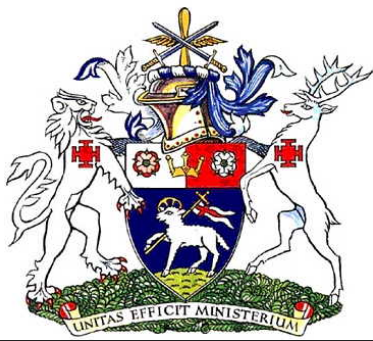
Children, Education, Libraries and Safeguarding Committee, *Annual Report on school funding in Barnet and the Government's consultation on a national school funding formula*, 14<sup>th</sup> June 2016

<http://barnet.moderngov.co.uk/documents/s32469/Annual%20Report%20on%20school%20funding%20in%20Barnet%20and%20the%20Governments%20consultation%20on%20a%20national%20school%20fun.pdf>

Children, Education, Libraries and Safeguarding Committee, *Early Years funding* 21st September 2016

<http://barnet.moderngov.co.uk/documents/s34669/Early%20Years%20funding.pdf>

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## Children, Education, Libraries and Safeguarding Committee

**17 November 2016**

<b>Title</b>	<b>Business Planning</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	<p>Appendix A: Vision and Commissioning Priorities of the Children, Education, Libraries and Safeguarding Committee</p> <p>Appendix B: Proposed revenue savings of the Children, Education, Libraries and Safeguarding Committee 2017/18 to 2019/20</p>
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### Summary

A Business Planning report was considered by Policy and Resources Committee on the 28 June 2016 outlining the council’s updated Medium Term Financial Strategy (MTFS) to 2020. The paper set out the proposed revenue and capital budget amendments for 2016/17 as well as setting out the previously agreed savings requirements across Theme Committees for the period 2017-20.

Theme Committees are asked to confirm delivery of savings against plans agreed at the March 2016 Council meeting. The overall targets for Theme Committees remains the same and any proposals that are either not achievable or will not deliver on their original Estimate will need to be supplemented by bringing forward new proposals to meet the gap.

The budget projections through to 2020 are indicative figures. The budget will be formally agreed each year, after appropriate consultation and equality impact assessments, as part of Council budget setting, and therefore could be subject to change.

The Committee is asked to agree the vision and commissioning priorities for 2017/18, which will form the basis of the Commissioning Plan, to be brought to Committee in March 2017.

## **Recommendations**

- 1. That the Committee agree the Vision and Commissioning Priorities as set out in Appendix A.**
- 2. That the Committee recommend the savings programme as set out in Appendix B to the Policy and Resources Committee.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 The past five years have been challenging for all local authorities; the combination of reduced public spending and increasing demand meant that Barnet needed to save £75 million between 2011 and 2015, just over a quarter of its budget. As far as possible, the council sought to meet this challenge through savings to the 'back office' to protect our front-line services. During this time of significant challenge, the council has seen levels of resident satisfaction remain high both in terms of satisfaction with the council as well as with a range of local services. The latest Residents' Perception Survey indicates that 89 per cent of residents are satisfied with Barnet as a place to live and 77 per cent feeling that the council is doing a good job.
- 1.2 With financial pressure on the council set to continue, the next four years will continue to present challenges however, there will also be some significant opportunities. Savings plans to close the £80.1 million gap (2016-20) were agreed by Full Council in March 2016, with £5 million to be funded by reserves in 2019/20. Funding savings from reserves is not sustainable in the long term, however, the chief financial officer recognises that the council tax base beyond 2020 is expected to increase, based on projected council tax receipts from new housing in the west of the borough and therefore the use of reserves is projected to be necessary for one year only.



- 1.3 However, in spite of these challenges, there are significant opportunities for Barnet, with a focus on protecting vital services by managing demand and directing resource to those most in need. Successful demand management relies on an understanding of the types of demand that are arising, and how we can re-profile this demand to deliver positive outcomes. Many of our service transformation programmes have demand management at their core to ensure that this objective is met. There is also an increased focus on building community resilience; helping residents to help themselves so that they are equipped to do more for their communities and become less dependent on statutory services.
- 1.4 As funding from central Government reduces to zero, the council will need to generate its income through local and regional sources of funding – Council Tax, Business Rates, fees and charges, and the commercialisation of some services where appropriate. Whilst challenging, this also provides all authorities with an opportunity as the further devolution of funding means that increasingly, councils will become masters of their own destinies. The council is also placing an increased focus on investment in infrastructure and is continuing with its ambitious regeneration plans, which will create over 20,000 new homes and 30,000 new jobs in the borough. Our regeneration programme will also generate more than £11m in recurrent income by 2025 and £50m in one off income by 2020, which is to be invested in the borough’s infrastructure.
- 1.5 Theme Committees are asked to confirm delivery of savings against plans agreed at the March 2016 Council meeting. The overall targets for Theme Committees remains the same and any proposals that are not either unachievable or will not deliver on their original estimate will need to be supplemented by bringing forward new proposals to meet the gap.

## **1.6 STRATEGIC DIRECTION**

- 1.6.1 The vision, set out in the Children and Young People’s Plan, is to make Barnet the most Family Friendly Borough in London by 2020, through a resilience based approach. In a ‘Family Friendly’ Barnet, children and families are able to:
- keep themselves safe
  - achieve their best
  - be active and healthy
  - have their say and be active citizens
- 1.6.2 Barnet is now forecast to have the largest number of children of any London Borough by 2020. In general, children and young people in Barnet do well and have good health outcomes; access to good and outstanding schools; good education performance; achieve well across all key stages of education; and have low rates of offending.
- 1.6.3 However, there is a need to ensure that all children achieve good outcomes and there continues to be a group of children, young people and families in the borough for whom this is not the case. We have seen demand for

specialist services increase over the last 12 months, for example, to support children at risk of sexual exploitation, neglect or gang-related activity.

- 1.6.4 We will focus resources around these families' needs, and wherever possible work with families to build their resilience and stop problems escalating. We need, either directly or through partnerships, to deliver effective, safe and high quality services that continue to meet the needs of children and young people within the borough. At the same time, the challenging financial climate in which we are operating requires a focus on ensuring that all resources are deployed effectively to deliver the key outcomes and priorities for the Committee.
- 1.6.5 The proposed vision and commissioning priorities for the Children, Education, Libraries and Safeguarding Committee are attached at Appendix A. This will form the basis of the Children, Education, Libraries and Safeguarding Commissioning Plan which will come to Committee in March 2017. Appendix B details the revenue savings proposed for the Children, Education, Libraries and Safeguarding Committee through to 2019/20.

## **1.7 REVENUE SAVINGS FOR 2017/18**

- 1.7.1 The challenging financial climate in which we are operating requires a focus on ensuring that all resources are deployed effectively to deliver the key outcomes and priorities for the Committee. Appendix B details the revenue savings proposed for the Children, Education, Libraries and Safeguarding Committee through to 2019/20. The following paragraphs describe in more detail revenue saving proposals for 2017/18.
- 1.7.2 **Contract Management:** Each year the Council provides monies to address inflationary pressures in commissioned services. This saving consists of containing inflation on contracts and improved contract management and negotiation of better rates across a range of contracts. It is an efficiency saving, not a change in the way services are delivered and so it is not anticipated to have an impact on service delivery, customer satisfaction or equalities. However, risk remains that it will not be possible to contain inflation to the extent envisaged.
- 1.7.3 **Placements for children with special educational needs:** These savings will be delivered through the appropriate allocation of education costs for joint placements for children under the age of 18. This proposal is not expected to impact on service delivery.
- 1.7.4 **Continuing care:** The council will ensure that all eligible children with disabilities and other limiting conditions are receiving continuing care funding from the NHS to better meet their health and care needs. This proposal is not expected to impact on service delivery.
- 1.7.5 **Early years:** These savings will be delivered through using the public health grant to fund service levels above the statutory minimum (£1.5m), intervening early before needs escalate. This proposal is not

expected to impact on service delivery. The further savings in 17/18 will be delivered through a reorganisation of the central early years functions, which is also not expected to impact on service delivery.

**1.7.6 Libraries:** The savings will be delivered through implementing the library strategy, which was agreed by Council in April 2016. The strategy maintains all 14 library sites whilst delivering savings. This will be achieved through reducing the size of the library area to release space for commercial letting, reducing the number of staffed hours at each site whilst increasing the overall number of opening hours through the use of technology. The timetable for delivering the reconfigured library space at each site and the new technology by the 1<sup>st</sup> April 2017 is challenging.

**1.7.7 Child and Adolescent Mental Health Service:** This saving was delivered in 16/17 through a contract negotiation. This has not impacted on service delivery. Work is currently being undertaken with the Clinical Commissioning group to jointly remodel children's mental health and well-being services in order to re-commission a service that is based on resilience, prevention and embedded within the community.

**1.7.8 Education and Skills:** Cambridge Education are contracted to deliver savings as part of its new partnership with the council to provide education support services. The aims of the partnership are to maintain an excellent education offer, an excellent relationship with schools whilst achieving the budget savings required. The savings will be delivered through a programme of efficiencies and by increasing the trading of services with schools and other local authorities.

## **1.8 PLANNING FOR FUTURE YEARS SAVINGS 2018/19 to 2019/20**

**1.8.1** Whilst the focus is on delivering the year on year savings, planning for further savings from 2018/19 is also underway and the key areas of activity are set out below:

**1.8.2 Development of a new model of social work practice and intervention** to reduce the need for high cost placements and reduce the number of adolescents in our care, especially in residential provision. To successfully improve outcomes for our children and families we need to work with them to build their resilience. There is a need for even more purposeful social work practice by professionals with the skills, the practice model and the autonomy to achieve the best for our children. Building on the existing strength of the workforce, the Council will work with social workers and other children's services professional to continue to embed tools to support our model of resilience based practice like Signs of Safety and Family Group Conferences. This in turn impacts on the levels of demand into the service and seeks to result in cost efficiencies.

**1.8.3 Developing new ways to increase the sustainability of services within available resources:** The Council will work closely with its staff and explore

the opportunities for and support required for the development of a children's services led, non-for-profit organisation to provide our services for children and young people. This will include all our early years, youth, preventative and social care services. At the core of this proposal is the need to explore with our staff the best ways to enable them to do their jobs effectively, considering, with them, an organisational form that places outstanding practice in children's service at the centre, and that appropriately integrates provision around the needs of the child.

- 1.8.4 **Further reshaping of early intervention and prevention services** to provide effective, targeted interventions which reduce the need for higher cost interventions: The Council will also consider the future strategies for the delivery of Early Years and Youth Services to ensure that they are focussed to deliver critical targeted services that build resilience. The further review of Early Years will consider the changing landscape in early years with the development of additional 2 year old provision and proposed increased hours in provision available to working parents of 3 and 4 year olds.

## **2 REASONS FOR RECOMMENDATIONS**

- 2.1 This report and appendices set out the vision and priorities of the Children, Education, Libraries and Safeguarding Committee and proposals for how the Children, Education, Libraries and Safeguarding Committee will achieve the revenue savings to deliver target savings confirmed by the Council's Policy and Resources Committee on 28 June 2016.

## **3 ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The alternative approach is not to approve the savings programme. This, however, is not considered good practice and may expose the Council to the risk of not achieving its savings targets.

## **4 POST DECISION IMPLEMENTATION**

- 3.1 The savings proposals will be considered by the Policy and Resources Committee on 1 December 2016 and will form part of the delivery of the Council's Medium Term Financial Strategy.

## **5 IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

- 5.1.1 The Council's Corporate Plan for 2015-20 sets the vision and strategy for the next five years based on the core principles of **fairness, responsibility and opportunity**, to make sure Barnet is a place:
- Of opportunity, where people can further their quality of life
  - Where people are helped to help themselves, recognising that prevention is better than cure
  - Where responsibility is shared, fairly
  - Where services are delivered efficiently to get value for money for the

taxpayer.

## **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.2.1 The present budget for Family Services is projecting a £0.507m overspend as at the end of quarter 2, which represents 1.0 per cent of the total Delivery Unit budget (£50.550m). This is primarily due to the number of agency staff covering vacant posts and pressure on the unaccompanied asylum seeking children budget. The delivery unit has been working with Capita to reduce the level of agency staff.
- 5.2.2 The total revenue saving proposed between 2017/18 and 2019/20 is £11.9 million (Appendix B). Some of the proposals set out in Appendix A for 2017/18 and beyond are challenging to deliver and are dependent on a range of factors, many of which are external to the service. The achievement of savings predicated on reducing demand through improved preventative work and social work practice should led to better outcomes for children and young people. However the relationship between early intervention/prevention and reduced demand on social care is not always linear and is subject to a range of both controllable and uncontrollable variables. The Council must at all times ensure the robust and effective safeguarding of children and young people and there is a risk that the savings may not be deliverable or may be delayed due to uncontrollable factors.

## **5.3 Social Value**

- 5.3.1 In taking forward the proposals due regard will be paid to the Social Value Act. The Social Value Act will be a useful tool in ensuring that our activities are embedded in prevention and early intervention. We will seek to look for added value providers can bring in delivering our services such as where apprenticeships are provided.
- 5.3.2 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Before commencing a procurement process, commissioners should think about whether the services they are going to buy, or the way they are going to buy them, could secure these benefits for their area or stakeholders.

## **5.4 Legal and Constitutional References**

- 5.4.1 All proposals emerging from the business planning process will need to be considered in terms of the Council's legal powers and obligations (including, specifically, the public sector equality duty under the Equality Act 2010). All proposals are already or will be subject to separate detailed project plans and reports to committee. The detailed legal implications of these proposals are included in those reports which will have to be considered by the Committee when making the individual decisions.

- 5.4.2 The Committee is approving these proposals for referral to the Policy and Resources Committee. These proposals will then be referred to Council so that Council can approve the budget envelope and set the Council Tax. There will be contingencies within the budget envelope so that decision makers have some flexibility should any decisions have detrimental equalities impacts that cannot be mitigated.
- 5.4.3 Responsibility for Functions, Annex A, of the council's constitution sets out the terms of reference for the Children's, Education, Libraries and Safeguarding (CELS) Committee.

The responsibilities of the CELS Committee:

To submit to the Policy and Resources Committee Proposals relating to the Committee's budget for the following year in accordance with the budget set.

<http://barnet.moderngov.co.uk/documents/s18093/15aResponsibilityforFunctionsAnnexA.doc.pdf>

## **5.5 Risk Management**

- 5.5.1 The Council has taken steps to improve its risk management processes by integrating the management of financial and other risks facing the organisation. Risk management information is reported quarterly to the council's internal officer Delivery Board and to the relevant council committees and is reflected, as appropriate, throughout the annual business planning process.
- 5.5.2 Risks associated with each individual saving proposal will be outlined within the individual Committee report as each proposal is brought forward for the relevant Committee to consider.

## **5.6 Equalities and Diversity**

- 5.6.1 Equality and diversity issues are a mandatory consideration in the decision-making of the council. This requires elected Members to satisfy themselves that equality considerations are integrated into day to day business and that all proposals emerging from the finance and business planning process have properly taken into consideration what impact, if any, there is on any protected group and what mitigating factors can be put in train.
- 5.6.2 The public sector equality duty is set out in s149 of the Equality Act 2010: A public authority must, in the exercise of its functions, have due regard to the need to:
- (a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and

- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
- (c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, the need to:

- (a) Tackle prejudice, and
- (b) Promote understanding.

Compliance with the duties in this section may involve treating some persons more favourably than others but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act. The relevant protected characteristics are:

- Age;
- Disability;
- Gender reassignment;
- Pregnancy and maternity;
- Race;
- Religion or belief;
- Sex; and
- Sexual orientation.

5.6.3 As individual proposals are brought forward for consideration by the CELS Committee, each will be accompanied by an assessment of the equalities considerations, setting out any potential impact of the proposal and mitigating action. The equalities impact of all other proposals will be reviewed as proposals develop and will inform the final consideration of the savings proposals by the Policy and Resources Committee on 23<sup>rd</sup> February 2017. The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

5.6.4 Where there are changes, it is inevitable that there is likely to be an impact on individuals in different ways. However at each stage of the process, the council will conduct full EIA to ensure that where some current and future clients are impacted, proper measures are considered to minimise the effect as far as possible. Those affected by any changes resulting from any of the proposals will be fully engaged.

5.6.5 The revenue savings sheet shown as Appendix A currently indicates an initial assessment that there is not likely to be an impact on service delivery of new proposals for 2017/18. (Where savings in 2017/18 are part of a longer term programme that has already been approved, such as the savings arising from the new library strategy, the equality impact implications have been considered as part of the decision making process already completed.) As the full impact of new changes is understood, each initiative will undertake to work with those affected and consider options available to them to help mitigate any adverse impact. Where necessary, new proposals will not be implemented or agreed until members have fully considered the equality impacts and responses to any consultation.

5.6.6 All human resources implications will be managed in accordance with the Council's Managing Organisational Change policy that supports the Council's Human Resources Strategy and meets statutory equalities duties and current employment legislation.

## **5.7 Consultation and Engagement**

5.7.1 As a matter of public law the duty to consult with regards to proposals to vary, reduce or withdraw services will arise in 4 circumstances:

- where there is a statutory requirement in the relevant legislative framework;
- where the practice has been to consult or where a policy document states the council will consult then the council must comply with its own practice or policy;
- exceptionally, where the matter is so important that there is a legitimate expectation of consultation and
- where consultation is required to complete an equalities impact assessment.

5.7.2 Regardless of whether the council has a duty to consult, if it chooses to consult, such consultation must be carried out fairly. In general, a consultation can only be considered as proper consultation if:

- comments are genuinely invited at the formative stage;
- The consultation documents include sufficient reasons for the proposal to allow those being consulted to be properly informed and to give an informed response;
- there is adequate time given to the consultees to consider the proposals;
- there is a mechanism for feeding back the comments and those comments are conscientiously taken into account by the decision maker / decision making body when making a final decision;



- the degree of specificity with which, in fairness, the public authority should conduct its consultation exercise may be influenced by the identity of those whom it is consulting and;
- The consultation is clear on the reasons why extent to which alternatives and discarded options have been discarded. are required to be consulted on.

5.7.3 Public consultation on the overall budget for 2017/18 will commence on 5<sup>th</sup> December 2016 following the Policy and Resources Committee on 1<sup>st</sup> December 2016 before the final savings are recommended to Council on the 7<sup>th</sup> March 2017.

5.7.4 The public consultation will give residents an opportunity to comment on the 2017/18 overall budget and CELS Committee individual proposals to deliver the 2017/18 savings identified in this report, before final decisions are formalised in the council's annual budget.

5.7.5 In terms of service specific consultations, the council has a duty to consult with residents and service users in a number of different situations including where proposals to significantly vary, reduce or withdraw services. Consultation is also needed in other circumstances, for example to identify the impact of proposals or to assist with complying with the council's equality duties.

5.7.6 Where appropriate, separate service specific consultations have already taken place for the 2017/18 savings, for example, in relation to the savings arising from the new library strategy.

## **6 BACKGROUND PAPERS**

Children, Education, Libraries and Safeguarding Committee, 18<sup>th</sup> November 2015 Agenda item 8: Annual Business Planning

<http://barnet.moderngov.co.uk/documents/s27441/Annual%20Business%20Planning.pdf>

Council, 8<sup>th</sup> December 2015  
Agenda item 18: Referrals from Children, Education, Libraries and Safeguarding Committee: Education and Skills- Future Delivery of Services (Exempt)

Children, Education, Libraries and Safeguarding Committee, 4<sup>th</sup> April 2016  
Agenda item 12.4: Barnet's Future Library Service  
<https://barnet.moderngov.co.uk/documents/s31102/Report%20to%20Council%20-%20CELS.pdf>

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## APPENDIX A: VISION AND COMMISSIONING PRIORITIES OF THE CHILDREN, EDUCATION, LIBRARIES AND SAFEGUARDING COMMITTEE

### Children

- The vision, set out in the Children and Young People's Plan, is to make Barnet the most 'Family Friendly' borough in London by 2020, where children, young people and their families are safe, healthy, resilient, knowledgeable, responsible, informed and listened to. At the core of this vision is a resilience-based approach.
- There will be a resilience-based model of practice embedded across our work and our partners' work with children and families, identifying issues early and supporting them to build their resilience.
- Safeguarding arrangements for vulnerable children and young people will be resilience based effective and robust, with greater interface, including sharing information, between services.
- The social care workforce will be equipped and enabled to understand the importance and meaning of purposeful social work in Barnet and the organisational culture, systems and tools will support the delivery of high quality social work.

### Education

- Education in Barnet will remain among the best in the country, with enough early years and school places for all and with all children achieving the best they can, and the council's excellent relationships with schools will be maintained.
- Barnet will continue to have primary and secondary schools that are amongst the best in the country, with the council recognising that this is why many people choose to live here.
- The attainment and progress of children in Barnet schools will be within the top 10% nationally and the progress of the most disadvantaged and vulnerable pupils will be accelerated

### Libraries

- Barnet is a great place to live and we want a **21st Century library service** that is in tune with the **changing lifestyles of our residents**.
- Libraries are a universal and unique service, offering **learning opportunities** from the early years and through retirement.
- Our ambition is for libraries to:
  - Help all children in Barnet to have the **best start in life**, developing essential **language, literacy and learning skills** and developing a love of **reading** from an early age.
  - Provide residents with the skills to **live independently**; to improve their **health and wellbeing**; and to **get a job and progress whilst in work**.
  - Bring people together, acting as a **focal point for communities** and assisting resident groups to **support their local area**.

## COMMISSIONING PRIORITIES

Over the next five years, the council will need to **continue to save money from across all services** - including libraries - to meet an **overall budget gap of £98.4m to 2020**. The CELS Committee is expected to save **£11.9m** across its portfolio.

## Children

- The effective **safeguarding of the borough's vulnerable children and young people** is, and always will be, at the heart of what the council does. As the council changes and local services evolve, **this commitment will not change.**
- We are working with our social workers and the wider workforce to implement resilience based **model practice**, using a range of tools such as Signs of Safety, supporting children and families to build their resilience so that they can achieve better outcomes.
- We will develop our practice in work with and for adolescents at risk
- We will put hearing **the voice of the child** at the heart of what we do, including through implementing the newly developed corporate parenting pledge.
- Children's social workers, as professionals, need to be at the heart of driving effective practice which **gets things right first time for children, young people and their families**
- We will consider **working with neighbouring authorities** and across London to drive good practice and efficiencies
- We're working with providers to deliver **high quality early education places** for 2,3 and 4 year olds
- Children placed with foster carers in Barnet tend to have better outcomes than those placed in residential care. The cost is also considerably **lower than the cost of placing a child in residential care.** We're increasing the size and effectiveness of our in-house foster care service, helping a greater number of children and young people to **move to foster care placements.**
- The financial challenges facing the council means all services are being carefully looked at. However, as well as the need to make savings, it is also an opportunity to look at how we can **deliver services differently and better.**
- We're exploring opportunities to develop a **social work-led, not-for-profit organisation** to provide some services for children and young people
- We will **re-commission our CAMHS services** with the Clinical Commissioning Group ensuring that resilience based practice is embedded in the new arrangements.
- We will **re-commission children's therapy** services with the Clinical Commissioning Group, ensuring a more integrated, community focused and resilience based service is provided.
- We will **improve and re-commission the Looked After Children health assessment pathway** with the Clinical Commissioning Group.
- We will **redesign the Health Visiting and School Nursing services** to ensure integration with wider family services in order to make best use of our resources, respond to policy change and to provide families with a joined up offer of support that is provided at the right time, in the right place and is resilience based.
- We will work with the Clinical Commissioning Group to **implement the new pathway for children with complex needs** to ensure we are providing packages of care closer to home, avoiding the need for high cost out of county placements. Where a placement is the best option we will work in partnership to ensure the best possible placement and care package is provided.

## Education

- At the heart of our resilience based approach we will work with schools to establish a new Education Strategy for Barnet focussing on improving outcomes for our most vulnerable children and young people
- School Improvement Partnerships are operating across the borough, leading a schools-led self-sustaining school improvement system, enabling schools to challenge and support each other, sharing best practice to ensure all schools are good or outstanding.
- Improving the range of alternative education support for children and schools is continuing, with schools leading a new multi-academy trust that will, over time, bring together the borough's current offer to develop an improved spectrum of support for children at risk of underachieving in school.
- There is a focus on improving services that support schools and families to meet the needs of children and young people with special educational needs and/or disabilities and in particular, improving and developing communication and partnership working with parents/carers and young people building their resilience. We will continue to develop appropriate and timely education, health and care plans where required to better co-ordinate services around the needs of each child.
- To build resilience we will extend our close working with schools that identifies and provides early support to young people at risk of not making a successful transition into either education, employment or training to working the Barnet and Southgate college to identify and support vulnerable college leavers.
- The partnership with Cambridge Education is **guaranteed to save the council £5.4 million by 2019/20**. This will be achieved through a mixture of efficiency measures, and income growth as a result of marketing and selling services to more schools and to other local authorities
- To maintain local authority education support functions in the face of the challenging financial climate, we've entered into a strategic partnership with Cambridge Education to sustain and grow services. Through the governance structure of the partnership, Barnet schools will help shape its growth and development, enabling schools to commission the services they need, including academies and free schools. The partnership will **build on the strong relationship with local schools** to generate income growth by selling services to more schools and other local authorities

## Libraries

- We are **maintaining the same number of libraries (14)**, as well as the **home, mobile, schools, archive** services and an extended **digital service**.
- We are **increasing access to libraries** by using new technology to **provide self-service opening hours** across the service, alongside a reduction in **staffed opening hours**.
- We are harnessing local community support through **more volunteering opportunities in libraries**, with four Partnership libraries to be run by residents and community organisations. Financial support will also be maintained for the borough's two community libraries.
- We are **maximising the income we generate** through better commercial and other use of library buildings. The remodelling of buildings to implement the new approach will take place during 2017.
- We will explore funding opportunities to promote culture and arts (such as local lotteries) as part of an emerging culture and arts strategy.

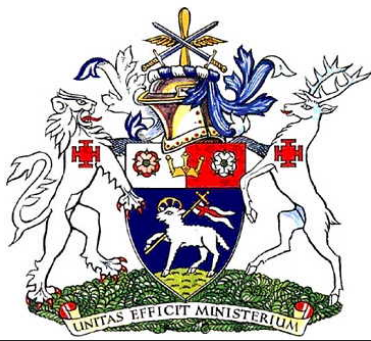
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Children's, Libraries, Education and Safeguarding

Line ref	Opportunity Area	Corporate Plan Priority, Fairness, Responsibility or Opportunity	Responsibility (Commissioning Director or Delivery Unit)	Description of saving	Consultation (How are we consulting on this proposal)	Impact Assessment			Budget						Total savings (All years)		
						Impact on Service Delivery	Impact on Customer Satisfaction	Equalities Impact	2016/17 £000	2017/18		2018/19		2019/20			
									£000	£000	FTE	£000	FTE	£000	FTE		
<b>Efficiency</b>																	
E1	Contract management, including keeping costs down	Responsibility	Family Services Delivery Unit	Budget proposals for 2016-20 include efficiency savings on third party contracts. The overall budget has extra built in to allow for increases in the prices charged by suppliers. This savings would be achieved by improving contract management and negotiating better rates across a range of services.	No service specific consultation required	This proposal increases the efficiency of third party contract spending. It is not expected to impact on service delivery	This proposal increases the efficiency of third party contract spending. It is not expected to have a negative impact on customer satisfaction.	Initial analysis indicates that no staff and/or service user Equalities Impact Assessment is required because the proposal does not impact on service delivery or staff. This will kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	19,747	(315)		(365)		(334)			(1,014)
<b>Total</b>										(315)	0	(365)	0	(334)	0	(1,014)	
<b>Income Generation</b>																	
I1	Education and Skills revenue share	Opportunity	Education & Skills Delivery Unit	The strategic partnership with Cambridge Education for Education and Skills services in Barnet includes a contractual requirement for gainshare of profits from the trading of services externally.  The council's share of any surplus that is available through Gainshare will be allocated as savings achieved as a result of the growth in Savings through appropriate allocation of education costs for joint placements for children under the age of 18.	Service specific consultation with schools, residents and groups of parents took place during 2014/15. <a href="https://engage.barnet.gov.uk/childrens-service/the-future-delivery-education-and-skills">https://engage.barnet.gov.uk/childrens-service/the-future-delivery-education-and-skills</a>	This saving is not expected to impact on service delivery	There is likely to be a positive impact on schools as services are protected and potentially enhanced.	An initial Equalities Impact Assessment formed part of the business case considered by CELS on the 15th September 2014.	7,040					(300)			(300)
I2	SEN placements	Fairness	Education & Skills Delivery Unit		No service specific consultation required	This proposal is not expected to impact on service delivery	None	Initial analysis indicates that no staff and or service user Equalities Impact Assessment is required because the proposal does not impact on service delivery or staff. This will kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	4,640	(250)		(250)		(250)			(750)
I5	No Recourse to Public Funds	Opportunity	Commissioning Group	As a result of Government consultation there will be an opportunity to reduce spending in this area. Proposals to reduce spending on No Recourse to Public Funds will not affect any new asylum seeking families who are likely to receive support from the Government.	Service specific consultation will be undertaken if required.	The proposal may impact on service delivery.	This proposal may impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to determine whether there is an impact. This will kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	481			(227)					(227)
I6	Continuing Care	Fairness	Commissioning Group	The council will ensure that all eligible children with disabilities and other limiting conditions are receiving continuing care funding from the NHS to better meet their health and care needs.	No service specific consultation required	This proposal is not expected to impact on service delivery	None	Initial analysis indicates that no staff and or service user Equalities Impact Assessment is required because the proposal does not impact on service delivery or staff. This will kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	4,640	(580)		(200)					(780)
<b>Total</b>										(830)	0	(677)	0	(550)	0	(2,057)	
<b>Reducing demand, promoting independence</b>																	
R1	LAC Placement commissioning strategy + Social care demand management	Responsibility	Family Services Delivery Unit	Reduce cost of placements for children in care by growing and strengthening the in-house foster care service; intervening early to prevent placement breakdown, transitioning placements from residential to foster care, and ensuring provision of high quality, competitively priced residential placements in appropriate locations. By 2019 Barnet will have one of the largest proportions of children in care placed with in-house foster carers in the country.  Additional social care demand management. This will focus on considering new models for social care practice. These approaches include a focus on preventing periods of accommodation for children and preventing escalation of needs.	Service specific engagement has taken place with looked after children and young people, foster carers and staff and fed into development of the strategy.	This proposal has the potential to significantly improve outcomes, and keep children local. Placements commissioning strategy went to CELS Committee in April 2015.	This proposal is likely to lead to better outcomes for looked after children	A full Equalities Impact Assessment has been completed and shows a positive impact for service users. This went to CELS in April 2015	19,878	(144)		(589)		(1,336)			(2,069)
<b>Total</b>										(144)	0	(589)	0	(1,336)	0	(2,069)	
<b>Service reform</b>																	
S1	Early Years	Responsibility	Family Services Delivery Unit	Savings through implementing an Early Years Review aimed at ensuring early years services function effectively in the face of limited resources. Use of public health grant to fund service levels above the statutory minimum (£1.5m), intervening early before needs escalate.	Service specific consultation took place <a href="https://engage.barnet.gov.uk/childrens-service/early-years-review">https://engage.barnet.gov.uk/childrens-service/early-years-review</a>	Consultation took place and the model has been implemented	Improved service model should increase satisfaction in the medium term but short term changes will mean some customers are less satisfied in the meantime	A full Equalities Impact Assessment was completed as part of the Early Years business case considered by the Children, Education, Libraries & Safeguarding Committee on the 29th October 2014.	3,571	(375)		(375)		(375)			(1,125)

Line ref	Opportunity Area	Corporate Plan Priority: Fairness, Responsibility or Opportunity	Responsibility (Commissioning Director or Delivery Unit)	Description of saving	Consultation (How are we consulting on this proposal)	Impact Assessment			Budget								Total savings (All years)
									2016/17		2017/18		2018/19		2019/20		
									£000	FTE	£000	FTE	£000	FTE	£000	FTE	
S2	Early Years further service reform	Opportunity	Family Services Delivery Unit	Proposal to reconfigure Early Years, building on the locality model and further integrating services. The integration of services will include looking at different ways of delivering some elements of the Healthy Child Programme through Children's Centres. A review is being undertaken and papers will go to CELS in 2017.	Service specific consultation will be undertaken if required.	Likely to impact on service delivery	Likely to impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to determine whether there is an impact. This will be kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	3,571	(131)		(160)		(549)		(840)	
S3	Libraries	Opportunity	Commissioning Group	Implementing an alternative approach to providing library services by maintaining the size of the libraries network and increasing opening hours through the use of technology. £546k of this is income generated for Family Services through Estates Services.	Service specific consultation took place <a href="https://engage.barnet.gov.uk/consultation-team/library-review/">https://engage.barnet.gov.uk/consultation-team/library-review/</a> Strategy agreed and now in implementation phase.	Strategy agreed and now in implementation phase	Strategy agreed and now in implementation phase	Equality Impact Assessment completed. Strategy agreed in April 16 and now in implementation phase.	4,651	(1,501)		(53)		(12)		(1,566)	
S4	Libraries service reform	Opportunity	Commissioning Group	Following the implementation of the libraries review the implementation will be monitored to see if additional income over and above the present model is being delivered. If not alternative savings will need to be found.	Service specific consultation will be undertaken if required.	Likely to impact on service delivery	Likely to impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to determine whether there is an impact. This will be kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	4,651					(573)		(573)	
S5	Child and Adolescent Mental Health Services recommissioning	Opportunity	Commissioning Group	This saving was delivered in 16/17 through a contract negotiation.	No service specific consultation required.	This saving is not expected to impact on service delivery	None	This saving has been delivered.	970	(200)						(200)	
S6	Youth service	Opportunity	Family Services Delivery Unit	Proposal to remodel the Council's existing youth service, focusing resources on a more targeted service, and exploring opportunities to generate income. A Strategic Outline Case is going to CELS in November 16.	Service specific consultation will be undertaken if required.	Likely to impact on service delivery	Likely to impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to ascertain whether there is an impact. This will be kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	1,706					(800)		(800)	
<b>Total</b>										<b>(2,207)</b>	<b>0</b>	<b>(588)</b>	<b>0</b>	<b>(2,309)</b>	<b>0</b>	<b>(5,104)</b>	
<b>Shared services models</b>																	
S7	Education and Skills- New Delivery model	Opportunity	Commissioning Director	Contractual savings to be delivered as part of the strategic partnership with Cambridge Education to provide Education and Skills services.	Service specific consultation with schools, residents and groups of parents took place during 2014/15. <a href="https://engage.barnet.gov.uk/childrens-service/the-future-delivery-education-and-skills">https://engage.barnet.gov.uk/childrens-service/the-future-delivery-education-and-skills</a>	This saving is not expected to impact on service delivery	There is likely to be a positive impact on schools as services are protected and potentially enhanced.	An initial Equalities Impact Assessment formed part of the business case considered by CELS on the 15th September 2014.	7,040	(160)		(255)		(350)		(765)	
S8	Shared services/ models	Opportunity	Commissioning Group	The Council will look at emerging best practice across the country to ensure the highest quality of purposeful social work and wider children's service, with a focus on targeted early intervention and prevention. Professionally lead by children's workers, the approach may include established practice models such as a not for profit charitable trust or a Community Interest Company. Early evidence suggests that these models, by focussing on effective practice, have achieved greater productivity and delivered efficiencies. The integration of the delivery of services with other local London Boroughs will also be considered.	Service specific consultation will be undertaken if required.	Likely to impact on service delivery	Likely to impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to determine whether there is an impact. This will be kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	32,867					(800)		(800)	
S9	Adoption regionalisation	Opportunity	Family Services Delivery Unit	Government is proposing for all adoption agencies to move to a regional model of provision. Savings would come from regionalisation of adoption and integrating services across London.	Service specific consultation will be undertaken if required.	May impact on service delivery	May impact on customer satisfaction	There may be an equalities impact related to this proposal and an Equalities Impact Assessment will be undertaken to determine whether there is an impact. This will be kept under review as the specific proposals develop and any changes reported back at the next Committee decision within the business planning process.	969			(150)				(150)	
<b>Total</b>										<b>(160)</b>	<b>0</b>	<b>(405)</b>	<b>0</b>	<b>(1,150)</b>	<b>0</b>	<b>(1,715)</b>	
<b>Overall Savings</b>										<b>(3,656)</b>	<b>0</b>	<b>(2,624)</b>	<b>0</b>	<b>(5,679)</b>	<b>0</b>	<b>(11,959)</b>	





## Children, Education, Libraries and Safeguarding Committee

**17 November 2016**

<b>Title</b>	<b>Youth Service Review</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	Appendix A – Youth Service Review Strategic Outline Case
<b>Officer Contact Details</b>	Ben Thomas, Strategic Lead, Children and Young People <a href="mailto:Ben.thomas@barnet.gov.uk">Ben.thomas@barnet.gov.uk</a> 07590450626  Hannah Gordon, Strategy and Insight Officer <a href="mailto:Hannah.gordon@barnet.gov.uk">Hannah.gordon@barnet.gov.uk</a> 020 8359 2082

### Summary

Barnet’s Children & Young People’s plan sets out our vision for Barnet to be ‘the most Family Friendly borough in London by 2020.’ This means making Barnet an even better place to live for all our families and our strategy to achieve this is to focus on developing children, young people and families’ resilience. Resilience, evidence tells us, is critical to achieving best outcomes for children and young people.

Adolescence is a crucial time to build resilience of young people as it can be a complex period of continuous change and the period in which the long-term effects of experiences of adversity become most evident.

The Youth Service has a key role in developing the resilience of young people. Most young people make a successful transition to adulthood; however some young people will require additional support. It is these young people who Youth Services must identify early and support through a targeted approach that will build resilience and secure improved outcomes. The context of a 56% reduction in Youth Service budget also adds to the importance of ensuring that the Youth Service works with those in need of additional

support through an approach targeted to their needs. This financial context, alongside a changing internal and external provider landscape in Barnet and limited statutory duties, offers new opportunities to review how Youth Services are delivered.

The Youth Services Review project has been established to decide how best to provide Youth Services that will deliver the Family Friendly Barnet vision and be sustainable in the long term. The Youth Services review project has the following objectives:

- To deliver the best outcomes possible for young people with the resources available
- To enable vulnerable young people to build their resilience, reducing need for more costly later interventions
- To provide integrated services so that they are joined up around the needs of young people and feel seamless to users
- To develop a sustainable model for Youth Services

The Youth Services review project has recently been merged with the Early Years' Review Phase 2 project to form the 0 – 19 project to allow a holistic review of Early Intervention and Prevention services.

## **Recommendations**

- 1. That the Children, Education, Libraries and Safeguarding Committee note the content of the report and approve the strategic outlines case.**
- 2. That the Children, Education, Libraries and Safeguarding Committee delegate authority to the Commissioning Director of Children and Young People to prepare a draft outline business case, with options for consultation, and report back to a future meeting of this committee.**

### **1. WHY THIS REPORT IS NEEDED**

#### **Strategic context and the case for change**

- 1.1 There is an established national body of evidence showing that the teenage years are a crucial time for building young people's resilience. Adolescence can be a complex period of continuous change. These changes are for the most part the normal pressures of growing up and do not lead to detrimental outcomes. However some young people will require additional help and it is these young people who Youth Services must identify early and support through a targeted approach that will build resilience and secure improved outcomes. This is crucial to achieve Barnet's vision to be 'the most Family Friendly borough in London by 2020' by developing resilience of children, young people and their families'.
- 1.2 Early support through a targeted approach is also crucial to reduce and prevent the need for high cost statutory interventions. In Barnet young people aged 15-17 accounted for a quarter of 2015/16 care entries with the most frequently cited factors being socially unacceptable behaviour and / or Gangs and Serious Youth Violence or Child Sexual Exploitation. The costs of this care ranged from £529 - £2,916 per week per young person. Analysis has

shown the average length of time in care for an 11-16 year old in Barnet was 2.4 years with an associated spend of £165,000.

- 1.3 The context of a 56% reduction in Youth Service budget also adds to the importance of ensuring that the Youth Service works with those in need of support through an approach targeted to their needs. Currently the Youth Service offers a range of provision across various ages and levels of intervention from universal to specialist.
- 1.4 This financial context, alongside a changing internal and external provider landscape in Barnet and limited statutory duties, offers new opportunities to review how Youth Services are delivered.
- 1.5 There is a changing provider landscape of Youth Work in Barnet. Council leisure services, which include youth focused recreational activities, are currently being recommissioned. The Young Barnet Foundation is being established to work with, and support, voluntary sector organisations working with children and young people in Barnet. Also Youth Zone, a new state-of-the-art centre offering activities and opportunities to all young people, is due to open in Barnet in 2018.
- 1.6 Local authorities have a statutory duty to provide sufficient services and activities for 13 to 19 year olds, and young people up to 24 with learning difficulties. Services should improve young people's wellbeing through educational and recreational services and support personal and social development. In 2012 the Government refreshed the Statutory Guidance to "protect clear, positive outcomes for young people, rather than prescribing specific services which might not meet the specific needs of the local people".
- 1.7 In addition, the Government's vision for youth work sets out how central and local government should work in partnership more effectively with all parts of society including communities, voluntary and community sector providers, and business to improve outcomes for young people and help all young people succeed, particularly those who are most disadvantaged or vulnerable.
- 1.8 These limited statutory duties and national strategic direction recognise the importance of youth work but can and have been interpreted in a variety of ways. There is no longer a consistent model of Youth Service delivery across the UK. However there has been a trend of reducing or ceasing universal youth services to focus on targeted provision and some local authorities have restructured Youth Services to generate income to sustain provision.
- 1.9 The Youth Services Review project has been established to decide how best to provide Youth Services that will deliver the Family Friendly Barnet vision and be sustainable in the long term. The Youth Services review project has recently been merged with the Early Years' Review Phase 2 project to form the 0 – 19 project to allow a holistic review of Early Intervention and Prevention services.

- 1.10 The key consideration in this review will be using the resources available in the most effective way to improve outcomes for young people who need additional support. Based on the outcomes set out in Children and Young People's Plan and the strategy to support young people to develop their resilience, the outcomes that the review will focus on improving are:
- Building resilience of the most vulnerable young people
  - Positive Health and Wellbeing outcomes for young people
  - Readiness for Adult life
  - Reducing risky behaviour
  - Taking part in positive activities
  - Young people have their say

### **Services in scope**

- 1.11 The services which are included in the scope of the Youth Service review are:

#### **Positive activities**

- Universal positive activities delivered in the school holidays
- Targeted positive activities offer a range of opportunities to vulnerable and hard to reach groups
- Creative Arts positive activities uses arts to engage young people, particularly those facing a range of physical, educational and emotional challenges.

#### **Services to schools**

- Duke of Edinburgh
- Education Welfare - support schools across the borough to monitor and promote attendance and reduce absence
- Alternative Education is a range of bespoke and accredited educational programmes

**Targeted Youth Work** includes 1:1 and group work and supports young people with specific work around particular issues

- Targeted positive activities as described above
- A one to one counselling service
- Out of court disposals - work with young people who are involved in anti-social behaviour and first time or low level offending
- Detached youth work - a team of detached youth workers carry out youth work within street settings across the borough.
- Keeping Young People Safe (KYPS) - a project to limit gang exposure and reduce risk of gang membership and serious youth violence activity of those children and young people who are at risk of doing so.

#### **Play services**

- Free Early Education for 2 year olds
- After school provision for children aged 4 and a half to 11 years old
- Holiday play schemes for children in need aged 4 and a half to 11 years old

## **Areas of consideration**

- 1.12 With this context in mind, there are a number of areas for consideration in shaping our evolving model of Youth Services. These will be explored further in the development of the draft outline business case, which will set out a range of options for consultation. These considerations are:
- Review universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable
  - Remodelled targeted offer
  - Increased integration of Youth Services
  - Maximise use of buildings

## **2. REASONS FOR RECOMMENDATIONS**

### **Review universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable**

- 2.1 As set out earlier, building resilience is central to the Children's and Young People's Plan and adolescence is a crucial time to build resilience. As is the case now building resilience of young people will continue to be a key objective of the Youth Service, however within the reducing budget envelope, this will be focused on those who need it most. To ensure the resilience of those who need it most is built, this review will consider the amount of universal services which are delivered and how these services should be delivered. These services will be reviewed in light of the needs of the most vulnerable young people in Barnet, statutory duties and what other providers in the borough are delivering. Currently the Youth Service delivers a range of services across different levels of intervention from universal to specialist.
- 2.2 Options for reviewing universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable will include:
- Reduce the amount of, or cease delivery of universal Youth Services
  - Deliver cost neutral universal Youth Services by charging service users
  - Consider other income generation opportunities to potentially expand provision
  - Consider what other providers in the borough are delivering

### **Remodelled targeted offer**

- 2.3 With the recognition the existing budget envelope should be used to deliver a targeted service, a key consideration becomes where resources should be focused and what targeted services should be delivered. As detailed earlier there are changing needs in the borough and this project will review Youth Services in light of these changing needs and alongside what other internal and external providers are delivering. For instance the Education and Skills service deliver the statutory Education Welfare offer to schools. This will ensure interventions delivered by the Youth Service are focused on need and

where they can add most value in the intervention and prevention early in the life of a problem to build the resilience of vulnerable young people.

- 2.4 Options to be explored further in the outline business case will be:
- Reconsider the more statutory elements of the Youth Service offer such as Education Welfare and Out of Court Disposals services
  - Youth Service offer which focuses on the needs of the most vulnerable such as CSE, Gangs and Serious Youth Violence and Missing
  - Equity of Youth Service provision across the borough

### **Increased integration of Youth Services**

- 2.5 There is evidence integrated services are better for young people and their families. Integration is holistic support which joins up services around the needs of the young person and family. Youth Services and Early Years are within the Early Intervention and Prevention (EIP) directorate within Family Services and these projects have been merged to ensure a holistic remodelling of Early Intervention and Prevention services from 0 – 19 years. This will enable the development of an effective resilience model for young people and their families, a joined up service for a seamless user experience. Merging these two projects will also ensure there is consistent strategic direction, alignment and reduced duplication across 0 – 19 EIP services.
- 2.6 There are also other important linkages across the council, particularly with Education and Skills and Leisure, to deliver Youth statutory duties. Finally, IT systems will be a key enabler in increasing integration.
- 2.7 Integration options that will be explored in a draft outline business case will be:
- Model for the delivery of joined up 0 – 19 EIP services which build the resilience of children, young people and their families

### **Maximise use of buildings**

- 2.8 The main buildings Youth Services are currently delivered from is Canada Villa Young People's centre in Mill Hill, Finchley Youth Centre in East Finchley and play services are delivered from Greentop Young People's Activity Centre in Grahame Park. If there is a change to the level and type of provision which is delivered then it would provide an opportunity to review the use of these buildings. There are also other opportunities to maximise the use of buildings. As part of the council's move to Colindale, Family Services are also developing a Family Friendly hub in the east of Barnet which will be a base for staff and have some facilities for service delivery. In addition, a Youth Zone will be built in Barnet in 2018 which will provide activities and opportunities to all young people between the age of 8 and 19 years old (up to 25 years old for people with disabilities).
- 2.9 Options to be explored further in a draft outline business case will be:
- Where there is potential for further utilisation, maximise the use of buildings which are currently being used for Youth Service activity

### 3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1 The Strategic Outline Case makes the case for further exploring a range of options through the development of a draft Outline Business Case.

3.2 The alternative option would be to do nothing and continue with the same service which is currently in place. This is not recommended as it would:

- Not improve resilience outcomes in young people in line with Barnet's new vision set out in the Children and Young People's Plan
- Not reflect the new financial position and therefore unlikely to be sustainable in the long term

### 4. POST DECISION IMPLEMENTATION

4.1 The next steps in the project are:

- Continue and expand the stakeholder engagement
- Develop the options in more detail
- Carry out more detailed financial and other analysis (eg impact of changes in other authorities)
- Build the options' assessment criteria
- Prepare consultation documents as part of a draft Outline Business Case

### 5. IMPLICATIONS OF DECISION

#### 5.1 Corporate Priorities and Performance

5.1.1 Embedding a resilience model for young people, targeted at vulnerable young people supports the corporate priorities of fairness responsibility and opportunity, through helping young people and their families to be able to help themselves.

5.1.2 Developing a resilience model in Youth Service supports Barnet's Health and Wellbeing Strategy 2015-20, which includes objectives to 'improve outcomes for young children and their families' and provide care and support to facilitate good outcomes.

#### 5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

5.2.1 The overall investment in Youth Services is set out below.

BUDGET	DESCRIPTION	STAFF BUDGET	NON-STAFF BUDGET	INCOME BUDGET	TOTAL
Positive Activities	Positive Activities	15,030	149,110	(42,000)	122,140
	Duke of Edinburgh	25,120	94,740	(65,000)	54,860
	Accreditation licensing	31,000	50,170		81,170
<b>Positive Activities Total</b>		<b>71,150</b>	<b>294,020</b>	<b>(107,000)</b>	<b>258,170</b>

Skills, Sports & Play	Play Service & Greentops	121,710	40,650	(60,000)	<b>102,360</b>
	Children in Need holiday play scheme		40,000		<b>40,000</b>
<b>Skills, Sports &amp; Play Total</b>		<b>121,710</b>	<b>80,650</b>	<b>(60,000)</b>	<b>142,360</b>
Targeted Youth Support	Youth & Community Mgt Team	1,370	23,470	(15,000)	<b>9,840</b>
	Youth Workers	899,100	4,230.00		<b>903,330</b>
	Youth Homelessness contract		243,200		<b>243,200</b>
<b>Targeted Youth Support Total</b>		<b>900,470</b>	<b>270,900</b>	<b>(15,000)</b>	<b>1,156,370</b>
Youth Centres & Equipment	Rithmik (radio and music production)	35,090	8,324		<b>43,414</b>
	Canada Villa	10,030	45,730		<b>55,760</b>
	Finchley Youth Centre	23,570	26,650		<b>50,220</b>
<b>Youth Centres &amp; Equipment Total</b>		<b>68,690</b>	<b>80,704</b>		<b>149,394</b>
<b>TOTAL</b>		<b>1,162,020</b>	<b>726,274</b>	<b>(182,000)</b>	<b>1,706,294</b>

5.2.2 In November 2015 the Children, Education, Libraries and Safeguarding Committee agreed a savings programme in order to meet the target saving required for 2016-20, which had increased to £14.5m from £9.9m previously. This agreed savings programme then informed the Council's Medium Term Financial Strategy, which was agreed by the Policy and Resources Committee on 16 December 2015.

5.2.3 Included in this savings programme was a saving of Youth MTFs budget reductions (incl. traded service proposal) of £800k from £1.7m budget by 2019/20. This represents about a 56% cut in total funding. The Business Planning agenda item to the Children, Education, Libraries and Safeguarding Committee in November 2016 recommends that the Committee confirms this level of savings.

### 5.3 Social Value

5.3.1 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Before commencing a procurement process, commissioners should think about whether the services they are



going to buy, or the way they are going to buy them, could secure these benefits for their area or stakeholders.

- 5.3.2 The draft Outline Business Case will give consideration to the wider social, economic and environmental benefits that could be gained through each of the options.

#### **5.4 Legal and Constitutional References**

- 5.4.1 Section 507B of the Education Act 1996 places a duty on local authorities, so far as is reasonably practicable, to secure sufficient educational and recreational leisure-time activities and facilities for 13 to 19 year olds, and young people up to 24 with learning difficulties, to improve their wellbeing, and to support young people's personal and social development. The legislation also details how local authorities can meet these statutory duties through a variety of ways. Local authorities can directly provide facilities and organise activities for positive leisure time activities, assist others in the provision of such facilities and organisation of activities or facilitate access to these facilities and activities. This section also requires a local authority to take steps to ascertain the views of young people in the local area about positive leisure-time activities and facilities in the area, the need for any additional activities and facilities and access to such facilities and activities.

- 5.4.2 Local authorities have specific duties in respect of children under the Children Acts 1989 and 2004. They have a general duty to safeguard and promote the welfare of children in need in their area and, provided that this is consistent with the child's safety and welfare, to promote the upbringing of such children by their families by providing services appropriate to the child's needs. They also have a duty to promote the upbringing of such children by their families, by providing services appropriate to the child's needs, provided this is consistent with the child's safety and welfare. They should do this in partnership with parents, in a way that is sensitive to the child's race, religion, culture and language and that, where practicable, takes account of the child's wishes and feelings. Services might include day care for young children, afterschool care for school children, counselling, respite care, family centre services or practical help in the home or targeted parenting and family support.

- 5.4.3 Responsibility for Functions, Annex A, in the council's constitution states that the Children, Education, Libraries and Safeguarding Committee has the responsibility for powers, duties and functions relating to Children's Services.

#### **5.5 Risk Management**

- 5.5.1 Project risks have been identified in the Strategic Outline Case, along with mitigation measures. These will be managed through the project governance arrangements, in accordance with the Council's project management standards. The key risks to this project relate to:
- There is a risk that if the amount of Youth Service provision reduces this will create demand in Children's Social Care. This will be mitigated by a comprehensive needs and demand analysis.

- There is a risk that the VCS may not have capacity to deliver what the Council needs them to. This will be mitigated through effective engagement with the VCS to assess capacity and capability.
- There is a risk that vocal stakeholders, especially young people will not be effectively engaged. This will be mitigated through a robust and fully scoped stakeholder plan and work with the Voice of the Child team.

## 5.6 Equalities and Diversity

- 5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
  - advance equality of opportunity between people from different groups
  - foster good relations between people from different groups

The broad purpose of this duty is to integrate considerations of equality into day business and keep them under review in decision making, the design of policies and the delivery of services

An initial Equality Impact Assessment has been carried out and is appended as Appendix 2 to the Strategic Outline Case.

## 5.7 Consultation and Engagement

- 5.7.1 Stakeholder engagement will be one of the priorities of the project. An initial stakeholder analysis can be found as Appendix 3 to the Strategic Outline Case.
- 5.7.2 There will be further engagement with key stakeholders to inform the development of the Outline Business Case. When the Outline Business Case comes back to Children, Education, Libraries and Safeguarding Committee, it will set out recommendations on the preferred options on which to go out to consultation. This will be a full consultation with all key stakeholders, including service users, residents, partners and staff.

## 5.8 Insight

- 5.8.1 Insight has been carried out to inform the Strategic Outline Case. A Youth Needs Assessment has been carried out and is appended as Appendix 1 to the Strategic Outline Case. Section 3.3 in the Strategic Outline Case contains insight into what other local authorities are doing. Further insight will be developed as part of the Outline Business Case.

## 6. BACKGROUND PAPERS

- 6.1 Decision taken at November 2015 Children, Education, Libraries and Safeguarding Committee agreeing to recommend the savings programme as set out in Appendix A to Policy and Resources Committee, including a saving of £800,000 from the Youth Services budget.

<http://barnet.moderngov.co.uk/documents/s27441/Annual%20Business%20Planning.pdf>

6.2 Decision taken at June CELS that the Committee approve the Children and Young People's Plan 2016-20.

6.3 <https://barnet.moderngov.co.uk/documents/s32462/Barnet%20Children%20and%20Young%20People%20Plan%202016-2020.pdf>

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# APPENDIX A - YOUTH SERVICE REVIEW STRATEGIC OUTLINE CASE

## 1. INTRODUCTION AND BACKGROUND

### 1.1 Summary

Barnet's Children & Young People's plan sets out our vision for Barnet to be 'the most Family Friendly borough in London by 2020.' This means making Barnet an even better place to live for all our families and our strategy to achieve this is to focus on developing families' resilience. Resilience, evidence tells us, is critical to achieving best outcomes for children and young people.

Adolescence is a crucial time to build resilience of young people as it can be a complex period of continuous change. Adolescence is also the developmental period in which the long-term effects of earlier experiences of prolonged adversity become most evident.

The Youth Service has a key role in developing the resilience of young people. Most young people lead positive and fulfilled lives and make a successful transition to adulthood; however some young people will require support. It is these young people who Youth Services must identify early and support through a targeted approach that will build resilience and secure improved outcomes. This is also crucial to reduce and prevent the need for high cost statutory interventions. In Barnet young people aged 15-17 accounted for a quarter of 2015/16 care entries with the most frequently cited factors being socially unacceptable behaviour and / or Gangs and Serious Youth Violence or Child Sexual Exploitation. The costs of this care ranged from £529 - £2,916 per week per young person.

The context of a 56% reduction in Youth Service budget also adds to the importance of ensuring that the Youth Service works with those in need of support through an approach targeted to their needs. Currently the Youth Service offers a range of provision across various ages and levels of intervention from universal to specialist.

This financial context, alongside a changing internal and external provider landscape in Barnet, offers new opportunities to review how Youth Services are delivered. Internally council leisure services are being recommissioned and externally the Young Barnet Foundation charity is being established as well as Youth Zone, a new state-of-the-art centre offering activities and opportunities to young people.

The limited statutory duties related to Youth Services also offer opportunities. The statutory duties can and have been interpreted in a variety of ways and nationally there is no longer a consistent model of Youth Service delivery. There has been a trend of reducing or ceasing universal youth services to focus on targeted provision and some local authorities have restructured Youth Services to generate income to sustain provision.

The Youth Services Review project has been established to decide how best to provide Youth Services that will deliver the Family Friendly Barnet vision and be sustainable in the long term. The Youth Services review project has the following objectives:

- To deliver the best outcomes possible for young people with the resources available
- To enable vulnerable young people to build their resilience, reducing need for more costly later interventions
- To provide integrated services so that they are joined up around the needs of young people and feel seamless to users
- To develop a sustainable model for Youth Services

The Youth Services review project has recently been merged with the Early Years' Review Phase 2 project to form the 0 – 19 project to allow a holistic review of Early Intervention and Prevention services.

## 1.2 National Context

Youth services, which are still recognised in law as being educational as well as recreational, are widely acknowledged to provide important support to young people and deliver a wide range of outcomes. Youth work promotes the value of social education to help young people complete their own social development journey in addition to completing their formal education.

### Statutory duties

Section 507B of the Education Act 1996 places a duty on local authorities, so far as is reasonably practicable, The Education and Inspections Act 2006 (under section 507B) states local authorities have a statutory duty to secure provide sufficient educational and recreational leisure-time services and activities and facilities for 13 to 19 year olds, and young people up to 24 with learning difficulties, to improve their wellbeing through educational and recreational services, and to support young people's personal and social development.

The legislation details how local authorities can meet these statutory duties through a variety of ways. Local authorities can *directly provide* facilities and organise activities for positive leisure time activities, *assist others* in the provision of such facilities and organisation of activities or *facilitate access* to these facilities and activities.

### Key Strategic documents and strategic direction

The previous government set the strategic direction for youth services and commitment to providing support to young people in 2011/12 in three documents:

- 2011: *Positive for Youth - a new approach to cross-government policy for young people aged 13-19* stands as the Government's vision for youth work and sets out how central and local government should work in partnership more effectively with all parts of society including communities, voluntary and community sector providers, and business to improve outcomes for young people and help all young people succeed, particularly those who are most disadvantaged or vulnerable.
- 2012: *Refreshed Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being* was produced to "protect clear, positive outcomes for young people, rather than prescribing specific services which might not meet the specific needs of the local people".
- 2011/12: the Government also published *A Framework of Outcomes for Young People*.

There are common themes contained within all of the above documents; this review takes particular account of these:

- Being positive about young people and recognising that most young people are doing well
- A recognition that some young people and their families need specific additional and early help to address their challenges and realise their potential

- That public sector resources should be directed towards support for those most in need
- The need to work in partnership across departments and with the voluntary and community sector to maximise impact
- That young people should be involved in decision making and shaping service delivery
- That the focus of interventions should be on supporting young people to succeed rather than preventing failure. For example, raising young people's aspirations, building their resilience and informing their decisions will reduce their involvement in risky behaviours including substance misuse and anti-social behaviour and will contribute to reducing teenage pregnancy
- Developing the social and emotional capabilities young people need for learning, work and the transition to adulthood will improve young people's physical and mental health and emotional well-being
- Help for those young people at risk of dropping out of learning or not achieving their full potential, will support improved educational attainment and progression into education, employment and training

The previous government also set the strategic direction for youth services in 2011/12 by moving responsibility for youth policy from the Department for Education to the Cabinet Office, Office for Civil Society and Innovation. This indicated the strategic direction of youth policy to be more than educational outcomes and it became aligned with Civil Society support, the Big Society agenda, social action and social enterprise and investment.

#### Life Chances Strategy

Although it has not been published yet, the government has recently stated commitment to publish the Life Chances Strategy announced by David Cameron in early 2016 in due course. This strategy will set out ambitious plans to help the most disadvantaged children and young people catch up with commitments to creating equality of opportunity for young people. Alongside the ongoing aim to reduce youth unemployment, get more people to university and reducing discrimination, the strategy will set out plans to focus on the development of informal networks of support: mentors, social connections, which will help to give young people the soft skills and extra advantages these can bring. Continuing with the strategic direction set in 2011/12, the strategy also emphasises the importance of utilising the private sector in supporting the most disadvantaged.

Specific plans include:

- Work experience for schoolchildren – government is expected to set out a plan for using work experience more creatively, especially for the most disadvantaged young people.
- Culture – there will be a new cultural citizens programme to ensure there is real engagement by arts organisations with those who might believe that culture is not for them in order to address cultural disenfranchisement
- Mentoring – a new national campaign will work with business, charities and the public sector to build a new generation of high-quality mentors. A target group will be the estimated 25,000 young teenagers about to start their GCSEs who are underachieving or at risk of dropping out.

Also relevant to this review is a recent report produced by the All Party Parliamentary Group on Children's Centres which recommended the Government should give full consideration to augmenting Children's Centres into Family Hubs as part of its Life Chances Strategy. The report focused on the role that Children's Centres' can potentially play as hubs for family support and local

service to strengthening family relationships to improve Life Chances for everyone.

Most recently in July 2016 the government confirmed that the Office for Civil Society and Innovation, the department responsible for youth policy, will be moving from the Cabinet Office to the Department for Culture, Media and Sport (DCMS). The strategic direction is reflected in the relevant policy alignments of DCMS and Office for Civil Society and Innovation which include charitable giving and volunteering, the role of the National Lottery, and overlaps in policy issues between the arts and cultural sector and the wider voluntary sector. DCMS also has strong links with many of the sector's key funders, including The Big Lottery Fund, The Arts Council and Sport England.

### Mixed landscape

There is not one consistent model of youth service delivery across England. The limited statutory duties, the variety of ways to deliver these statutory duties and differing local needs, matched with financial challenges, has created a mixed landscape of local authority youth service delivery. There has been a trend across the country of reducing or ceasing universal youth services to focus on targeted provision. More information on what other local authorities are doing is detailed in section 3.3.

## **1.3 Barnet Context**

### The vision for children and young people in Barnet

The vision set out in the Children and Young People's Plan 2016-20 is that:

'Barnet is the most Family Friendly borough in London by 2020. Children, Young People and their families are safe, healthy, resilient, knowledgeable, responsible, informed and listened to.'

This means making Barnet an even better place to live for young people. In family-friendly Barnet, young people and their families are able to:

- Keep themselves safe
- Achieve their best
- Be active and healthy
- Have their say

The strategy to achieve this is to focus on developing families' resilience, which evidence tells us is pivotal to delivering the best outcomes for children and young people. Through developing families' resilience we can also reduce demand for higher cost statutory interventions. (The term resilience is used to describe a situation when good outcomes occur for individuals or families in the face of adversity. An approach based on resilience involves looking for strengths and opportunities that can be built on, rather than for issues or problems to treat. )

### The importance of developing resilience in young people

There is an established national body of evidence showing that the teenage years are a crucial time for building young people's resilience. Resilient adolescents are those who have managed to cope effectively, even in the face of adversity and difficult circumstances, and are well prepared to transition into and succeed in adulthood.



The teenage years can be a complex period of continuous change as young people mature, grow and develop. Adolescence brings significant physical and emotional changes. Teenagers naturally grow in independence and need to try new things, take on responsibility, and be allowed to learn from their successes, failures and mistakes. Through this process young people often question and test the assumptions, rules and boundaries that shape their lives at home, in education, and in their communities. In each of these environments, young people benefit from a firm and positive approach that encourages independent thinking but makes it clear that there are boundaries, and that these will be enforced. These things can lead to changes in the nature of the relationship between young people and their parents or carers, often making it more difficult. These difficulties are for the most part the normal pressures of growing up and do not lead to detrimental outcomes for the young people involved. However brain research shows that:

- Some experience in managing stress in adolescence is important but brain development can be disrupted if the pressure young people face is so overwhelming that their ability to manage stress is compromised. This is the case for young people who grow up in environments who experience strong, frequent and prolonged adversity.
- Adolescence is the developmental period in which the long-term effects of earlier experiences of prolonged adversity become most evident—such as patterns of disconnected relationships, difficulty interpreting others’ emotions and problems controlling one’s thoughts and actions.

As such a small minority of young people will require early and additional help, and it is these young people who the Council must identify early and support through a targeted approach that will secure improved outcomes.

There is increasing evidence, however, that the effects of adversity can be mitigated by experiences that help to build young people’s resilience.

The Youth Service delivers these experiences to develop the resilience of young people by engaging young people in a voluntary relationship and offering accessible support to empower them to build resilience, independence and confidence as they go through transitional stages into adulthood. The aim of the service is to develop in young people the life skills they need to live, learn, work and interact successfully with other people.

The table below lists the experiences that research shows can mitigate the effects of adversity and help build the resilience of young people. The table details how the Youth Service currently delivers these experiences:

<b>Research</b> <i>(Experiences that help to build young people’s resilience)</i>	<b>Youth Service</b> <i>(How the Youth Service currently deliver these experiences)</i>
A consistent and trusting relationship with at least one safe, caring, reliable and competent adult who provides positive guidance, promotes high expectations and encourages self-	<ul style="list-style-type: none"> <li>• Youth workers develop meaningful relationships that are defined by clear boundaries and based upon trust.</li> <li>• Youth work is also concerned with the exploration and nurturing of relationships in the broadest sense, this includes intergenerational relationships and those</li> </ul>

improvement	concerned with young people and their community.
Opportunities for productive decision making and constructive engagement in their family, community, school and other social institutions	<ul style="list-style-type: none"> <li>• Primary goal of youth work is to empower young people through social education - an evolving approach which develops in line with societal changes</li> <li>• The Youth Service provides young people with the opportunity to participate in activities which develop self-efficacy, problem-solving and develop confidence and self-esteem. One to one work supports more intensive problem-solving and a variety of tools and resources support the work.</li> </ul>
Adolescent voice, choice and personal responsibility	<ul style="list-style-type: none"> <li>• Youth workers are often engaged with young people who are experiencing very real difficulties and issues. The professional relationship and communication between a young person, youth worker and colleagues in formal Education, Social care, YOT, Police and other services is essential to ensure the best possible outcome for the young person.</li> </ul>
Development of self-regulation, self-reflection, self-confidence, self-compassion and character	<ul style="list-style-type: none"> <li>• The purpose of youth work is to establish a relationship with the young person that enables and challenges them to develop their understanding of themselves, their peers, local community and wider society. Youth work supports them to practice their skills and ability to be positive and purposeful. This allows them to make positive contributions to their own lives and to the lives around them. It builds the capacity within the young person to manage and react to situations in life with resilience and purpose.</li> <li>• Youth work is based on professional assessment of the strengths, resilience, needs and complexities of the individual. The purpose is to engage in such a way that assists young people to develop in order to reach their full potential as well informed, confident and proactive adults.</li> </ul>

This review will ensure that these ways the Youth Service mitigate the effects of adversity in young people are maintained and built upon so that the Youth Service can continue to effectively build the resilience of young people, especially the most vulnerable, and their families in Barnet.

#### Early Intervention and Prevention

Barnet Council has a commitment to Early Intervention as a key driver to improve outcomes for vulnerable children, which is underpinned by the Early Intervention Strategy. In August 2014 Barnet published its Early Intervention and Prevention Strategy which sets the strategic direction of Barnet's Early Intervention and Prevention services, of which Youth Services are a key part. The overall intention of the strategy is to enable families to build their resilience, lowering the amount of intervention required from services, and improving outcomes for children and families. The table below sets out how the three key principles within the strategy relate to Youth Services.

Principle	How the principle relates to Youth Services
1. Intervene as early as possible	Youth Services intervene early in the life of a problem
2. Take a whole family approach	For Youth Services , whose priority is to build the resilience of the young person, taking a whole family approach means aligning this work within the work of the wider family, working effectively alongside other agencies to do this to be an effective team around the family
3. Use evidence based interventions and monitor them effectively	Ensuring Youth Service deliver evidence based interventions and that there is an effective process in place to evidence improved outcomes for young people.

Over the past year there has been work to implement the Early Intervention and Prevention Strategy. This work, which has been completed as a multi-agency partnership, has included:

- A needs analysis and outcomes monitoring
- Understanding of current services delivered and need for integration and alignment
- Review of CAF and how this can become an effective tool for assessing the needs of a family

This review of Youth Services, and the wider 0 – 19 project including Early Years phase 2 review, is a continuation and development of this work.

#### 1.4 Current model

The Youth Service offers a range of provision across various ages and levels of intervention. The various types of provision the Youth Service delivers include:

##### **Positive activities (informally structured learning programmes):**

- Universal positive activities are delivered in the school holidays by a range of organisations offering fun and educational opportunities.
- Targeted positive activities offer a range of opportunities to the most vulnerable and hard to reach groups. These are delivered on a weekly basis in term time throughout the year and include activities such as music production, sporting activities - boxing, football and gym as well as more technical activities such as motorbike mechanics, music production and working with horses
- Creative Arts positive activities uses arts to engage young people, particularly those facing a range of physical, educational and emotional challenges. Most programmes are delivered in group settings. The current programme of activities currently includes: drama, contemporary and street dance, film making, art, circus skills and singing.

##### **Services to schools**

- Duke of Edinburgh: the Youth Service directly deliver the Duke of Edinburgh programme as well as supporting 22 educational establishments in Barnet to deliver the programme
- Education Welfare: support schools across the borough to monitor and promote attendance and reduce absence

*(The Education and Skills service deliver the Education Welfare statutory duty to serve notice on parents' whose children are not receiving a suitable education, issue school attendance orders and prosecute non-compliance, prosecute or fine parents whose children do not attend regularly and apply for an Education Supervision Order for a child)*

- Alternative Education are a range of bespoke and accredited educational programmes that aim to re-engage and inspire students aged 13 – 16 years old who are facing particular challenges in life

**Targeted Youth Work** includes 1:1 and group work and supports young people with specific work around particular issues such as self-esteem, pregnancy and teenage parenting support, anger management, family relationship problems, substance misuse and / or housing issues.

Other Targeted Youth Work includes:

- **Targeted positive activities** as described above
- A one to one **counselling service** for young people aged 15 – 19
- **Out of court disposals:** work with young people who are involved in anti-social behaviour and first time or low level offending
- **Detached youth work:** a team of detached youth workers carry out youth work within street settings across the borough. Their work is focussed in areas where there are known issues of anti-social behaviour.
- **Keeping Young People Safe (KYPS):** A project to limit gang exposure and reduce risk of gang membership and serious youth violence activity of those children and young people who are at risk of doing so.

#### **Play services**

- **Free Early Education** for 2 year olds
- **After school provision** for children aged 4 and a half to 11 years old
- **Holiday playschemes** for children in need aged 4 and a half to 11 years old

The Youth Service delivers services across Barnet. The main buildings services are delivered from is Canada Villa Young People's centre in Mill Hill, Finchley Youth Centre in East Finchley and play services are delivered from Greentop Young People's Activity Centre in Grahame Park. Detached youth workers also have a base and deliver services from Grahame Park. Positive activities are delivered from venues across the borough.

### **1.5 Needs analysis**

A detailed needs analysis can be found at Appendix 1. The objectives of the needs analysis are to provide an overview of the socio-demographics and health of young people in Barnet; to provide information on service performance and service delivery, and identify any gaps between the needs of young people and service provision. The needs analysis is structured around the key objectives of the Youth Service. Key findings include:

- Projected population growth of 11-18s is concentrated in Colindale, which is one of the most deprived wards
- At Key Stage 4, attainment of 5 A\*-C grades including English and Maths is ranked in the top quartile nationally. Attainment of SEN, EAL and disadvantaged pupils is significantly above the attainment of their national counterparts – however the attainment gap between these

two groups in Barnet is wider than the London average

- Key Stage 5 attainment (average point score per pupil) in Barnet is ranked in the top quartile, 26th nationally and Barnet is 4th nationally in terms of ensuring all young people engage in education, employment or training up until age 19 – however the number of NEETs has seen a 41% increase between October 2015 to July 2016
- Barnet has low rates of CIN, children with child protection plans (CP) and children in care with rates in the lowest 10% of the country – there has been increased in demand in the last year but this does not necessarily reflect an increase in need per, but is an indicator of greater reach into the community to support children and their families at an earlier stage
- The rate of children in the care of LB Barnet reduced from 42 to 34 per 10,000 of under-18 population over 2009-2015 - the majority of Barnet's inflow and outflow of children is largely within the 15+ age bracket.
- For those children in care who have a faith, only 4% of the cohort identify as Jewish, compared with 15.2% of the total Barnet population (Census, 2011)
- A small majority are white British (26%) and there is a significant minority of black / black British (18%) and mixed heritage children (20%).
- Children in care are more likely to be referred Missing children services, making up 48% of referrals.
- The number of young people supervised by the Youth Offending Team (YOT) is falling, and there is less activity generally in the criminal justice system, however the seriousness of offences is increasing. The cohort is also more complex and challenging in terms of risk of harm and levels of vulnerability
- There have been increases in: number of victims of knife crime with injury and serious youth violence, number of gang members, and the severity of incidents as well as a decreases in the age of gang members

## 2. SCOPE

### 2.1 Services in scope

The services which are in scope for the Youth Service review are those as described above in the current model which includes:

- Positive activities
- Targeted Youth Work
- Creative Arts Offer
- Services to schools - support and traded
- Play services

### 2.2 Financial baseline

The overall investment in Youth Services is set out below.

BUDGET	DESCRIPTION	STAFF BUDGET	NON-STAFF BUDGET	INCOME BUDGET	TOTAL
Positive Activities	Positive Activities	15,030	149,110	(42,000)	122,140
	Duke of Edinburgh	25,120	94,740	(65,000)	54,860
	Accreditation licensing	31,000	50,170		81,170
<b>Positive Activities Total</b>		<b>71,150</b>	<b>294,020</b>	<b>(107,000)</b>	<b>258,170</b>
Skills, Sports & Play	Play Service & Greentops	121,710	40,650	(60,000)	102,360
	Children in Need holiday play scheme		40,000		40,000
<b>Skills, Sports &amp; Play Total</b>		<b>121,710</b>	<b>80,650</b>	<b>(60,000)</b>	<b>142,360</b>
Targeted Youth Support	Youth & Community Mgt Team	1,370	23,470	(15,000)	9,840
	Youth Workers	899,100	4,230.00		903,330
	Youth Homelessness contract		243,200		243,200
<b>Targeted Youth Support Total</b>		<b>900,470</b>	<b>270,900</b>	<b>(15,000)</b>	<b>1,156,370</b>
Youth Centres & Equipment	Rithmik (radio and music production)	35,090	8,324		43,414
	Canada Villa	10,030	45,730		55,760
	Finchley Youth Centre	23,570	26,650		50,220
<b>Youth Centres &amp; Equipment Total</b>		<b>68,690</b>	<b>80,704</b>		<b>149,394</b>
<b>TOTAL</b>		<b>1,162,020</b>	<b>726,274</b>	<b>(182,000)</b>	<b>1,706,294</b>

The current context necessarily means all activities must be informed by and support the need to make planned savings, and a new Youth Service model will need to deliver the savings as planned.

### **3. RATIONALE**

#### **3.1 Drivers for Change**

##### Improving outcomes for young people through enabling them to develop resilience

The key consideration in this review will be using the resources available in the most effective way to improve outcomes for young people. Based on the outcomes set out in Children and Young People's Plan and the strategy to support young people to develop their resilience, the outcomes that the review will focus on improving are:

- Building resilience of the most vulnerable young people
- Positive Health and Wellbeing outcomes for young people
- Readiness for Adult life
- Reducing risky behaviour
- Taking part in positive activities
- Young people have their say

As part of the review, and in line with one of the key principles of the Early Intervention and Prevention Strategy, measures will be defined to monitor each of these outcomes.

Enabling young people to develop their resilience through aligned and integrated Early Intervention and Prevention services will also reduce the demand for social care interventions, reducing the cost to the local authority.

##### Changing needs in the borough

Barnet is forecast to have the largest number of children of any London Borough by 2020. Alongside this, Barnet is becoming increasingly diverse as a result of regeneration and migration.

In Barnet there is a cohort of vulnerable adolescents and the needs of this population are changing. Amongst other needs there is a growing prevalence of issues such as Gangs and Serious Youth Violence, CSE and Missing. The age of gang members is decreasing with 13 year old being identified in May as a gang associate for the first time since recording began 15 months ago. The age group of those at most risk of CSE is 14-17 (81% of victims), with aged 15 being the peak age, and the primary age group of young people going Missing is 15 years old.

Together these issues present an overwhelming case for intervening early to build the resilience of these young people and to prevent needs escalating. Intervening early is also crucial to reducing and preventing the need for high cost statutory interventions. Young people aged 15-17 accounted for a quarter of 2015/16 care entries, with the most frequently cited factors being socially unacceptable behaviour and / or Gangs and Serious Youth Violence or CSE. The costs of this care ranged from £529 - £2,916 per week per young person. Analysis has shown the average length of time in care for an 11-16 year old in Barnet was 2.4 years with an associated spend of £165,000.

##### Financial sustainability

In November 2015 the Children, Education, Libraries and Safeguarding Committee agreed a savings programme in order to meet the target saving required for 2016-20, which had increased to £14.5m from £9.9m previously. This agreed savings programme then informed the Council's Medium Term Financial Strategy, which was agreed by the Policy and Resources Committee on 16 December 2015. Included in this savings programme was a saving of Youth MTFS budget reductions (incl.

traded service proposal) of £800k from £1.7m budget by 2019/20. This represents a 56% reduction in total funding. The Business Planning agenda item to the Children, Education, Libraries and Safeguarding Committee in November 2016 recommends that the Committee confirms this level of savings.

The current context necessarily means all activities must be informed by and support the need to make planned savings, and a new model for Youth Services will need to deliver the savings as planned.

#### Integrating services and partnership working

There is evidence that integrated services are better for young people and their families. Integration, holistic support which joins up services for the whole family, is one which has received an increasing amount of attention - most recently by expanding the remit and use of Children's Centres' to do this. The Early Years' service, within the same Early Intervention and Prevention Directorate as Youth Services, has recently integrated services by implementing a locality model of service delivery. National strategic direction also emphasises the need to work in partnership across departments and with the voluntary and community sector to maximise the impact of work.

#### Changing provider landscape

There is a changing provider landscape of Youth Work in Barnet which offers to review how Youth Services are delivered. Council leisure services, which include youth focused recreational activities, are currently being recommissioned. The Young Barnet Foundation is currently being established to work with, and support, voluntary sector organisations working with children and young people in Barnet. Also Youth Zone, a new state-of-the-art centre open seven days a week offering activities and opportunities to all young people between the age of 8 and 19 years old (up to 25 years old for people with disabilities), is due to open in Barnet in 2018.

### **3.2 Core Objectives for a model for Youth Services**

Considering the drivers set out above and the wider context, the Project Board has established a core set of objectives for a model for Youth Services. Our intention is to use these objectives as an overarching set of design principles to guide and shape our exploration of future delivery options for Youth Services. They will act as a basis for more detailed criteria against which options will be assessed. These are:

- To deliver the best outcomes possible for young people with the resources available
- To enable vulnerable young people to build their resilience, reducing need for more costly later interventions
- To provide integrated services so that they are joined up around the needs of young people and feel seamless to users
- To develop a sustainable model for Youth Services.

### **3.3 What are other local authorities doing?**

Whilst recognising the importance of Youth in improving outcomes for children and families, all local authorities face the same challenge of needing to make savings and reducing demand for expensive late interventions. Research has been undertaken into the changes that other local authorities have been making. Below is a summary of the key findings.

#### Other Councils



There is not one consistent model of youth service delivery across England. The variety of ways to deliver the statutory duties and differing local needs, matched with financial challenges, has created a mixed landscape of local authority youth service delivery. It is estimated that between April 2010 and April 2016, spending on Youth Services reduced across the UK by £387m. There has been a trend across the country of reducing or ceasing universal youth services to focus on targeted provision. Some local authorities have ceased delivery of Youth Services.

Commissioning patterns vary from in house delivery, commissioning arrangements and new models of delivery such as staff mutual, tri-borough arrangements and youth foundations. A recent Partnership for Young London Commissioning Snapshot report looking at youth service commissioning across London found “more services are moving provision in-house rather than commissioning out, for a variety of reasons from efficiency to flexibility”. The Delivering Differently for Young People programme, which launched in 2014 to provide funding to local authorities to rethink youth service delivery, found the first cohort of councils chose to adopt commissioning out or integration arrangements. Yet in the 2015/16 four out of the six councils on the programme are spinning out their services to public service mutuals or independent youth trusts.

Local authority	Type of model	Budget reduction	Details
<b>Lambeth</b>	<ul style="list-style-type: none"> <li>• Young Lambeth Cooperative (YLC)</li> <li>• Fully owned and governed by 20,000 members, rather than employees</li> </ul>	<ul style="list-style-type: none"> <li>• YLC have a 4 year contract with Lambeth Council until 2019 that is worth £1.2m a year</li> </ul>	<ul style="list-style-type: none"> <li>• YLC has raised £112k from outside the council in its first year and hopes to triple that figure next year</li> <li>• Commissions its own services – members advise on what is purchased and how it is evaluated</li> <li>• Young people assess service providers before choosing commissions</li> </ul>
<b>Brent</b>	<ul style="list-style-type: none"> <li>• Community-led ‘Young Brent Foundation’ which will have charitable status</li> </ul>	<ul style="list-style-type: none"> <li>• 69% budget reduction from Youth Services from 2015/16 (£1.3m) to 2016/17 (£0.4m)</li> </ul>	<ul style="list-style-type: none"> <li>• Will work with a range of voluntary organisations, social enterprises and charities to draw in support from grants and sponsorship</li> <li>• 4 youth centres are to be made subject to community asset transfer with activities run by different providers under licenses or short-term occupations</li> <li>• Council remaining resources will be small team of qualified youth workers to work closely with VCS to share skills, knowledge and resources across 300 local youth service providers</li> </ul>
<b>Devon</b>	<ul style="list-style-type: none"> <li>• Independent social enterprise</li> </ul>	<ul style="list-style-type: none"> <li>• 25% (£927k) budget reduction from Youth Services in 2013/14 (£3.7m) to 2014/15 (£2.77m)</li> </ul>	<ul style="list-style-type: none"> <li>• Current youth workers continue running service for young people and communities</li> <li>• Access to funding currently inaccessible to council services and departments and therefore be less reliant on council budgets</li> <li>• The service will help to develop Local Youth Work Networks with ongoing funding of £100k</li> <li>• £100k will also be available for advice and</li> </ul>

			infrastructure support, with a further £200k for one-off community start up and seed funding grants to help communities develop local provision for young people
<b>Trafford</b>	<ul style="list-style-type: none"> <li>Trafford Youth Trust</li> </ul>	<ul style="list-style-type: none"> <li>More than 50% reduction in Youth Services budget from 2014/15 to 2015/16</li> </ul>	<ul style="list-style-type: none"> <li>A partnership against which youth provision is commissioned and funded</li> <li>The partnership regularly commissions the voluntary sector</li> <li>The Youth Service is delivered from one building and offers services such as social health, connexions and CSE work.</li> </ul>
<b>Durham</b>	<ul style="list-style-type: none"> <li>Targeted approach</li> </ul>	<ul style="list-style-type: none"> <li>50% (£1m) budget reduction in Youth Services from 2015/16 (£2m) to 2016/17 (£1m)</li> </ul>	<ul style="list-style-type: none"> <li>Recommended service delivery model which will replace the provision of open access universal youth projects with a targeted approach</li> <li>Provide support to young people through 5 key elements: Single Assessment and Team Around the Family, Team around the school, NEET Re-engagement programmes, Teen Parent programmes and Team around the community</li> </ul>
<b>Sutton</b>	<ul style="list-style-type: none"> <li>Targeted approach</li> </ul>	<ul style="list-style-type: none"> <li>Youth Service budget reduction of 61% (£667k) from £1.1m in 2015/16 to £433k in 2016/17</li> </ul>	<ul style="list-style-type: none"> <li>The council is stopping all of its non-statutory youth services, including Sutton Youth Centre, the Phoenix Centre and its Duke of Edinburgh scheme</li> <li>The council will continue to support and track NEETs</li> <li>A youth officer will be responsible for the oversight of youth provision in the borough and engaging with local providers of youth activities</li> </ul>
<b>Sandwell</b>	<ul style="list-style-type: none"> <li>Targeted approach</li> </ul>	<ul style="list-style-type: none"> <li>Budget reduction of 53% (£950k) from £1.8m in 2013/14 to £850k in 2014/15</li> </ul>	<ul style="list-style-type: none"> <li>Targeted youth services remain with two main youth centres, one open access youth club</li> <li>Two youth buses to provide borough-wide services</li> <li>Two detached youth working teams</li> </ul>

### 3.4 Key considerations for an evolving model Youth services

Reflecting on the drivers for change detailed above, there are a number of considerations to shape the evolving model of Youth Services. The following section outlines these key considerations which are interconnected rather than discrete. These key considerations will be explored further in the development of the draft Outline Business Case (OBC) which will set out a range of options for consultation.

These considerations are:

- (1) Review universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable**

As set out earlier, building resilience is central to the Children's and Young People's Plan and adolescence is a crucial time to build resilience. As is the case now building resilience of young people will continue to be a key objective of the Youth Service, however within the reduced budget envelope this will be focused on those who need it most. To ensure the resilience of those who need it most is built, this review will consider the amount of universal services which are delivered and how these services should be delivered. These services will be reviewed in light of the needs of vulnerable young people in Barnet, statutory duties, what other councils have done and what other providers in the borough are delivering. Currently the Youth Service delivers a range of services across different levels of intervention from universal to specialist.

Options for reviewing universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable will include:

- Reduce the amount of, or cease delivery of universal Youth Services
- Deliver cost neutral universal Youth Services by charging service users
- Consider other income generation opportunities to potentially expand provision
- Consider what other providers in the borough are delivering

## **(2) Remodelled targeted offer**

With the recognition the existing budget envelope should be used to deliver a targeted service, a key consideration becomes where resources should be focused and what targeted services should be delivered. As detailed earlier there are changing needs in the borough and this project will review Youth Services in light of these changing needs and alongside what other internal and external providers are delivering. For instance the Education and Skills service deliver the statutory Education Welfare offer to schools. This will ensure interventions delivered by the Youth Service are focused on need and where they can add most value in the intervention and prevention early in the life of a problem to build the resilience of vulnerable young people.

Options to be explored further in the outline business case will be:

- Reconsider the more statutory elements of the Youth Service offer such as Education Welfare and Out of Court Disposals services
- Youth Service offer which focuses on the needs of the most vulnerable such as CSE, Gangs and Serious Youth Violence and Missing
- Equity of Youth Service provision across the borough
- Consider the capacity of providers within Barnet to deliver targeted Youth Services

## **(3) Increased integration of Youth Services**

There is evidence integrated services are better for young people and their families. Integration is holistic support which joins up services around the needs of the young person and family. Youth Services and Early Years are within the Early Intervention and Prevention (EIP) directorate within Family Services and these projects have been merged to ensure a holistic remodelling of Early Intervention and Prevention services from 0 – 19 years. This will enable the development of an effective resilience model for young people and their families, a joined up service for a seamless user experience. Merging these two projects will also ensure there is consistent strategic direction, alignment and reduced duplication across 0 – 19 EIP services.

There are also other important linkages across the council, particularly with Education and Skills and Leisure, to deliver Youth statutory duties. Finally, IT systems will be a key enabler in enabling joined up services.

Integration options that will be explored in a draft outline business case will be:

- Model for the delivery of joined up 0 – 19 EIP services which build the resilience of children, young people and their families

#### (4) Maximise use of buildings

The main buildings Youth Services are currently delivered from is Canada Villa Young People’s centre in Mill Hill, Finchley Youth Centre in East Finchley and play services are delivered from Greentop Young People’s Activity Centre in Grahame Park. If there is a change to the level and type of provision which is delivered then it would provide an opportunity to review the use of these buildings. There are also other opportunities to maximise the use of buildings. As part of the council’s move to Colindale, Family Services are also developing a Family Friendly hub in the east of Barnet which will be a base for staff and have some facilities for service delivery. In addition, a Youth Zone will be built in Barnet in 2018 which will provide activities and opportunities to all young people between the age of 8 and 19 years old (up to 25 years old for people with disabilities).

Options to be explored further in a draft outline business case will be:

- Where there is potential for further utilisation, maximise the use of buildings which are currently being used for Youth Service activity

### 3.5 Potential benefits

The initial benefits to be realised from this project are set out in the table below. These benefits will be further explored in the Outline Business Case to form a set of criteria against which to assess the options. At this stage they are derived from the key outcomes agreed for the project and further work will take place with stakeholders over the coming weeks and months to refine them.

Type	Benefit	Potential scale of benefit	Timescales
Non-Financial	<b>Improves resilience of vulnerable young people and their families by providing a more integrated service that is fully joined up around their needs.</b>	There is evidence that integrated services are better for young people and their families. Integrating services will work towards the vision set out in the Children and Young People’s Plan to make Barnet the most family-friendly borough in London, building the resilience of families and children so that they are able to keep themselves safe, achieve their best, are active and healthy and have their say. Integrated services will also reduce the amount of repeat referrals.	By 2019/20
Non-cashable	<b>More resilient young people and their families reduce cost to LBB and partners through lower demand for higher cost interventions</b>	Potential savings can be made in the number of young people taken into care. Young people aged 15-17 accounted for a quarter of 2015/16 care entries. The costs of this care ranged from £529 - £2,916 per week per young person. Other analysis has shown the average length of time in care for an 11-16 year old in Barnet was 2.4 years with an associated spend of £165k.	Savings could be realised in the medium (3-5 years) to long term (5-10 years +).
Non-Financial	<b>The Youth Service is more sustainable and therefore better positioned to improve outcomes for young people with the resources available</b>	As part of a more sustainable Youth Service opportunities for income generation will be reviewed and potentially developed. The current level of income is £182k. Further work will need to be undertaken in the OBC stage to establish in greater detail the opportunities for greater income generation.	2019/20

Cashable	Reduced cost of Youth Services, in line with savings set out in MTFS	£800k	By 2019/20
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#### 4. PROJECT APPROACH & DEFINITION

##### 4.1 Governance

In August 2016, the FS2020 Programme Board chaired by Chris Munday, agreed that the Youth Service Review and the Early Years Review (Phase 2) should be merged to form a single project. This was because both projects had very similar objectives and as a result:

- Our stakeholders were the same and our governance arrangements duplicated each other. A combined project would reduce the burden on those involved and be more efficient;
- Opportunities for synergy and innovation will increase and be easier with a merged organisation.

The new merged project is the 0-19 Project and once the Strategic Outline Case for the Youth Services Review has been completed – bringing it in line with the Early Years’ Review (Phase 2) – all future activity will be part of that combined project.

##### 4.2 Stakeholder Engagement & Consultation

###### Stakeholders

Stakeholder engagement will be one of the priorities of the project. Working with those most impacted by any changes – users and providers – is going to be essential if we are to get a service that is fit for purpose and which children and young people in particular want to use. Only then can we deliver the resilience outcomes we want and achieve our vision for Barnet.

###### Consultation

We would want to carry out a full public consultation. As part of the 0 - 19 Draft Outline Business Case due in March 2017, we will bring detailed proposals for a public consultation. The initial work around stakeholders is attached at Appendix 3 and our initial Equalities Impact Assessment is at Appendix 2.

##### 4.3 Risk

The Youth Service Review Project Board has carried out an initial risk analysis. The top three are identified below.

Ref	Risk Description	Date Raised	Likelihood	Impact	Action / Mitigation
YS002	There is a risk that if the amount of Youth Service provision reduces this will create demand in Children’s Social Care	31/05/2016	Low	High	<ul style="list-style-type: none"> <li>• The review may not reduce services, but impact on stakeholders of any options will be carefully monitored and impact assessed.</li> <li>• A comprehensive needs and demand analysis will underpin options to ensure the needs of vulnerable young people are effectively addressed to prevent</li> </ul>

					escalation to Children’s Social Care.
YS001	There is a risk that the VCS may not have capacity to deliver what the Council needs them to.	31/05/16	Med	High	<ul style="list-style-type: none"> <li>An important part of the engagement work will include discussions about capacity and capability of VCS and other partners. Our proposals and options will reflect what is possible.</li> </ul>
YS003	There is a risk that vocal stakeholders, especially young people will not be effectively engaged	31/05/16	Med	Med	<ul style="list-style-type: none"> <li>Ensure robust and fully scoped stakeholder plan in place which is fully implemented.</li> <li>Work with colleagues in the Voice of the Child team to ensure strong participation and engagement of young people</li> </ul>

#### 4.4 Deliverables

The project will follow the Council’s internal governance model and project management methodology. This will revolve around iteratively building the business case for a new model for 0 – 19 services. Specifically, the project will deliver the following, which will set out the commissioning model for 0 - 19 provision for the MTFS period, up to 2019/20:

- A Strategic Outline Case (Youth Service review: November 2016; Early Years’ Phase 2: July 2016)
- An Outline Business Case for the 0-19 review: March 2017
- A Full Business Case for the 0-19 review - which will include a service specification, Target Operating Model and pathway for implementation: May 2017

#### 5. NEXT STEPS

The next steps in the project are:

- Continue and expand our Stakeholder engagement
- Develop the options in more detail
- Carry out more detailed financial and other analysis (eg impact of changes in other authorities)
- Build the options’ assessment criteria
- Prepare consultation documents as part of a Draft Outline Business Case

The Committee is asked to:

- Note the paper and in particular section 3.4 - Areas for Consideration - and agree section 5, the Next Steps.
- Agree to the proposal for a Draft 0 – 19 Outline Business Case (including specific recommendations for public consultation) to be brought to the Committee in February 2017.

#### APPENDICES

1. Detailed Needs Analysis
2. Initial Equalities Impact Assessments
3. Initial Stakeholder Engagement Plan

## Youth - Needs Assessment

1. Introduction
2. Population background
  - 2.1. Ethnicity and religion
  - 2.2. Deprivation
3. Building resilience of the most vulnerable young people
  - 3.1. Children in Need (CIN)
  - 3.2. Family Support Team
  - 3.3. Looked after children (LAC):
  - 3.4. Young Carers
4. Reducing risky behaviours
  - 4.1. Youth Offending
  - 4.2. Re-offending rates
  - 4.3. Missing children
  - 4.4. CSE
  - 4.5. Gangs
  - 4.6. At risk of radicalisation
  - 4.7. Teenage pregnancy
5. Readiness for adult life
  - 5.1. Educational attainment
  - 5.2. Post-16 Education, Employment and Training
  - 5.3. Raising Participation
  - 5.4. Participation in Barnet - June 2015

## 6. Taking part in positive activities

## 7. Young people have their say

### 1. Introduction

The aim of this Needs Assessment is to provide an overview of the needs of young people in Barnet, as part of our review of our Youth service. The Needs Assessment will inform decisions about future service configuration and development.

The objectives of this needs assessment are to provide an overview of the socio-demographics and health of young people in Barnet; and to provide information on service performance and service delivery, and identify any gaps between the needs of young people and service provision.

The Needs Assessment is structured around the key objectives of the Youth Service which are:

- Building resilience of the most vulnerable young people
- Reducing risky behaviour

- Positive Health and Wellbeing outcomes for young people
- Readiness for Adult life
- Taking part in positive activities
- Young people have their say

## 2. Population background

Barnet is the largest borough in London by population and is continuing to grow. The population of 93,590 children and young people (0 – 19) remains the second largest in London and accounts for one quarter of Barnet’s overall population.

Between 2011 and 2016 the population of young people aged 11-18 years in Barnet has seen a small decrease, and is currently estimated to be 34,563, accounting for 9% of Barnet’s population.

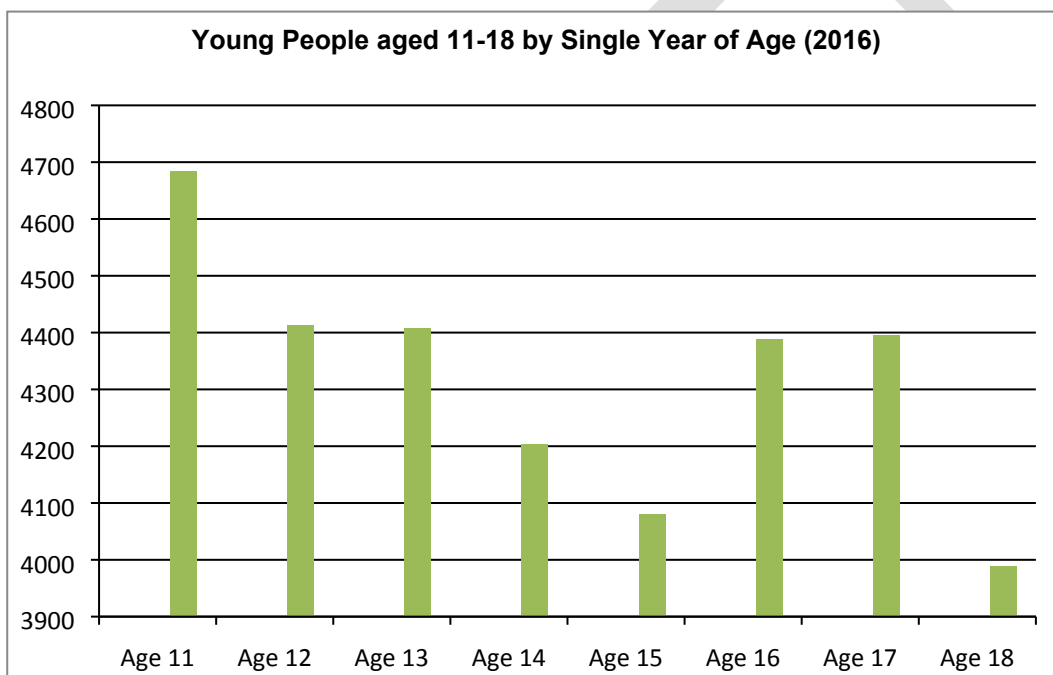


Figure 1: Young people aged 11-18 by single year of age

Within the 11-18 cohort, 11 year olds make up the largest number and 18 year olds the smallest (see Figure 1).

Looking at spread of this age cohort across the borough, Golders Green, Mill Hill and Burnt Oak have the largest number of young people in the 11-18 cohort and West Finchley has the fewest (see Figure 2).



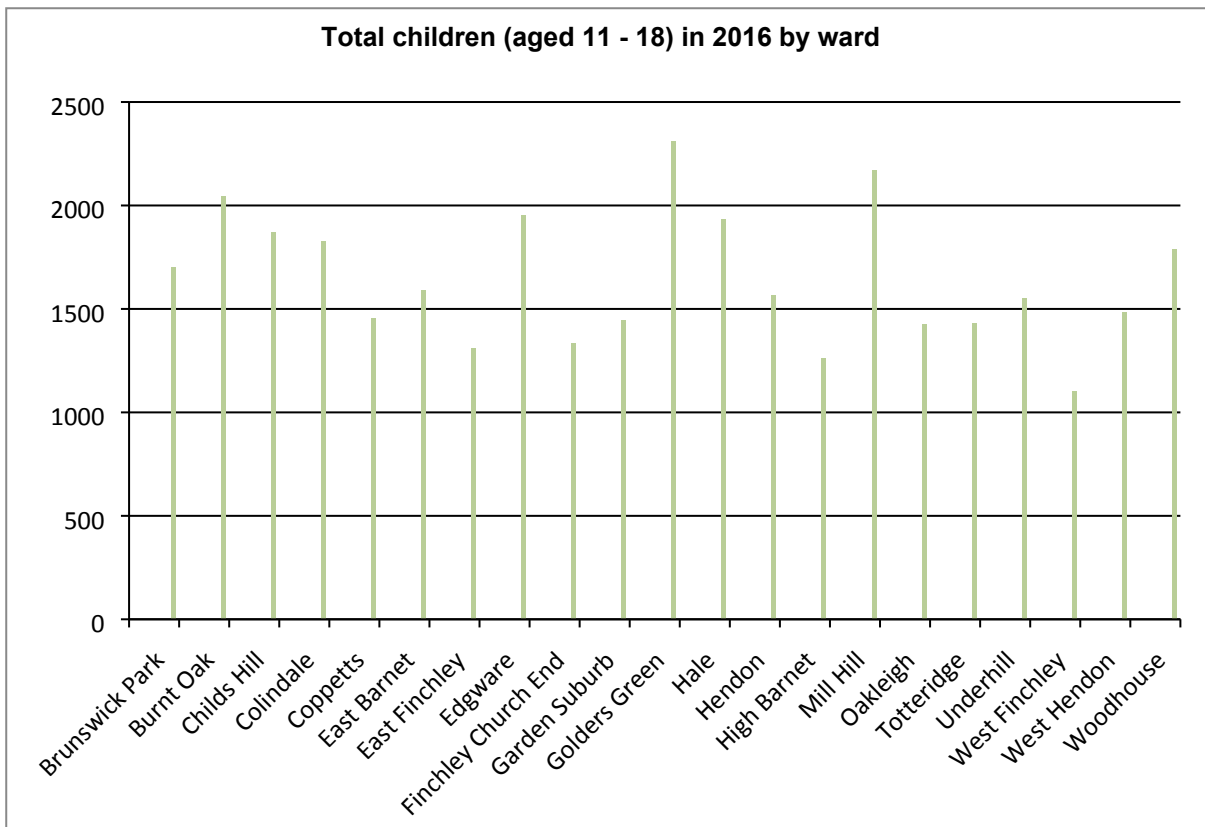


Figure 2: Young people aged 11-18 by ward

Barnet's population is estimated to grow by 6% between 2015 and 2020 when it will reach 98,914. Population growth is linked to the large-scale regeneration projects and migration, with the GLA estimating a net international migration into Barnet of almost 50,000 people over the period 2002 – 2013.

From 2015 onwards the 11-18 population cohort will increase gradually year on year, reaching a steady plateau by 2025, and a high of 41,450 in 2030. Overall for the 30 year period between 2011-2041 there will be an increase from 34,301 to 40,161, a 5% increase (Figure 3). Children aged 11-18 will still account for 9% of Barnet's population.

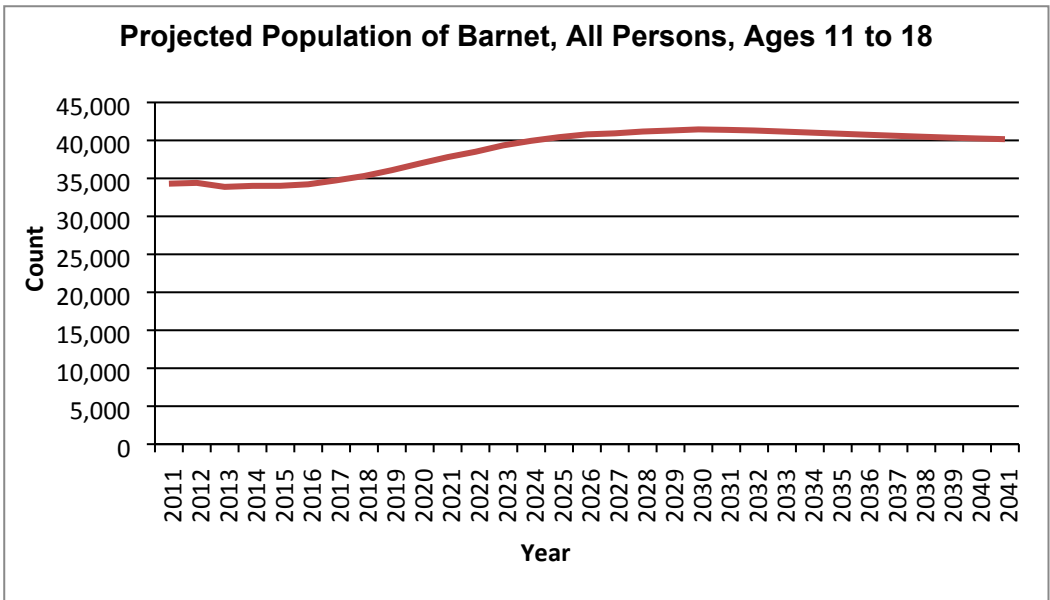


Figure 3: Population projection for Barnet (2011-2041) for young people aged 11-18

Year on year growth consistently projects a higher proportion of males than females in the 11-18 age range, with the exception of 12 year olds where females (51%) outnumber males (49%).

Looking at population increase across different wards in the short term, the most significant increase in the population of young people is in Colindale with the population increasing 47% between 2015 - 2020. There is also an increase by 15% in the same time period in Golders Green and West Finchley.

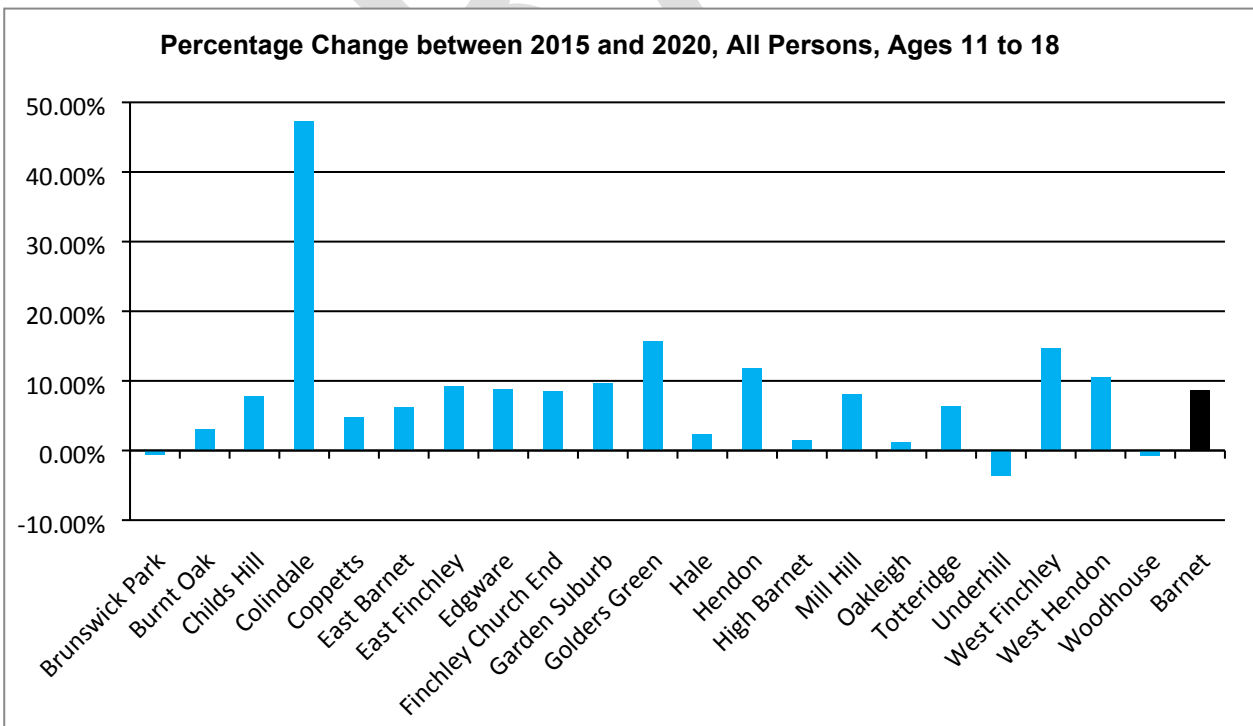


Figure 4: % change between 2015-2020 for young people aged 11-18.

In the longer term, growth is predicted to be more concentrated in a few wards, Colindale and Golders Green, which will both see a much larger rate of growth in the period 2015-2041 compared to the rest of the borough (Figure 5). In light of this uneven population growth the concentration of children across wards will see a significant change by 2041 with much larger number of young people aged 11-18 in Golders Green and Colindale compared to the rest of the borough.

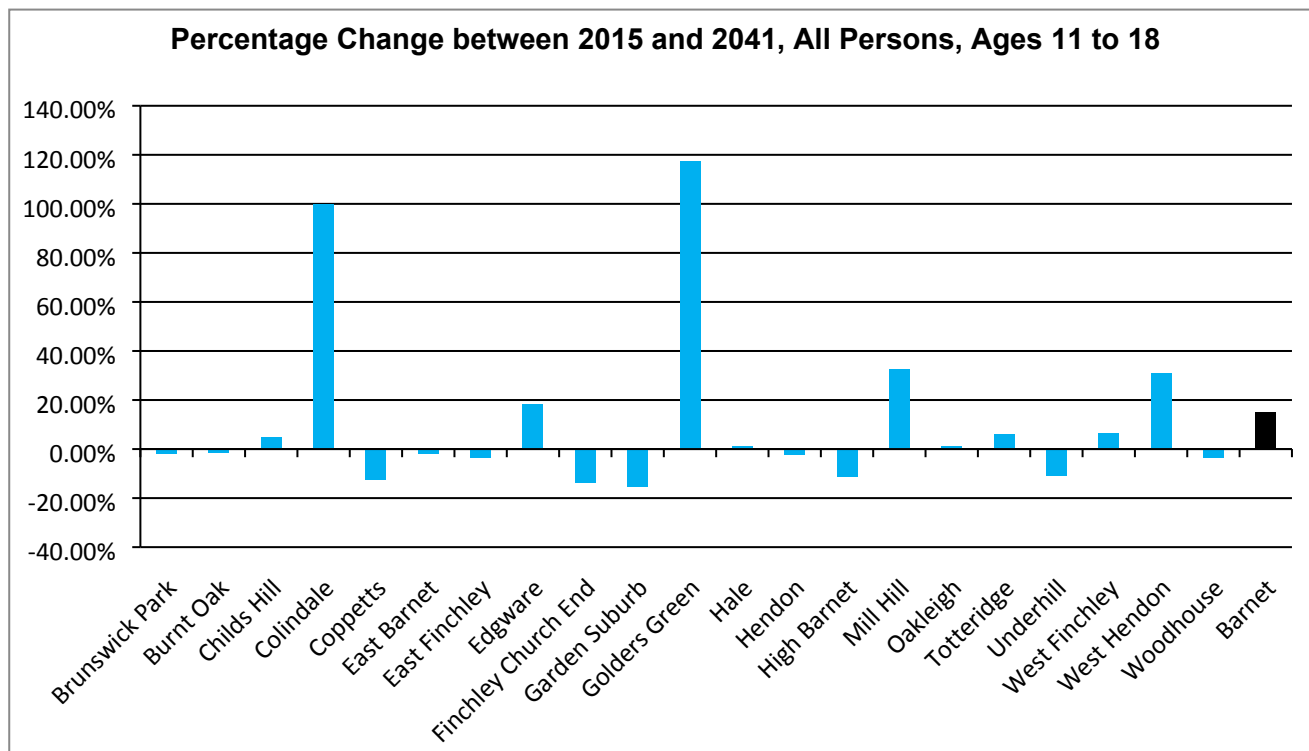


Figure 5: % change between 2015-2041, young people aged 11-18

### 2.1. Ethnicity and religion

Barnet’s population is diverse and is projected to become increasingly more so. The overall Black, Asian and Minority Ethnic (BAME) population is projected to increase from 39% to 44% of the total Barnet population. This diversity is amplified for children and young people, there are more children from BAME groups in the 0 – 9 age group, than there are white children.

Table 1 shows the break down by ethnic group of young people aged 10-19. The largest ethnic grouping is white (55%) with BAME making up (45%). The largest single ethnic groupings within BAME are ‘Other Asian’ (11%) and ‘Black African’ (9%).

Year (2016)	Barnet	% of Barnet population
All Ethnicities	42,007	100%
White	23,033	55%
Black Caribbean	525	1%
Black African	3,649	9%
Black Other	2,231	5%
Indian	1,990	5%
Pakistani	873	2%

<b>Bangladeshi</b>	382	1%
<b>Chinese</b>	655	2%
<b>Other Asian</b>	4,750	11%
<b>Other</b>	3,917	9%
<b>BAME</b>	18,973	45%

Table 1: BAME population of Barnet

The 10-19 population is predicted to become slightly more diverse and by 2041 will be 50% white and 50% BAME, with 'other Asian' making up the largest grouping within BAME (11%).

In Barnet's secondary schools, 38% of the pupil population have English as an additional language: there are around 122 languages spoken other than English. The language other than English spoken by most secondary school pupils is Gujarati spoken by 1.8% of pupils.

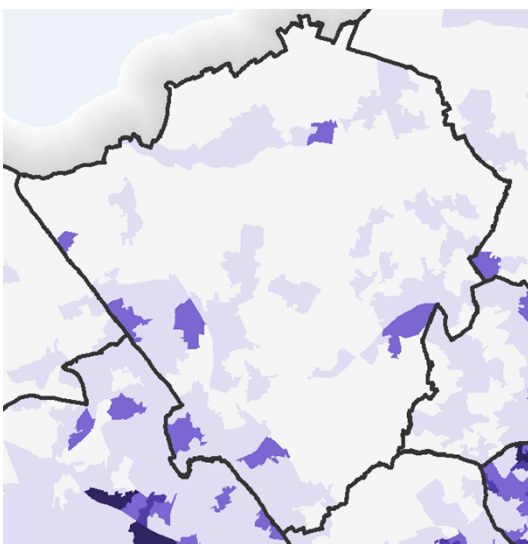
Although by religion, Christianity is the largest faith community in Barnet accounting for 41% of the total population. There is a significant Jewish and Muslim population. Judaism is the second most common religion (15%), this equates to 1 in 5 of all Jewish people in England and Wales living in Barnet. The Muslim community accounts for 10.3% of the community.

## 2.2. Deprivation

To date, the Index of Multiple Deprivation (IMD 2010) has been the primary source for measuring deprivation in England and Wales. The 2010 update to the Index of Multiple Deprivation, ranks Barnet 176th out of the 326 local authorities in England and Wales for deprivation – just slightly below the average. This is 48 places higher than 2007 (128th) suggesting that deprivation has increased over this period compared to other local authorities.

Relative to other London boroughs, Barnet is ranked 25th out of 33 local authorities and nearly all of the LSOAs in Barnet have become less deprived relative to the rest of London since 2007. Figure 7 maps IMD scores across the borough in 2010 and 2015 showing that patterns of poverty have seen some changes with the western border of the borough in the South seeing an increase in poverty as well as some increase in pockets of poverty to the North and East of the borough.

IMD 2010



IMD 2015

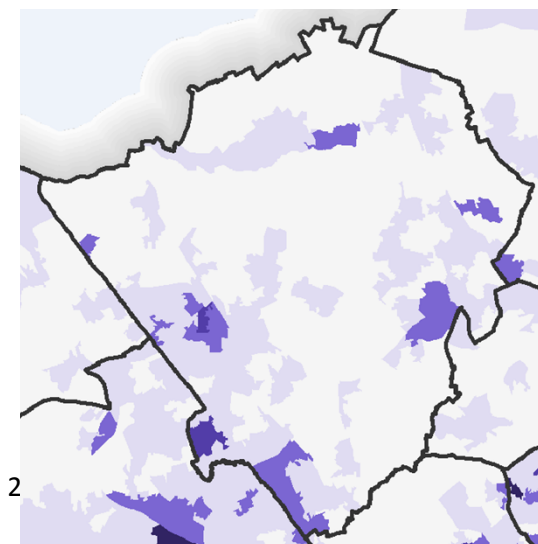


Figure 6: IMD 2010

Figure 7: IMD 2015

Local Authorities, including Barnet, are moving towards more nuanced measures of child poverty. The Income Deprivation Affecting Children Index (IDACI), which is a specific subset of the income Deprivation Domain relating to child poverty factors, provides a more accurate picture of the proportion of children under the age of 16 in an area living in low income households.

Data suggests that 14% of children in Barnet are living in the 33 most deprived LSOAs, defined as LSOAs which are in the lowest 20% for IDACI.

At a ward level, Burnt Oak and Colindale are the wards with the largest number of deprived LSOAs (using both IMD and IDACI measures) indicating that the most deprived communities are concentrated in the West of the Borough. Burnt Oak already has one of the highest populations of young people aged 11-18 and Colindale is set to see huge growth in numbers over the next 5-10 years. This could mean more young people living in areas of deprivation, although some of this may be mitigated by large scale regeneration.

There are also notable pockets of poverty in other parts of the borough notably in Underhill, Golders Green, East Finchley and Child's Hill, whilst numbers of young people aged 11-18 in most of these wards is set to remain fairly steady, Golders Green is predicted to see a 117% increase in numbers of young people over the next 25 years – suggesting that poverty could become more entrenched for some of these young people.

### 3. Building resilience of the most vulnerable young people

#### 3.1. Children in Need (CIN)

The Children Act defines a child in need (CIN) as a child:

- who is unlikely to achieve or maintain, or to have the opportunity of achieving or maintaining, a reasonable standard of health or development without the provision of services;
- or a child whose health or development is likely to be significantly impaired, or further impaired, without the provision of services;
- or a child who is disabled.

Barnet has low rates of CIN, children with child protection plans (CP) and children in care (CIC) per 10,000 nationally – with rates in the lowest 10% of the country. At March 2015, the most recent published figures, Barnet had 205 CIN per 10,000 compared to a national average of 337. There are 27 CP per 10,000 compared to a national average of 43; and there were 300 children being looked after by the local authority (a rate of 34 per 10,000 compared to a national average of 60).

When compared with Barnet's 11 statistical neighbours, Barnet also has relatively low rates ranking 11/11 for CIN, 10/11 for CP, and 8/11 for LAC. Analysis and modelling undertaken has shown that once population characteristics, including religion, are taken into account Barnet's rates are not significantly different from the rates of other local authorities.

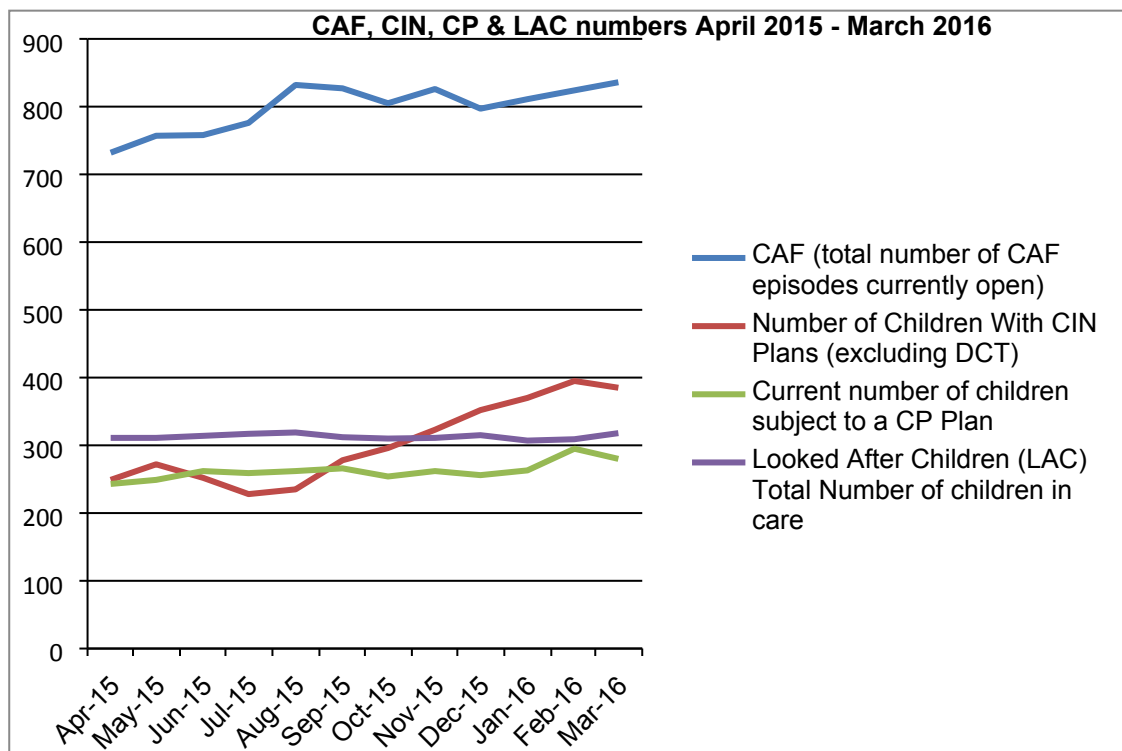


Figure 8: CAF, CIN, CP and LAC numbers April 2015 – March 2016

The CAF is a standardised approach to conducting an assessment of a child's additional needs and deciding how those needs should be met.

Figure 8 indicates that there have been increases in demand locally with a large increase in CAF numbers over the past 12 months, in line with Barnet's Early Intervention and Prevention Strategy. It is important to note that this does not necessarily reflect an increase in demand per se, but is an indicator of greater reach into the community to support children and their families at an earlier stage.

There has been an increase in the number of CIN children (excluding Disabled Children's Team). There has also been an increase in the number of children subject to a CP plan. The number of CIC has remained relatively stable but has seen some increases recently (n=318 at March 2016 compared to n= 307 at January 2016).

Analysis has identified a 10% increase in referrals to social care over the past 2 years. The understanding and managing demand at the front door analysis found that from November 2013 to October 2015:

- Demand increased across contacts to the service, referrals to social care and referrals to CAF. In particular:

- 14% more contacts to the MASH
- 191% increase in Common Assessment Frameworks (CAF)
- 10% increase in referrals to social care
- 33% fewer referrals to NFA (No Further Action) at MASH
- There have been particular 'pinch points' where peaks have emerged and have put pressure on resources: in March, June, July and October 2015

Overall, there has been a 64% increase in the number of open CIN, CP and CIC cases from 1st April 2015 to 29th February 2016. The growth has mainly been in those children and young people having their first Children and Families (C&F) assessment rather than re-referrals.

### 3.2. Family Support Team

The Family Support Team provides practical and emotional support for children and their families, delivering a range of interventions including parenting, family relationship building and mediation. Between July 2015 and June 2016, the Family Support team worked with a total of 368 families with parenting being the most common intervention, making up 55% of all interventions.

Service	Families worked with	Total interventions commissioned	Hours spent delivering interventions*
CSC	234	609	15525
CAF	134	374	8890
Total	368	983	24415

Table 2: Number of Family Support Team interventions

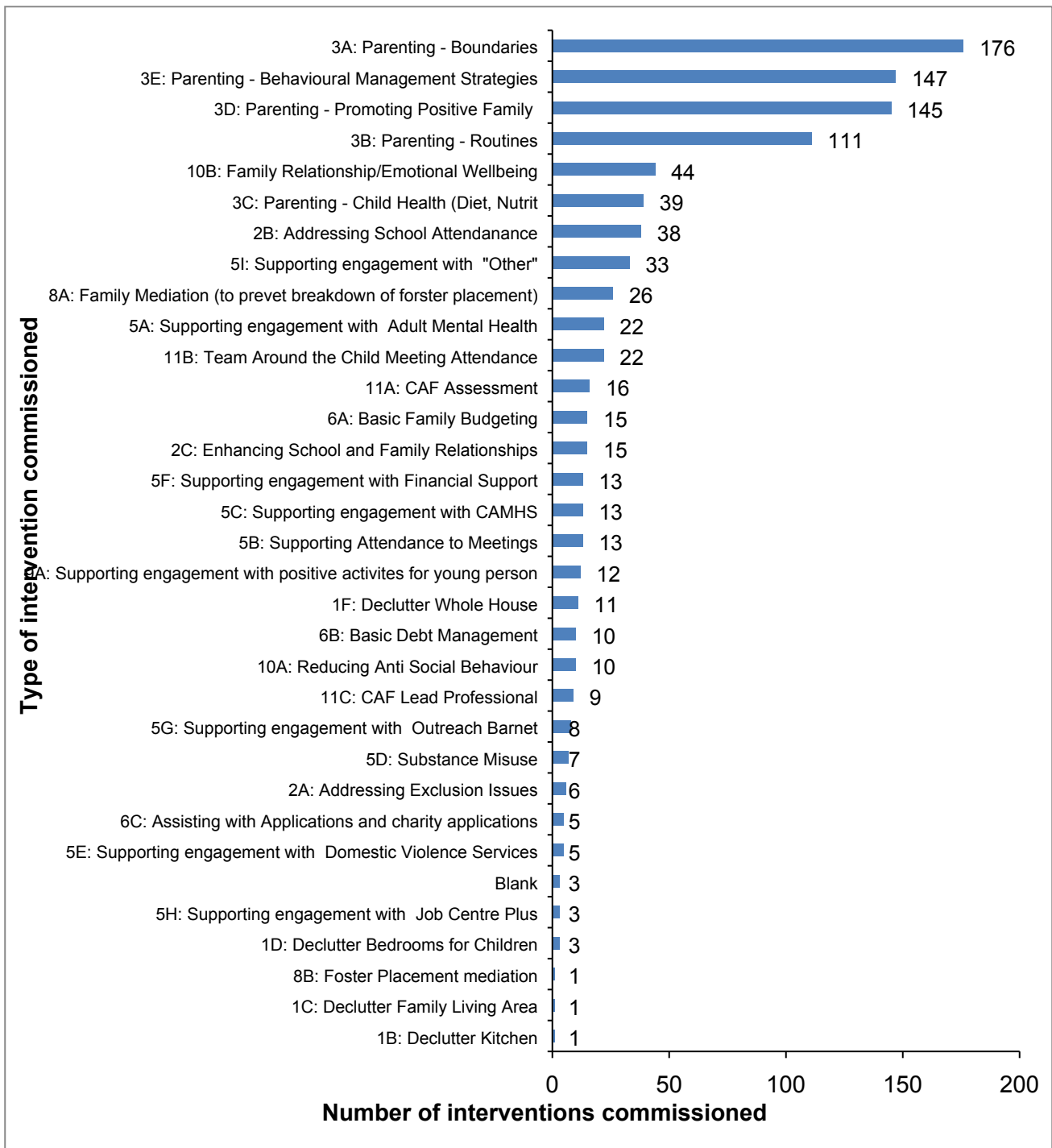


Figure 9: Type of Intervention Commissioned

### 3.3. Looked after children (LAC):

The national rate of CIC steadily increased from 54 children per 10K under-18 population in 2009 to 60 per 10K in 2015. London is an anomaly in the national context and decreased the rate of CIC from 62 to 52 per 10k under-18 population over the same period.

The rate of children in the care of LB Barnet reduced from 42 to 34 per 10,000 of under-18 population over 2009-2015. During this period, LB Barnet was ranked 15/147 LAs for the proportional reduction in the rate of CIC (rank 1 being the greatest proportional decrease).



In 2015 LB Barnet had a rate of CIC far below the England (60 per 10K) and London (52 per 10k) average. Most of Barnet’s statistical neighbours also had higher rates of CIC while three were lower (Merton, Kingston-Upon-Thames and Redbridge).

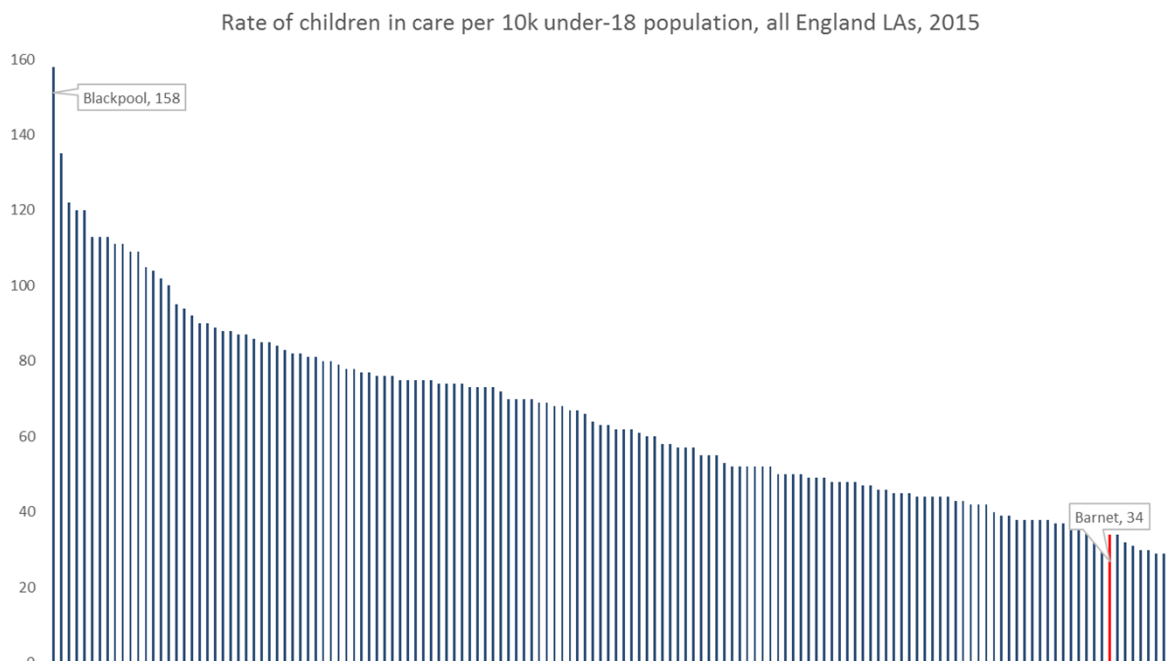


Figure 10: Rate of children on care per 10k under-18 population, all England LAs 2015

The number of CIC has remained largely unchanged in the past 2 years. The majority of Barnet’s inflow and outflow of children is largely within the 15+ age bracket. Most of these are aged between 15 and 16. The highest figures for those leaving care are also seen in the 15+ category, which consists of mainly 18 year olds (62%), followed by 15 and 16 year olds (29%).

The cohort profile for children entering care (2015/16) shows that over two thirds of children entering care are aged either between 0-5 or 15-17 years (n=120/176, 68%), even when accounting for unaccompanied asylum seeking children (UASC).

The cohort is skewed towards males (n=106/176, 60%), primarily as most UASC are male (n=24/26) and the majority of children with SEN and / or a disability are male (n=11/16). The majority of children entering care state they have no religion. For those that do have a faith, the most commonly cited religion is ‘Muslim’ (n=33/176, 19%). This is primarily as the majority of UASC (n=15/24) identify as ‘Muslim’ although there is a significant minority of Muslims within each cohort. Christianity is the next most commonly cited faith (n=31/176). Only 4% of the cohort identify as Jewish, compared with 15.2% of the total Barnet population (Census, 2011).

Children entering care in Barnet come from a diverse range of backgrounds. A small majority are white British (n=45/176, 26%) and there is a significant minority of black / black British (n=32/176, 18%) and mixed heritage children (n=36/176, 20%).

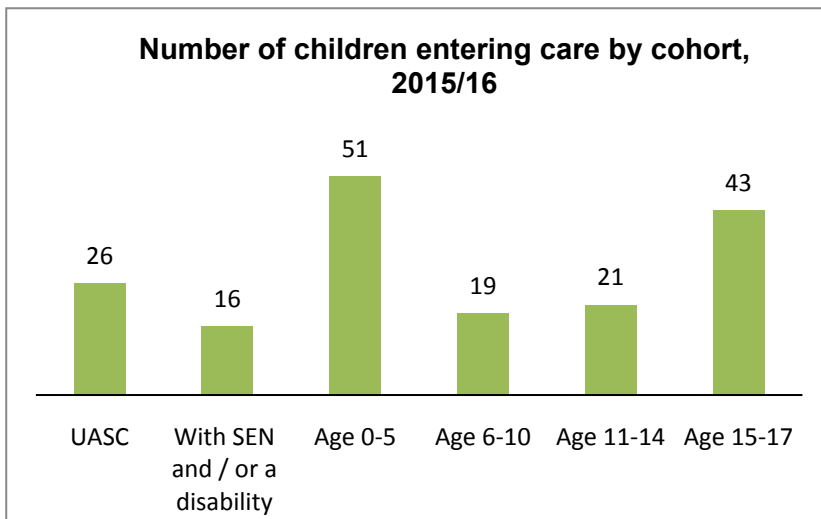


Figure 11: Number of children entering care by cohort, 2015/16

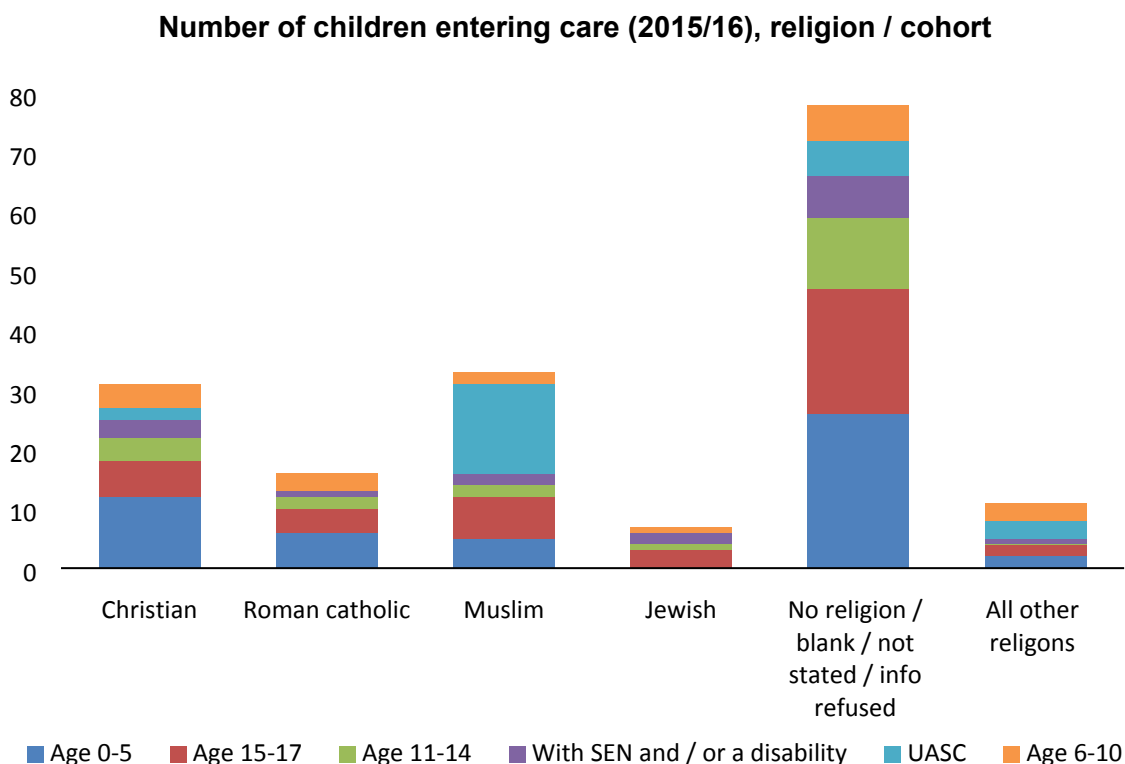


Figure 12: Number of children entering care (2015/16), religion/ cohort

Children aged 11-14 represent 12% of the total cohort of entries to care over 2015/16 (n=21) and 15% of the June 2016 looked after cohort (n=49).

Just under half of this age group who were looked after in June 2016 were placed within Barnet (n=22). Nearly two thirds lived with foster carers (n=31) and of those, around 60% are with in-house carers (n=19). 13 children were in friends and family placements.

Half have been in care for 37 months or more (n=24) and over two thirds were subject to a FCO (n=34). Rehabilitation to the family was the care plan for two children in this cohort.

Children aged 15-17 represent 24% of the total cohort of entries to care over 2015/16 (n=43) and 26% of the June 2016 looked after cohort (n=84).

One third of this group have been in care for 12 months or less (n=31), with a further third looked after for 3 years or more (n=31). Rehabilitation to the family was the care plan for 14% of children in this age group (n=12). Just over one third are placed within Barnet (n=33).

### 3.4. Young Carers

The 2011 Census revealed that there are 2,911 children and young people aged 0 – 24 providing unpaid care in Barnet. Using estimates that there could be up to four times more young carers this would mean there are over 11,600 young carers (aged 0 - 24) in Barnet, one in ten of the 0 – 24 population.

## 4. Reducing risky behaviours

### 4.1. Youth Offending

The number of young people supervised by the Youth Offending Team (YOT) is falling, and there is less activity generally in the criminal justice system, however the seriousness of offences is increasing. The cohort is also more complex and challenging in terms of risk of harm and levels of vulnerability. In 2010/11 16% of the YOT caseload was assessed as high or very high risk of serious harm to others which increased to 32%, nearly a third of all youth offenders, in 2014 / 15.

KPI	Description	Aug-15	Sep-15	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16	Jun-16	Jul-16	Aug-16	Variance from last month	Trend	Further information
CYP10	Total number of cases currently open to the YOT	83	85	85	78	80	70	69	68	69	74	75	77	80	↑ 3		
CYP11	Average Caseload: Youth Offending	13.8	14.2	14.2	13.0	13.3	11.7	13.8	13.6	13.8	14.8	15.0	15.4	13.3	↓ -2.1		6
CYP40	Percentage of open statutory cases assessed as intensive on scaled approach	47.0%	45.9%	47.1%	47.4%	45.0%	38.6%	42.0%	38.2%	31.9%	33.8%	32.0%	29.9%	26.3%	↓ -3.6%		21 Intensive cases
CYP41	Percentage of open statutory cases where young person is a YOT confirmed gang member	32.5%	31.8%	34.1%	37.2%	31.3%	37.1%	34.8%	38.2%	29.0%	31.1%	26.7%	27.3%	28.8%	↑ 1.5%		23 clients
CYP12	First time entrants to the Youth Justice System during month	5	3	2	3	5	5	6	5	5	8	9	8	9	↑ 1		
CYP16	Number of young offenders sentenced to custody in month	0	0	1	1	1	2	0	1	0	0	0	1	0	↓ -1		
CYP42	Number of knife enabled offences	6	2	3	3	2	2	2	3	4	2	4	7	3	↓ -4		
CYP15	Number of offences with a gravity score over 4	5	2	7	5	6	6	5	2	-	-	-	-	-	NA		Currently unable to provide offence type changes follow plus upgrade
CYP14	Number of serious incidents	0	0	0	0	0	0	1	0	0	0	0	0	0	⇒ 0		
CYP47	ETE Status of young people ending orders in previous quarter	71.4%	71.4%	72.0%	72.0%	72.0%	75.0%	75.0%	75.0%	73.9%	73.9%	73.9%	75.0%	75.0%	↑ 1.1%		Stat 4/6 Non-Stat 8/10
		Q1	Q1	Q2	Q2	Q2	Q3	Q3	Q3	Q4	Q4	Q4	Q1	Q1			

Table 13: 2015/16 Youth Offending trend data

Currently almost 35% of the YOT cohort some form of input from social care – CP plans through to full care order.

### 4.2. Re-offending rates

Re-offending rates are some of the lowest in London and continue to decrease.

### **4.3. Missing children**

Between November 2015 and April 2016, there have been a total of 101 referrals sent to Barnardo's Return Home Interviews and 66 young people referred. Out of the young people referred 48% of them were CIC at the time of the referral. The primary age group of the young people referred is 15 years old, with little differentiation in the number of referrals for girls and boys. The majority of young people referred were In borough at the time of the referral.

For children and young people who have received RHIs, the two most prevalent reasons for going missing have been identified as being friend and/or family related, with 88% of the young people stating they did not come to any harm during their time away. The two themes identified as the main triggers for future missing episodes is the young people's relationships with their parents/carers, and their concern around police involvement if they were to disclose their whereabouts. A number of concerns were identified throughout the RHIs, with the two most prevalent being relationship with parents/carers and school related concerns<sup>6</sup>. The practitioner identified the most common risk to be the young people's lack of awareness around the risks they face and the best ways they can keep themselves safe.

Whilst figures for missing children and young people continue to rise, this does not necessarily indicate that more are going missing. It is partly as a result of improved reporting of missing episodes.

### **4.4. CSE**

In April 2016 there were 35 cases open to MASE (29 level one and 6 level two cases). The main type of exploitation is peer on peer grooming to perpetrate sexually harmful behaviour and gang related sexual exploitation. Other exploitation includes online grooming, one case of stranger trafficking and sexual exploitation and one case of grooming by adults for other adults to exploit.

The numbers of CSE cases at Child Protection level are relatively evenly spread across all age cohorts; however there are a much higher proportion of 11–18 CSE cases amongst children in care.

### **4.5. Gangs**

Currently Barnet is one of London's safest boroughs in which to live and work. In August 2016, Barnet had the 8th lowest crime rate per 1,000 of population and the 3rd lowest rate of 'violence with injury' out of all 32 London boroughs (Community Safety).

There have, however, been growing issues in terms of gangs and serious youth violence (GSYV) over the last few years and in the last 6 to 8 months these issues have significantly escalated in a number of ways. In particular there have been:

- Increases in the number of victims of knife crime with injury and serious youth violence, as well as the rate of gun discharges.

- Decreases in the age of gang members – a 13 year old was identified as a gang associate for the first time in at least nearly two years
- Increases in the severity of incidents – this year there have been three fatal victims of Gangs and Serious Youth Violence, the first gang related deaths in Barnet since 2009.
- Increasing severity in the youth offending cohort with increases in the numbers of youth offenders assessed as high or very high risk of serious harm to others.

These issues have emerged in the context of the movement of gang's activity around London changing. Activity has been moving from inner to outer London boroughs: In 2011/12 outer London boroughs recorded 33% of all gang flagged offences; in 2013/14 this had increased to 46%.

#### Increasing frequency of Gangs and Serious Youth Violence incidents

MOPAC monitors gang crime and serious youth violence indicators across London and there have been notable increases in Barnet in Knife Crime with Injury (victims of knife injury aged between 1-24 years not flagged as Domestic Abuse), Serious Youth Violence (count of youth victims of serious violence [excl. ABH]) and Gun Discharges (Lethal Barreled weapons only).

- In the 12 months previous to July 2016 knife crime with injury had increased by 30% compared to the previous year, an increase of 22 incidents from 40 incidents in 2014/15 to 62 incidents in 2015/16. This is compared to the London average which increased 4% over this time period (MOPAC)
- In the 12 months previous to May 2016 the number of youth victims of serious youth violence, 226 victims, had increased by 41% compared to the year before (160 victims) (MOPAC)
- In Barnet in the 12 months between February 2015 and January 2016 there were 11 gun discharges in Barnet, whereas the in 12 months between September 2015 and August 2016 there have been 17 gun discharges – an increase of 55% and ranks Barnet 5th highest out of all 32 London boroughs for the number of gun discharges (MOPAC)

#### Increasing numbers, and decreasing ages of gang nominals

There have been decreases in the age of gang members. Although the majority of gang members are aged between 17 and 23 years of age (70% nationally), and this provides a key challenge in terms transition, a 13 year old was identified as a gang associate in Barnet for the first time in at least nearly two years.

#### Increasing severity of incidents

The nature of Gangs and Serious Youth Violence is changing and this is reflected in the increases in the number of gun discharges discussed above.

This increasing severity has resulted in three fatal victims (one stabbing and two shootings) of Gangs and Serious Youth Violence in Barnet. These are the first gang related deaths in Barnet since 2009.

Other significant and serious incidents over the past year which demonstrate increasing severity include:

- A 15 year old Barnet young person who was stabbed and found a critical '4 minutes from death'. He survived and later went on to stab another youth.
- A series of three gang related stabbings over two weeks on Grahame Park Estate and a further stabbing which saw a former YOT client previously wanted for attempted murder stabbed 18 times.

The increasing severity of Gangs and Serious Youth Violence in Barnet can also be observed in the youth offending cohort, of which a third are known gang associates.

In 2010 / 11 youth offenders assessed as high or very high risk of serious harm to others accounted for 16% of the YOT caseload, whilst in 2014 / 15 these cases accounted for nearly 1 in 3 (32%).

#### **4.6. At risk of radicalisation**

Children have been referred to Channel by or through Family Services, including children in care. There were also initial enquiries (all raised by the MASH). Intervention Providers have been used in cases of young people active since January 2016 – one of which has been successfully exited and one of which remains on going. For those whose are accepted as Channel cases a range of multi-agency interventions are used including mental-health support and the use of Home Office-approved intervention providers. At least one case known to the Youth Offending Team has benefitted from the input of the Home Office intervention provider and there are some examples of young people being prevented from travelling to Pakistan.

#### **4.7. Teenage pregnancy**

Data shows that Barnet the rate of 10.2 conceptions in women aged under 18 per 1,000 females aged 15-17.

### **5. Readiness for adult life**

#### **5.1. Educational attainment**

Children in Barnet achieve good levels of educational attainment against statistical neighbours and national averages. However, the attainment for disadvantaged groups against their peers in Barnet has widened compared to the London gap. Further, although participation at 16 is good in Barnet, there are specific issues for some young people who attend college rather than a school sixth form who become NEET at the age of 17.

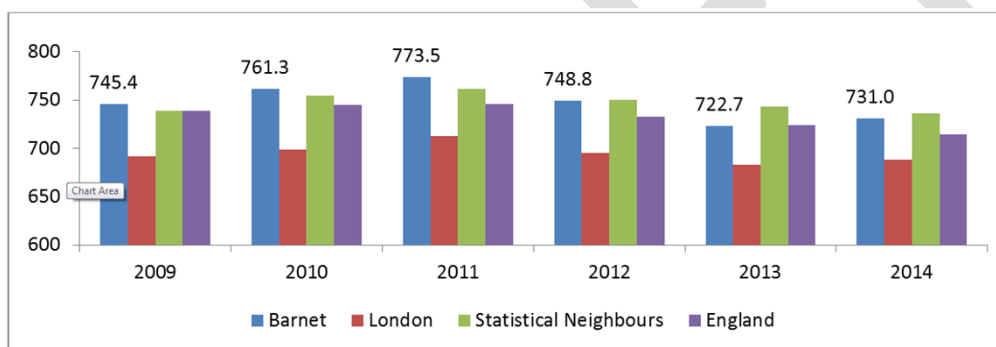
Barnet has a higher proportion of pupils on roll with a statement of special educational needs compared to London, England and statistical neighbours. The proportion of pupils on roll with special education needs (without a statement) has decreased for the past three years but remains above that of statistical neighbours. Overall absence in Barnet secondary schools is ranked in the top quartile, at 23rd nationally.

The proportion of pupils with English as an additional language is above statistical neighbours, but below the London average. The proportion has increased at a lower rate than London and statistical neighbours, but more than the national increase. Barnet has a lower proportion of Free School Meal pupils in secondary schools than London, but more than England and statistical neighbours.

At Key Stage 4, attainment of 5 A\*-C grades including English and Maths and 5 A\* - C grades is ranked in the top quartile nationally. Attainment of SEN, EAL and disadvantaged pupils is significantly above the attainment of their national counterparts. The attainment gap for disadvantaged and non-disadvantaged pupils increased to 28 percentage points in 2014, and is wider than the London attainment gap (21 percentage points).

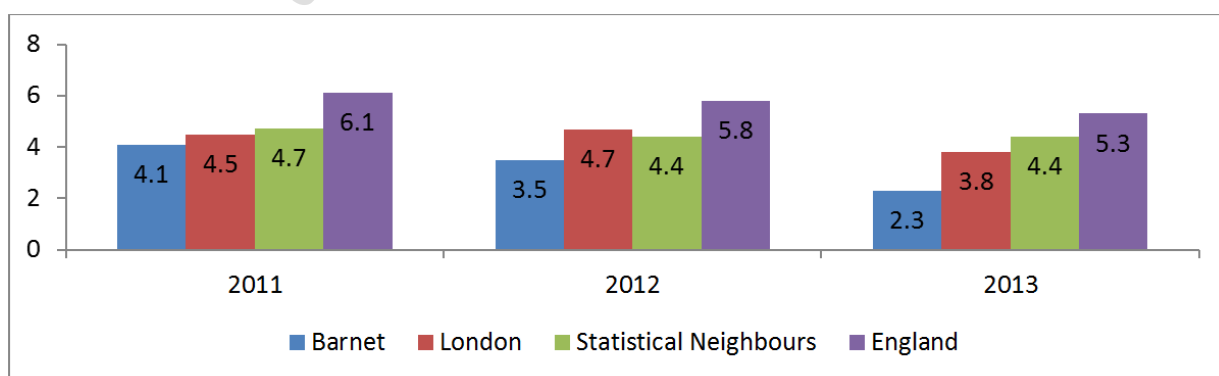
## 5.2. Post-16 Education, Employment and Training

Key Stage 5 attainment (average point score per pupil) in Barnet is ranked in the top quartile, 26th nationally. By age 19, 89.3% of pupils attain a level 2 qualification (ranked 13th nationally), and 68.3% attain a level 3 qualification (ranked 11th nationally).



**Figure 14: APS per Candidate** (Source: [www.gov.uk/government/statistics/a-level-and-other-level-3-results-2013-to-2014-revised](http://www.gov.uk/government/statistics/a-level-and-other-level-3-results-2013-to-2014-revised))

Barnet performs particularly well at ensuring all young people engage in education, employment or training up until age 19 with the proportion of 16 to 18 year olds not in education, employment or training (NEET) ranked 4th nationally. This success is continued for those pupils with learning difficulties or disabilities, where participation rates are ranked 9th nationally.



**Figure 15: % NEET**: Source: Local Authority Interactive Tools (LAIT)

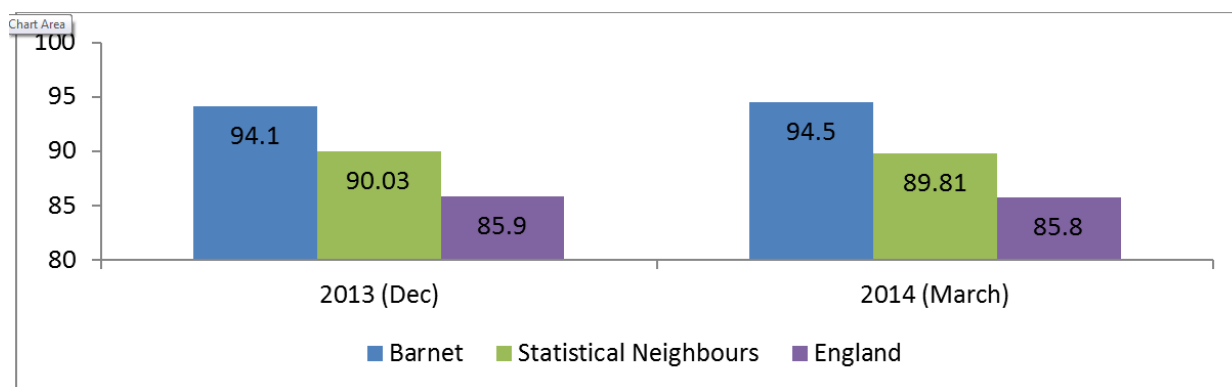


Figure 16: Learning Difficulties and Disabilities (LDD) Recorded in Education and Training Aged 16-17 years

### 5.3. Raising Participation

The Education and Skills Act 2008 places a duty on all young people to participate in education or training until their 18th birthday. The first phase was introduced in 2013; young people are now required to continue in education or training until the end of the academic year in which they turn 17 years. From September 2015 they will be required to continue until their 18th birthday.

Participation may be:

- full-time education at school, college, other provider
- an apprenticeship
- employment, self-employment or volunteering for 20 hours or more a week with part-time education or training

The Local authority is required to:

- promote the effective participation in education or training of all 16 and 17 years olds resident in Barnet.
- make arrangements to identify young people resident in Barnet who are not participating.
- provide advice and guidance to young people aged 16-18 who are not on the roll of an institution and who are deemed vulnerable.
- these new duties complement existing duties to:
  - secure sufficient and suitable education and training provision for all 16-19 years olds
  - track young people's participation.

### 5.4. Participation in Barnet - June 2015

The figures below demonstrate Barnet's progress towards full participation at June 2015 and the current level of NEET and 'Not Known' (the destination of the person is unknown and no information can be gained from other reliable sources).



Year 12			Year 13			Year 14			Year 12-14		
Jun14	Jun15	Variation	Jun14	Jun 15	Variation	Jun14	Jun15	Variation	Jun14	Jun15	Variation
97.2%	97.9%	0.7%	94.1%	97.5%	3.4%	80.2%	83.0%	2.8%	90.7%	93.1%	2.4%
3404	3438	34	3118	3487	369	2584	2677	93	9106	9602	496

Table 3: In Learning (Data Source: West London Partnership Support Unit)

Year 12			Year 13			Year 14			Year 12-14		
Jun14	Jun15	Variation	Jun14	Jun15	Variation	Jun14	Jun15	Variation	Jun 14	Jun 15	Variation
2.1%	1.7%	-0.4%	2.6%	2.2%	-0.4%	4.2%	4.2%	0.0%	2.9%	2.6%	-0.3%
73	60	-13	86	77	-9	127	129	2	286	266	-20

Table 4: NEET (Data Source: West London Partnership Support Unit)

Year 12			Year 13			Year 14			Year 12-14		
Jun14	Jun15	Variation	Jun14	Jun15	Variation	Jun14	Jun15	Variation	Jun14	Jun15	Variation
0.3%	0.0%	-0.3%	1.6%	0.0%	-1.6%	6.5%	3.8%	-2.7%	2.7%	1.2%	-1.5%
9	0	-9	52	0	-52	209	121	-88	270	121	-149

Table 5: Not known (Data Source: West London Partnership Support Unit)

Barnet is performing better in all three categories against statistical neighbours. The mean Indicator for statistical neighbours in May 2015 is 86.2% in year 12-14 in learning, 3.9% NEET and 5.9% Not Known.

However, NEETs count has increased by over 41% since October 2015 to July 2016, most notably in Hendon, High Barnet and Totteridge (percentage change up to 80%). There was a very slight decrease overall since June 2016.

## 6. Taking part in positive activities

- DofE
- Futureversity
- Targeted positive activities
- Targeted Youth Work – *caseload/ where referrals from/ geography*

## 7. Young people have their say

The council has a number of Youth Voice Forums including; Barnet Youth Board, UK Youth Parliament, Youth Assembly, Children in Care Council (#BOP).

Between April – July 2016, 39 individual children and young people engaged with one of the 12 Youth Voice Forums (YVF) delivered. An average of 7 children and young people attended each Youth Voice Forum - this represents steady performance.

## APPENDIX 2 – Initial Equalities Impact Assessments

### Initial Equality Analysis (EIA) - Resident/Service User

<b>1. Details of function, policy, procedure or service:</b>	
Title of what is being assessed: <b>Youth Services Review</b>	
Is it a new or revised function, policy, procedure or service? <b>Service</b>	
Department and Section: <b>Family Services</b>	
Date assessment completed: <b>23/09/2016</b>	
<b>2. Names and roles of people completing this assessment:</b>	
Lead officer	Ben Thomas
Other groups	
<b>3. Employee Profile of the Project</b>	<b>Employee EIA included</b>

<b>4. How are the following equality strands affected? Please detail the effect on each equality strand, and any mitigating action you have taken / required. Please include any relevant data. If you do not have relevant data please explain why / plans to capture data</b>			
<b>Equality Strand</b>	<b>Affected?</b>	<b>Explain how affected</b>	<b>Indicate what action has been taken / or is planned to mitigate impact?</b>
<b>1. Age</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data for children and young people shows:  In 2016 there is an estimated 37,859 children young people aged 11-19 years in Barnet.  The service provides services to young people between the ages of 11-19.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
<b>2. Disability</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data for children and young people shows:  It is estimated that 1% of the population 0-19 has a disability, this would equate to around 380 children aged 11-19.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that the needs are highlighted in the

			Equalities Impact Assessments and key concerns are identified and considered.
3. Gender reassignment	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.  In the absence of data no impact on this protected characteristic can be considered.	None at this time.
4. Pregnancy and maternity	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data shows that Barnet the rate of 10.2 conceptions in women aged under 18 per 1,000 females aged 15-17	
5. Race / Ethnicity	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data for children (10-19) suggest that the largest ethnic grouping is white (55%) with BAME making up (45%). The largest single ethnic groupings within BAME are 'Other Asian' (11%) and 'Black African' (9%).  In Barnet's secondary schools, 38% of the pupil population have English as an additional language: there are around 122 languages spoken other than English. The language other than English spoken by most secondary school pupils is Gujarati spoken by 1.8% of pupils.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
6. Religion or belief	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.  In the absence of data no impact on this protected characteristic can be considered.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and

			considered.
7. Gender / sex	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data for young people (11-19) shows that out of the 37,3859 young people in Barnet:  Female: 47%  Male: 53%	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
8. Sexual orientation	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available. It is estimated that ^6% of the UK adult population identify as LGBT.  In the absence of data no impact on this protected characteristic can be considered.	None at this time.  Barnet propose to treat children fairly irrespective of sexual orientation. Evidence suggests that sexual orientation in young people can be a key factor in health and well-being of the young person.
9. Marital Status	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Data suggests 8.2% of families in Barnet are lone parents with dependent children.	None at this time.
10. Other key groups?	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	<b>Low income families</b> Figures suggest that 4% of Barnet's LSOAs are in the most deprived 10% of LSOAs nationally with an estimated 3,772 children aged 0-15 living in these LSOAs (mid 2012).  Overall, data suggests that 14% of children in Barnet are living in the 33 most deprived LSOAs, defined as LSOAs which are in the lowest 20% for IDACI.  <b>Not in Education Employment or Training (NEET)</b>	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.

		<p>Overall in Barnet 2.3% of 16-18 year olds are NEET. Males are over-represented as NEET 61%, compared to 51% in general population.</p> <p><b>Young Carers</b></p> <p>The 2011 Census revealed that there are 2,911 children and young people aged 0 – 24 providing unpaid care in Barnet. Using estimates that there could be up to four times more young carers this would mean there are over 11,600 young carers in Barnet, one in ten of the 0 – 24 population.</p>	
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**5. Please outline what data sources, measures and methods could be designed to monitor the impact of the new policy or service, the achievement of intended outcomes and the identification of any unintended or adverse impact?**

*Include how frequently monitoring could be conducted and who will be made aware of the analysis and outcomes*

The outcomes of the review are based on those set out in Children and Young People’s Plan 2016-2020. The outcomes that the review will focus on improving are:

- Building resilience of the most vulnerable young people
- Positive Health and Wellbeing outcomes for young people
- Readiness for Adult life
- Reducing risky behaviour
- Taking part in positive activities
- Young people have their say

A set of indicators to measure how we are doing in terms of achieving these outcomes have been developed and will be reported on quarterly.

This Equalities Impact Assessment will be kept under review and updated as part of the development of the outline business case for the 0-19 review and as proposals develop. The options appraisal process will give due regard to ensuring that the needs of those with protected characteristics are taken into account throughout the process.

6. Initial Assessment of Overall Impact		
Positive Impact <input type="checkbox"/>	Negative Impact or Impact Not Known <sup>1</sup> <input checked="" type="checkbox"/>	No Impact <input type="checkbox"/>
7. Scale of Impact		
Positive impact:  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or Impact Not Known  Minimal <input checked="" type="checkbox"/> Significant <input type="checkbox"/>	

8. Outcome			
No change to decision <input checked="" type="checkbox"/>	Adjustment needed to decision <input type="checkbox"/>	Continue with decision ( <i>despite adverse impact / missed opportunity</i> ) <input type="checkbox"/>	If significant negative impact - Stop / rethink <input type="checkbox"/>

9. Please give a full explanation for how the initial assessment and outcome was decided.
<p>Through the review of the Youth service, the council is seeking :</p> <ul style="list-style-type: none"> <li>To deliver the best outcomes possible for young people with the resources available</li> <li>To enable vulnerable young people to build their resilience, reducing need for more costly later interventions</li> <li>To provide integrated services so that they are joined up around the needs of young people and feel seamless to users</li> <li>To develop a sustainable model for Youth Services</li> </ul> <p>The review also reflects priorities in the Corporate Plan 2015-20 to:</p> <ul style="list-style-type: none"> <li>Build resilience in the client group and their parents</li> <li>Promote early intervention and prevention</li> </ul> <p>At this stage of the project (early Assessment phase) the re-designed service is a work in progress and the shape is not yet known and therefore it is not possible to fully assess the impact (LBB processes cannot be completed unless model known). The EIA includes relevant data about young people and their parents/carers. Given what is known at the moment and the context of a 56% reduction of Youth Service budget it is anticipated that there will be some impact of service users.</p> <p>At this stage no negative impact is anticipated on any protected characteristics.</p> <p>Post decision by Committee in November 2016 further analysis will inform the development of the potential alternative delivery models and the EIA for residents and service users will be reviewed and updated.</p>

### Employee Equality Impact Analysis (EIA)

#### 1. Delivery Unit/Function and/or Service: Family Services

<sup>1</sup> 'Impact Not Known' – tick this box if there is no up-to-date data or information to show the effects or outcomes of the function, policy, procedure or service on all of the equality strands.

<b>Date assessment completed:</b> 23/09/2016	
<b>Title of project/proposal/policy change/Alternative Delivery model/organisation change being assessed:</b> Youth Service Review – Strategic Outline Case	
<b>2. This EIA is being undertaken because it is:</b>	
<input type="checkbox"/> A result of organisation change	
<input checked="" type="checkbox"/> Part of a project proposal or Barnet Transformation programme 2016 – 2020	
<input type="checkbox"/> Other please specify:–	
<b>3.Names and roles of officers completing this assessment:</b>	
Lead officer	Ben Thomas
Stakeholder groups	Project Working Group
Representative from internal stakeholders (please specify)	
Representative from external stakeholders (please specify)	
Delivery Unit Equalities Network rep	Lindsey Hyde
Commissioning Equalities rep (where appropriate)	Ben Thomas
HR rep (for employment related issues)	Sharni Kent

#### 4. Employee Profile for the Proposal

The potential impact for employees is not known at this stage of the project. As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out. On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes

#### Source of employee data: CORE HR (March 2016)

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
<b>Gender</b>	Female	1402	67%	540	82%
	Male	682	33%	117	18%
<b>Age/Date of Birth</b>	<b>1994-1997</b>	247	12%	109	16%
	<b>1993-1986</b>	439	21%	152	23%
	<b>1985-1976</b>	537	26%	170	26%
	<b>1975-1966</b>	812	39%	219	33%
	<b>1965-1951</b>	49	2%	8	1%
	<b>1950-1941</b>	3	0%	2	0%
	<b>1940 and earlier</b>	3	0%	2	0%
<b>Ethnicity</b>	<b>White</b>	<b>1164</b>	<b>56%</b>	<b>355</b>	<b>54%</b>
	British	914	44%	273	41%
	Irish	55	3%	17	3%
	Other White	195	9%	65	10%

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
	<b>Mixed</b>	<b>57</b>	<b>3%</b>	<b>21</b>	<b>3%</b>
			0%		0%
	White and Black Caribbean	12	1%	5	1%
	White and Black African	12	1%	5	1%
	White and Asian	14	1%	5	1%
	Other Mixed	19	1%	6	1%
		57	3%	21	3%
	<b>Asian and Asian British</b>	<b>197</b>	<b>9%</b>	<b>75</b>	<b>11%</b>
	Indian	135	6%	49	7%
	Pakistani	16	1%	7	1%
	Bangladeshi	23	1%	9	1%
	Other Asian	23	1%	10	2%
	<b>Black or Black British</b>	<b>371</b>	<b>18%</b>	<b>104</b>	<b>16%</b>
	Caribbean	122	6%	50	8%
	African	219	10%	46	7%
	Other Black	30	1%	8	1%
	<b>Chinese or Other Ethnic Group</b>	<b>28</b>	<b>1%</b>	<b>9</b>	<b>1%</b>
	Chinese	11	1%	4	1%
	Other Ethnic Group	17	1%	5	1%
	<b>Disability</b>	<b>Physical co-ordination</b> (such as manual dexterity, muscular control, cerebral palsy)		0%	
<b>Hearing</b> (such as: deaf, partially deaf or hard of hearing)		8	0%	6	1%
<b>Vision</b> (such as blind or fractional/partial sight. Do not include people who wear glasses/contact lenses)		5	0%	3	0%
<b>Speech</b> (such as impairments that can cause communication problems)		1	0%	0	0%
<b>Reduced physical capacity</b> (such as inability to lift, carry or otherwise move everyday objects,		13	1%	3	0%



Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
	debilitating pain and lack of strength, breath, energy or stamina, asthma, angina or diabetes)				
	<b>Severe disfigurement</b>	0	0%	0	0%
	<b>Learning difficulties</b> (such as dyslexia)	19	1%	6	1%
	<b>Mental illness</b> (substantial and lasting more than a year)	9	0%	2	0%
	<b>Mobility</b> (such as wheelchair user, artificial lower limb(s), walking aids, rheumatism or arthritis)	3	0%	1	0%
<b>Gender Identity</b>	<b>Transsexual/Transgender</b> (people whose gender identity is different from the gender they were assigned at birth)	4	0%	2	0%
<b>Pregnancy and Maternity</b>	Pregnant	1	0%	0	0%
	Maternity Leave (current)	22	1%	10	2%
	Maternity Leave (in last 12 months)	59	3%	35	5%
<b>Religion or Belief</b>	Christian	916	44%	284	43%
	Buddhist	11	1%	3	0%
	Hindu	107	5%	35	5%
	Jewish	8	0%	6	1%
	Muslim	51	2%	22	3%
	Sikh	105	5%	31	5%
	Other religions	8	0%	3	0%
	No religion	63	3%	19	3%
Not stated	63	3%	16	2%	
<b>Sexual Orientation</b>	Heterosexual	1348	64%	443	67%
	Bisexual	14	1%	3	0%
	Lesbian /Gay	34	2%	7	1%
<b>Marriage and Civil partnership</b>	Married	730	35%	227	34%
	Single	654	31%	193	29%
	Widowed	17	1%	3	0%
	Divorced	81	4%	29	4%

Protected Characteristic	Barnet Workforce		Delivery Unit	
	No.	%	No.	%
In Civil partnership	15	1%	4	1%

**5. How are the equality strands affected?** Please detail the positive/negative or neutral effect on each equality strand, and any mitigating action you have taken / required. Please include any relevant data and source. If you do not have relevant data please explain why and when you will capture the data.

Equality Strand	Affected?	Explain how affected	Indicate any action planned or taken to mitigate negative impact?
<b>11. Age</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	The age of the DU workforce is generally in line with LBB workforce in general.  Data for the DU workforce shows that there is a slightly larger proportion of workers aged 18-21 compared to LBB workforce as a whole.  Data shows there are fewer employees between the ages 40-49 in the DU compared to the whole Barnet workforce.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
<b>12. Disability</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	The number of employees in the DU with a disability is generally in line with LBB workforce in general.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
<b>13. Gender reassignment</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	The number of employees in the DU who have undergone gender re-assignment is generally in line with LBB workforce in general.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will

			involve employees in the process of shaping and influencing the project and its outcomes.
14. Pregnancy and maternity	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	Data shows the number of employees in the DU who have been on Maternity leave in the last 12 months is slightly greater than in the LBB workforce in general.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
15. Race / Ethnicity	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	There are relatively small differences in the ethnicity of employees in the DU compared to LBB workforce in general.  There are slightly fewer white British (41%) employees in the DU compared to workforce as a whole (44%).  There are slightly more Asian/ Asian British (11%) employees in the DU compared to workforce as a whole (9%).  There are slightly fewer white Black African (7%) employees in the DU compared to workforce as a whole (10%).	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
16. Religion or belief	Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b>	The number of employees in the DU from specific religions/ beliefs is generally in line with LBB workforce in general.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.

<p><b>17. Gender / sex</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b></p>	<p>The number of female (82%) employees in the DU is higher than LBB workforce in general (67%).</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>18. Sexual orientation</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b></p>	<p>The number of employees in the DU who are heterosexual (67%) is slightly greater than in LBB workforce in general (64%).</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>19. Marital Status</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b></p>	<p>The marital status of employees in the DU is generally in line with LBB workforce in general.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>20. Other key groups?</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/> <b>Unknown</b></p>	<p>Unknown</p>	

6. Overall impact and Scale		
Positive impact:  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or <b>Impact Not Known</b>  Minimal <input checked="" type="checkbox"/> Significant <input type="checkbox"/>	

7. Outcome			
No change to decision  <input checked="" type="checkbox"/>	Adjustment needed to decision  <input type="checkbox"/>	Continue with decision <i>(despite adverse impact /            missed opportunity)</i>  <input type="checkbox"/>	If significant negative impact - Stop / rethink  <input type="checkbox"/>

8. Please give full explanation for how the overall assessment and outcome was decided
<p>This is an initial analysis of the EIA for the Youth Service Review and provides baseline figures. As the project develops the EIA will need to be re-assessed. A Service Users EIA profile has also been completed.</p> <p>The equality data above is the information available [HR data provided from CORE HR (March 2016)] which details the protected characteristics of staff within the Family Services cohort.</p> <p>Children's, Education, Libraries and Safeguarding Committee will make a decision on whether to proceed to an Outline Business Case, and if so a detailed EIA will be undertaken on the staffing implications of the whole service;</p> <p>The councils overall workforce is;</p> <ul style="list-style-type: none"> <li>• 67% female</li> <li>• 41% are over 40 years of age</li> </ul> <p>Initial analysis of the Family Services equality data indicates;</p> <ul style="list-style-type: none"> <li>• 82% of the workforce is female</li> <li>• 34% are over 40 years of age.</li> </ul> <p>Given the current make-up of the workforce, whichever delivery model is recommended/ decided upon from the eventual options available, female employees will be impacted to a greater extent than males. It will be important to bear this in mind and consider the equality impacts on both genders and all other protected characteristics as required by Barnet's equality policies and the requirements of the Public Sector Equality Duty. Mitigations for any such impacts will be drawn up at a later stage in direct relation to the proposals which are developed.</p> <p>It is essential that the Managing Change Policy is followed and in a legally compliant manner, including consideration of all aspects of the Equality Act 2010 and other relevant legislation.</p> <p>Overall, at this stage of the project the revised shape of the Youth service is not known and therefore it is not possible to assess the impact (in line with the LBB processes this cannot be completed until the Full Business Case is developed when the new model is known).</p>

## APPENDIX 3 – Initial Stakeholder Analysis



# Consultation and Engagement Plan Youth Services Review

Author:	Christina Tudor
Service:	Commissioning Group – Children and Young People
Date:	29th June 2016
Version:	V0.1

## Introduction

Barnet Council is committed to involving local people in shaping their area and the services they receive. Consultation and engagement is one of the key ways the council interacts with and involves local communities and residents, providing them with opportunities to:

- gain greater awareness and understanding of what the council does
- to voice their views and know how they can get involved
- to have their views fed into the democratic decision making process

This plan aims to provide an effective consultation and engagement programme to help inform how the Council will deliver Youth Services to children and families in the medium and longer term. The plan aligns to the standards and key guiding principles set out in the council's Consultation and Engagement Strategy and supports the council's Corporate Plan priority 'to improve the satisfaction of residents and businesses with the London Borough of Barnet as a place to live, work and study; promote responsible growth, development and success across the borough'.

## Consultation and engagement objectives

Supporting our young people and getting the right support in place to help build and maintain the resilience we have identified in Barnet’s Children and Young Peoples’ Plan is a key priority. But it will only be the ‘right’ support if we bring service users and our partners with us. We have a lot of data about our residents and clients, but through consultation and engagement, we want to make the data come to life and fully understand what it means to be a young person in Barnet. This way, we are more likely to develop a service that better meets their needs, which is more likely to have a positive impact. Engaging with our partners and community stakeholders is equally important. If we are to remodel a sustainable Youth Service then we can’t do it alone. Working with other organisations will be essential to the effective delivery and targeting of our support and understanding how we can best do that will only come through a full engagement and consultation with those we will rely on: the voluntary and community sector, private providers, other public sector organisations.

## Delivery of messages

At this stage in the project, we are still at a very high level. We have no specific options on which to consult. The table below reflects the wide range of interests and the fact that there will be different methods and approaches at different times of the project. Our core principles in the consultation will be:

- Open and honest and clear about scope and what can and can’t be influenced
- Tailored approaches to meet the different needs of our stakeholders
- Relevant and meaningful
- Gives opportunity for feedback and questions

## Stakeholders

Key target audiences and areas for consultation	Consultation Methods	Methods of promoting the consultation
Service Users – segmented by service used Young People, including: <ul style="list-style-type: none"> <li>• Young Commissioners’</li> <li>• The Barnet Youth Board</li> <li>• The Youth Assembly</li> </ul>	Methods will vary according to the group we’re trying to reach and the phase the project is in. But it is expected that we will run: <ul style="list-style-type: none"> <li>• Workshops</li> </ul>	We will work with staff and community groups and other frontline providers to identify the best way to communicate with users and eligible non-users. Likely routes include:

Key target audiences and areas for consultation	Consultation Methods	Methods of promoting the consultation
Eligible Non-Users – segmented by geography	<ul style="list-style-type: none"> <li>• Conferences</li> <li>• Focus Groups</li> <li>• Online survey</li> <li>• 1:1 meetings</li> </ul> <p>As well as establishing a Core stakeholder group to provide ongoing advice to the project board. This core group will have segmented sub-groups to ensure the diversity of the 0-19 interests is represented.</p>	<ul style="list-style-type: none"> <li>• Engage Barnet</li> <li>• Barnet First Insert</li> <li>• Community Barnet Newsletter</li> <li>• Posters</li> </ul> <p>As well as target presentations and briefings to key stakeholder groups, notably staff and community groups.</p>
CAMHS and other health related stakeholders		
Schools (Headteachers) – segmented by those using Youth services such as attendance and not using services		
Voluntary sector eg: <ul style="list-style-type: none"> <li>• Community Barnet</li> </ul>		
Barnet Council: <ul style="list-style-type: none"> <li>• Directly affected staff</li> <li>• Other staff</li> <li>• Members</li> </ul>		

## Outline of consultation approach

### Phase 1:

This focus is on consulting with members, notably the Children, Education, Libraries and Safeguarding Committee about the broad proposal to have a Youth Services Review. At this stage it is about getting the political support to begin the work in earnest through a Strategic Outline Case submitted to CELS in November 2016.

### Phase 2:

This phase is about developing an Outline Business Case for the 0-19 review. The emphasis here will be to explore with stakeholders their views about what works well and not so well across current 0 – 19 Early Intervention and Prevention services and coalesce different ideas into broadly coherent propositions. Engagement will also include testing these propositions with experts to test the validity of various ideas and get initial reactions from potential deliverers and service users. Engagement will culminate in an Outline Business Case to CELS in March setting out a range of possible options.



### Phase 3:

It is expected that in March, CELS will give a steer on a preferred way forward. The next phase will focus on consulting with key stakeholders on the more detailed and specific proposals to test their feasibility and identify any particular strengths and weaknesses to inform implementation and the Full Business Case in May.

### Phase 4:

Post decision consultation will focus wholly on the implementation. All stakeholders will have a strong interest and full engagement is expected.

## Consultation and Engagement Plan: Youth Services Review: (DRAFT)

Phase 1: SOC Development (April – November)							
*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Empower	Members	CELS	Meeting	Approval to explore a range of options	Write paper Submit and attend CELS	17/11/16	Ben Thomas
Insight	Residents and Service Users	N/A	Report	All aspects of relevant data	Needs analysis for SOC	Ongoing throughout project	Rebecca Johnson

**Phase 2: OBC development (November - February 2017)**

*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Insight	Current and potential providers Staff Schools Young people (including service users) VCS	0 – 19 Core Stakeholder Group; Segmented subgroups	Workshops Attendance at forums Staff team meetings	What works well and not so well across current 0 – 19 Early Intervention and Prevention services  Explore the full range of options open to LBB for its Youth Services	Develop coherent propositions	For Draft OBC – March 2017	Flo Armstrong

**Phase 3: FBC Development (February 2017 – May 2017)**

*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
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Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	April 2017	Kate Malleson
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<b>Phase 4: Implementation (May 2017 onwards )</b>							
<b>*Level of Engagement</b>	<b>Stakeholders</b>	<b>Specific Group</b>	<b>Method</b>	<b>Objectives/ Key line of questioning</b>	<b>Task</b>	<b>Deadline/ events dates</b>	<b>Officer Lead</b>
Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known

### **\*Levels of Engagement**

This plan refers to the different levels of engagement as outlined in LBB Consultation and Engagement Strategy to help identify and clearly define the variations of engagement.

<b>Insight</b>	Understand better the needs, views, and concerns of our residents using existing data
<b>Inform</b>	As an open council provide balanced information to assist understanding about something that is going to happen or has happened.
<b>Consult</b>	Capture residents' views on issues of relevance to them. Give an extensive range of opportunities for residents to have their say
<b>Involve</b>	Involve residents in testing, designing, and evaluating what we do to ensure that concerns and aspirations are understood and considered prior to decision making.


**Empower**

Empower public/service users to co-design, develop, manage and evaluate services. Working together to develop understanding of all issues and interests to work out alternatives and identify preferred solutions.

**Consultation and engagement timeline**

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
<u>Phase 1 (SOC)</u>	Active	Active	Active	Active	Active	Active	Active	Active						
<u>Phase 2 (OBC)</u>								Active	Active	Active	Active			
<u>Phase 3 (FBC)</u>											Active	Active	Active	Active
<u>Phase 4 ((Implementation)</u>														Active

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	<p><b>Children, Education, Libraries and Safeguarding Committee</b></p> <p><b>17 November 2016</b></p>
<p style="text-align: center;"><b>Title</b></p>	<p><b>London Regional Adoption Agency</b></p>
<p style="text-align: center;"><b>Report of</b></p>	<p>Commissioning Director, Children and Young People</p>
<p style="text-align: center;"><b>Wards</b></p>	<p>All</p>
<p style="text-align: center;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: center;"><b>Urgent</b></p>	<p>No</p>
<p style="text-align: center;"><b>Key</b></p>	<p>Yes</p>
<p style="text-align: center;"><b>Enclosures</b></p>	<p><b>Appendix 1</b> - Regionalising Adoption: Vision for London  <b>Appendix 2</b> - Adoption journey outcome summary  <b>Appendix 3</b> – Assessment of potential delivery models  <b>Appendix 4</b> – Summary of legal advice on two preferred models  <b>Appendix 5</b> – Stakeholder engagement sessions</p>
<p style="text-align: center;"><b>Officer Contact Details</b></p>	<p>Darren Johnson, Family Services, Head of Placements,          Phone: 0208 359 4021          email: darren.johnson@barnet.gov.uk</p>

## Summary

This report seeks the committee’s approval for the council to continue to work collaboratively with other London boroughs to develop the London Regional Adoption Agency with the intention of joining the agency, when it becomes operational (2017/18).

## **Recommendations**

### **That the Children, Education, Libraries and Safeguarding Committee:**

- 1. Agree, in principle, the council to join a London Regional Adoption Agency;**
- 2. Delegate authority to the Commissioning Director, Children and Young People (Director for Children’s Services) to progress arrangements relating to the development of the detailed financial analysis and the implementation of the London Regional Adoption Agency model;**
- 3. Agree that a paper setting out the detailed financial analysis, and the detail of the proposed model, will be brought back to a future meeting of Children’s Education Libraries and Safeguarding Committee for consideration and agreement.**

## **1. WHY THIS REPORT IS NEEDED**

### **1.1 Overview & Summary**

- 1.1.1 In June 2015, in its Regionalising Adoption paper, the Department of Education set out proposals for new regional adoption agencies (“RAAs”) to speed up matching, improve adoption support and achieve cost efficiencies. The paper invited councils and Voluntary Adoption Agencies (“VAAs”) across England, to submit Expressions of Interest in becoming part of new regionalised arrangements. In response, the Association of London Directors of Children’s Services (ALDCS) submitted a high level London proposition that was subsequently approved by DfE.
- 1.1.2 A number of possible models for the London Regional Adoption Agency (“LRAA”) have been explored. ALDCS have recommended the creation of a new, local authority owned entity operating in a hub and spoke approach. The model is expected to retain a strong local link. It is recognised that local knowledge and relationships will be essential.
- 1.1.3 The London Borough of Barnet (LBB) will need to formally agree whether they wish to join the ALDCS Regional Adoption Arrangements, or seek other arrangements. The final detailed operational arrangements should be developed by September 2017. In its final policy paper, Adoption: A vision for Change – March 2016, DfE indicated that to ensure long term, sustainable success, the adoption system must operate at the right scale and to facilitate this, it will ensure that all local authorities will become part of a RAA by 2020. The DfE has confirmed that it is committed to working with the sector to ensure, where possible, that all local authorities move to RAAs voluntarily and in a way that works for them. If some local authorities fail to do so by 2017, the DfE will consider using the new powers in the Education and Adoption Act 2016 to require them to make arrangements for their adoption functions to be carried out by a RAA.



## 1.2 Background

### Adoption as a permanency option

- 1.2.1 Adoption is a way of providing new families for children who cannot be brought up by their biological parents. It is a legal process in which all parental rights and responsibilities are transferred to the adoptive family. Once an adoption has been granted, it cannot be reversed. Alternative permanency options include special guardianship orders (SGOs) and long term fostering.
- 1.2.2 Successive governments have raised concerns that children in care may experience poorer outcomes due to a low rate of adoption as well as delays in the process. Children in care are more likely to be unemployed, to experience mental health problems, to become homeless and to have their own children removed from them. It should be noted that children in care often arrive in care with significant issues that contribute to poor outcomes; however, a poor care experience can exacerbate rather than remedy these issues. Conversely, a well-timed and good, adoptive placement match can make a significant and positive difference to the long-term outcomes of children who have had difficult and damaging pre-birth and early year's experiences.

### The policy background to regionalisation

- 1.2.3 In order to improve outcomes for children in care, the Coalition Government introduced *An Action Plan for Adoption: tackling delay*<sup>1</sup> with legislative changes to the monitoring of the adoption process through an Adoption Scorecard. This set targets for Local Authorities to speed up the adoption process. In many authorities, those targets have not been met and the speed of adoption remains a local corporate parent and central government concern.
- 1.2.4 The DfE paper, *Regionalising Adoption*,<sup>2</sup> proposed the move to regional adoption agencies in order to:
- Speed up matching
  - Improve adopter recruitment and adoption support
  - Reduce costs
  - Improve the life chances of vulnerable children
- 1.2.5 This policy ambition has now been included in primary legislation by virtue of the Education and Adoption Act (2016). The DfE's aim is for all local authorities to be part of a regionalised service by 2020.

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<sup>1</sup> An Action Plan for Adoption: tackling delay (DfE, 2012)

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/180250/action\\_plan\\_for\\_adoption.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/180250/action_plan_for_adoption.pdf)

<sup>2</sup> Regionalising Adoption (DfE, 2015)

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/437128/Regionalising\\_adoption.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/437128/Regionalising_adoption.pdf)

1.2.6 Through ‘Adoption: a vision for change’<sup>3</sup>, the Department highlighted the need to draw on the best of both the statutory and voluntary sectors to ensure that systems are designed around the needs of children. It also reinforced the vision to ensure that the voice of children and adopters is at the heart of policy making and service delivery.

1.2.7 Despite some ministerial change following the changes in government leadership during July, the DfE has reaffirmed its commitment to this policy. A communication from the DfE to DCSs on 15<sup>th</sup> September stated ‘RAAs will make an enormous difference to some of our most vulnerable children... We and the team would welcome any further feedback on how we can best work together to deliver the great potential which RAAs have to offer.’

### **Working together in London**

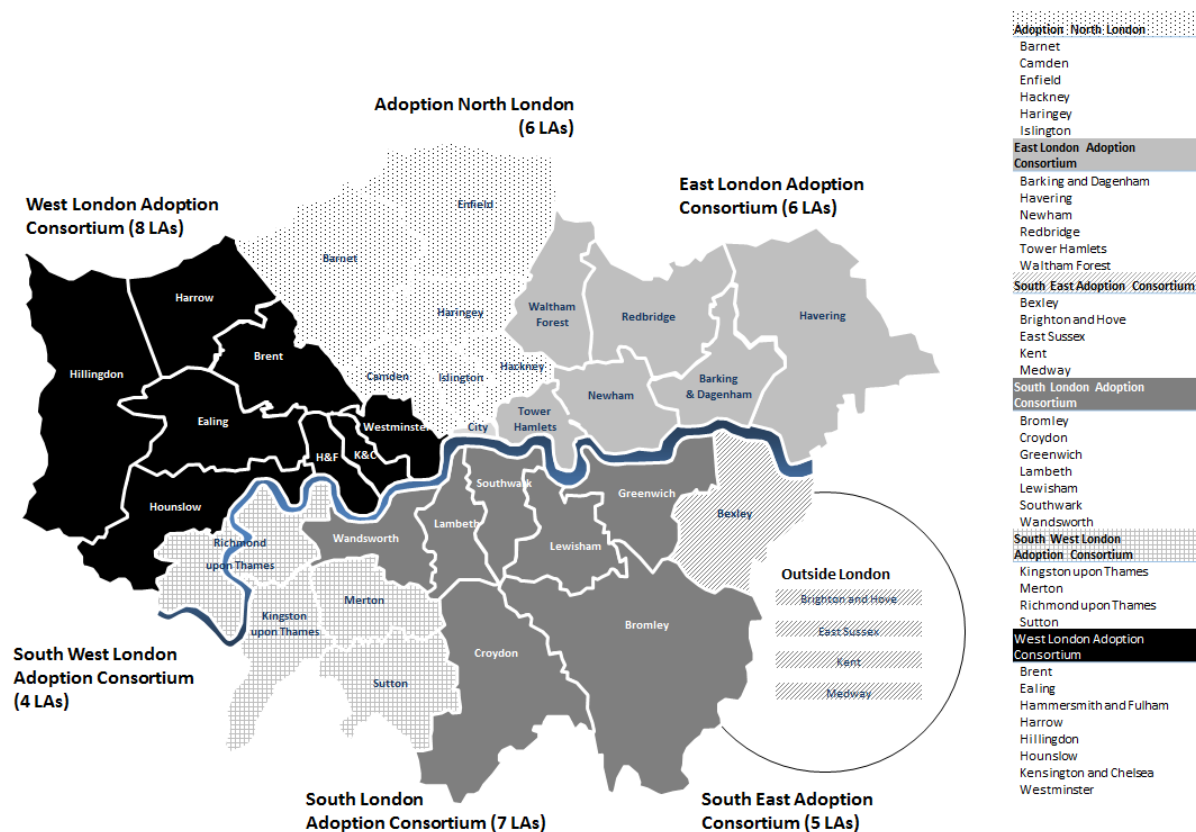
1.2.8 The prospect of a London-wide agency is not such a big step for London boroughs generally, nor LBB in particular. London boroughs and Voluntary Adoption Agencies (VAA) have a history of working together to improve adoption services.

### **Consortia arrangements**

1.2.9 All London boroughs belong to an adoption consortium. These consortia allow best practice sharing between local authorities and enable joint working on some aspects of the service. In some cases, services are carried out jointly between boroughs via these consortia arrangements. Examples of service areas that are carried out jointly include adopter training, recruitment activity, and joint subscriptions. There is a range of levels of integration within the different consortia. Figure 1 shows the current consortia regions.

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<sup>3</sup> Adoption: a vision for change (DfE, 2016)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/512826/Adoption\\_Policy\\_Paper\\_30\\_March\\_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/512826/Adoption_Policy_Paper_30_March_2016.pdf)



**Figure 1. London adoption consortia arrangements**

1.2.10 The engagement between boroughs and VAAs ranges from individual service contracts and spot purchase arrangements with VAAs to outsourcing the full adoption service. Many VAAs are involved in the consortia arrangements shown above.

1.2.11 LBB is part of the Adoption North London Consortium. Adoption North London is a partnership of six local authority adoption agencies: Barnet, Camden, Enfield, Hackney, Haringey and Islington. The consortium is a specialist adoption recruitment service across the North London area who work together to find adopters for the children within the 6 boroughs who need new families, offering the best possible support and preparation to adopters.

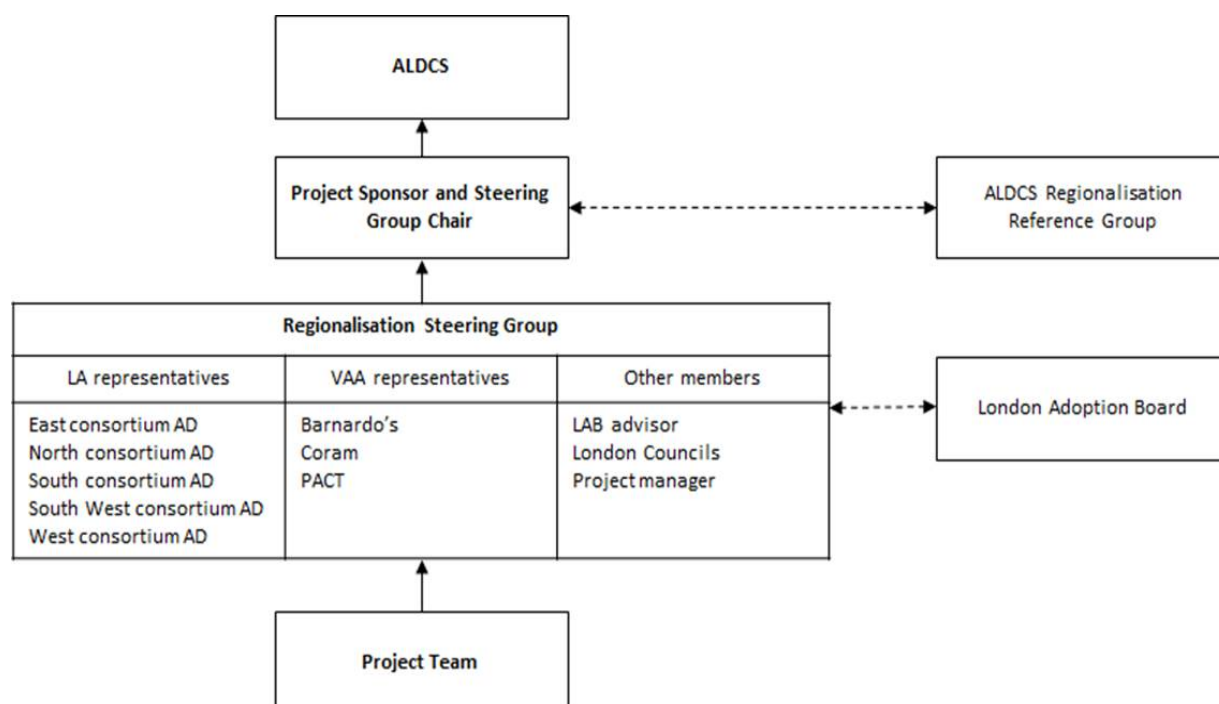
### Pan-London joint working

1.2.12 The council also works across London. In 2013, the London Adoption Steering Group was set up to enable pan-London good practice sharing and development. This group transitioned to the London Adoption Board in 2014. The London Adoption Board includes London boroughs and VAAs and is sponsored by the Council of Voluntary Adoption Agencies. The London Adoption Board has supported the collection of adoption data, facilitated best practice showcase events, advocated with external groups on behalf of London, and enabled the development of standards for adoption services.

## 1.3 The London Regionalisation Adoption Project

### Governance

1.3.1 Following DfE's approval of their proposition for a London regional agency, ALDCS established a Regionalisation Steering Group. Chaired by Chris Munday, DCS for LBB, this Group has driven the development of the initial recommendations outlined in this document. The Regionalisation Steering Group sits under the governance of ALDCS and makes operational decisions to drive the project forward. An ALDCS reference group (5 DCS members) has also been set up to support the Regionalisation Steering Group Chair, ensuring that the views of London as a whole are represented at a senior level. A diagram of the governance arrangements is shown in Figure 2.



**Figure 2.** London Regional Adoption project governance and membership

### The Vision for London

1.3.2 The development and assessment of models for the London Regional Adoption Agency was preceded by the development of a vision for London. This vision was agreed by Directors and shared with stakeholder groups.

1.3.3 The core of this vision is to ensure that all London's children who require adoptive families receive excellent services that meet their needs, leading to excellent outcomes for them and their adoptive family. See **Appendix 1** for the vision statement. The vision highlighted a determined focus on achieving the best outcomes for all London's children in need of an adoptive placement and reducing any current postcode lottery of provision.

### **Outcome performance for children and adoptive families**

- 1.3.4 Current outcome performance across London is very mixed. The majority of London boroughs do not achieve the national average waiting time from entry into care to moving in, and there is wide variation in the timeline from placement order to matching. LBB performs well on this indicator as the data below shows:
- Threshold – 487 days
  - England Average – 593 days
  - Barnet – 472 days
- 1.3.5. An activity survey carried out in the first phase of the project showed variable practice regarding the use of adopters approved by other agencies (other LA or VAA), and variation in the use of the adoption support fund. These practice differences may influence the placement timelines.
- 1.3.6 Adopter focus groups reinforced the need to improve equality in service provision across London. In particular, they raised concerns that training availability was limited in some areas and there was inconsistent access to adoption support.
- 1.3.7 Within these performance metrics, there is some clustering of performance seen within some consortia groups. This suggests that there is opportunity to improve performance across London through closer integration (although the cohorts of adopters and children in the different consortia may also influence the difference in outcomes).

### **Cost and efficiency performance**

- 1.3.8 For local authorities, the vision cites a need to support cost efficient and effective delivery that enables future flexibility. Figure 3 shows the variation in adoption numbers by borough during 2015-16. This shows that adoption is a very small service within many boroughs, which may result in inefficiencies and may reduce focus on this area within staff training and development.



**Figure 3.** Number of children adopted from care Q1-3 2015/16, ALB data set (unrounded)

1.3.9 There is also significant variation in cost per adoption, which partially relates to the efficiency issue described above, but also reflects savings opportunities. An economic analysis during the first phase of work estimated the average cost per adoption in local authorities was £58,900, based on submissions from 21 local authorities, compared to an interagency fee average spend of £33,300. This does not include indirect costs, adoption allowances, Adoption Support Fund spend, and third party payments. Further analysis is required to confirm the data and identify which tasks are carried out by local authorities and not by external agencies. This will provide an indication of the opportunities for efficiency improvement.

1.3.10 The greatest area of saving potential was identified within staffing, but the potential models are hypothetical and need further testing in the context of the service design. Further analysis is required of local authorities with low cost per adoption and good performance on timeliness and quality to identify whether it is possible to extend these achievements to other areas. The London RAA will:

- Measure performance against Adoption Leadership Board statistics;
- Monitor quality metrics including breakdowns, process efficiency and satisfaction, and;
- Implement processes to support proactive tracking and problem solving.

## 1.4 Development of the Options

1.4.1 To create a London Regional Adoption Agency that best meets the needs of children and adopters in line with the expected Government guidance, there was a need to consider the different models that would make the biggest difference in improving our outcomes. In January 2016, the project team held an options development workshop with LA, VAA and adopter representatives

(list of attendees is at **Appendix 5**). Participants were asked to identify the outcomes expected from each aspect of the adoption journey in order to achieve the vision. Groups then identified the commissioning and delivery scale required to achieve the outcomes. A diagram showing the outcomes identified in this workshop can be seen in **Appendix 2**.

- 1.4.2 In order to be able to advise Boroughs, ALDCS has also sought legal advice regarding the proposed London scheme and the options. In addition, there have been two events for elected members, as well as engagement with adopters, prospective adopters, and adopted young people. Feedback from these events is included in **Appendix 5**. Taking all this into account, the Regionalisation Steering Group considered the options and is now recommending two for further investigation.

### **Options analysis on the delivery model**

- 1.4.3 Building on this service design, the workshop participants were introduced to the potential delivery vehicles and structures. They agreed the desirability and feasibility criteria for scoring these vehicle/ structure combinations. These criteria were agreed by ALDCS.

### **Delivery vehicles considered**

- 1.4.4 The following delivery vehicles were considered as part of the options appraisal process:
- Single LA hosting on behalf of other LAs
  - New LA owned entity
  - LA-VAA joint venture
  - Outsourcing to existing London VAAs
- 1.4.5 Within the above delivery models, a number of structures were considered:
- Fully centralised: a single London body
  - Hub and spoke: central hub for London-wide co-ordination, commissioning and delivery, with sub-regional spokes for delivery and local commissioning under the same organisation.
  - Tiered approach: top strategic tier, second strategic/ operational tier, third delivery tier.
  - As-Is+: current arrangement with more formalised partnerships.

### **Recommendation on preferred models**

- 1.4.6 The Regionalisation Steering Group carried out scoring of desirability and feasibility criteria and held a discussion of the available options based on engagement with stakeholders and other data captured. The group recommended the following options for further investigation:
- LA controlled company delivery model with a strategic VAA partnership operating in a hub and spoke structure (Option 1).
  - LA-VAA joint venture operating in a hub and spoke structure (Option 2).

A summary of the assessment of the individual options can be found in **Appendix 3**.

1.4.7 At the March meeting of ALDCS, Directors received the stakeholder report about the potential regional delivery models. Those preferences, based on guidance from stakeholders including VAAs, were a local authority trading company and a joint venture. Directors supported this recommendation.

## **1.5 Legal advice on the potential delivery models**

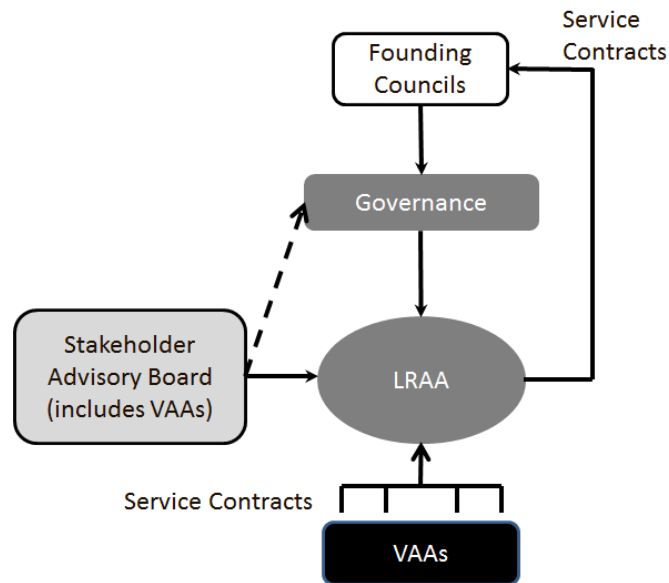
1.5.1 At the direction of ALDCS, legal advisors were appointed to produce detailed advice on the two preferences. Their report containing the legal advice is now complete and covers the following areas for the preferred models:

- Benefits and limitations of VAA involvement in the ownership and/or strategic partnership, with advice on the joint venture options.
- Governance implications with regard to the need for accountability to the LAs responsible for the child.
- Legal entities that would be appropriate for securing the optimum balance with non-statutory organisations.
- Income and tax implications of the models, including VAT treatment and the ability to trade with other regional agencies.
- Procurement implications of these models, with reference to Teckal exemption.
- Implications for registered charities including charitable assets and income.
- Potential staff transfer implications.

### **Recommended model**

1.5.2 The report received from the legal advisors confirmed that the LRAA would have to be a not-for-profit entity. It also concluded that Option 2 would likely require more time and be more costly to implement than Option 1 and did not appear to offer any additional benefits. It recommends that the Regional Adoption Agency should be a not-for-profit community benefit society that is jointly owned by all of the LAs (Option 1) who wish to participate in the project from the outset (Founding Councils). The figure below shows the structure of the recommended model.





**Figure 4.** A multi-LA owned corporate entity working in partnership with VAAs to deliver adoption services

Further details on the two models can be seen in **Appendix 4.**

## 1.6 Proposal

- 1.6.1 Each London Borough is asked to reach its own decision on whether to join in principle the London Regional Adoption Agency.
- 1.6.2 London Borough of Barnet Council will need to formally:
  - I. Agree, in principle, the council to join a London Regional Adoption Agency;
  - II. Delegate authority to the Commissioning Director, Children and Young People (Director for Children’s Services) to progress arrangements relating to the development of the detailed financial analysis and the implementation of the London Regional Adoption Agency model;
  - III. Agree that a paper setting out the detailed financial analysis, and the detail of the proposed model, will be brought back to a future meeting of Children’s Education Libraries and Safeguarding Committee for consideration and agreement.

## 2. REASONS FOR RECOMMENDATIONS

- 2.1 The Founding Councils’ involvement in the Agency would be governed by a Members’ Agreement. The Agency would be managed by a board of directors including officers of the Founding Councils, with places reserved for elected VAAs, and potential for other service user or stakeholder involvement.

ALDCS and the legal advice suggested that the preferred model set out in para 1.5.2 had a number of benefits:

- It provides the scale that DfE are looking for in the new agencies
- A Hub and Spoke model allows us to maintain a local dimension to our adoption work and maintain relationships with the child and adopter
- The governance model retains a close VAA partnership working
- Configuration flexibility – elements can be commissioned in hubs or spokes
- It is quicker and cheaper to establish than the other models considered

### 3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

This covers two areas: The alternatives to the proposed joint-owned Hub and Spoke model governed by the Founding Councils, and; the alternatives to not joining the proposed London Regional Adoption Agency.

#### 3.1 Alternatives to the Joint LA owned, Hub and Spoke Options

Model	Key points
<b>Single LA hosting on behalf of other LAs</b>	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li>• Scale and complexity is too large for a single LA to manage.</li> <li>• Organisational culture would be strongly influenced by the individual LA identified.</li> <li>• Likelihood of limiting membership of some LAs for political and geographical reasons.</li> </ul>
<b>Outsource to existing London VAA</b>	This was eliminated prior to scoring as VAAs attending stakeholder forum identified significant concerns with this model as indicated in the single LA host commentary.

Structure	Key points
<b>Fully centralised:</b> single London body	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li>• Inability to deliver the adoption journey as mapped</li> <li>• Reduces benefit of local knowledge and relationships.</li> </ul>
<b>Tiered approach:</b> top strategic tier, second strategic/ operational tier,	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li>• Similarity to current arrangements likely to lead to continuation of postcode lottery.</li> </ul>

	<ul style="list-style-type: none"> <li>Additional tiers adding complexity to management and funding arrangements.</li> </ul>
<b>As-Is+</b> : current arrangement with more formalised partnerships	This was eliminated prior to scoring as DfE learning events identified that this would be viewed as insufficient change.

### 3.2 Alternatives to joining the ALDCS regional adoption arrangements

3.2.1 The London Regional Adoption Agency has been developed to meet the needs of London Boroughs. It would operate in a similar manner to the London Admissions and London Grid for Learning Teams, with governance through ALDCS and London Councils.

3.2.2 The DfE has confirmed its intention that all local authorities to join a regional agency by 2020 and once brought into force, there will be a statutory power of direction requiring an LA's adoption services to be provided via an alternative local authority or adoption agency. Alternatives to the London RAA option would be to either:

- Join another developing regional agency
- Create a new model
- Do nothing and risk a direction from DfE in the future.

#### Join another developing regional agency

3.2.3 Other developing regional agencies have not been developed with the involvement of London boroughs. No other regional agencies have proposed a model linked to the governance of London local authorities. The London model is being developed with the complexity of the borough and provider landscape in mind. Many of the models being developed in other regions e.g. single LA host, would not be appropriate to meet this complexity of need. It is not certain that a non-London RAA would allow us to join.

#### Create a new model

3.2.4 Any new agency being developed would have the same timescale requirements and would need to access development funding independently. ALDCS identified that using existing arrangements (e.g. consortia) would not remove the performance and service variation across London and most current consortia regions would not achieve the DfE aims for scale. A sub-divided London would lose the benefit of the wider pool of adopters and the standardisation of service offering. It is not certain that sufficient other local authorities would join us in the development of an alternative model given that every other London Borough has already been involved in the development of the option developed by ALDCS.

#### Do Nothing

3.2.5 Do nothing is not a viable option. DfE has made it clear that regionalisation will become mandatory. Any local authority not working towards regionalisation in 2017 will risk a direction being made for its services to be

provided by another local authority or adoption agency. Not only may this have less of a strategic fit to the council's needs, but as a latecomer, LBB will not have had the same influence over the design and shape of whatever RAA the council would be compelled to join.

- 3.2.6 Therefore, given the policy drive from the Government and examples of good joint working in other areas of children's services, an RAA as described in this paper is considered to be the only viable option at present.

## **4 POST DECISION IMPLEMENTATION**

4.1.1 Subject to committee agreement, LBB will be full participants in the next phase of the London regionalisation project. This next phase will develop the detailed operational arrangements and the final proposed design, along with detailed financial analysis and business case, is expected by **September 2017**. At this point, a further paper containing the detailed design and financial implications will be brought back to Children, Education, Libraries and Safeguarding Committee for a decision to join the LRAA.

4.1.2 The key activities for the Project over that time will be:

- Detail the design of the service with staff and users
- Understand the detailed financial business case
- Test any new processes
- Begin planning for implementation

4.1.3 Within Barnet and the Adoption North London Consortium, key activities will be:

- DCS to continue to lead the ALDCS Regionalisation Project across London
- Staff and our service users to engage fully with the design workshops
- Managers to build understanding of staffing and resource implications in line with design development

## **5 IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities & Performance**

5.1.1. Moving to a regionalised model supports our ambitions for Barnet's children to be resilient as set out in Barnet's Children's and Young Peoples' plan. Evidence shows that outcomes for children in care are often worse. A well-timed and good, adoptive placement match can make a significant and positive difference to the long-term outcomes of children who have had difficult and damaging pre-birth and early year's experiences. It is therefore our responsibility to ensure that children are in care for the shortest time possible and for those who cannot return to their biological parents, to find an adoptive family as soon as possible. Being part of a Pan-London regional adoption agency will give us access to a wider pool of potential adopters helping our looked after children to find a suitable family more quickly.

5.1.1 Overall, Barnet and the North London consortium performs reasonable well compared to other London boroughs. However there is some evidence that cost per placement is somewhat higher in Barnet than the London average. This may well be due to economies of scale (Barnet has a relatively small number of children waiting for adoption). Being part of the London Regional Adoption Agency would help us eliminate any higher costs due to size of service.

## **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

5.2.1. At this early scoping phase of the project, no high level or detailed financial analysis has been completed. The financial implications will become evident after the next phase when the detailed design can be costed and a financial business case developed. Currently there are no additional direct cost implications for Barnet. Staff will be involved in the development of the detailed design and business case. However there are benefits that will result from staff attending these design workshops and they will be a key part of the consultation process.

5.2.2 The current Adoption Team budget is £1.47m and savings of £150k in 2018/19 relating to Adoption Regionalisation have been proposed and will be considered by the Policy and Resources Committee on 1 December 2016. This will form part of the delivery of the Council's Medium Term Financial Strategy

## **5.3 Legal and Constitutional References**

5.3.1 The Committee is asked to support LBB joining in the development of a London Regional Adoption Agency, which aims to improve adoption services, and deliver all adopter recruitment, matching and support functions for all of the London Boroughs.

5.3.2 Section 3 of the Adoption and Children Act 2002 ("the 2002 Act") requires the local authority to maintain a service within their area designed to meet the needs, in relation to adoption, of (a) children who may be adopted, their parents and guardians, (b) persons wishing to adopt a child, and (c) adopted persons, their parents, natural parents and former guardians, and must provide facilities in connection with this purpose. The facilities must include making and participating in arrangements for the adoption of children and for the provision of adoption support services. In addition to providing the services itself, the local authority may provide such facilities through a registered adoption society or persons prescribed by regulations. Regulations provide that prescribed persons are another local authority, a registered adoption support agency, an individual falling within adoption regulations or a local health board. There is a further duty to ensure that facilities are provided in a co-ordinated way with other children's social care services.

5.3.3 Section 4 of the 2002 Act requires a local authority to carry out an assessment of a specified person's needs for adoption support services if requested.

5.3.4 A registered adoption society is defined in the 2002 Act as a voluntary organisation which is an adoption society registered under the Care

Standards Act 2000. The adoption society must be an incorporated body and a voluntary organisation is defined as a body other than a public or local authority the activities of which are not carried on for profit.

- 5.3.5 The Education and Adoption Act 2016 has amended the Adoption and Children Act 2002, however the relevant section is not yet in force. The proposed changes to the 2002 Act will permit the Secretary of State to give directions requiring one or more local authorities in England to make arrangements for all or any of their adoption functions within subsection (3) to be carried out on their behalf by (a) one of those authorities or (b) one or more other adoption agencies.
- 5.3.6 The Council has anticipated the implementation of the legislative changes. It joined the Regional Adoption Agency Project for London. All London Boroughs and 10 Voluntary Adoption Agencies are included, and the continued involvement in the London RAA will best ensure an effective pan-London service. The approval of committee is required to enable the Council to participate in negotiations about the delivery model for the adoption services through the London RAA.
- 5.3.7 Annex A of the Responsibility for Functions – as outlined in the council's constitution – states that the committee has responsibility for those powers, duties and functions of the council in relation to Children's Services.

### **Social Value**

- 5.3.8 The business case completed at the end of the next phase (September 2017) will give consideration to the wider social, economic and environmental benefits that could be gained through the options.

## **5.4 Risk Management**

- 5.4.1 There are no risks with proceeding to the next stage. At this stage, the proposal is simply to continue the project and begin the more detailed, financial and performance analysis. There are significant risks if the council doesn't proceed. The council is not part of any other development work and DfE has made clear that any council not actively pursuing regionalisation by 2017 will be forced to do so.
- 5.4.2. The London Regional Adoption Project carries out risk assessment throughout the project with escalation via the Regionalisation Steering Group and ALDCS. The project plan includes expert advice on transition planning and change management. DfE funding to enable the implementation of the model is dependent on borough sign up.
- 5.4.3 Council staff have been and will be involved in shaping the development of the new agency. The project team will work closely with staff from all founding councils to identify, mitigate and manage any risk. The final model design will be subject to consultation.

## **5.5 Staffing issues**

- 5.5.1 The London Regional Adoption Agency model recognises the need for local links with children and families, alongside a central team. As the model is developed staff will continue to be consulted. The final model is likely to

involve current adoption teams being transferred over to the London Team via TUPE.

## **5.6 Safeguarding children**

- 5.6.1 Adoption of the recommendations will contribute to the Council's objectives to improve the wellbeing of children in the Borough, reduce inequalities and ensure Looked After Children have the best opportunities to transition to a secure family environment permanently, where they are not able to return to their own family.
- 5.6.2 Practice expertise will be utilised in transition planning to ensure safeguarding children during transition to the new agency.
- 5.6.3 The London Regional Adoption Agency plans to improve collaboration with universal services for adopted children and their families through the development of the collective voice and through the increased scale of commissioning. This will support safeguarding links with universal services.

## **5.7 Equalities and Diversity**

- 5.7.1 Equality and diversity issues are a mandatory consideration in the decision-making of the Council. This requires elected Members to satisfy themselves that equality considerations are integrated into day to day business and that all proposals emerging from the finance and business planning process have properly taken into consideration what impact, if any, there is on any protected group and what mitigating factors can be put in train.
- 5.7.2 The public sector equality duty is set out in s149 of the Equality Act 2010:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
- (c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- 5.7.3 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 5.7.4 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, the need to:
- (a) Tackle prejudice, and
  - (b) Promote understanding.
- 5.7.5 The relevant protected characteristics are:
- Age;
  - Disability;
  - Gender reassignment;
  - Pregnancy and maternity;
  - Race;
  - Religion or belief;
  - Sex; and
  - Sexual orientation.

At present, the service design is not sufficiently advanced to understand the full impact on staff and service users. A full equality impact assessment will be developed when the project team has more information on the plans for the future service. However, whilst the proposal will not advantage or disadvantage one group of children with protected characteristics more than another, the proposal should have a positive impact on vulnerable children in care by placing them in stable adoptive families more quickly, resulting in better outcomes and life chances. The Government has carried out an impact assessment of the July 2015 Paper, 'Regionalising Adoption', and a link to this can be found below in Paragraph 6.1.

## **5.8 Consultation and Engagement**

### **London-level member engagement**

- 5.8.1 In July 2015, London Councils published a Member Briefing<sup>4</sup> and informed members that ALDCS had submitted an Expression of Interest. This was followed by a report to London Councils' Executive in October 2015 setting out the regionalisation project in high level terms and seeking Executive's in principle support, which was agreed.
- 5.8.2 In November 2015, the project team hosted a London Councils Member Event<sup>5</sup>. The feedback from members subsequently informed the project vision and detailed project plan. In July 2016, a further London Councils Member Event was held to share the initial options analysis and the report on legal implications of the potential models.

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<sup>4</sup> <http://www.londoncouncils.gov.uk/members-area/member-briefings/children-and-young-people-member-briefing/regionalising-adoption>

<sup>5</sup> Reforming Adoption in London. Nov 6<sup>th</sup> 2015.



## **Other stakeholder engagement**

5.8.3 The Project Development Group has engaged with voluntary adoption agencies, adopters and prospective adopters, and children and young people during the development of the recommendations. A list of these engagement sessions can be found in **Appendix 5** along with details of attendees and the feedback from the events.

## **6. BACKGROUND PAPERS**

6.1 There are three Government papers relevant to this report:

- **Regionalising Adoption** (DfE, 2015)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/437128/Regionalising\\_adoption.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/437128/Regionalising_adoption.pdf)
- **Considering the impact of the Education and Adoption Bill provisions** (DfE, July 2015)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/450013/Considering\\_the\\_impact\\_of\\_the\\_Education\\_and\\_Adoption\\_Bill\\_provisions.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/450013/Considering_the_impact_of_the_Education_and_Adoption_Bill_provisions.pdf)
- **Adoption: a vision for change** (DfE, 2016)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/512826/Adoption\\_Policy\\_Paper\\_30\\_March\\_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/512826/Adoption_Policy_Paper_30_March_2016.pdf)

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## **Appendix 1**

### **REGIONALISING ADOPTION: VISION FOR LONDON**

#### **Background**

The DfE paper *Regionalising Adoption* proposes the move to regional adoption agencies in order to speed up matching, improve adopter recruitment and adoption support, reduce costs, and improve the life chances of London's most vulnerable children. London is committed to ensuring that regionalisation delivers the best, most timely outcomes and experiences for both children and adopters.

This paper sets out the vision for London based on extensive consultation.

#### **Vision**

**Our vision is to ensure that all London's children who require adoptive families receive excellent services that meet their needs leading to excellent outcomes for them and their adoptive family.**

***For children*** where adoption is the best option, we will:

- Ensure that the child and the child's journey is foremost in the new service design.
- Maximise the opportunity to find a loving family as quickly as possible.
- Provide support from the start of their journey through to adulthood, with a proactive and flexible offer to meet their educational, health and emotional needs.
- Involve children and young people in the development of the regionalised service.

***For prospective adopters and adopters***, we will:

- Provide clear, realistic and welcoming communication from first enquiry to post-adoption.
- Ensure that they are equipped to meet their children's current and future needs through high quality training and guidance.
- Deliver evidence-based assessment and approval processes within a consistent timeframe.
- Reduce time taken from approval to matching.
- Provide consistent post-adoption support across the region.
- Increase the diversity of adoptive parents.
- Engage with potential adopters and adoptive parents in the design of the regionalised service.

***For birth parents*** of children being adopted, we will:

- Provide consistent access to support throughout London e.g. counselling and contact.

***For local authorities (LAs), we will:***

- Share learning across the region, and between the local authority and voluntary sector.
- Achieve savings and cost efficiencies, making the best use of public money.
- Match the supply of adopters to the children awaiting adoption across the region.
- Minimise complexity and ensure that barriers are not created between organisations.
- Be adaptable and responsive to manage future changes e.g. demand, legislation.
- Develop a model that allows flexibility in the level of service for individual LAs.
- Engage with universal services to enable consistent provision of adoption support.
- Identify opportunities for regionalised services to support other routes to permanence.
- Involve practitioners working in adoption services in the development of the model.
- Engage with VAAs and ASAs throughout the development of the regionalised model.

***For voluntary adoption agencies (VAAs) and adoption support agencies (ASAs), we will:***

- Create an organisation that recognises and utilises the expertise within the voluntary sector.
- Recognise and respond to demand and funding challenges in the voluntary sector.
- Engage with VAAs, ASAs and LAs throughout the development of the regionalised service.

**Key Design Criteria of model**

- Child-centred, focussed on achieving the best outcomes for all London's children in need of an adoptive placement.
- Pan-London solution ensuring sufficient numbers of children and reducing any "postcode lottery" of provision across the capital and improving support for adopters.
- Regional focus on capacity and sufficiency ensuring equality of provision.
- Effective and high quality delivery of all statutory duties in relation to adoption and adoption support across London, utilising "Freedoms and Flexibilities" available to local authorities enshrined in amendments to the Children and Young Persons Act 2008.
- Creates an ability to work flexibly around a new London offer.
- Encompasses aspects of other permanency options into the future.
- Commits to close collaboration between all stakeholders.
- Considers the options for pooling resources and sharing responsibilities, including the legal functions currently performed by individual boroughs.
- Maintains and builds a clear relationship with London boroughs who remain responsible for the journey of the child.

- Works closely with VAA partners.
- A cost efficient and effective delivery approach enabling local authorities to deliver significant cost savings in adoption services whilst maintain high quality provision to children and families.
- The majority of funding for the regionalised model will go towards direct work to increase stable, secure, adoptive families for London's children.

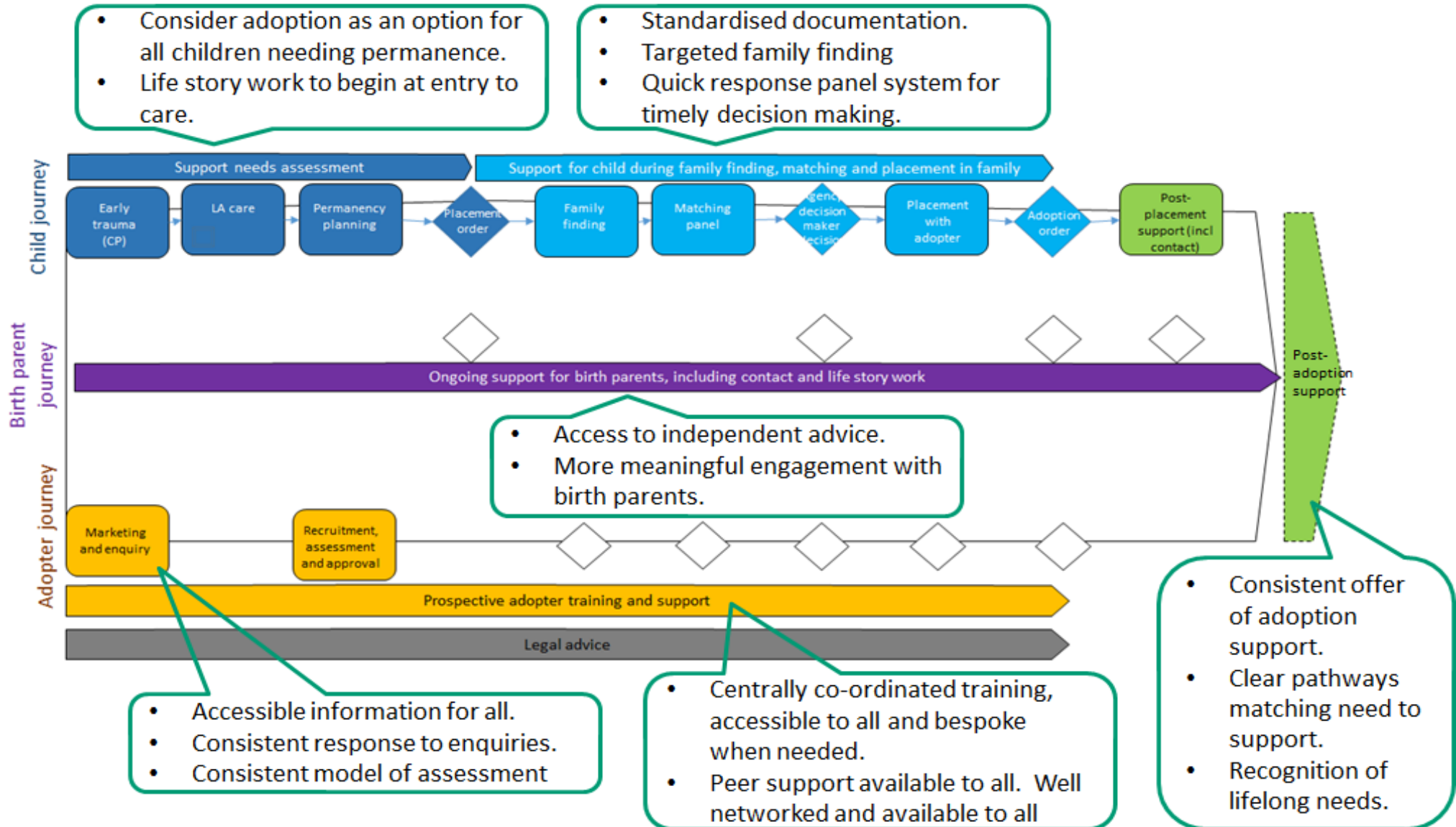
### **Governance**

Partners will work together under the strategic leadership of ALDCS and the London Adoption Board as the multi-agency responsible body, and an executive steering group made up of representatives from LAs, VAAs and London Councils.

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## Appendix 2

### ADOPTION JOURNEY OUTCOME SUMMARY



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## Appendix 3

### ASSESSMENT OF POTENTIAL DELIVERY MODELS

The Regionalisation Steering Group meeting held on 24<sup>th</sup> February used scoring of the models and information collected throughout the scoping phase to drive a discussion on the preferred models. The models were considered as combinations of delivery model (entity type) and structure (organisational configuration).

#### 1. Delivery Models

The following delivery models were considered as part of the options appraisal process:

Model	Key points
<b>Single LA hosting on behalf of other LAs</b>	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li><input type="checkbox"/> Scale and complexity is too large for a single LA to manage.</li> <li><input type="checkbox"/> Organisational culture would be strongly influenced by the individual LA identified.</li> <li><input type="checkbox"/> Likelihood of limiting membership of some LAs for political and geographical reasons.</li> </ul>
<b>LATC – a new LA owned entity</b>	The steering group agreed that this model should be explored further. Key areas of discussion included: <ul style="list-style-type: none"> <li><input type="checkbox"/> Potential for strategic partnership with VAAs in a new LA-owned entity.</li> <li><input type="checkbox"/> Lower procurement risk in this model.</li> </ul>
<b>LA-VAA joint venture</b>	The steering group agreed that this model should be explored further. Key areas of discussion included: <ul style="list-style-type: none"> <li><input type="checkbox"/> VAAs would prefer to be around the table.</li> <li><input type="checkbox"/> The commissioning income stream is vital to VAAs.</li> <li><input type="checkbox"/> Greater potential for competition and income generation.</li> </ul>
<b>Outsource to existing London VAA</b>	This was eliminated prior to scoring as VAAs attending stakeholder forum identified significant concerns with this model as indicated in the single LA host commentary.

## 2. Structures

Within the above delivery models, a number of structures were considered:

Structure	Key points
<b>Fully centralised:</b> single London body	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li>• Inability to deliver the adoption journey as mapped</li> <li>• Reduces benefit of local knowledge and relationships.</li> </ul>
<b>Hub and spoke:</b> Central hub for London-wide co-ordination, commissioning, and delivery. Sub-regional spokes for delivery and local commissioning under the same organisation (not necessarily using current consortia).	Steering group agreed preference for this structure. Key points of discussion were: <ul style="list-style-type: none"> <li>• Local enough to maintain relationship with child and adopter at centre.</li> <li>• Good balance of delivery at scale while retaining clear organisational structure.</li> <li>• Configuration flexibility – elements to be commissioned or delivered in hubs or spokes</li> <li>• Long term contract options for providers servicing spokes.</li> </ul>
<b>Tiered approach:</b> top strategic tier, second strategic/ operational tier,	Steering group agreed that this option was not viable due to: <ul style="list-style-type: none"> <li>• Similarity to current arrangements likely to lead to continuation of postcode lottery.</li> <li>• Additional tiers adding complexity to management and funding arrangements.</li> </ul>
<b>As-Is+:</b> current arrangement with more formalised partnerships	This was eliminated prior to scoring as DfE learning events identified that this would be viewed as insufficient change.

## 3. Recommendation

The steering group recommends the following preferred models for further investigation with regards to their governance, legal implications, procurement and financial implications:

- LA trading company delivery model with a strategic VAA partnership operating in a hub and spoke structure
- LA-VAA joint venture operating in a hub and spoke structure.

## Appendix 4

### LEGAL ADVICE ON THE POTENTIAL MODELS

#### Introduction

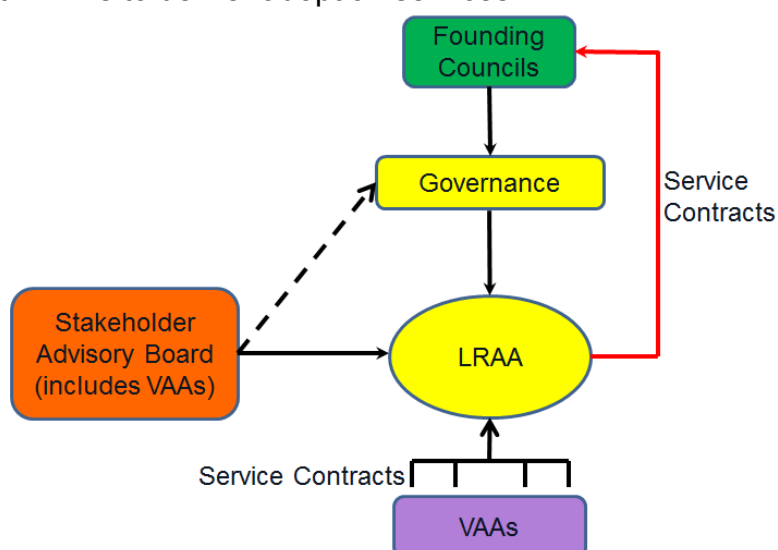
At the March meeting of ALDCS, Directors received a report of stakeholder engagement in respect of the potential legal entities which could form the model for a future regionalised offer. On the direction of ALDCS, legal advisors were appointed to produce detailed advice on the two preferences which Directors supported. Those preferences, based on guidance from stakeholders including VAAs, were a local authority trading company (Option 1) and a joint venture (Option 2).

The report has now been completed and covers the following areas for the preferred models:

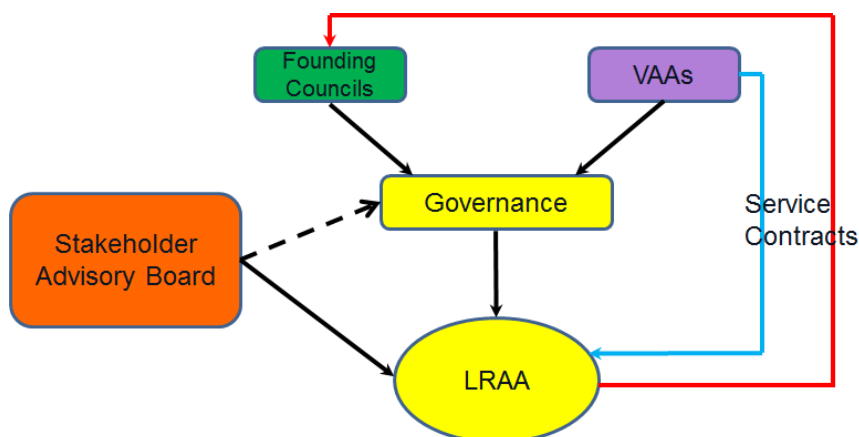
- Benefits and limitations of VAA involvement in the ownership and/or strategic partnership, with advice on the joint venture options and whether joint venture partners would need to be procured.
- Governance implications with regard to the need for accountability to the LAs responsible for the child.
- Legal entities that would be appropriate for securing the optimum balance with non-statutory organisations within these models.
- Income and tax implications of the models, including VAT treatment and the ability to trade with other regional agencies.
- Procurement implications of these models, particularly with reference to Teckal exemption.
- Implications for registered charities including charitable assets and income.
- Potential staff transfer implications.

#### Structure of the two options

**Option 1** – the development of a multi-LA owned corporate entity working in partnership with VAAs to deliver adoption services



**Option 2** – the development of a corporate entity involving both the LAs and VAAs as members/ shareholders to deliver adoption services



### Comparison of the two options

The key comparison points of the two options are shown in the table below:

	Option 1 – LA owned	Option 2 – Joint venture
Governance	<ul style="list-style-type: none"> <li>Teckal company – can be set up from day one.</li> </ul>	<ul style="list-style-type: none"> <li>Joint venture would need to run procurement to identify VAA owner-partners.</li> </ul>
Role of VAAs	<ul style="list-style-type: none"> <li>Role on advisory board, as well as directorships reserved for VAAs.</li> <li>Service contracts.</li> </ul>	<ul style="list-style-type: none"> <li>Full role in governance structure.</li> </ul>
Procurement	<ul style="list-style-type: none"> <li>Teckal exemption would apply as Agency would be wholly owned and controlled by the Founding Councils and will carry out the majority (&gt;80%) of its work for those Founding Councils.</li> <li>The Agency could use a restricted procurement procedure to establish a framework for VAAs for service contracts.</li> </ul>	<ul style="list-style-type: none"> <li>VAAs are private sector for procurement purposes, and so cannot rely on Teckal.</li> <li>Competitive dialogue would be needed to establish terms of governance and award of service contracts. A larger exercise could prevent some smaller VAAs from taking part.</li> </ul>

Tax	<ul style="list-style-type: none"> <li>• Should be capable of satisfying HMRC's requirement for 'mutual trade' status, meaning there would be no corporation tax on surpluses.</li> <li>• Service supplies by the Agency to LAs would be VAT exempt. This means that irrecoverable VAT would be incurred by the LRAA.</li> </ul>	<ul style="list-style-type: none"> <li>• Application of mutual trade exemption would be problematic due to the lack of a trade with the VAAs. Therefore, unless the Agency had charitable status, it would need to include provision in its business plan for payment of corporation tax.</li> </ul>
Pensions	<ul style="list-style-type: none"> <li>• May be considered a Designated Body if the 'connected with' test is met.</li> </ul>	<ul style="list-style-type: none"> <li>• Less certainty of the 'connected with' test being met to gain Designated Body status.</li> <li>• A number of VAAs operate occupational salary-related pension arrangements, subject to regulatory oversight by the Pensions Regulator.</li> </ul>
Other		<ul style="list-style-type: none"> <li>• VAA constitutions would need to be reviewed. A number of VAAs would need to satisfy themselves that participation in the Agency is consistent with their charitable objects.</li> </ul>

### Notes relevant to both options

- Legal form – It is recommended that the Agency would be a not-for-profit community benefit society. At this stage, it is suggested that the Agency is not established as a charity. As a community benefit society, it should be possible to achieve charitable status in the future by adopting charitable objects.
- Governance – It is recommended that member of the Agency collectively elect the board of management of the Agency. This allows members to retain the ultimate control of the board, but also permits a smaller, more focused board that has the best suited individuals on it. A board size of 8-12 is suggested, with the majority of board members elected from candidates drawn from participating LAs.
- Staff – TUPE would apply where any services currently delivered by the Founding Councils and/ or participating VAAs are transferred to the LRAA. If there are certain functions which can only be provided by an employee of a Local Authority, alternative staffing models including secondment and joint employment or dual employment could be considered.
- Future flexibility – Processes for exit from or entry to the Agency at a later date can be agreed within the Members' Agreement.

## **Recommended model**

The report received from Trowers & Hamlins recommends that the Agency would be a not-for-profit community benefit society which is jointly owned by all of the LAs (Option 1) that wish to participate in the project from the outset (Founding Councils). The Founding Councils' involvement in the Agency would be governed by a Members' Agreement. The Agency would be managed by a board of directors including officers of the Founding Councils, with places reserved for elected VAAs, and potential for other service user or stakeholder involvement.

This model is quicker and cheaper to set up, and retains close VAA partnership working.

## **VAA feedback on the report**

As part of their role on the steering group, VAA representatives have sought the views of the VAA stakeholder group on the legal report. A response has been received raising the following:

- A query on the consideration of Teckal as a key factor in the decision making between an LA owned entity and a joint venture.
- The viability of an option not covered in the report for the creation of an Innovation Partnership.
- Whether it allows continuation of independent VAA sales.

## Appendix 5

### STAKEHOLDER ENGAGEMENT SESSIONS (AS AT 1<sup>ST</sup> JUNE 2016) - SUMMARY

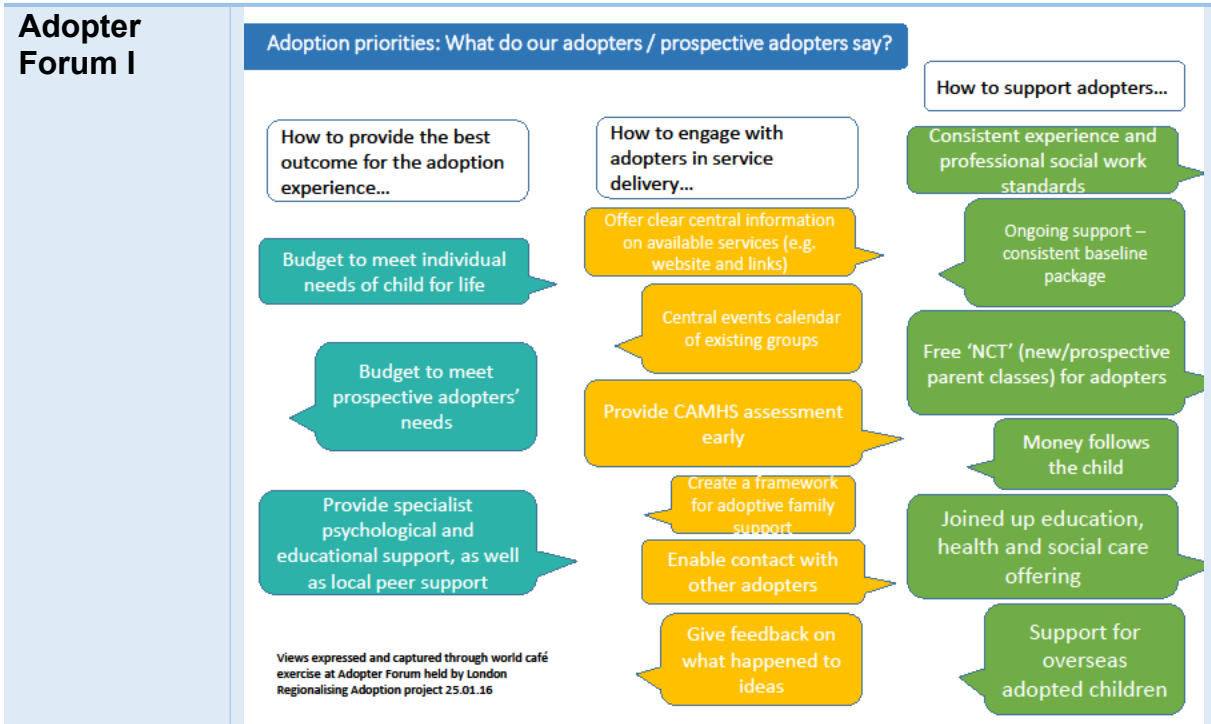
Group	Engagement	Dates/Frequency	Coverage for Project Specific Events
<b>Adopters</b>	Regionalisation members/DCS event	Nov	1 + 2 professional
	Regionalisation options development workshop	Jan	1 + 2 professional
	Regionalisation adopter forum I	Jan	19 adopters
	Regionalisation adopter forum II	Mar	26 adopters
	We Are Family: regionalisation discussion	Mar	1 adopter / 5 prospective
	LAB representation	Monthly meeting agenda item	1 LAB adopter rep
<b>Children</b>	Regionalisation drop-in event	Mar	No attendees - new approach needed
	Research and existing reports. We worked with the Coram Adoptables group to identify the experiences and ideas of children and young people. Coram have produced a detailed report focused on the needs of young people and their thoughts on regionalisation	May	Focus group: 8 young people Wider group: 100 young people Desktop research and assimilation of existing studies (studies ranging from 100 – 208 young people)
	Call for other existing research / reports from other organisations	May	Sent to newsletter database of 116
<b>LAs</b>	Regionalisation members DCS / event	Nov	
	QA doc for DCS	Planned - June	
	Regionalisation steering group	Monthly	Consortia–AD representation
	ALDCS meeting	Jan	
	London Adoption Board	Monthly agenda item	
	Regionalisation options development workshop	Jan	65% LAs represented
	Regionalisation panel advisors workshop	Jan	50% LAs represented
	Adoption and Fostering Network meeting attendance	Dec	
	Consortia meetings	4 x Jan, 2 x Feb	All consortia attended
	PAC-UK event: regionalisation presentation	Feb	
	LAB innovation event: regionalisation presentation	Mar	
	Heads of Communications – attendance at monthly meeting requested	TBC - July	
<b>VAs</b>	Regionalisation members/ DCS event	Nov	
	Regionalisation steering group	Monthly	30% VAs represented

	Regionalisation VAA stakeholder forum I	Dec	60% VAAs represented
	Regionalisation VAA stakeholder forum II	Jan	100% VAAs represented
	Regionalisation VAA stakeholder forum III	Feb	50% VAAs represented
	Regionalisation ALDCS-led VAA stakeholder forum	Jan	100% VAAs represented
	Regionalisation option development workshop	Jan	70% VAAs represented
	London Adoption Board	Monthly agenda item	
	Consortia meetings	4. x Jan, 2 x Feb	All consortia attended
<b>Elected members</b>	Elected members events	Nov June	
<b>ALL / Additional</b>	Regionalisation Newsletter	Monthly	116 subscribed, 41 % avg open rate
	Workforce Engagement Sessions: panels and all workers in adoption	May and June (9 sessions over 4 days at different venues)	183 invited 68 registered to date 58 attended to date 21 to attend in June  19 follow up surveys received to date



## STAKEHOLDER ENGAGEMENT SESSIONS (AS AT 1<sup>ST</sup> JUNE 2016) – FEEDBACK SUMMARY

Event	Feedback on RAA model
<b>VAA Stakeholder Forum I</b>	<p>What might our involvement with RAA look like:</p> <ul style="list-style-type: none"> <li>• Closer link with clearer understanding of capacity and demand needs in both directions</li> <li>• Maintain flexibility</li> <li>• Clear connection with RAA knowledge and systems</li> <li>• Integrated offerings</li> <li>• Opportunity for collaboration</li> </ul>
<b>VAA Stakeholder Forum II</b>	<p>How do we maximise the talent we have in VAAs/ ASAs?</p> <ul style="list-style-type: none"> <li>• Sharing talent through joint working</li> <li>• Enhanced training</li> <li>• Learn from CVAA workforce survey</li> </ul> <p>What outcomes do we aspire to for children?</p> <ul style="list-style-type: none"> <li>• Families able to meet holistic needs of child</li> <li>• Adoption support assessment pre and post placement</li> <li>• No postcode lottery</li> <li>• Older children adopted too</li> <li>• Early placement</li> <li>• Placement stability</li> <li>• Access to timely and specialist services</li> </ul> <p>How can we streamline and improve systems, structures and processes to get better outcomes for children?</p> <ul style="list-style-type: none"> <li>• Concurrent planning</li> <li>• IT systems designed around adoption (as in VAAs)</li> <li>• Tap into capacity for innovation</li> <li>• Identify current best practice contracts</li> </ul>
<b>VAA-ALDCS Forum</b>	<p>Themes:</p> <ul style="list-style-type: none"> <li>• Principles and vision of design around improving outcomes for children</li> <li>• This is an opportunity to redesign adoption for the better</li> <li>• Critical factors to address – delays and matching, post adoption support, pressures arising from increase in SGOs, reduce points of contact to improve family service.</li> </ul>



**Adopter Forum II**

**Key points / key themes**

**1. Accountability**

Accountability was a key theme. If people felt let down by the LAs, they felt it was hopeless challenging them as they were only holding themselves to account.

**2. Service should be evidence based**

**3. Emphasis on assessing needs of child and putting right support in place from the beginning.**

**4. More opportunities for adopters to be involved in creation of service**

Gather feedback via online surveys, webinars, shorter more focused sessions. Create a panel. Maintain engagement throughout.

**5. Adopters to feel more empowered**

Demonstrate the new service is adopter lead. Need to remove the frustrations of processes, lack of support from the service and increase accountability.

**6. Communications throughout adoption process**

Improve communications frequency, quality and processes throughout adoption process

**Children and Young People**



Views of children for London RAA.pdf

## The Adoption Process and Regionalisation Consultation – The Adoptables Residential 2016

8 young people aged 16-23 and from London, Leicestershire, Yorkshire and Kent

### Group questions:

*What does 'local' and 'regional' mean to you?*

#### Local

- Schools
- Walking distance
- 30-minute drive
- 10-minute walk
- Area codes
- Friendship zones
- Town (1 mile)
- Cycle (10 miles)
- E.g. whole of Sheffield

#### Regional

- Borough/ county
- 'North East' as a region
- North/South divide (London and England)
- Socio-economics

*Do you think it matters what agency provides the adoption services? E.g recruitment of adopters, family finding and adoption support*

- It doesn't matter as long as it works
- No to the idea of privatisation
- Keep adoption at the centre

*How would you like the Regional Adoption Agency to seek young people's views in future?*

- Through the Adoptables and other groups
- Through PSHE
- End of Primary school is a good time to seek our views
- Someone to meet us physically, who is not a social worker as there are negative feelings and thoughts associated with social workers, so may shut down or not be as open.

### Panel advisors



LRAM\_Panel  
Advisors\_06012016 S

### Options development workshop



Options Workshop  
Write-Up LG.pptx

### LAB Innovation event

#### Top 5 opportunities of regionalisation:

- Best practice sharing
- Cost savings through shared panels
- Equality of adoption support
- Improved support for birth parents
- Economies of scale

#### Top 5 challenges of regionalisation:

- Loss of workforce due to insecurity
- Ensuring clarity of accountability between LA and RAA
- Need to avoid creating further bureaucracy
- Need to ensure good communication between hub, spokes and LAs
- Change communication needs to be right

#### Communication and engagement:

- Like newsletters and would like to see webinars
- Want to be engaged in development of service design

### Members event - June

The following points were raised with answers where given:

### Delivery model

- What is the timeline for decision making around which model to pursue? [A paper will be released in September.](#)
- Have mutuals had been considered? [Legal team informed the group that they would still be viewed as a private organisation from a Teckal point of view.](#)
- DfE view of LA-owned entity option with reference to VAAs [Most other RAAs with decisions made have identified LA owned options.](#)
- Pan-London approach – reasons for choice of pan-London model rather than multiple RAAs. [Achievement of the vision to achieve the best outcomes for all London's children.](#)
- Financing – They will want to see more detail on the funding model and costs.

### Service model

- Outcomes – What are the specific metrics to be improved and extent of improvement? [This is an important point. DfE identified metrics i.e. those measured by ALB will be improved. Some outcomes were identified within the first stage high level service design. Further to be identified as part of service design.](#)
- Current model feedback – There was a comment that they were pleased to see consideration of birth parents and teenage adoptees.
- Workforce – asked about the impact on staff. [More will be known following the service design.](#)
- Equality and diversity – approach to ensuring the differing BME communities in London are represented. [To be developed as part of the next stage of service design.](#)

### Engagement

- Member engagement – assurance wanted of involvement as members in developing the vision.
- Engagement with judiciary – extent of current engagement with judiciary around future models. [This is carried out through LAB.](#)
- Equality and diversity – A member would like to see involvement of disability charities in design stage.

### Project

- DfE funding agreement was discussed.
- Pace – will there be phasing/ testing of implementation? [We will seek to use pilots to test service design, and believe that a phased approach is likely to be identified.](#)
- Borough sign up – timetable for papers coming to boroughs to ask for sign up, and whether it is possible to hang back? [Paper to be released in September to go through boroughs. Hanging back possible, but may impact involvement in development stages.](#)

On the basis of event surveys, 12/13 rated the event as good while 1/13 rated it is average.

# REGIONALISING ADOPTION: VAA & ASA STAKEHOLDER FORUM

## EVENT SUMMARY: THEMES AND ACTIONS

**Date:** Monday 1 February, 10:00 – 14:00

**Venue:** Family Futures

### 1. Attendance and apologies

<i>In attendance – VAA / ASA forum</i>	
Name	Organisation
Jessica King (Project Team)	NEL CSU
Lisa Garnett (Project Manager)	NEL CSU
Alan Burnell (Chair)	Family Futures
Amy Mathura	Family Futures
Matthew Horton	Barnardo's
Mark Owers	Independent Advisor
Peter Sandiford	PAC-UK
Helen Edwards	Project and LAB Advisor
John Downing	Action for Children
Catherine Clarke	Coram

<i>Apologies</i>	
Name	Organisation
Gill Haworth	Intercountry Adoption Centre
Erica Peltier	TACT
Annie Crombie	CVAA
Andy Elvin	TACT
Jacqueline Georghiou	Action for Children
Corienne Strange	SSAFA
Renuka Jeyarajah-Dent	Coram
Jackie Wood	PACT
Jill Farrelly	SSAFA
Jeanne Kaniuk	Coram
Joanne Alper	AdoptionPlus
Jan Fishwick	PACT
Carol Homden	Coram
Carolette Caines	TACT
Lyndsay Marshall	PAC-UK
Christine Allen	Action for Children
Joel Saddler	Adoption UK

### 2. Options workshop recap

Lisa Garnett presented a summary of the Mutual Ventures<sup>1</sup> presentation from the options workshop held on 15 January 2016.

<i>Questions raised</i>
Q: Can spokes be RAAs in themselves in the hub and spoke type/configuration?

<sup>1</sup> Department for Education appointed national project coach.

<i>A: See Yorkshire model, which as 3 RAAs and a hub that acts as the central concept for the RAAs</i>
<i>C: Governance: who would lead this in London?</i>
<i>Q: Considering regulation in parallel – where are Ofsted in regionalisation?</i>
<i>C: Regulation playing catch-up. National standards will have to change – regionalisation driving new regulation standards in time.</i>
<i>Q: What happens to post adoption support if ‘big bang’ approach is chosen, given the (in some cases lifelong) support already committed?</i>
<i>Q: Have we considered culture when thinking about combining organisations?</i>
<i>A: Yes. See options workshop summary where this was highlighted as a challenge.</i>
<i>Q: How does the wish from end users for a local service work in regionalisation?</i>
<i>Q: What does ‘local service’ mean in London, given the transport links and geographic proximity?</i>
<i>A: Following discussion the view expressed was that borough level is considered local in London.</i>
<i>Q: Why are pensions a feasibility criteria when this only affects (a sub-sector of) the LA workforce market and isn’t a consideration for the VAA workforce – this seems imbalanced?</i>
<i>C: Weighting of criteria for options scoring should be transparent and a whole workforce view should be taken on matters such as pension.</i>
<i>Q: Are we factoring in how to learn from other pan-London models, e.g. what worked and what didn’t?</i>

Q = question

A = answer

C = comment

### 3. Model work-ups

Using a logic model (outcome focused) approach the group worked through the four high level model types as presented by Mutual Ventures at the Options Workshop.

INSTRUCTIONS FOR FURTHER COMMENTS:

- ❖ There are many possible forms that these models can take, depending on their type (e.g. hub and spoke, tiered, etc.) and reach (regional, sub-regional, etc.).
- ❖ At this stage in the process it is helpful to keep comments high level and appropriate generally to the high level model.
- ❖ If you have more specific comments to make please ensure that it is clear what type and reach you are commenting on.
- ❖ You can comment on all four models, or only the ones that you wish to.
- ❖ Refer to the ‘prompting questions’ document if you are unsure how to go about the commenting process.

<i>Hosted by single LA</i>			
<b>Features</b>	<b>Benefits</b>	<b>Challenges</b>	<b>USPs</b>
<ul style="list-style-type: none"> <li>• Direction</li> <li>• Accountable</li> <li>• Could accommodate VAA/ ASA integration in commissioning</li> <li>• Commissioning model</li> <li>• Focus in terms of services</li> <li>• Coordinates regional services</li> <li>• Can commission to deliver for each part of pathway</li> <li>• Support services with child protection and permanency planning</li> <li>• VAA input not specified</li> </ul>	<ul style="list-style-type: none"> <li>• Scope for VAAs delivering services</li> </ul>	<ul style="list-style-type: none"> <li>• Regulation and Ofsted</li> <li>• Which LAs on what basis (high performance; geography)</li> <li>• Undermines the LA / VAA partnership approach that needs to be strengthened</li> </ul>	<ul style="list-style-type: none"> <li>• Pan-London solutions <i>[desirability criteria 2]</i></li> </ul>

<i>Joint venture between LAs</i>			
<b>Features</b>	<b>Benefits</b>	<b>Challenges</b>	<b>USPs</b>
<ul style="list-style-type: none"> <li>• CEO</li> <li>• LAs allow it to commission on their behalf</li> <li>• Mechanism for cross-London due to joint venture</li> <li>• Directors represent cross-London</li> <li>• A 'new' organisation</li> <li>• VAAs could be part of this vehicle (e.g. Community Interest Company)</li> </ul>	<ul style="list-style-type: none"> <li>• LAs without ownership could spot purchase from it</li> <li>• Greater responsibility / accountability of management</li> <li>• Could be constructed so VAAs had voice</li> <li>• Easier allocation of budget to the services</li> <li>• Flexibility</li> <li>• LA ownership so not risk of procurement, pension rights, etc.</li> <li>• Ownership – safety in regulation</li> </ul>	<ul style="list-style-type: none"> <li>• Challenges for staff – TUPE if delivery</li> <li>• Getting mutual consensus</li> <li>• Commissioning focus in set-up could be challenge to current innovation</li> <li>• Reliance on culture of org believing in VAA value</li> <li>• VAAs not part of governance (not 'around the table') as VAA board member could not also be from VAA bidding for work. (An independent VAA Chair could</li> </ul>	<ul style="list-style-type: none"> <li>• New start and new culture, focussed on children not on ways of working <i>[desirability criteria 1]</i></li> <li>• Potential to transition into other models (deliver as well as commission) <i>[desirability criteria 5]</i></li> </ul>

	<ul style="list-style-type: none"> <li>• Could create clearer VAA commissioning ref. volume</li> </ul>	resolve this?)	
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<i>Creation of new VAA</i>			
<b>Features</b>	<b>Benefits</b>	<b>Challenges</b>	<b>USPs</b>
<ul style="list-style-type: none"> <li>• Would need to follow procurement rules</li> <li>• Reason for involvement would be delivery</li> <li>• Strategic involvement of VAAs</li> <li>• Is a new registered adoption agency</li> <li>• Would like to see not just about commissioning</li> </ul> <p>Reach:</p> <ul style="list-style-type: none"> <li>• May work in a cluster / sub-regional model</li> </ul>	<ul style="list-style-type: none"> <li>• Mutual responsibility for outcomes</li> <li>• Clean start, new culture</li> <li>• Retains many benefits of LA joint venture</li> <li>• More likely to challenge Ofsted to rise to challenge of new relationship</li> <li>• Attractive to VAAs and like-minded LAs</li> </ul>	<ul style="list-style-type: none"> <li>• Greater challenge in TUPE, staff transfer</li> <li>• How do you maintain sovereignty?</li> <li>• Who owns 'shareholding'? Is it equal? Would be too big?</li> <li>• VAT exemption would be lost, adding 20% to costs</li> </ul>	<ul style="list-style-type: none"> <li>• Looks to best across cross-sector market [<i>desirability criteria 2, 3, 7, 10</i>]</li> <li>• New mindset may keep honest to needs of child [<i>desirability criteria 1</i>]</li> </ul>

<i>Outsource to existing VAA</i>			
<b>Features</b>	<b>Benefits</b>	<b>Challenges</b>	<b>USPs</b>
<p>Type:</p> <ul style="list-style-type: none"> <li>• Maybe could work as a hub and spoke</li> </ul>		<ul style="list-style-type: none"> <li>• Would need some rebranding</li> <li>• VAAs have to embrace full pathway</li> <li>• Would need VAA</li> </ul>	<ul style="list-style-type: none"> <li>• Building in best practice [<i>desirability criteria 1</i>]</li> </ul>



<p>Reach:</p> <ul style="list-style-type: none"> <li>• Split into lots</li> <li>• Geography or numbers split</li> <li>• Could split into sub-regions (4 London lots) using function or geography</li> </ul>		<p>consortium arrangement</p> <ul style="list-style-type: none"> <li>• No 1 VAA would take all of London</li> <li>• What would leadership look like?</li> <li>• Would need significant investment</li> <li>• Scale</li> <li>• Lack of appetite for whole London approach</li> </ul>	
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#### 4. Overarching consideration

<p><i>Themes</i></p> <p>Configurations / types:</p> <ul style="list-style-type: none"> <li>• Regions not universally strong</li> <li>• Would pan-London deliver better outcomes?</li> <li>• Management hub but more opts 'spokes'</li> <li>• Caution about pan-London as local structures already exist</li> <li>• Corporate parent retained in single LA</li> <li>• What is the minimum ownership? (LA trading co.)</li> <li>• Single LA model does not say anything about collaboration</li> <li>• Would 1 LA want to take on big expansion?</li> <li>• Are there LAs wanting to take lead?</li> <li>• Is there less risk in set-up, culture, and governance?</li> <li>• More risk in volumes and finance for lead LA (single LA)</li> <li>• CIC run jointly by all boroughs could work but would require great commitment from all boroughs that sign up</li> </ul>
<p>Areas of provision:</p> <ul style="list-style-type: none"> <li>• Adoption support</li> <li>• Harder to place children</li> <li>• Which models of support would best support change for the better?</li> <li>• VAAs embracing other permanency options?</li> </ul>
<p>Commissioning model</p> <ul style="list-style-type: none"> <li>• Can break down into 'lots'</li> <li>• Contracts for specific volumes</li> <li>• Known funding</li> <li>• Does it automatically expand overall VAA provision?</li> <li>• Is it just commissioning? Is there risk if going to cheapest?</li> </ul>
<p>Other:</p> <ul style="list-style-type: none"> <li>• LAs involved would shape culture</li> <li>• Exchange between RAAs – transaction costs</li> <li>• Should think more broadly, to improve outcomes for children, e.g. permanence services covering adoption, SGO's &amp; fostering in NE, SW, NW &amp; SE London</li> </ul>

#### 5. Next steps

<i>Actions</i>	<i>Due date</i>
Members not present to comment on the 4 models above and submit their own views.	11.02.16

## The Adoptables: informing regional agency design with the views and needs of children and young people

**Aim:** To document/articulate the existing evidence of the views of adopted children in order to inform how regional agency services should be delivered/designed for adoptive families.

### Methodology:

- A. Desktop review of existing research on children's views
- B. Desktop review of adopter's views of their children's needs
- C. Assimilation of any London specific information and evidence of London VAAs
- D. Co-produce with the Adoptables young people's recommendations for RAA design.

The desktop review covers available research from the period 2001-2016, ranging from small focus group feedback to larger online surveys. It summarises key findings only and draws learning relevant to any regional agency alongside specific elements relating to London (if/as available) to inform further development of the service specification with children/young people and with adopters.

The Adoptables have held workshops across the country including in London to develop and produce resources for adopters, policy makers and children. They propose that London RAA now enables them to lead further specific co-production session(s) in London, promotes the tools and resources they have produced (for schools, for adopters, and for training), and considers a proposal from them for the development of a help line. (See also Appendix 2 for their regionalisation workshop feedback).

### Key findings

#### Adoption is viewed overall as positive

In the Morgan study of 208 adopted children and young people, some of the children reported being more than happy with their adoption process and the majority of children said that the best thing about being adopted is joining a new family and feeling good about them (Morgan, 2006).

The Selwyn et al research revealed that the risk of adoption breakdown is relatively low overall, with a third of 390 children reporting "no or few difficulties" and life as "brilliant" and another 30% describing it as "good" despite challenges getting the right support (Selwyn, Meakings and Wijedasa, 2015).

This is mirrored by the Independent (voluntary) Adoption Agencies of England research of 100 adopted children in 2016 who reported a high overall sense of belonging, feeling listened to and being happy with their lives.

The attached Infographic (published March 2016) indicates in particular the benefits of adoption since 100% of children engaged in the study felt they could depend upon an adult they trust compared to 75% of children generally. See Appendix 1.

**Implication:** *in planning for the development of the regional agency, the celebration of adoption is important to adopted children noting that two thirds of families are working well even if planning might be built on an assumption that around one third of children can be anticipated to be in need of more intensive support.*

## Awaiting adoption placement

41% of children in the Morgan study found **waiting** to be the worst aspect of adoption and they wanted the process to be quicker in regard to bureaucracy. (Morgan 2006). Adopters echoed this concern in the adopter focus groups conducted by the London Regional Agency, particularly highlighting the matching process as being in need of review.

The impact of **changes in placement** prior to adoption is known to compound risk of difficulties in attachment and in sustainability of placement. Early placement methods prioritising the continuity for children are important in policy and in practice.

The Coram Concurrent Planning **longitudinal study** shows a reduction in time to adoption, cost benefit and reduction in moves to children's benefit yet only 10 authorities in London have made such placements in the last 15 years. (Coram Policy and Research Team 2013).

Morgan emphasised the importance of **Involving and supporting** the child throughout the whole process (Morgan 2006). When family finding (and depending on age), it proposes agencies ask children what type of family they would like or ask them to draw a picture. See Appendix 2 for the Adoptables feedback.

Once a family is identified, children **want to know why** their adopters want to adopt them and what the contact arrangements will be. Although children now often get a book or film of their new family in advance, the findings suggest they want more detail (Minnis and Walker, NFER 2012).

Children are aware of potential issues and recognise that adopters need **detailed information** on their needs prior to placement in order to plan for their support or to "prepare for chaos" as described by one Adoptables young person when asked about the introduction process (Coram focus group 2016).

This chimes with feedback from some adopters in the Adoption UK survey who felt that they did not have enough information about the child's individual needs prior to placement (Adoption UK, 2015). They want a **jargon-free clear report and assessment of needs** with the potential implications for support spelt out.

Children would like it to be a requirement to provide **more information** on what adoption means. For example, why they are being adopted, how long it will take, what happens if it goes wrong, when they will see their birth family (Morgan, 2006).

Children and young people are also eager to be kept **updated** on birth family and on the adopters. 85% thought it important to receive information about birth family. (Morgan 2006).

Some children saw the need for **pre placement assessment and therapy**. This was echoed by Family Futures adopters in a focus group (Regional Adoption Agency, 2016) and by the majority of the 390 adopters who wanted pre-adoption work with children and foster carers (Selwyn et al, 2015).

**Gradually reduce contact** with birth family, seek children's views on frequency and keep on-going contact under review (Morgan, 2006). The risks of unprepared contact are potentially more acute for the future generation (see below) and require different skills.

**Don't change social workers** in the midst of the process. Children felt the social worker's role was crucial and they want reassurance, practical support and continuity from social workers. They also want to be able to contact them easily and to have regular contact from them (Morgan, 2006).

Some children wanted the **opportunity to meet other children awaiting adoption** so that they could share worries and get peer support. (Morgan, 2006)

Eight young people from **PAC's Youth Council** produced interview questions for social workers which could be used during the recruitment process, including "Are you ready for a curious child". (PAC Youth Council feedback 2015).

The **Adoption UK** survey also states that continuity of SW is a top issue for adopters, as is having a SW who understands the needs of adopted children. They also express a need for their own emotional needs to be considered so that they are better equipped to meet their children's needs. (Adoption UK, 2015).

**Implications:** *the regional agency needs to do different rather than just do bigger tackling the discontinuities in information and pre-placement support which children and their adopters find undermines the effectiveness of their journey and placing a new emphasis on the preparation for the child and of the child.*

## Looking to the future for adopters and children

Given that children embrace **integrated technology** and there is a wealth of online tools to engage and monitor their activities, more thought needs to be given on how to involve them using interactive methods they find enjoyable and reflects their lived reality which is **digital first** and requires a navigation of life history, relationships and family in a digital space changing the definitions of "local" and of "friends" and "authority". Conversely, social media **also poses a threat** to the privacy /confidentiality of adoption, and children and adopters need support and training regarding this.

Future Foundation also advises of the customer service standards and **expectations** of the digital first generation of both adopters and children. Static websites which are not mobile friendly, unanswered emails, lack of tailored content are all unacceptable in a digital era.

First4Adoption is a digital first service which won the **public sector digital project of the year** award in 2015 and has some two thirds of adopters using its e-learning system. This is government funded and available for all agencies and can tailor information to provide fully digital services for the regional agency.

Research into the future demographic landscape reveals impending **demographic changes** and the likelihood of older adopters coming forward and with an increase in prospective adopters who are single, gay and from the Asian and Black middle class (Future Foundation, 2015) as well as those who are second time parents or who have health conditions all with expectations of personalised/tailored support and information.

Local authority guidelines, publicity and preparation training may need to **be tailored** so as not to deter people from these groups coming forward as adopters and to potentially increase the pool of available people for harder to place children, thus reducing waiting time.

***Implications:** Digitally effective and responsive customer service is a pre-requisite for any effective regional agency which can benefit from existing resources.*

## **Moving In and Moving On in Life**

Research reinforces that **Introductions should be phased** so that there is more time to get to know the new family better. (Morgan 2006). Selwyn et al particularly stressed the need for a managed introduction, with foster carers being the key to a positive experience.

Introductions need to be timed for when both adoptive parents and the social worker can be there and extra support provided when they don't go to plan. (Selwyn et al, 2014).

The child being given some **control over decisions** at this time has also been raised. This could be about the decoration of their new bedroom, favourite foods to eat, or toys to bring. (Coram Matching focus group, 2016).

**Life story work** is the bed rock of successful adoption support and is a clear entitlement for all adoption children. Coram survey and focus group work in 2014 demonstrated that in one third of cases there is no life story book completed and in a further third it is inadequate. Adoption UK surveys consistently point to the need for improvement in this area.

There is a thirst by children for information and communicative openness with clear honest narrative and they also want help with **telling their own story** including to friends (The Adoptables workshops 2015/16) with this resource now in production.

Adopter feedback for the same research, gave a 39% rating of LSB's as terrible or poor and 56% said it had not been explained to them how to use the book. 56% of workers said they rarely or never had time to produce books to a **suitable quality**. (Coram Life story book research 2015).

There is no doubt that the **collection of material** for the book is vital from the point of the child going into care. 71% of children felt it was important to be told more about their lives before they were adopted (Morgan, 2006) or of the importance for fulfilment of standards.

This is however an area where the confidence and **skill of social workers** can be developed. The Coram Life Story training programme (DfE 2015-6) found all places were booked by the end of Month 1. The project expanded and trained 220 social workers and 214 adopters. A waiting list remained at the end of the programme. Whilst 82 workers were trained from VAAs, only 58 social workers were trained from London local authorities indicating a clear priority for the regional agency.

Across all of the available research, one of the crucial issues for children is **contact with birth family** and not just parents, extended family as well. In a film produced by young people, children spoke of their disappointment when contact dates get changed and they long to see their siblings when they have been split up. They want letterbox contact changed; they want to be sure that they will get information about birth families as they worry about them. (Coram and After Adoption: Contact in Adoption).

**Implications:** *the regional agency will benefit from prioritising the delivery of high quality life story work and from designing in a dynamic role support by and for children.*

## Adoption Support

### Therapeutic support

Children recognised the **benefits of therapeutic intervention** and this chimes with adopter feedback. In Coram's life story book research, it was named as the most useful means of support by most children.

The need for **early therapeutic support** is clear. Coram's evaluation of its creative therapy service in London reveals a need for support at key transition points for children e.g. 4-5yrs and 10-11yrs in particular. (Coram, Creative Therapy evaluation, 2015).

Some children spoke about the need for adopters to have a **refresher course in how to deal with challenging behaviour and on how to communicate with them.** (Coram matching focus group, 2016).

Coram's evaluation of adopter's parent programmes supports this as 71% report **challenging behaviours** and only 19% felt confident as a parent to be able to manage them prior to a programme. (Coram parent programme evaluation 2015).

Regular offerings of **preventive/open access therapeutic parenting groups** is welcomed with a number offered by voluntary adoption agencies at scale including pre-school group (to tackle the stigma mothers who have adopted may feel in generic programmes offered at children's centres), Webster Stratton adapted programme (for aged 4-9yrs) and STOP for the parents of adolescents.

The Selwyn et al research revealed that children who **showed violence as they got older** had generally been showing aggression from a young age and it is therefore vital to take this seriously and provide support pre placement in order to avoid the issues exacerbating in the adoptive placement. (Selwyn et al, 2014).

Adopter feedback to Cornerstone (which is in operation in three London boroughs) also recommends training on this issue which is often hidden due to **shame** (Cornerstone partnership 2015).

**Implications:** *pro-active offering of therapeutic parenting groups in to the regional agency design and in ways which include non-stigmatised delivery and open access.*

### Peer support for adopted children and young people

Half of the children who responded to the Morgan survey didn't want to meet other adopted children as they didn't want to compare themselves to others or because they didn't want to

be different but those children, who are able to **meet with other adopted children**, generally find it helpful. (Morgan 2006).

**Adopters saw this as important** especially for transracially adopted children (London Regional Adoption Agency focus group, 2016) and those whose children have participated have reported the impact positively (Coram Adoptables).

**Family Futures** work indicates that with the vast numbers of young people following bloggers and watching You Tube clips, these are both areas that need to be addressed and could be tapped into in terms of adoption support with the appropriate safeguards attached.

The PAC youth council wanted (and now have) access to a **website and online forum** for teen adoptees and they have produced top tips for dealing with a bad day which would be useful for all adopted children (PAC youth council feedback 2015).

**Implications:** *All children should therefore be offered access to age appropriate peer support with a choice of whether they take up group attendance or prefer other options so that all adopted children can gain support from each other.*

## Dealing with School

The need for **more support in School** has been widely reported across most of the available previously quoted research. Advice on how to secure the Pupil Premium to access support for children, has been one of the most popular reasons for adopters with children placed telephoning the First4Adoption advice line. (First4Adoption Impact report 2015).

The issue of **teacher insensitivity** and children being bullied has emerged for children who are open about being adopted. In the Morgan research, 37% children did not tell other children at School they were adopted unless they were a close friend (Morgan, 2006).

Children in Coram's Adoptables support group have fed back that there is a negative stigma around adoption which invites **bullying** and have produced short films on different aspects of the issues.

Adopters have requested an **adopter-School charter** (Cornerstone partnership, 2015) and PAC's youth council has suggested that Adoption should be on the national curriculum (PAC Youth Council feedback 2015).

The Coram Adoptables and Coram Life Education have created a new **teaching resource for Key Stage 2 and Key Stage 3** which includes the option for delivery by a peer educator, a young person from The Adoptables. This has been piloted in specific London schools and is available from June for use in all London schools.

For children with intense or specific issues, social work skill in **dealing with school issues** and accessing specific support is essential and has been advanced by PAC and Coram in particular in London.

Children want social workers to **monitor how they are getting on** after they move into their new adoptive placement and to be spoken to alone and for the social worker to check with their School how they are getting on. Some want this person to be separate from the adopter's social worker. (Morgan 2006).

**Implications:** *the regional agency will need to embrace the presenting issues of school experience and can utilise the available resources and groups to define service further.*

## Access to quality support

4 in 5 adopters adopt through an LA agency and data shows that adopters rate post adoption support as poor with only 35% viewing the social worker as “very helpful” post approval (Literature Review, 2015).

The Selwyn research reveals that 60% adopters don’t keep in touch with their agency once they have the Adoption Order.

If adopters are not in touch with their agency, they may have **limited knowledge** of the range of support available to them including the entitlement to assessment and to pupil premium. This is indicated by the feedback from the London regional adopters meeting.

More **proactive tools** need to be used to close this information gap and provide for adopter-led support and information including by consultation with We Are Family and via social media. The voluntary agencies have trained social media champions who may assist.

When asked what might have helped, children who had experienced an adoption breakdown spoke about an **advice line** for them to ring when there are difficulties or when they have queries (Selwyn et al, 2015). The Adoptables and First4Adoption offer a potential platform for this, albeit with the caveat that trained counsellors are required to staff the advice line due to the potentially high level of need that the children will present.

**Implications:** *London region has prioritised consistent support as part of its vision; this will need to embrace pro-active offers of support and advice to achieve much greater levels of access as indicated by the low levels of Adoption Support Fund applications in the capital.*

## Conclusions

- Children want to be consulted and heard.
- Children want one consistent social worker from start to finish who will consult, involve and keep them informed through out the adoption process, as well as to offer emotional support via regular contact.
- Children want to know why they could not stay at home and to have more detailed information on their new adoptive family.
- They want changes such as contact arrangements and introductions to the new family to be gradual, based on individual needs and choices rather than a rigid guideline or timescale.
- They understand the need for and welcome support pre and post placement both for themselves and their adoptive parents.
- Adopters also want primarily the same things.
- London has an opportunity to deliver and to work with adopted young people like the Adoptables to co-produce a service which works.

## Summary of recommendations:

6. Celebrate adoption for the benefit of adoptive children and families, building a positive climate of support in all contributing agencies.



7. Consult and involve children from start to finish, updating them on progress in the process of adoption and including co-production for the benefit of the RAA.
8. Life story work from the point of entry to care with trained social workers and adopters prepared to adopt (Coram training and F4A tools available)
9. Better reports to adopters in respect of children's backgrounds and needs
10. Involve children in preparation training for adopters (see The Adoptables)
11. Information pack about adoption for children (see Coram BAAF publications)
12. Review of matching approaches including reduction in waiting time for children and adopters, and plan for phased introductions for children
13. Gradual reduction in contact and reviewed in consultation with the child.
14. Consideration of an advice line for children.
15. Offer information on support groups and email resources made by adopted children including those available for the school curriculum (KS2 and 3).
16. Improve consistency of access to specific support for adopters/children with school
17. Better quality assurance and accountability to ensure the above is happening for children across the board.
18. Therapy for children before placement and after.
19. Training for adopters on how to communicate with their children especially as adolescents and refresher parenting programmes on behaviour management.
20. Use of technology to communicate with children, to seek their views and to engage/enhance takes up of services and entitlements by adopters.
21. Consideration of proposals from The Adoptables (see Appendix 2) and approaches for young people to address specific service design questions to inform the development of the RAA.
22. London-wide consideration of the contribution to National Adoption Week in the light of the views of children.

Sandra Latter

**Coram Adoption and Social Work Consultant**

May 2016

## **Appendixes:**

**Appendix 1: Big Adoption Day Infographic - Independent Adoption Agencies of England, 2015.**

**Appendix 2: The Adoption Process and Regionalisation – Adoptables, May 2016.**

## References:

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- Interviews, survey and focus groups of the views of 20 children, 236 adopters and 15 professionals on life story books for adopted children. Watson, D, Latter, S and Bellow, R. Coram 2015.
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- Future demographic landscape. Highlighting the demographic trends and forecasts shaping the UK over the next 10 years. Future Foundation 2015.
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- London Adopter engagement event with Family Futures agency adopters. London Regional Adoption Agency 2016.
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## REGIONALISING ADOPTION: ADOPTION PANEL ADVISORS

### EVENT SUMMARY: THEMES AND ACTIONS

*Date:* Wednesday 6 January, 10:00 – 12:00

*Venue:* London Councils

#### 23. Attendance

<i>In attendance</i>	
Name	Organisation
Lisa Garnett (Regionalisation Project Manager)	NEL CSU
Roisin Hegarty	Brent
Hilary Eastham	Triborough
Kathy Maggs	Coram
Eva Lindsay	Merton
Pal Jandu	Camden
Jean Smith	PACT
Florence Mo	Lewisham
Jill Plummer	Hillingdon
Julia Rosewood	Hounslow
Mussarat Gul	Newham
Usha Sharma	Ealing
Maria Ologbosere	Barking
Carrie Wilson	Barking
Paula Lyttle	Wandsworth
John Remfry	Redbridge
Karen Stoodley	Waltham Forest
Henrietta Delalu	Croydon
Justin Simon	West London Consortium

#### 24. Vision and Criteria

<i>Themes</i>
<p>Response to vision document:</p> <ul style="list-style-type: none"> <li>• Vision is consistent with expectations</li> </ul>
<p>Panel areas of impact on achievement of design criteria:</p> <ul style="list-style-type: none"> <li>• Provide quality assurance</li> <li>• Panels need to be frequent enough (and possible to flexibly convene) to prevent delay to the child's journey.</li> <li>• Joint panels enable consideration of wider permanence options and other quality aspects of care of looked after children.</li> <li>• Train social workers to understand requirements of case and documentation for approval by panel, and joint panel and social worker training.</li> </ul>
<p>Requirements to enable achievement of outcomes:</p> <ul style="list-style-type: none"> <li>• Strong relationships with social work teams to raise risks, act as a critical friend</li> <li>• Accessibility of panels to the workers presenting cases</li> <li>• Knowledge of the child's local authority in relation to local practice</li> <li>• Knowledge of the child's location authority to advise on contact and support plans available.</li> <li>• High quality, well completed documentation needs to be provided.</li> </ul>

- Feedback from adopters suggest that it helps if the panel represents the demographic of the family.
- Ability to use 'Freedom and Flexibilities'.

## 25. Current State - Panels

<i>LA/ VAA</i>	<i>Type</i>	<i>Ind. Advisor s</i>	<i>Other Advisor s</i>	<i>Covers</i>	<i>Cases/ panel</i>	<i>Panel Freq.</i>
Croydon	Separate		1	1	2 (0.5d)	2/month +urg
Waltham Forest	Joint F&A Not SGO	1 (Int)		1	5	2/month +urg
Redbridge	Joint F&A		1	Coram partner	5-6	2/month +urg
Wandsworth	Joint A&P F separate		1	1	2 (0.5d)	1/month +urg
Barking	Separate		1	1	2-3	1/month
Ealing	Joint A&P	1 (Ext)		1	5	2/month – move to 1/month
Newham	Separate and joint		2	1	6 (0.5d)	Adopt 1/month Joint alt. weeks
Hounslow	Joint A&P, separate F	1 (Int)	1 (fost)	1	2	1/month +urg
Hillingdon	Joint	1 (Int)		1	2 (0.5d)	Alt weeks +urg
Lewisham	A only	1 (Int)		1	2-3 (0.5d)	Alt weeks (no recent urgent)
PACT	Joint A&F		1	1	5	2/month – move to 1/month
Camden	Joint A&P&F Not SGO		1	1	5 (most F or P)	2/month
Merton	Joint A&P&F Not SGO	1 (Int)		1	3-6	1/month +urg
Coram	Joint A&F	1 (Int)		1	3	2/month London 1/month E.Mids
Triborough	Joint A&F Int. forum SGO	1 (Int)		3	5-6	3/month +urg
Brent	Separate Int forum SGO		1	1	2-3 (0.5d)	3/month +urg

## 26. Options for regionalised models

### *Themes*

Broad management models possible:

- No change
- Central shared service commissioning body
- Sub-regions
- Centralised (pan-London) led by new organisation, current LA or VAA.

Points raised in relation to options:

- Are private options a possibility?
- Considering governments target size for regionalised agency, will these be revised based on trends in numbers of adoptions?
- Key is how we address mismatch between adopters and children – the strategy

- needs to change with the model – Adopt Berkshire cited as model for new strategy.
- How can quality be maintained at greater scale?
- Funding for strategy and model will need to be permanent. Many improvements made on temporary funds.
- Model should consider other permanency options and be child-led.

## 27. Benefits and Challenges of Regionalisation for Panels

### *Themes – focus on Triborough experience*

#### Benefits:

- Increased panel frequency
- Shared panel costs
- Enabled joint panels and allowed dual assessment
- Increased pool of adopters to meet child needs.

#### Challenges:

- Project – intensive planning required – timescales may be challenging
- Relationships with borough teams impact the ability to provide quality assurance to the process. Difficulties of building relationships with multiple children’s service team and ADMs could create inefficiencies and creates a challenge for raising risks and concerns. Distance from teams creating inefficiency in chasing documents.
- Complexity of service delivery – practically working with multiple organisations using their different processes even different letterheads for different organisations. Awareness of culture of different local authorities.
- System differences –IT and HR systems vary by organisation
- Panel team organisation – how to maintain in-panel relationships and consistency across panels (balance between flexibility and consistency), managing panel member reviews
- Adoption support - Would there still be differences in support provision?

#### Other comments:

- Where would the responsibility lie? Would ADMs be centralised?
- Could pilots (perhaps more advanced regionalisation projects) indicate the best approach?
- IRM model could be looked at to understand opportunity and difficulties.
- We should learn from experience such as tri-borough.

## 28. Next steps

- Session to be summarised for inclusion in options development workshop on 15<sup>th</sup> Jan.
- Set up future meeting in couple of months to discuss emerging model



London Adoption  
Regionalisation  
Options Development  
**Workshop Summary**  
January 2016

# Perceptions and benefits of regionalisation



## How do we perceive Regionalisation?..



## Benefits of regionalisation

1. Ability to provide a consistent offer of support across London
2. Improve practice and outcomes across London
3. Create a consistent system
4. Achieve economies of scale

1. Central point of contact for:
  - Prospective adopters
  - For children
  - Access to prospective adopters
2. Better adoption support
  - Specialised therapeutic support
  - Full spectrum of support
  - Financial packages
3. Integrate adoption with child protection systems

1. Efficiencies
2. Alignment of processes and better collaboration
3. Post permanency consistency
4. Skilled staff in larger numbers
5. Extend to Special guardianship orders

1. No post code lottery
2. Integrated services
3. Streamlined services
4. Monitored and researched
5. Collective voice and buying power

1. Better use of resources through removal of unnecessary duplication
2. Collaboration not Competition
3. Sharing of resources – especially adoption support
4. Consistency of services
5. Influence and insight

1. Development of the adoption support market
2. Improve parts of the system through specialisation
3. Opportunity for harder to place children to find families
4. Sharing of good practice
5. Improved tracking

Expected outcomes from  
the adoption journey –  
scale of commissioning and  
delivery

## Child journey pre-placement order

Outcome	Commissioning scale	How to deliver
Efficient and effective permanency planning in each LA	Local	Locally
Life story work begins and follows the child's journey until AO or SGO in place	Local and sub-regional	Multiple providers delivering locally with social workers
Every child will have a draft adoption support plan in place	Regional	Multiple providers delivering locally with social workers
Every child is identified with adopters at point of placement order	Regional and national	Local delivery with regional overview
Consistent legal advice leading to standardised court timescales	Regional	Regional and centralised
Greater number of children in potential permanent placement at time of entering care – concurrency. F&A	(Sub) Regional	Local delivery but drawing from a central pool

### Additional comments:

See the journey as a local one, but with regional commissioning opportunities. Highlighted the need for consistency in court requirements and timelines. A regional service might create a stronger voice to seek more consistent court practice. There is a need in this area of the journey to consider the legal responsibility of LA for child.

## Child journey from placement order to adoption order

Outcome	Commissioning scale	How to deliver	Comments
Regular family finding meetings	Regional and sub-regional		Without interagency fee being a consideration
Family finding is widened and more varied	Regional and national	Consistent and efficient practice in matching visits to meet needs of child	
Consistency and high standard that is robust within court processes	Regional		How to manage placements outside of region?
Improved and more engagement with birth families	Regional		
Birth family access to independent advice and advocacy – better contact, meet adopters, permission	Regional		
Children's profile of high standard	Regional	Centralised in one location	
Adoption as an option considered and planned for as early as possible	Locally with regional standards		
Matching panels at the point of need for the child	Sub-regional	Consistent quality assurance – redesign/ review panel function	

## Adopter journey – Marketing, recruitment and assessment

Outcome	Commissioning scale	How to deliver
Delivery of accessible services regardless of locality	Regional	- Sub-regional prep groups, foundation days, info meetings
One brand for London – professional personal service	Regional	
A competent, consistent, informed, expert, professional response to adopter enquiries	Regional	- Professional, centralised social work adoption service from first point of contact
Consistent panel system and strong QA, feasible timeliness	Regional	Sub-regional including for VAAs
Consistent delivery model of assessment	Regional	
Central assessment team to consistent standards, methods and expectations	Regional	
Post-adoption services commissioned but included and promised in branding	<ul style="list-style-type: none"> <li>- Centralised clinical governance for therapeutic support</li> <li>- Bespoke commissioning for special situations (e.g. disability)</li> </ul>	<ul style="list-style-type: none"> <li>- One London allowance offer</li> <li>- London-wide out of hours support service for adopters</li> </ul>

## Adopter journey – Training and support

Outcome	Commissioning scale	How to deliver
	Comment: You either do it or you don't! Sub-regions continue postcode lottery.	
Linking prospective adopters together	Sub-regional	Local in all locations and driven by adopters
Central brain	Regional	Central in one location
Real children seen earlier	Regional	Multiple providers co-ordinated centrally
Specialist training on need of specific children	Regional	Multiple providers co-ordinated centrally
Adopter and adoptee -led training	Sub-regional	Local delivery in all locations
Improved communication Insight to action	Regional – everywhere	Centralised in one location and fed outwards
Dual approval – domestic and intercountry	Regional	Multiple providers, co-ordinated centrally

## Adoption support (group 1)

Outcome	Commissioning scale	How to deliver	Comments
Integrated and accessible therapeutic life story work delivered to excellent professional standards from the point the child enters the care system	All commissioned centrally (regional)	<p>In general</p> <p>Tier 1 - in the home or locally</p> <p>Tier 2 - in the home or locally</p> <p>Tier 3 - regional or sub-regional</p> <p>Solid long-term contractual arrangements with a variety of post-adoption support advisors</p> <p>Complementary joined-up services between providers so no gaps.</p>	<p>Recognition of the impact of:</p> <ul style="list-style-type: none"> <li>- Child assessments</li> <li>- Adoption assessments</li> <li>- Matching</li> <li>- Preparation</li> </ul> <p>All on adoption support</p> <p>Importance of a permanence focus</p> <p>Could equally apply to SGOs</p>
Better assessments of children - levels			
Recognition of lifelong needs and long term planning for families			
Cohesive and extensive availability of post-adoption support across London			
Tiered approach that includes a universal offer			
Ensure that we offer some post-adoption support that is not overly professionalised but is relevant to the child.			
Healthy relationship based on non-blaming culture with a focus on support and learning			
Equal post-adoption support available to all adoptive families in London			
The agency responds to learning in order that innovation, creativity and improvements inform service development			
The agency monitors outcomes in order to develop an evidence base			
Adoption support model linked with safeguarding services within LAs			



## Adoption support (group 2)

Outcome	Commissioning scale	How to deliver
We will ensure prospective adopters are encouraged to access the training they need across London once they are approved	Commissioned centrally (regional)	Delivered either: Locally - e.g. parent support Sub-regionally Centrally - high cost, low incidence support
We will ensure access to post-adoption support for all types of permanency solutions.		
We will use the collective strength of the regionalised service to access appropriate health and education support.		
We will improve access to post-adoption support by removing the boundaries in terms of geography and timeliness.		
We will reduce the postcode lottery for adopters making and clear and transparent approach for post-adoption support in London.		

# Option Assessment Criteria

## Desirability Criteria – defined in vision statement

	Desirability Criteria (defined in vision statement)	What does this mean
1	Child-centred, focused on achieving the best outcomes for all London's children in need of an adoptive placement.	Impact on key outcomes for the child, including <ul style="list-style-type: none"> <li>• Timeliness</li> <li>• Match success</li> <li>• Satisfaction with support</li> <li>• Long term outcomes</li> </ul>
2	Pan-London solution ensuring sufficient numbers of children and reducing any "postcode lottery" of provision across the capital and improving support for adopters.	Variation in the achievement of above outcomes across the region
3	Regional focus on capacity and efficiency ensuring equality of provision.	Impact on the match of adopters to children
4	Effective and high quality delivery of all statutory duties in relation to adoption and adoption support across London, utilising "Freedom and Flexibilities" available to local authorities enshrined in amendments to the Children and Young Persons Act 2008.	Impact on capability or capacity to deliver statutory duties
5	Creates an ability to work flexibly around a new London offer.	Ability to manage variation in demand for adoption v SOC and other permanence arrangements through the workforce
6	Encompasses aspects of other permanency options into the future.	Extent to which model would be suitable for SOCs, fostering and other permanence arrangements
7	Commits to close collaboration between all stakeholders.	Partnership working
8	Considers the options for pooling resources and sharing responsibilities, including the legal functions currently performed by individual boroughs.	Considers possibility of funding or responsibility sharing
9	Maintains and builds a close relationship with London boroughs who remain responsible for the journey of the child.	Maintains close communication with LA's and in particular, child social work teams
10	Works closely with VAA partners.	Extent of VAA involvement in the new model
11	A cost efficient and effective delivery approach enabling local authorities to deliver significant cost savings in adoption services whilst maintain high quality provision to children and families.	Impact on cost per adoption Efficiency of delivery of processes relating to the adopter and child journeys
12	The majority of funding for the regionalised model will go towards direct work to increase stable, secure, adoptive families for London's children.	Impact on proportion of cost spent on direct service delivery

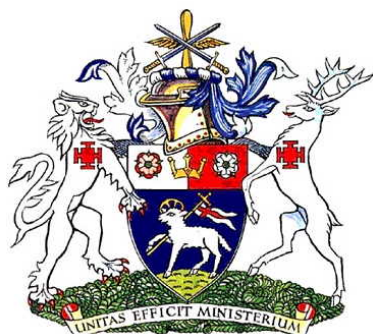
## Desirability criteria – discussed/ identified in workshop

Category	Desirability criteria discussion points in workshop	Emerging Criteria
Speed	<ul style="list-style-type: none"> <li>- Speeds up the process</li> </ul>	See previous list
Scale	<ul style="list-style-type: none"> <li>- Economics of scale</li> </ul>	See previous list
Choice	<ul style="list-style-type: none"> <li>- Retaining choice for adoption</li> <li>- Must allow for different services fitting different models</li> </ul>	Retains choice of appropriate services for adoption
Culture	<ul style="list-style-type: none"> <li>- Cultural shift should not be underestimated</li> <li>- Shared culture, aim and purpose</li> <li>- Model that allows strong leadership</li> </ul>	Considers the development of the organisational culture with strong leadership and clear values
General outcomes comments	<ul style="list-style-type: none"> <li>- Improved outcomes discussed through more reach, resources, availability and flexibility</li> <li>- Improved outcomes for children</li> </ul>	See previous list and outcomes delivery slides

## Feasibility criteria – identified in the workshop

Category	Discussion points	Emerging Criteria
Staff	<ul style="list-style-type: none"> <li>- Staff transfer will turn into staff applying</li> <li>- Fewer redundancies preferable</li> <li>- Implication for performance</li> <li>- Harmonic T&amp;Cs for staff over time</li> <li>- Terms and conditions honoured</li> <li>- How do you avoid staff leaving</li> </ul>	Staff terms and conditions can be easily managed
Permanency	<ul style="list-style-type: none"> <li>- Potential to undertake private adoptions</li> <li>- Maintain link between permanency planning in LA process</li> <li>- Employ permanency workers to remain in each Borough</li> </ul>	Maintains clear links to permanency planning in local authority process
Pensions	<ul style="list-style-type: none"> <li>- Staff pension, salary, location</li> <li>- Pensions and the challenge of an older workforce in LAs</li> <li>- LA pensions to be maintained</li> </ul>	Enables staff to retain local authority pension scheme
Information and systems	<ul style="list-style-type: none"> <li>- IT systems need to talk to one another</li> <li>- Diverse solutions to IT systems</li> <li>- Data collection and PDI function required</li> </ul>	Changes required to enable IT system connectivity are possible within financial and timescale constraints
Procurement	<ul style="list-style-type: none"> <li>- Flexibility and financial competition of agencies</li> <li>- Penalty clauses in existing contracts</li> </ul>	Impact on procurement risk
Regulation	<ul style="list-style-type: none"> <li>- Ofsted to catch up with the RAA</li> </ul>	Model can be successfully assessed as required by Ofsted
Ownership	<ul style="list-style-type: none"> <li>- LA ownership</li> <li>- Care planning decisions stay in LA</li> </ul>	LA have stake in ownership of RAA
Stability	<ul style="list-style-type: none"> <li>- Sustainable model that will not be lost</li> <li>- Retaining expertise, knowledge and growing skills</li> <li>- Maintain and develop workforce</li> </ul>	Maintains and develops the knowledge and skills of the workforce
<ul style="list-style-type: none"> <li>- Bringing staff along by giving them a positive vision</li> <li>- Effective change management process needed</li> <li>- Opportunity to shape voluntary market for children's needs and interests</li> </ul>		

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## Children, Education, Libraries and Safeguarding Committee

**17 November 2016**

<b>Title</b>	<b>Review of Special Guardianship policy and support – Consultation Feedback</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	None
<b>Officer Contact Details</b>	<p>Jo Pymont, Assistant Director, Childrens Social Care  <a href="mailto:Jo.Pymont@barnet.gov.uk">Jo.Pymont@barnet.gov.uk</a></p> <p>Darren Johnson, Head of Service, Placements  <a href="mailto:Darren.Johnson@barnet.gov.uk">Darren.Johnson@barnet.gov.uk</a></p>

### Summary

The London Borough of Barnet is committed to ensuring the appropriate and secure placement for children who are no longer able to live within their birth family. Special Guardianship Orders are a legal arrangement, but unlike Adoption, the Order does not sever the child’s legal ties with their birth parents.

This commitment is in line with Barnet’s Corporate Priority of building resilient communities in which children can thrive and achieve, and guided by the Corporate Plan principles of fairness, responsibility and opportunity.

Barnet currently pays its special guardians an allowance that is significantly higher than the Department for Education (DfE) recommended London minimum rates. This paper proposes a reduction of the allowances to correspond to the DfE rates, to ensure greater parity across all London boroughs, and special guardians supported by Barnet.

A paper putting forward recommendations for amendments relating to Special Guardianship Order (SGO) support and allowance was presented to the June meeting of this Committee. At that meeting, the Committee approved the recommendation to consult on a new SGO allowance rate and corresponding changes to the maintenance rates for kinship foster carers and foster carers, and for the consultation findings and any amendments to be return to the Committee for final decision.

## **Recommendations**

- 1. That the Committee approve the proposal to introduce new rates for special guardianship orders that will apply to existing and new special guardianship orders.**
- 2. That if the Committee do not agree to introduce the new rates for existing and new special guardianship allowances (recommendation 1), the Committee approve the rates for new special guardianship orders (Option B).**
- 3. That the Committee delegate authority to the Commissioning Director, Children and Young People, the undertaking of an annual review on special guardianship allowances.**



## 1. WHY THIS REPORT IS NEEDED

### 1.1 Introduction

Barnet is recognised as a great place to live for most families, children and young people. The council's vision is focused on making Barnet an even better place to live for all families – whether a couple with dependent children, a single-parent family, a foster family, a blended family or a family with special guardians.

A theme of resilience has been chosen to drive our ambition for strong communities in which children can thrive and achieve. Resilience is used to describe a situation when good outcomes occur for individuals or families in the face of adversity. Barnet is committed to enhancing resilience for children who are no longer able to live with their birth families through appropriate and secure placement options such as special guardianship.

A paper putting forward recommendations for amendments relating to Special Guardianship Order (SGO) support and allowance was presented to the June meeting of this Committee. At that meeting, the Committee approved the recommendation to consult on a new SGO allowance rate and corresponding changes to the maintenance rates for kinship foster carers and foster carers, and for the consultation findings and any amendments to be returned to the Committee for final decision.

### 1.2 Initial proposal under consultation

The council consulted with the public on a proposal to introduce new financial allowance rates for SGOs and corresponding changes to the maintenance rates for kinship foster carers and foster carers. This proposal would align the current allowance rates to the recommended minimum London rates set out by the Department for Education (DfE).

This amendment would enable the council to address the overspend of circa £106,000 projected for this area of service, as well as contribute to the overall CELS MTFS savings target of £14,547M by 2019/20. The savings would be achieved through an average reduction of £38.50 per week, per SGO allowance paid.

### 1.3 Current and proposed rates for special guardians

*Table 1: Current and proposed Barnet rates for special guardians*

Age	SGO rate per week 0-2	SGO rate per week 3-5	SGO rate per week 6-10	SGO rate per week 11-15	SGO rate per week 16-17 <sup>1</sup>
Current Barnet rates	£185 (0-12)			£244 (13-17)	

<sup>1</sup> In rare circumstances a child will be under an SGO past their 18<sup>th</sup> birthday; in this case the 16-17 rate applies.

Proposed rates <sup>2</sup>	£142	£145	£163	£184	£216
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Kinship foster carers who have not undertaken fostering training and are not approved fostering households do not received a skills based fee and will see an average reduction of £38.50 per week as a result of these changes.

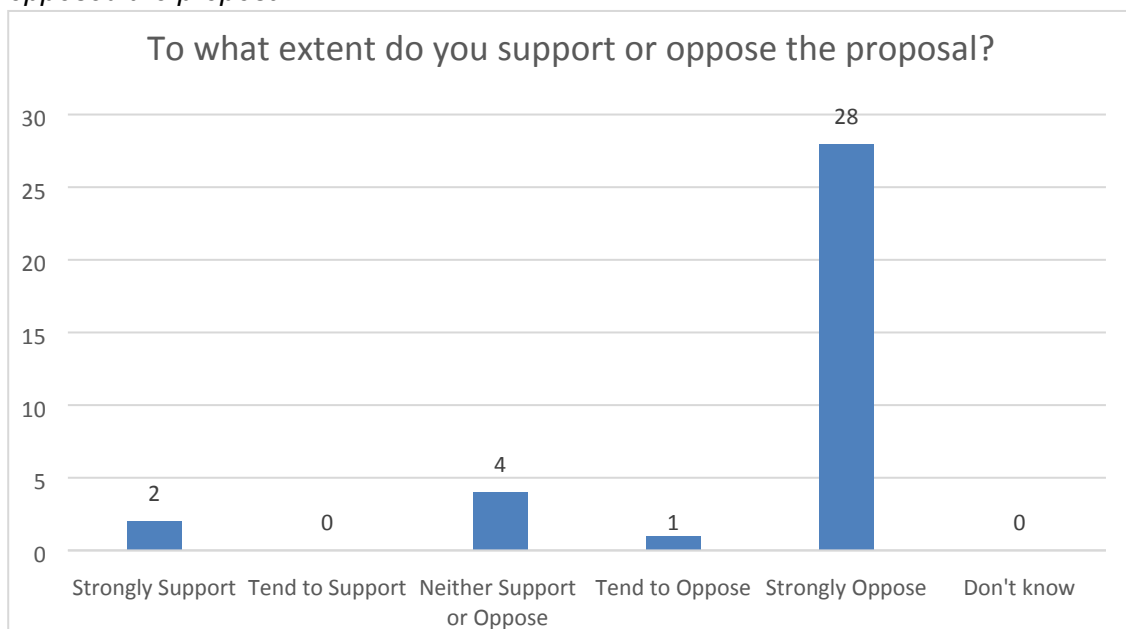
#### 1.4 Consultation feedback

The formal consultation period ran from 30 June to 10 August 2016; during this time, affected parties and the general public were invited to share their views on the proposal. This could be done so through the online survey tool, during either of the two consultation meetings, or by phone, email or post. Feedback was received through all of these means, but the majority of responses were received through the online survey tool.

*Table 2: Consultation feedback methods*

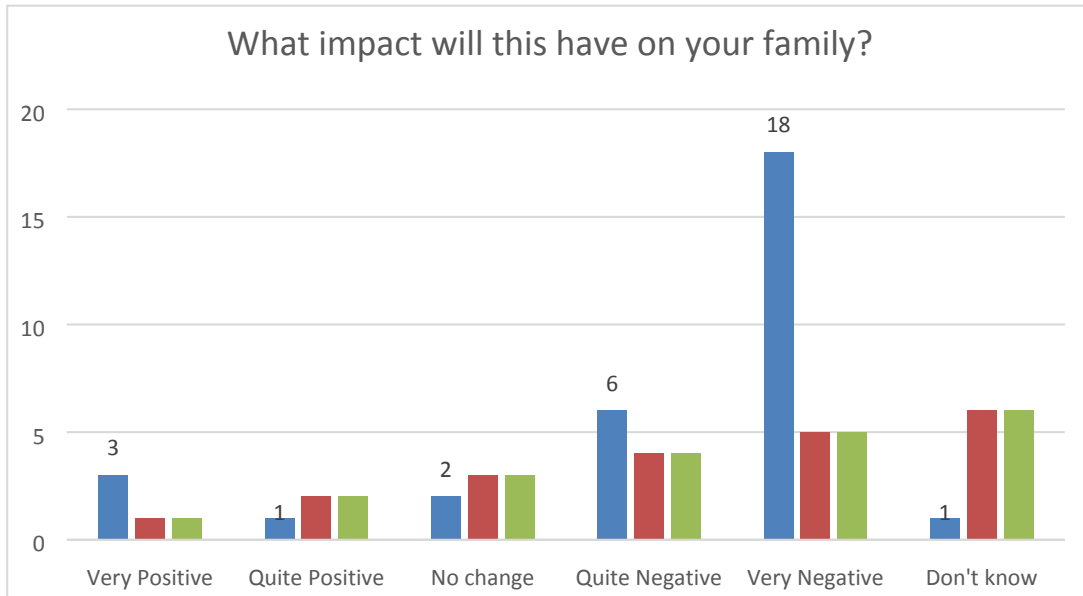
Method	Online Survey	Consultation Meeting	Phone, email, post	Total
Number of responses	35	11	6	52

*Table 3: Online survey response on the extent to which respondents supported or opposed the proposal*



<sup>2</sup> Based on the DfE recommended minimum fostering rates for London

Table 4: Online survey response on the likely impact of this proposal on their family



#### 1.4.1 Commonly raised issues

The majority of the responses, across all methods of feedback, were strongly opposed to the proposal. There were some recurring issues which emerged from the responses:

- Barnet should honour the court orders and continue to pay the allowance which was agreed at the time the SGO was granted.
- Special guardians are already struggling to support and care for children on the current allowance rates.
- Barnet have already introduced means-testing and deduction of child tax credit and child benefit allowances, which results in the originally agreed rate being reduced.
- The current allowances are not a realistic representation of the financial support which is required. Many responses noted that the allowance was insufficient to cover additional expenses such as counselling, any contact arrangements, legal fees, school uniforms and extra-curricular activities.
- A reduction in the financial support provided will not only impact the child and family financially but also emotionally as this will increase the pressure already felt by many families.
- Many special guardians are unclear of the level and type of support that was available to them. They cited the high turnover of staff and inconsistency of information as a reason for this.
- Many special guardians felt their role and the support service they provide is undervalued. They felt it was unfair that foster carers, who they view as providing a similar if not the same service, received a higher level of financial support.
- Many special guardians have given up or reduced their own full-time or part-time employment in order to care for the child or children; any further reduction in rates would result in greater financial hardship.
- Any reduction in allowance rates will potentially deter prospective special guardians.

- There was an acknowledgement that the council has to be prudent in spending public funds, however this should not be an area which is targeted for savings.

## 1.5 Response to key issues raised

### 1.5.1 *Insufficient funds to meet the needs of the child*

There is no assumption that all special guardians will be eligible for support, but where they are eligible, the amount provided must be sufficient to meet the needs of the child. The council accepts the minimum fostering rate for London set by the DfE as a benchmark for a sufficient allowance which will be appropriate in most cases. However, there will be some circumstances where additional support may be required – these will be assessed on a case by case basis and appropriate additional support will be provided to meet the child's needs.

### 1.5.2 *Better information around additional resources*

The council provides a range of support services for special guardians which include the following:

- North London Adoption, Fostering and Special Guardianship Training programme
- Monthly special guardian support groups
- Monthly special guardian preparation groups
- Duty phone line during Monday to Friday in core hours
- SGO consortium leaflets and North London Adoption, Fostering and Special Guardianship website ([www.specialguardiansnorthlondon.co.uk](http://www.specialguardiansnorthlondon.co.uk))
- Assistance to apply for Adoption Support Fund for children to access therapeutic support
- PACT-UK contract which offers adult counselling for birth families
- Annual celebration part for all special guardians and children
- Settling In Allowance, where assessed as necessary

The feedback received during the consultation highlighted that many special guardians were either unaware of the additional support services available or found some of the services unhelpful. The council will amend relevant training and support provisions to ensure these are meeting the needs of special guardians, and provide more information around how to access other services.

### 1.5.3 *Requirement for financial reviews*

The council completes financial reviews as they are a statutory requirement under regulation 13 of the Special Guardianship Regulations; a local authority must take into account each special guardian's financial resources and any other grants and benefits available to them when determining the amount of financial support given. The feedback has highlighted that the council needs to better inform allowance recipients of the obligations on both parties to ensure all requirements are understood and met.

### 1.5.4 *Role of court in special guardianship orders*

The court has power to grant a special guardianship order if the following conditions are met:

- a. the person making the application is “entitled” to make application, s14A(5) Children Act 1989; or
- b. the person making the application has obtained the leave of the court to make the application, s14A(3)(b) Children Act 1989; or
- c. where the court considers that a special guardianship order should be made even though no such application has been made, s14A(6)(b) Children Act 1989; and
- d. there is a Special Guardianship Report before the court which includes an assessment of: the prospective special guardian; such matters as prescribed by the Secretary of State, including the family’s financial circumstances and the child(ren) or family’s need for support services to meet the child(ren)’s needs; and any other matters the Local Authority considers relevant, s14A(8) Children Act 1989.

The court cannot stipulate what the relevant financial allowance should be. The financial support to be provided and specifically the amount of the Special Guardianship allowance is determined by reference to the Government’s statutory guidance: “*The Department for Education and Skills Special Guardianship Guidance to the Regulations*”; and is calculated using the “*Department for Education and Skills model means test for adoption and Special Guardianship financial support*” which can be found on the Government’s [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/503547/special\\_guardianship\\_guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/503547/special_guardianship_guidance.pdf) and [http://kinshipcarers.co.uk/documents/Means\\_test\\_guidance.pdf](http://kinshipcarers.co.uk/documents/Means_test_guidance.pdf)

The support, whether financial or practical, may be subject to change and will adapt with the needs and circumstances of the child and their family.

## 2 REASONS FOR RECOMMENDATIONS

### 2.1 Introduce the proposed rates to existing and new special guardianship allowances

At the June meeting of the Committee, the council presented the proposal to align the current allowance rates to the recommended minimum London rates set out by the DfE. The council has completed consultation on this proposal and in light of the feedback, would recommend implementing this proposal due to the potential benefits to be gained.

Barnet is paying special guardianship allowance rates that are significantly higher than the recommended minimum inner-London rates as recommended by the DfE. Maintaining high rates, which are a product of historical decisions, is not sustainable in a climate of financial austerity and does not offer parity with other types of care support. Aligning the rates for all existing and any new special guardians will also ensure there is parity across the whole cohort.

This amendment would enable the council to address the overspend of circa £79k projected as at the end of quarter 2 for this area of service, as well as contributing towards the overall CELS MTFS savings target of £11.959M for 2017-2020. The savings

would be achieved through an average reduction of £38.50 per week, per SGO allowance paid.

*Table 5: Estimated savings based on the new rate for existing cases*

Financial Year	Projected Savings
2016/17	NA
2017/18	£379,576
2018/19	£379,576
2019/20	£379,576
<b>Total</b>	<b>£1,138,728</b>

A response to the key issues raised during the consultation period have been outlined in section 1.5.

### 3 ALTERNATIVE OPTIONS

#### 3.1 Continue with the current rates paid for special guardianship allowances (Option A)

This option would represent no changes being made to the current allowance arrangement. Barnet would continue to pay a rate that is significantly higher than the Department for Education (DfE) recommended minimum rates for London, and many of the other London based local authorities. The feedback from the consultation has not changed the council's view that this option is not sustainable in a climate of financial austerity.

The council would be unable to address the overspend of circa £79K projected for this area of service, or contribute to the overall CELS MTFs savings target of £11.959M by 2019/20.

#### 3.2 Introduce the proposed rates for new special guardianship allowances (Option B)

3.2.1 This option was raised but not recommended in the initial paper presented to Committee in June as it would mean that Barnet continue to pay a rate that is significantly higher than the DfE recommended London minimum rate for existing special guardianship allowances. Applying the proposed new rate for new cases only would create inequality between new and existing special guardians, however this is considered justifiable since some hardship in current cases is inevitable and maintaining the existing allowance rate at the current time would mitigate adverse consequences.

The financial benefits of this option are lower than those to be gained from the recommended option as savings will only be realised from new cases. Assuming the proposed new rate is introduced for all new cases at the beginning of the 2017/18 financial year, the estimated saving for 2017/18 – 2019/20 is £562,562.

This takes into account the number of cases each year where the allowances will end (as the child turns 18) and the approximate 15% increase in the number of new SGOs granted each year due to:

- The government's intentions to further speed up and streamline adoption, and
- The increased awareness of SGOs through training for all special guardians in Barnet.
- Barnet's own recorded growth since the introduction of SGOs in 2005.

*Table 6: Projected savings based on the proposed rate for new cases only*

Financial Year	Total cases (based on projected 15% growth)	Cases on Existing Rate	Cases on Proposed New Rate	Weekly Saving (based on average £38.50 reduction)	Annual Saving
2017/18	202	145	57	£2,195	£114,114
2018/19	232	143	89	£3,427	£178,178
2019/20	267	132	135	£5,198	£270,270
3 year total				<b>£10,819</b>	<b>£562,562</b>

#### 4 POST DECISION IMPLEMENTATION

- 4.1 The council would implement the rate change for both existing and new special guardians in April 2017, at the beginning of the 2017/18 financial year.

If this proposal is approved, the new rates will be updated and communicated to staff, existing special guardians, and potential special guardians through:

- Updated special guardianship policy on the Barnet Tri-X manual
- Briefing for all delivery unit staff outlining new rates and transitional processes
- Letter to all affected parties outlining new rates and transitional processes
- Special guardianship training sessions and documentation

All prospective special guardians in Barnet attend preparatory training, which is delivered by Family Services social care and finance teams. All training and information materials will be updated to reflect the new rate. This is to ensure that any potential special guardians understand the requirements of the role, and the council's offer before committing to special guardianship.

#### 4.2 Existing special guardians and transitional arrangements

During this allowance review, there have been no annual financial reviews completed. It is proposed that as part of the implementation of the new rates, all allowances which are eligible for review (have been in place for over a year) will be completed in January – March 2017. During this process, financial information for all existing special guardians eligible for an allowance is sought and assessed for changes in circumstance. The financial systems will also be updated to reflect the payment changes which will be required.

This course of action has two main benefits: it will streamline the review process by allowing all reviews to be completed at the same time of year, and ensure that new rates can be implemented for the financial year.

### 5 IMPLICATIONS OF DECISION

#### 5.1 Corporate Priorities and Performance

The table below demonstrates how the decision will advance a number of the London Borough of Barnet's Corporate Priorities.

*Table 7: Implications for Corporate Priorities*

Corporate Priority	Implications
Ensure that Barnet is a place of opportunity, where people can further their quality of life	Special Guardianship Orders provide the opportunity for children in Barnet to enjoy a more secure placement without severing the legal ties to their birth parents. A fair and sustainable offer to Barnet special guardians will ensure that this option is available to current and future cohorts of children and young people.
Where responsibility is shared, fairly	Special Guardianship Orders allow carers looking after children in particular placements, such as long-term fostering, to take on greater responsibility for the child and thus allow them to have greater security in their placement. Special



	Guardianships allow responsibility for the child to rest with members of the child’s family or existing network, which is a community-based way of ensuring that the child’s needs are met. A new policy ensures that the responsibility borne by the council, and Special Guardians, is clear and unambiguous.
Where services are delivered efficiently to get value for money for the taxpayer.	The proposals put forward result in better value for money for the taxpayer, and good outcomes for increasing cohorts of children who require a Special Guardianship Order.

The Committee’s priorities are to;

- Ensure Barnet remains one of the best places in the country for children to grow up.
- Support children and families who currently do less well in life to overcome barriers to success allowing all children the opportunity to thrive
- Children and young people are safe in their homes, schools and around the borough.

The proposals will also help to achieve the CELS commissioning plan outcomes, in particular the following:

*Table 8: CELS Commissioning Objectives*

Objective	Description	Proposal
Health and wellbeing	Every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment.	Special Guardianship Orders offer security and safety in a placement that is more permanent than fostering. Barnet special guardians have access to training and support to enhance their ability to care for children in their care.
Preparation for adulthood	All young people are ambitious for their future, ready to contribute to society and have the ability to plan for the future.	Special guardianship is recommended by the local authority and/or chosen by the courts as the right legal order for a cohort of children who would benefit from this arrangement. It is important that Barnet is able to finance this arrangement in a sustainable way, so that future cohorts can benefit.

Parenting	All parents and carers are able to develop high quality relationships with their children, establishing effective boundaries and support physical and emotional well-being.	For children who are unable to remain with their birth families, special guardianship enables them to be cared for and parented within another family.

The proposals support a number of outcomes of the Joint Health and Wellbeing Strategy 2015-2020, namely improving outcomes for babies, young children and their families and wellbeing in the community for those children and young people for whom a Special Guardianship Order or Foster Care is the most appropriate option.

## 5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

There are no significant direct or indirect resource implications for Procurement, Staffing, IT and Property.

The total budget for Special Guardianship orders is £1.154M with a projected overspend as at the end of quarter 2 of £79K. Under each proposal, the estimated savings will help to reduce the pressure on the existing budget by £379K under the first proposal or £114k under the second proposal in year 1. The savings are set out in table 5 and table 6 above.

## 5.3 Social Value

A Special Guardianship Order helps to secure a long term placement for children which can assist in children's sense of security. Greater permanency leads to better outcomes for children and young people, which can advance their opportunities and impact within the community. The proposal will enable the local authority to better support this growing cohort to reach their potential with limited resources in the future.

## 5.4 Legal and Constitutional References

Under the Special Guardianship Regulations 2005, Regulation 18, a local authority must review the financial support provided either on receipt of the annual statement of financial status, a change in relevant circumstances, or any stage in the implementation of the plan which they consider appropriate. The regulation also makes it clear that if, as a result any review, a decision to reduce or terminate financial support is made, the local authority must give the person notice of the decision and an opportunity for that person to make representations.

In line with these regulations, Barnet has engaged with current special guardians in consultation for a period of at least 28 days.

Responsibility for Functions, Annex A, in the council's constitution states that the

Children, Education, Libraries and Safeguarding Committee has the responsibility for powers, duties and functions relating to Children's Services. In addition to this, the committee has responsibility for overseeing the support for young people in care and enhancing the council's corporate parenting role

New Statutory Special Guardianship Regulations came into force on 29 February 2016

Section 22G of the Children Act 1989 requires local authorities to take steps that secure, so far as reasonably practicable, sufficient accommodation within the authority's area which meets the needs of children that the local authority are looking after, and whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the local authority's area ('the sufficiency duty').

When making policy decisions, the Committee must take into account all relevant information, including consultation results and the equality impact of the proposals. In a proposal that involves the reduction in allowance rates, it will not be uncommon for the majority of the respondents to disagree with the proposal. The Committee must consider the consultation results and the impact that the consultees believe the proposal will have on them, however there may still be other reasons for proceeding with the proposal. Other information such as financial implications, Government guidance, and practice from other local authorities are all relevant to the determination of policy decisions.

## 5.5 Risk Management

There is a risk that special guardians and affected kinship foster carers will not positively receive the information regarding the new rates and this may potentially compromise a child's permanency. This is unlikely, as feedback suggests that the motivations of becoming a special guardian or kinship foster carer are not financial. Special guardians do not receive a fee and support is not only financial in nature. Past adjustments to rates in Family Services have not resulted in children's permanency being disrupted. Professionals in the Adoption and Post-Permanency team will support special guardians through the transition period.

Reducing rates could result in fewer special guardians and kinship foster carers coming forward to care for children. This would result in a greater number of children having to be placed in long-term fostering placements or adoptions. However, the probability of this risk being realised is unlikely because special guardians and kinship foster carers are motivated by the desire to care for a child within their family rather than financial gain, and they do not receive a fee for fulfilling this duty. Furthermore, the new allowance rate proposed is the minimum rate recommended by the DfE for inner-London, which gives assurances that the rate is sufficient to cover the costs of looking after a child in London.

If the proposal was not subject to the correct formal procedures and consultation, the council may be subject to challenge. In order to ensure that affected cohorts were involved in the decision, formal consultation was held with special guardians to both inform them about the proposed changes, and gather their views. Family Services have

followed all relevant guidance on undertaking the consultation, however there is still a risk of legal challenge given the negative response to the proposal.

## 5.6 Equalities and Diversity

The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- advance equality of opportunity between people from different groups
- foster good relations between people from different groups

Data used in the Equalities Impact Assessment for this review was sourced from ICS (Children Social Care system).

*Table 9: Current and proposed Barnet rates for Special Guardians*

Age	SGO rate per week, 0-2	SGO rate per week, 3-5	SGO rate per week, 6-10	SGO rate per week, 11-15	SGO rate per week, 16-17 <sup>[1]</sup>
Current Barnet rates	£185 (0-12)			£244 (13-17)	
New Proposed rates <sup>[2]</sup>	£142	£145	£163	£184	£216
% Affected children based on age	2%	15%	41%	32%	10%

Across the cohorts of children under a Special Guardianship Order, the following groups are most likely to be affected:

- Females
- Children aged 6-10 & aged 11-15

Across the cohorts of children under a Special Guardianship Order, the following BME groups are more likely to be affected:

<sup>[1]</sup> In rare circumstances a child will be under an SGO past their 18<sup>th</sup> birthday; in this case the 16-17 rate applies.

<sup>[2]</sup> Based on the DfE recommended minimum fostering rates for London

- 40% are from Black/BME Background
- 60% are designated White British/White Other

Across the cohort of adult Special Guardians, the following groups are most likely to be affected:

- White adults
- Females
- Adults aged 50-64

The reduction in allowance rates will present some level of negative impact, however this impact is deemed to be justified as the proposal is following best practice established by the DfE. Changes in the rates will be discussed with special guardians. If there are instances where the impact is disproportionate, steps will be taken to address this as and when required, within the service area e.g. via annual review of allowances to carers; annual reviews taking into account needs of children with special needs/disability.

All communities will be reassured that Barnet is taking measures to ensure a sustainable, robust offer for children who are unable to live with their birth families. This proposal brings Barnet's rates in line with the DfE recommended rate for inner-London to ensure greater parity across London's communities.

## **5.7 Consultation and Engagement**

The formal consultation period ran from 30 June to 10 August 2016; during this time views on the proposal could be shared through the online survey tool, during either of the two consultation meetings, or by phone, email or post. Feedback was received through all of these means, but the majority of responses were received through the online survey tool. Details of the feedback received are outlined in section 1.4 of this report.

## **5.8 Insight**

Data has been used to inform the number and cohorts of special guardians, foster carers and children that changes to the Barnet SGO offer would affect. Past data and current insight was used to inform the forecast modelling for future SGO rates.

Data has been collected from the Department for Education and London boroughs to inform the proposed new rates.

Data on the characteristics of Barnet's cohort of special guardians and children under a SGO has been analysed to inform the SGO policy and the Equalities Impact Assessment.

## 6 BACKGROUND PAPERS

Review of Special Guardianship policy and support; June 2016 CELS Committee, item 8: <https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=697&MId=8684&Ver=4>

	<h2>Children, Education, Libraries and Safeguarding Committee</h2> <h3>17 November 2016</h3>
<p><b>Title</b></p>	<p><b>Children and Young People’s Health and Joint Commissioning in Barnet</b></p>
<p><b>Report of</b></p>	<p>Commissioning Director – Children and Young People</p>
<p><b>Wards</b></p>	<p>All</p>
<p><b>Status</b></p>	<p>Public</p>
<p><b>Urgent</b></p>	<p>No</p>
<p><b>Key</b></p>	<p>No</p>
<p><b>Enclosures</b></p>	<p>Annex A – Overview of appendices                  Appendix A – Barnet Child Health Profile                  Appendix B– Joint Commissioned services performance update report</p>
<p><b>Officer Contact Details</b></p>	<p>Chris Munday,                  Commissioning Director, Children and Young People  <a href="mailto:chris.munday@barnet.gov.uk">chris.munday@barnet.gov.uk</a>                  Telephone: 0208 359 7099</p> <p>Collette McCarthy,                  Head of Children’s Joint Commissioning  <a href="mailto:collette.mccarthy@barnet.gov.uk">collette.mccarthy@barnet.gov.uk</a></p>

<h2>Summary</h2>
<p>This report provides an update on the health of Children and Young People living in Barnet including, what is being done to address the areas within the child health outcomes that Barnet performs less well in (Appendix A). In addition, the report will also provide an update on performance and priorities of Children and Young People’s services that are commissioned by London Borough Barnet (LBB) and Barnet Clinical Commissioning Group (CCG) Joint Commissioning Unit.</p>

## **Recommendations**

- 1. That the Committee note this update on children and young People's health and the update on jointly commissioned services.**
- 2. That the Committee approve the extension of the Health Visiting and Family Nurse Partnership contracts to March 2018 to align with the School Nursing contract and the 0-19 Family Services Review. The extended contract price will be subject to the allocation from the Public Health Grant.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Children, Education, Libraries and Safeguarding Committee has requested an update on children and young people's health in Barnet.
- 1.2 Appendix A provides the profile of Barnet's child health outcomes. The health of Barnet's children and young people is generally good and better than the England average in most health outcomes. There are some areas such as obesity, mental health and childhood immunisations where improvements are needed and plans are being developed with Public Health and other commissioning bodies to tackle these issues.
- 1.3 Appendix B provides an update on the performance of jointly commissioned services and future priorities. It is important to note that this is the first time that the Joint Commissioning Unit has been provided with performance data from providers and although there is a dearth of data in some areas and what is provided still needs to be improved in terms of quality , in order to fully understand performance and impact, progress is being made.
- 1.4 To seek approval to progress the extension of the Health Visiting and Family Nursing Partnership contracts for an additional year in order to align with the School Nursing contract and the 0-19 Family Services Review.

### **2. REASONS FOR RECOMMENDATIONS**

- 2.1 To provide Committee with information on the health of children in Barnet to support its role in decision making on issues that may affect children's health and well-being.
- 2.2 Committee members are assured on what is being done to address health outcomes that need improving and are aware of the performance of services and the commissioning activity taking place.
- 2.3 The London Borough of Barnet is undertaking a review of the family services it provides and commissions (0-19 Family Services Review). Committee has agreed the Business Case for this review and a contract extension for the Health Visiting and Family Nurse Partnership services is required to bring the contract end dates in line with the review. Extending the contracts will enable these services to be considered alongside the other services in scope for the



review with the aim of developing a more integrated service that focuses on our priorities making best use of the available budget.

### **3. ALTERNATIVE OPTIONS CONSIDERED**

- 3.1 Currently there are a number of services which are under review. When completed the recommendations will be considered through a commissioning based approach in order to improve outcomes and meet the current and future health needs of Barnet's child population.
- 3.2 If we do not address the health outcomes that Barnet's children do less well in then these outcomes are likely to get worse and will possibly impact on other health outcomes.
- 3.3 If we do not address the performance issues inherent in some of our commissioned services, work with the providers to improve performance and to re-commission services then we will not be doing our best for Barnet's child population or making the best use of tax payers money.
- 3.4 If we do not extend the Health Visiting and School Nursing contracts then we will not be able to develop an integrated 0-19 Family Services and make best use of resources available to us. This will be a missed opportunity to improve service delivery and outcomes.

### **4. IMPLICATIONS OF DECISION**

- 4.1 The implementation of the joint commissioning priorities aims to improve the health outcomes of Children and Young People in Barnet and delivers the priorities of the Health & Well Being Board and the Children & Young People's Plan.
- 4.2 The planned activity in relation to service reviews and re-commissioning supports in ensuring that the services deliver efficient, quality and transparent services which will result in better value for money for the taxpayer, and good outcomes for children and young people

### **5. Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.1.1 The implementation of service improvements and commissioning activity continues to be managed through existing budgets held in the Children's Joint Commissioning Unit.

### **5.2 Legal and Constitutional References**

- 5.2.1 Services are commissioned within the relevant contract rules and regulations of the London Borough of Barnet, Barnet Clinical Commissioning Group or both. Responsibility for Functions, Annex A, of the council's constitution states that the Children, Education, Libraries and Safeguarding Committee has responsibility for those powers, duties and functions of the Council in relation to Children's Services. It also is enabled to receive reports on relevant

performance information; this report provides performance information on Children's Joint Commissioning (as seen at Appendix B).

### 5.3 **Risk Management**

5.4 This is managed as part of the governance arrangements and monitored through the relevant Programme Management Office.

### 5.5 **Consultation and Engagement**

5.5.1 Consultation with stakeholders, children, young people and their families will take place for each service redesign/re-commission.

### 5.6 **Insight**

Service performance data, user feedback, Joint Strategic Needs Analysis and service specific needs analysis will be used to inform future service decisions.

## 6. **BACKGROUND PAPERS**

6.1 Not applicable.

## **ANNEX A – OVERVIEW OF APPENDICES**

Appendix A: Barnet Child Health Profile attached. In order to address the health outcomes that Barnet's children and young people do less well in we are:

- Improving mental health, emotional wellbeing and resilience: We are remodelling and re-commissioning children's mental health and well-being services (CAMHS) so that services are intervening earlier and resilience based approaches are delivered. We are piloting the innovative THRIVE model in schools. The model aims to support young people to thrive through a variety of prevention and promotion initiatives in community and educational settings.
- Health coaches: Commission health coaches to work with troubled families and those suffering peri/post-natal depression through to March 2018 as a system innovation to contain demand and improve outcomes. We will be working with the other NCL CCGs and LAs to develop specialist perinatal services.
- Childhood obesity: Maintain childhood obesity and nutrition investment via a tier 2 weight management programme. We are scoping the possibility of a Tier 3 weight management service with Barnet CCG as part of the child obesity care pathway. We deliver the Healthy Schools Programme and target priority schools with additional programmes of support including the Mayor's Golden Kilometre challenge.
- Consider the most effective and cost efficient way to reduce smoking in the population through redesign of the current smoking cessation service offer and working with partners on wider tobacco control issues including use of shisha.
- Work with NHS England, who are responsible for immunisations, to improve take up.

Appendix B: Performance Report Paper attached.

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### Barnet

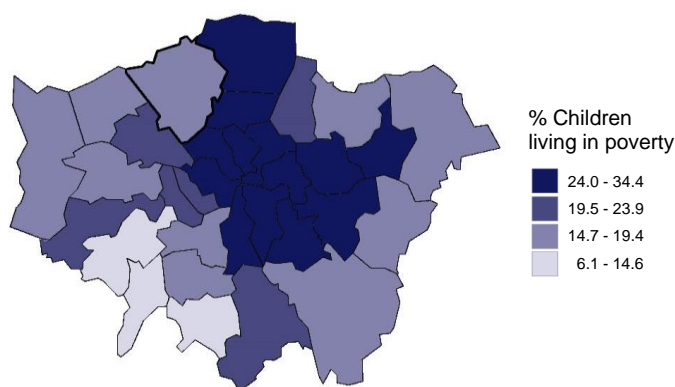
This profile provides a snapshot of child health in this area. It is designed to help the local authority and health services improve the health and wellbeing of children and tackle health inequalities.

#### The child population in this area

	Local	London	England
<b>Live births in 2014</b>	5,244	127,399	661,496
<b>Children (age 0 to 4 years), 2014</b>	27,500 (7.3%)	628,600 (7.4%)	3,431,000 (6.3%)
<b>Children (age 0 to 19 years), 2014</b>	96,000 (25.6%)	2,103,800 (24.6%)	12,907,300 (23.8%)
<b>Children (age 0 to 19 years) in 2025 (projected)</b>	110,900 (25.4%)	2,392,900 (24.7%)	13,865,500 (23.7%)
<b>School children from minority ethnic groups, 2015</b>	31,578 (68.9%)	731,710 (71.3%)	1,931,855 (28.9%)
<b>Children living in poverty (age under 16 years), 2013</b>	15.8%	21.8%	18.6%
<b>Life expectancy at birth, 2012-2014</b>			
Boys	82.1	80.3	79.5
Girls	85.1	84.2	83.2

#### Children living in poverty

Map of London, with Barnet outlined, showing the relative levels of children living in poverty.



Contains Ordnance Survey data

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Data sources: Live births, Office for National Statistics (ONS); population estimates, ONS mid-year estimates; population projections, ONS interim 2012-based subnational population projections; black/ethnic minority maintained school population, Department for Education; children living in poverty, HM Revenue & Customs (HMRC); life expectancy, ONS.

#### Key findings

Children and young people under the age of 20 years make up 25.6% of the population of Barnet. 68.9% of school children are from a minority ethnic group.

The health and wellbeing of children in Barnet is generally better than the England average. The infant mortality rate is better than and the child mortality rate is similar to the England average.

The level of child poverty is better than the England average with 15.8% of children aged under 16 years living in poverty. The rate of family homelessness is worse than the England average.

Children in Barnet have average levels of obesity: 8.7% of children aged 4-5 years and 18.0% of children aged 10-11 years are classified as obese.

Local areas should aim to have at least 90% of children immunised in order to give protection both to the individual child and the overall population. The MMR immunisation rate is lower than 90%. The immunisation rate for diphtheria, tetanus, polio, pertussis and Hib in children aged two is lower than 90%.

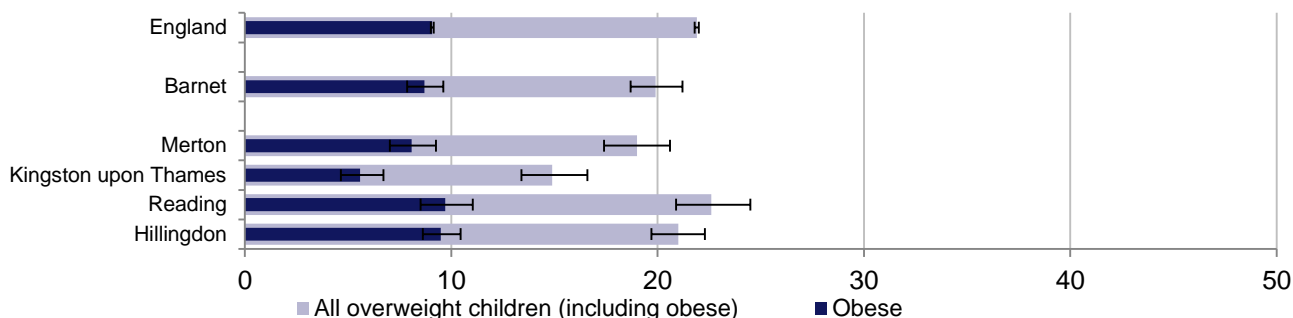
In 2014/15, children were admitted for mental health conditions at a higher rate to that in England as a whole. The rate of inpatient admissions during the same period because of self-harm was lower than the England average.

Any enquiries regarding this publication should be sent to [info@chimat.org.uk](mailto:info@chimat.org.uk).

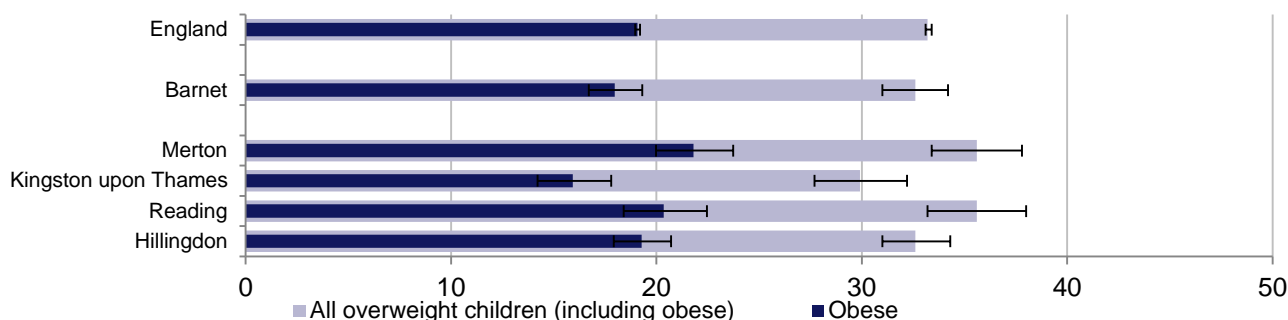
### Childhood obesity

These charts show the percentage of children classified as obese or overweight in Reception (aged 4-5 years) and Year 6 (aged 10-11 years) by local authority compared with their statistical neighbours. Compared with the England average, this area has a better percentage in Reception and a similar percentage in Year 6 classified as obese or overweight.

#### Children aged 4-5 years classified as obese or overweight, 2014/15 (percentage)



#### Children aged 10-11 years classified as obese or overweight, 2014/15 (percentage)



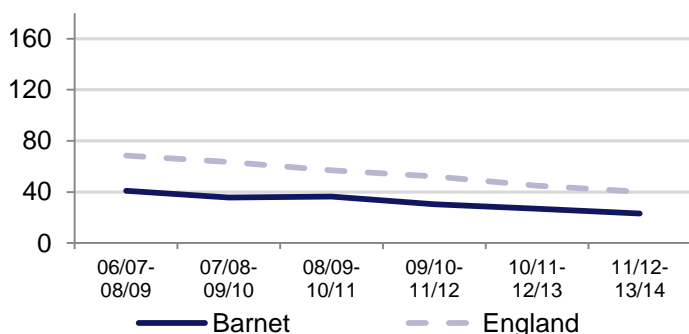
Note: This analysis uses the 85th and 95th centiles of the British 1990 growth reference (UK90) for BMI to classify children as overweight and obese.

I indicates 95% confidence interval. Data source: Public Health Outcomes Framework

### Young people and alcohol

In comparison with the 2006/07-2008/09 period, the rate of young people under 18 who are admitted to hospital because they have a condition wholly related to alcohol such as alcohol overdose is lower in the 2011/12-2013/14 period. The admission rate in the 2011/12-2013/14 period is lower than the England average.

#### Young people aged under 18 admitted to hospital with alcohol specific conditions (rate per 100,000 population aged 0-17 years)

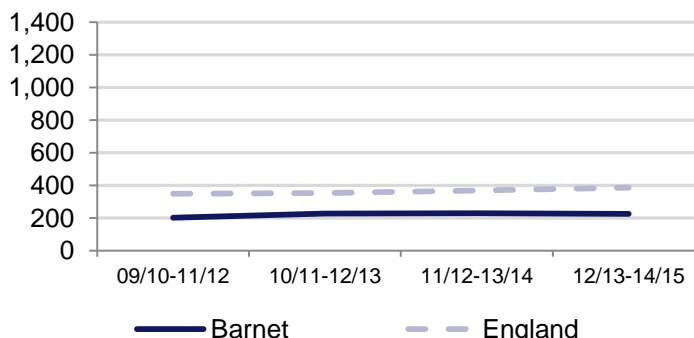


Data source: Public Health England (PHE)

### Young people's mental health

In comparison with the 2009/10-2011/12 period, the rate of young people aged 10 to 24 years who are admitted to hospital as a result of self-harm is similar in the 2012/13-2014/15 period. The admission rate in the 2012/13-2014/15 period is lower than the England average\*. Nationally, levels of self-harm are higher among young women than young men.

#### Young people aged 10 to 24 years admitted to hospital as a result of self-harm (rate per 100,000 population aged 10 to 24 years)

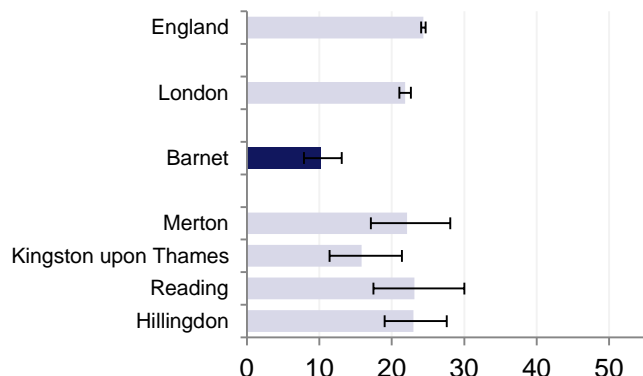


\*Information about admissions in the single year 2014/15 can be found on page 4

Data source: Hospital Episode Statistics, Health and Social Care Information Centre

These charts compare Barnet with its statistical neighbours, the England and regional average and, where available, the European average.

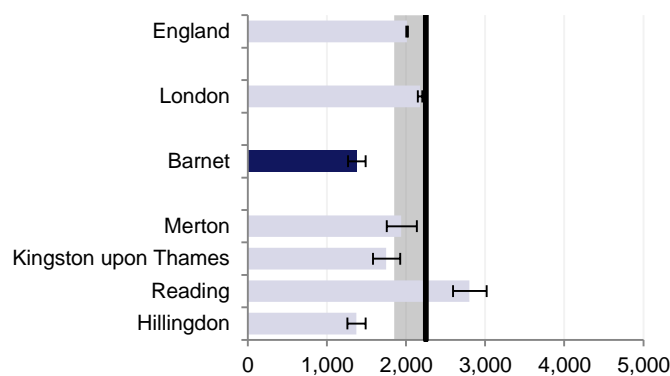
**Teenage conceptions in girls aged under 18 years, 2013 (rate per 1,000 female population aged 15-17 years)**



In 2013, approximately 10 girls aged under 18 conceived for every 1,000 females aged 15-17 years in this area. This is lower than the regional average. The area has a lower teenage conception rate compared with the England average.

Source: Conceptions in England and Wales, ONS

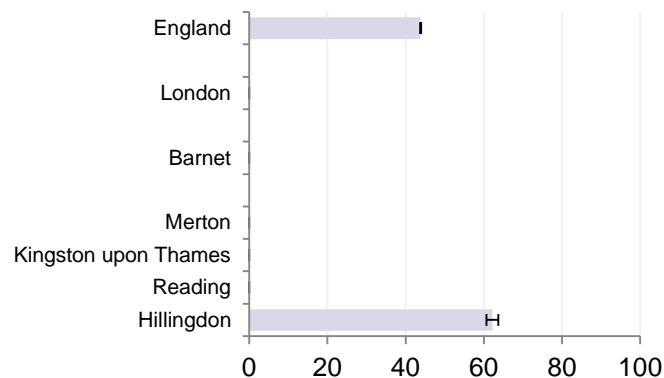
**Chlamydia detection, 2014 (rate per 100,000 young people aged 15 - 24 years)**



Chlamydia screening is recommended for all sexually active 15-24 year olds. Increasing detection rates indicates better targeting of screening activity; it is not a measure of prevalence. Areas should work towards a detection rate of at least 2,300 per 100,000 population. In 2014, the detection rate in this area was 1,376 which is lower than the minimum recommended rate.

Source: Public Health Outcomes Framework. The shaded area from 1,900 shows the range of values approaching the minimum recommended rate of 2,300 (the black line).

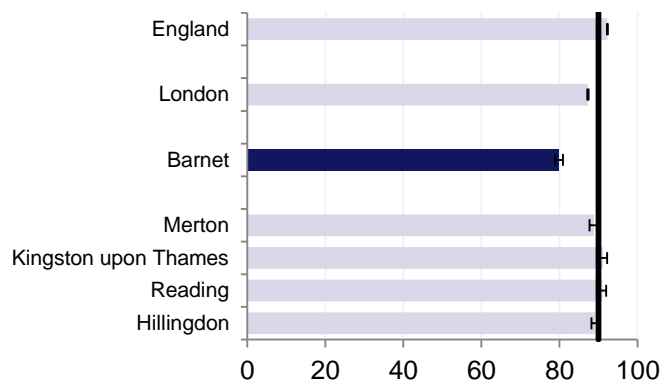
**Breastfeeding at 6 to 8 weeks, 2014/15 (percentage of infants due 6 to 8 week checks)**



85.1% of mothers in this area initiate breastfeeding when their baby is born. This area has a lower percentage of babies who have ever been breastfed compared with the European average of 89.1%\*. There is no data for breastfeeding at six to eight weeks.

\* European Union 21 average, 2005. Source: Organisation for Economic Co-operation and Development (OECD) Social Policy Division  
Source: Public Health Outcomes Framework

**Measles, mumps and rubella (MMR) immunisation by age 2 years, 2014/15 (percentage of children age 2 years)**



Less than 90% (the minimum recommended coverage level, shown as a vertical black line on the chart above) of children have received their first dose of immunisation by the age of two in this area (79.9%). By the age of five, only 73.7% of children have received their second dose of MMR immunisation. In London, there were 32 laboratory confirmed cases of measles in young people aged 19 and under in the past year.

Sources: Public Health Outcomes Framework; Public Health England

Note: Where data is not available or figures have been suppressed, no bar will appear in the chart for that area.

The chart below shows how children's health and wellbeing in this area compares with the rest of England. The local result for each indicator is shown as a circle, against the range of results for England which are shown as a grey bar. The red line indicates the England average. The key to the colour of the circles is shown below.

- Significantly worse than England average
- Not significantly different
- Significantly better than England average
- ◆ Regional average



	Indicator	Local no.	Local value	Eng. ave.	Eng. Worst		Eng. Best
Premature mortality	1 Infant mortality	12	2.2	4.0	7.2		1.6
	2 Child mortality rate (1-17 years)	11	13.2	12.0	19.3		5.0
Health protection	3 MMR vaccination for one dose (2 years) ● >=90% ● <90%	4,773	79.9	92.3	73.8		98.1
	4 Dtap / IPV / Hib vaccination (2 years) ● >=90% ● <90%	5,165	86.5	95.7	79.2		99.2
	5 Children in care immunisations	185	94.9	87.8	64.9		100.0
Wider determinants of ill health	6 Children achieving a good level of development at the end of reception	3,022	68.1	66.3	50.7		77.5
	7 GCSEs achieved (5 A*-C inc. English and maths)	2,322	68.8	57.3	42.0		71.4
	8 GCSEs achieved (5 A*-C inc. English and maths) for children in care	-	-	12.0	8.0		42.9
	9 16-18 year olds not in education, employment or training	250	2.5	4.7	9.0		1.5
	10 First time entrants to the youth justice system	104	299.4	409.1	808.6		132.9
	11 Children in poverty (under 16 years)	11,510	15.8	18.6	34.4		6.1
	12 Family homelessness	503	3.5	1.8	8.9		0.2
	13 Children in care	300	34	60	158		20
14 Children killed or seriously injured in road traffic accidents	9	12.0	17.9	51.5		5.5	
Health improvement	15 Low birthweight of term babies	119	2.5	2.9	5.8		1.6
	16 Obese children (4-5 years)	342	8.7	9.1	13.6		4.2
	17 Obese children (10-11 years)	609	18.0	19.1	27.8		10.5
	18 Children with one or more decayed, missing or filled teeth	-	25.0	27.9	53.2		12.5
	19 Hospital admissions for dental caries (1-4 years)	45	205.4	322.0	1,406.8		11.7
	20 Under 18 conceptions	63	10.2	24.3	43.9		9.2
	21 Teenage mothers	11	0.2	0.9	2.2		0.2
	22 Hospital admissions due to alcohol specific conditions	20	23.1	40.1	100.0		13.7
	23 Hospital admissions due to substance misuse (15-24 years)	23	51.8	88.8	278.2		24.7
Prevention of ill health	24 Smoking status at time of delivery	181	3.7	11.4	27.2		2.1
	25 Breastfeeding initiation	4,258	85.1	74.3	47.2		92.9
	26 Breastfeeding prevalence at 6-8 weeks after birth	-	-	43.8	19.1		81.5
	27 A&E attendances (0-4 years)	21,025	763.5	540.5	1,761.8		263.6
	28 Hospital admissions caused by injuries in children (0-14 years)	523	69.8	109.6	199.7		61.3
	29 Hospital admissions caused by injuries in young people (15-24 years)	398	91.6	131.7	287.1		67.1
	30 Hospital admissions for asthma (under 19 years)	125	135.5	216.1	553.2		73.4
	31 Hospital admissions for mental health conditions	181	205.7	87.4	226.5		28.5
	32 Hospital admissions as a result of self-harm (10-24 years)	148	227.5	398.8	1,388.4		105.2

**Notes and definitions** - Where data is not available or figures have been suppressed, this is indicated by a dash in the appropriate box.

- 1 Mortality rate per 1,000 live births (age under 1 year), 2012-2014
- 2 Directly standardised rate per 100,000 children age 1-17 years, 2012-2014
- 3 % children immunised against measles, mumps and rubella (first dose by age 2 years), 2014/15
- 4 % children completing a course of immunisation against diphtheria, tetanus, polio, pertussis and Hib by age 2 years, 2014/15
- 5 % children in care with up-to-date immunisations, 2015
- 6 % children achieving a good level of development within Early Years Foundation Stage Profile, 2014/15
- 7 % pupils achieving 5 or more GCSEs or equivalent including maths and English, 2014/15
- 8 % children looked after achieving 5 or more GCSEs or equivalent including maths and English, 2014 (provisional)
- 9 % not in education, employment or training as a proportion of total age 16-18 year olds known to local authority, 2014
- 10 Rate per 100,000 of 10-17 year olds receiving their first reprimand, warning or conviction, 2014

- 11 % of children aged under 16 living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income, 2013
- 12 Statutory homeless households with dependent children or pregnant women per 1,000 households, 2014/15
- 13 Rate of children looked after at 31 March per 10,000 population aged under 18, 2015
- 14 Crude rate of children age 0-15 years who were killed or seriously injured in road traffic accidents per 100,000 population, 2012-2014
- 15 Percentage of live-born babies, born at term, weighing less than 2,500 grams, 2014
- 16 % school children in Reception year classified as obese, 2014/15
- 17 % school children in Year 6 classified as obese, 2014/15
- 18 % children aged 5 years with one or more decayed, missing or filled teeth, 2011/12
- 19 Crude rate per 100,000 (age 1-4 years) for hospital admissions for dental caries, 2012/13-2014/15
- 20 Under 18 conception rate per 1,000 females age 15-17 years, 2013

- 21 % of delivery episodes where the mother is aged less than 18 years, 2014/15
- 22 Crude rate per 100,000 under 18 year olds for alcohol specific hospital admissions, 2011/12-2013/14
- 23 Directly standardised rate per 100,000 (age 15-24 years) for hospital admissions for substance misuse, 2012/13-2014/15
- 24 % of mothers smoking at time of delivery, 2014/15
- 25 % of mothers initiating breastfeeding, 2014/15
- 26 % of mothers breastfeeding at 6-8 weeks, 2014/15
- 27 Crude rate per 1,000 (age 0-4 years) of A&E attendances, 2014/15
- 28 Crude rate per 10,000 (age 0-14 years) for emergency hospital admissions following injury, 2014/15
- 29 Crude rate per 10,000 (age 15-24 years) for emergency hospital admissions following injury, 2014/15
- 30 Crude rate per 100,000 (age 0-18 years) for emergency hospital admissions for asthma, 2014/15
- 31 Crude rate per 100,000 (age 0-17 years) for hospital admissions for mental health, 2014/15
- 32 Directly standardised rate per 100,000 (age 10-24 years) for emergency hospital admissions for self-harm, 2014/15



# Children's Joint Commissioning

October 2016

## Report for Children, Education, Learning and Safeguarding (CELS) Committee

### Introduction

The health outcomes for children and young people living in Barnet are generally good. Through an outcome based approach to commissioning our aim is to maintain and improve the health and wellbeing of children and young people living in Barnet. This report provides the CELS with an update on children's health services, commissioned by the Joint Commissioning Unit, including key performance highlights and future priorities.

### Funding for jointly commissioned services

Areas of spend	2016/17 confirmed contract values £
NHSE Health Visiting Contract (NHSE)	£4,022,004
MASH HV post or Health Care Assistant [1FTE]	£50,000
NHSE Health Visiting Contract (NHSE)	£250,000
School Nursing [including NCMP]	£1,030,009
Family nurse partnership	£350,000
Breast Feeding	£115,000
Children's oral health promotion	£59,000
<b>Occupational Therapy</b>	£401,000
<b>Speech &amp; Language Therapy</b>	£2,053,635
<b>Looked after Children</b>	£131,941
<b>CAMHS Public Health contribution</b>	£250,000
<b>CAMHS Transformation Funding (NHSE) - £800,000</b>	
<b>Pooled funding</b>	<b>£5,770,000</b>
Total Joint Children's commissioned spend	£14,480,707

## Key achievements

- Breast feeding rates are good at 82.8% of infants being breast fed at 6-8 weeks compared to the national average 60%.
- Good performance for the Family Nurse Partnership (FNP) cohort i.e. breast feeding rates at 6-8 weeks are at 84% compares to the national average of 60% and only 10% of mothers smoke when their child reached 12 months old compared to the national average of 10%.
- Re – negotiated Health Visitor specification to bring in line with budget allocation.
- Improved performance reporting for all services.
- Recruitment to the Designated Medical Officer post to support delivery of the requirements in relation to Special Educational Needs and Disability (SEND).
- Revised process for children with complex care/continuing care needs ensuring a partnership approach across health, social care and education to supporting and funding packages of care for some of our most vulnerable children and young people.
- Health & Well Being Board agreed recommendation to remodel and re-commission services for children’s mental health and well- being (CAMHS) and to develop a Section 75 agreement between the CCG and LA and to pool budgets.
- CAMHS performance improving for eating disorders.
- Agreement to re-model children’s therapies to develop an integrated service and to explore the benefits of a child development service.
- Health Matters Website 0-5 years launched on 18th October 2016. Health Matters is a digital hub that supports the health visiting and school nursing services delivered by Central London Community Healthcare NHS Trust across 9 boroughs in London. <http://healthmatters.multi2.sitekit.netR>

## Key priorities for improvement

- Managing the delivery of the Healthy Child Programme through the revised Health Visitor specification.
- School Nursing and Family Nurse Partnership contracts due to end in March 2017, negotiations are ongoing to extend for an additional year to March 2018 to align with the School Nursing Contract and 0-19 Family Services Review.
- Delivery of Initial Health Assessments and Review Health Assessments for Looked after Children within the required timescales and to re-specify and procure service.
- Managing the performance of therapy services e.g. waiting times for Occupational Therapy while we remodel and re-commission the services.
- Change to the Family Nurse Partnership cohort to include care leavers and an increased focus on tracking child development outcomes.
- Manage provider performance in relation, across all commissioned services, and improve performance reporting particularly in relation to outcomes.
- Resilience based approach to be built in to all service specifications.

## **Health Visiting - Central London Community Health Trust (CLCH).**

### Key Performance Highlights

We have worked with Central London Community Health Trust to re- negotiate the service specification in line with the budget allocation. This means that health visitors are only carrying out some of the standard checks for the most vulnerable children. CLCH have put in place arrangements to mitigate the risks associated with not delivering these checks universally and we will continue to monitor the risks and review priorities through contract monitoring and safeguarding remains paramount. A health visiting summit was held in September to start to re-design the service and introduce skill mix in order to improve performance. The checks that are only carried out on vulnerable children are:

- Mothers receiving a first face to face antenatal contact at 28 weeks pregnant. CLCH are working closely with midwifery colleagues to ensure that they carry out visits and refer vulnerable mothers to the health visiting service.
- Children receive a 6-8 week review. CLCH are working with GPs to mitigate against this. GPs carry out a standard check and will alert the health visiting services when mothers do not attend in order for them to follow up.

Performance against checks delivered universally:

- 96% of mothers' received a new birth visit within 14 days against a target of 95%.
- 4% of mothers receive a new birth visit after 14 days against a target of 5%.
- Number of mothers that received a first face to face antenatal contact with a Health Visitor at 28 weeks.
- 60% of children received a 12 month review by age of 12 months against a target of 75%.
- 70% of children received a 2-2.5 year old review against a target of 75%.

### Priorities

- Continue working with CLCH to monitor the risks associated with the revised specification and to ensure that the arrangements with midwives are working.
- Health Visiting and Family Nurse Partnership contracts due to end in March 2017. Negotiations are ongoing to extend for an additional year to March 2018 in order to align with the School Nursing Contract and the 0-19 Family Services Review.
- Develop a detailed service specification following the outcome of the 0-19 Family Services review.

## **School Nursing - Central London Community Health Trust (CLCH).**

### Key Performance Highlights

**School Nursing Caseload is based around the Barnet School Age Population (Sept 2016) total of 66,014.**

- The School Nursing Service is currently achieving in line with KPIs and national guidance for the service.
- The service has delivered 27 sessions of health promotion delivered in schools to date to ensure that the public health promotion and prevention continues to be highlighted.

### Priorities

- To start reporting on the National Child Measurement Programme from October 2016.
- To collate all the Comment cards which have been distributed to all school nursing teams for this quarter.
- To ensure that the 2 case studies including children's views are published by end of March 2017.
- To continue to monitor, track and correct data quality issues, associated with a new information management system, to ensure complete accurate data capture for service line reporting/contract monitoring.
- To facilitate the sign off of the information sharing agreement between Barnet Education department and Central London Community Health Trust that has now been approved.
- The School Nursing Services is included in the 0-19 Family Services Review

### **Family Nurse Partnership- Central London Community Health Trust (CLCH).**

#### Key performance highlights

- Q2 14/15 58 Clients on caseload. No leavers.
- Q2 15/16 65 Clients in caseload. 2% (3 clients) left programme.
- Overall, the caseload has increased by 12.5% in comparison to the previous year.
- The proportion of clients receiving 80% of expected visits is below target during pregnancy at 70% however for infancy 68% receive expected number of visits compared to a target of 65% and 65% receive the expected number of visits during toddlerhood compared to a target of 60%.
- There has been an increase in breastfeeding rates before 6 weeks at 84% compared to the national average of 60% .However at 6 months rates fall to 21.7% which is below the national average.
- Smoking during pregnancy is 14.3% and at 12 months 10%, better than the national average 20%.
- There is 100% take up of immunisations for the cohort.
- The programme has low attrition rates.

In Comparison to previous last three years to 2015/16, there has been a significant increase in the following client presentation:

- A 6% increase of Non English speaking clients of all languages.
- A 30% increase in 2015/16 of low self-esteem measured using Strengths & Difficulties questionnaire.
- Mental health issues and abuse at intake has increased to 25.4% in 2015/16.
- Domestic violence abuse by someone close has had a 25% increase from 2014/15 to 40% in 2015/16.
- The service has also seen an Increase in the vulnerability and complexity of Children with pre-birth assessment.

### Priorities

- To plan for the FNP Annual Review on the 24 November 2016.
- To develop an improvement plan which will address the service challenges such as growth in activity and the increasing vulnerability of clients.
- Increase the % of maternity referrals into the service at 16 weeks pregnancy.

- Change the referral criteria to extend to leaving care up to the age 22-24 years old.
- Aim to work with Public Health to track children from the FNP programme through infancy and toddlerhood to gather evidence on the long term efficacy of the programme.
- Track school children (1st cohort commencing school sept 16) in order to gather data to evidence the longer term impact of the programme on child health outcomes.
- Work with Dr Michelle Newman, who is the children's clinical lead, to assess smoking cessation training, advice and support within the Borough.

## Therapies

### Key Performance Highlights

#### **Occupational Therapy – Central London Community Health Trust (CLCH)**

<i>Indicator</i>	<b>Target</b>	<b>Performance</b>
<i>% of children seen within 18 weeks referral to treatment</i>	95%	81.8% YTD

#### **Speech & Language Therapy – East London Foundation Trust**

<i>Indicator</i>	<b>Target</b>	<b>Performance</b>
<i>Children and young people achieve the goals agreed for the intervention</i>	80%	80.6%
<i>Indicator</i>	<b>Target</b>	<b>Performance</b>
<i>Children and young people accessing the Targeted/Specialist tiers have a written plan with clear goals</i>	100%	95.7% (within 5% of target)

<i>Indicator</i>	<b>Target</b>	<b>Performance</b>
<i>Children and young people referred for statutory assessment of special educational need seen within 4 weeks.</i>	100%	100%

<i>Indicator</i>	<b>Target</b>	<b>Performance</b>
<i>18 weeks Referral to treatment (%) (removals)</i>	95%	87.7%
<i>18 weeks Referral to treatment (%) (waiters)</i>	92%	90.1%

- Waiting times for Occupational Therapy, referral to treatment, are not within target and need improving.

- Wait times for Speech & language therapy are not within target, however, the service is performing well in relation to meeting statutory assessment timescales and children having plans with clear goals.

#### Priorities

- Recruitment of staff and data management and reporting are factors impacting on performance in relation to Occupational Therapy – work is underway with the CLCH to address these.
- CLCH have been asked to produce an action plan and trajectory for improvements to be put in place whilst we extend current contracts for another year in order to undertake a service review exercise.
- A notice to improve has been sent to CLCH requesting a recovery plan to address concerns.
- The JCU is currently developing a new reporting schedule ensuring improved performance reporting and an increased focus on outcomes reporting including patient stories and case studies for Occupational Therapy and SALT.
- To commence a remodelling and re-commissioning exercise to develop an integrated therapies service.
- The new service should provide co-ordinated care that contributes to a multi-disciplinary team (MDT) around the child approach, working in collaboration with key stakeholders ensuring that a high quality, seamless integrated care service is developed.

#### **Complex Needs/Continuing Care – Central London Community Health Trust**

The Barnet Clinical Commissioning Group and London Borough of Barnet have been working together to ensure a partnership approach to supporting children who have a range of complex needs which include challenging behaviour and mental health issues. Often these children are placed in out of the borough in special placements jointly funded by health education and social care.

- We have revised the assessment, support and funding processes for this cohort of children which has led to a more streamlined, efficient and timely response to meeting the needs of these children and a fairer approach to tripartite funding.
- The new pathway and process is aligned to adults Continuing Health Care improving transition when a young person turns 18.

#### Priorities

- To ensure over the next two quarters that the new guidelines which are being developed are implemented, agreed and monitored.
- To strengthen the various panels involved to ensure a streamlined process.
- To draft a protocol this sets out the new process.
- Early identification of children needs to be established, especially those who are placed outside the borough.

#### **CAMHS**

##### Key Performance Highlights

<p>Average annual referrals 2014.15 and 2015.16 = 2800</p>
--

**Community CAMHS- Barnet, Enfield and Haringey NHS Trust**  
*<13 weeks Referral to Assessment*

Target	Performance
100%	97%

- Targets and performance reporting for CAMHS are in the process of being strengthened to include < 8 weeks referral to assessment. New reporting requirements to start Q3 2016.17.
- We have raised concerns about a number of performance indicators including referral to treatment timescales (this is not currently reported on) and this has also been identified by the Care Quality Commission. A demand and capacity analysis was commissioned and although the data needs to be quality checked the initial headline findings show that:
  - The waiting list stands at 164 and is increasing by an average of 4 a week.
  - There is an average wait of 8.5 weeks referral to assessment and 9 weeks assessment to treatment.
  - It is estimated that only 50% of referrals are accepted by the service.
  - In 99.4% of cases it has been recorded that a choice of appointment times was not offered.

**Specialist Eating Disorder Service – Royal Free London NHS Foundation Trust**  
*< 4 weeks Referral to Assessment no-urgent*  
*< 1 week Referral to Assessment urgent*

Target	Performance
85%	87%
100%	100%

- Additional investment of £100k in Eating Disorder services has resulted in significant reduction in waiting times from < 4 weeks 47% to 87% between Q4 2015.16 and Q1 2016.17.

Other Key Highlights

- Agreement reached for Section 75 pooled Budgets to begin 1<sup>st</sup> October 2017 and London Borough of Barnet will lead this process.
- Work has begun on remodelling the service.
- Public Health is leading on the development of the THRIVE resilience based approach in schools.
- Additional £25k invested in psychiatry sessions at maternity services and partnership bid submitted to NHS England for funding to further improve perinatal mental health services.
- CAMHS satellites set up with psychologist input, group and 1-1 sessions and parental support. 25 CYP engaged and 12 Parents.

- Satellite support into Pupil Referral Units.
- CAMHS Health and Justice Proposal drafted to increase support in the YOS and to support work on gangs.
- A specification and tender pack have been developed to procure a new nurse led Out of Hours CAMHS Crisis Service to help support crisis and reduce admissions to hospital and long term residential placements.
- Barnet CAMHS offer a named Primary Mental Health Worker to all schools. New model now under consideration.
- CYP Participation films have begun production.
- We have now set up a CYP CAMHS Service User Group.
- New BEH CAMHS Website almost completed-Soft Launch December 2016 and full launch January 2017
- New access policy in place for BEH CAMHS as of September 2016. Evidence of improvement not yet confirmed

#### Priorities

- Refresh Needs Assessment and Service mapping by November 2016 and initiate remodelling and re-commissioning of Community CAMHS with new service in place autumn 2017.
- Address the findings of the demand and capacity analysis and work with BEH to improve performance across a range of indicators.
- Issue a notice to improve requiring BEH to provide remedial action plans which will be monitored by the CYP Mental Health & Well Being Governance Board (chaired by the Director of Children's Services.)
- Implement the Thrive approach in schools.
- Refresh CYP Transformation plans.

### **LAC Health Assessments – Central London Community Health Trust**

#### Key Performance Highlights

	Q2	Q1
Number of Looked after Children 31st March 2016	334	320
Number of children missing health assessment appointments	30	18
RHA completed	53	53

- Quarter 2 data indicates that during this period 50 children came into care, of which 30 did not have their Initial Health Assessments (IHAs).
- The provider has been sent a notice to improve and asked to submit an improvement plan.
- The provider now has administration resource in place and is improving the process for booking the IHA with GPs.
- There continues to be a lack of GP slots.

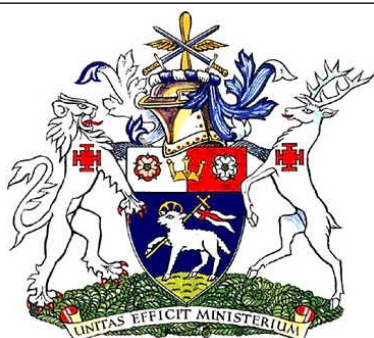


- The pathway to obtain consent to undertake the Initial Health Assessment has improved with the Local Authority. This is now signed off by the manager from the Local Authority.
- Regularly six weekly meetings are now in place with the provider to discuss all issues on how to improve the service.
- Performance has been escalated to the Clinical Quality Reference Group.

#### Priorities

- To begin the re-procurement of this service by the end of quarter one of the new financial year.
- To ensure that the data required is being provided in a timely manner in order to monitor the service and expedite issues.
- To continue discussions with the 3 General Practices who undertake the Initial Health Assessments to improve the service.
- Dr Debbie Frost to communicate with GPs re the criticality of honouring booked slots.
- To ascertain whether other General Practices could offer additional slots.
- Ensuring that the Local Authority and the Council are compliant in meeting the statutory requirement of 20 days for the Initial Health Assessments.
- Ensuring where health treatments have been prescribed for looked after children that they are monitored and reviewed in a timely manner ensuring that they are still appropriate.

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## Children, Education, Libraries and Safeguarding Committee

**17<sup>th</sup> November 2016**

<b>Title</b>	Children, Education, Libraries and Safeguarding Committee Work Programme
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	Appendix A - Committee Work Programme – November 2016 - May 2017
<b>Officer Contact Details</b>	Edward Gilbert, Governance Service Email: <a href="mailto:edward.gilbert@barnet.gov.uk">edward.gilbert@barnet.gov.uk</a> Tel: 020 8359 3469

### Summary

The Committee is requested to consider and comment on the items included in the 2016 work programme

### Recommendations

1. That the Committee consider and comment on the items included in the 2016-17 work programme

## **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Children, Education, Libraries and Safeguarding Committee Work Programme 2016-17 indicates forthcoming items of business.
- 1.2 The work programme of this Committee is intended to be a responsive tool, which will be updated on a rolling basis following each meeting, for the inclusion of areas which may arise through the course of the year.
- 1.3 The Committee is empowered to agree its priorities and determine its own schedule of work within the programme.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 There are no specific recommendations in the report. The Committee is empowered to agree its priorities and determine its own schedule of work within the programme.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 N/A

## **4. POST DECISION IMPLEMENTATION**

- 4.1 Any alterations made by the Committee to its Work Programme will be published on the Council's website.

## **5. IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

- 5.1.1 The Committee Work Programme is in accordance with the Council's strategic objectives and priorities as stated in the Corporate Plan 2015-20.

### **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.2.1 None in the context of this report.

### **5.3 Legal and Constitutional References**

- 5.3.1 The Terms of Reference of the Committee is included in the Constitution, Responsibility for Functions, Annex A.

### **5.4 Risk Management**

- 5.4.1 None in the context of this report.

**5.5 Equalities and Diversity**

5.5.1 None in the context of this report.

**5.6 Consultation and Engagement**

5.6.1 None in the context of this report.

**6. BACKGROUND PAPERS**

6.1 None.

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**Children, Education, Libraries &  
Safeguarding Committee  
Forward Work Programme  
November 2016 - May 2017**

Contact: Edward Gilbert 020 8359 3469 [edward.gilbert@barnet.gov.uk](mailto:edward.gilbert@barnet.gov.uk)

Title of Report	Overview of decision	Report Of ( <i>officer</i> )	Issue Type (Non key/Key/Urgent)
17th January 2017			
Culture and Arts	Committee to consider a paper relating cultural activities in the borough.	Commissioning Director, Children and Young People	Non-key
Fees and Charges	Committee to consider above inflation Fees and Charges relating to the remit of the committee.	Commissioning Director, Children and Young People	Non-key
Annual Report of Safeguarding Services	Committee to receive an Annual Report of Safeguarding Services.	Commissioning Director, Children and Young People	Non-key
21st February 2017			
Annual report from the Corporate Parenting Advisory Panel	Committee to consider the annual report from the Corporate Parenting Advisory Panel.	Commissioning Director, Children and Young People	Non-key
Commissioning Plans - Addendums 2017/18	Committee to receive a report on Commissioning Plan Addendums for 2017/18.	Commissioning Director, Children and Young People	Key
17th May 2017			
Report of the Barnet Youth Parliament Members	Committee to receive a report relating to incoming and outgoing Youth Parliament members in Barnet.	Commissioning Director, Children and Young People	Non-key



Title of Report	Overview of decision	Report Of ( <i>officer</i> )	Issue Type (Non key/Key/Urgent)
Report of the Barnet Youth Assembly	Committee to receive a report outlining the work of the 2016-17 Barnet Youth Assembly, including the Assembly's priorities for young people in Barnet.	Commissioning Director, Children and Young People	<b>Non-key</b>

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