

	Health and Wellbeing Board 21 January 2016
Title	Children and young people commissioning priorities to 2019/20
Report of	Commissioning Director – Children and Young People
Wards	All
Date added to Forward Plan	November 2015
Status	Public
Urgent	No
Key	No
Enclosures	Appendix 1: Revenue Planning Template Appendix 2: Capital Planning Template
Officer Contact Details	Chris Munday – Commissioning Director Children and Young people chris.munday@barnet.gov.uk / 0208 359 7099

Summary
<p>The Children, Education, Libraries and Safeguarding Committee, on the 18 November 2015, considered the proposals to achieve the financial envelope for the Children, Education, Libraries and Safeguarding Committee. This reports sets out the strategic priorities, indicative budget and capital programme up to 2019/20 as agreed by the Children, Education, Libraries and Safeguarding Committee.</p> <p>The following report sets out a revised savings programme that will inform the consideration of the Council's Medium Term Financial Strategy which will be agreed by Policy and Resources Committee on 16 December 2015. In terms of the Children, Education, Libraries and Safeguarding Committee there is a saving required of £14.5m (by 2020) rising from £9.9m previously; from a total budget of £55.6m. The Council's budget has already reduced by 25% from 2010 in real terms. Additional proposals have been developed to meet this target which accord with the Children, Education, Libraries and Safeguarding Commissioning plan (2015 – 2020) which provides the outcomes framework</p>

by which progress will be measured.

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.

Recommendations

- 1. That the Health and Wellbeing Board notes the commissioning priorities for children and young people within the budget context being faced by local government.**
- 2. That the Health and Wellbeing Board will consider the children and young people commissioning priorities when making commissioning and policy decisions.**

1. WHY THIS REPORT IS NEEDED

- 1.1 Following the General Election in May, the Finance and Business Planning report presented to Policy and Resources (P&R) Committee in July 2015, updated the assumptions in the Medium Term Financial Strategy (MTFS). It noted a revised budget gap for 2016-20, estimated at £29.4m beyond the proposals previously set out in the MTFS. This represents an increase of £7.5m on the assumptions presented to Council in March. This is mainly a result of an anticipated reduction in funding that Barnet will receive from Government.
- 1.2 In terms of the Children, Education, Libraries and Safeguarding (CELS) Committee there is a saving required of £14.5m (by 2020) rising from £9.9m previously; from a total budget of £55.6m. The Council's budget has already reduced by 25% from 2010 in real terms.
- 1.3 As a result of the scale of the challenge facing Local Government from public spending reductions and increasing demand, Barnet's response to the financial challenge is predicated around:
 - Maximising the revenues we generate locally through growth and investment
 - Targeted help to those that need it – a focus on employment
 - Investing in the future
 - Managing demand on services
- 1.4 **Capital Programme**
 - 1.4.1 The current Council capital programme totals £168m up to 2020, funded from a combination of capital receipts, borrowing, revenue and external grant contributions.
 - 1.4.2 Additions to the capital programme are required in order to:
 - Fulfil statutory requirements;
 - Secure investment to generate future capital value; and

- Secure investment to realise MTFS revenue savings

1.4.3 For the CELS Committee, Appendix 2, sets out the proposed changes to the existing capital programme. The following are critical capital requirements:

School places (including alternative provision):

1.4.4 At its meeting on the 15th September 2015, the Children, Education, Libraries and Safeguarding Committee considered a report setting out the estimated future need for school places in Barnet to 2019/20. The capital requirements set out in the report were estimated using Barnet's experience to date in delivering school places. They reflected the recent cost increases experienced by the Council within its school construction programme as a result of rising building cost inflation due to a construction boom, an issue being experienced across London and elsewhere.

1.4.5 The report set out that the total estimated capital cost of providing new school places (not yet commissioned) is estimated to be £207.9m between 2016/17 and 2019/20. However, the full cost of the building programme is unlikely to fall solely on the Council. Central government funding makes a contribution to the cost of providing new school places through three main avenues; an annual capital basic need grant, specific grant funding schemes such as the Priority School Building Programme and the funding of free schools. Taking into account assumptions on free school delivery and levels of future grant, the report identified a funding gap of £16m for school places over and above the current capital programme.

Libraries:

1.4.6 The council is currently undertaking further consultation on a proposal to reshape Barnet's Library service in order to realise revenue savings of £2.277m. At its meeting on the 12th October 2015, the Children, Education, Libraries and Safeguarding Committee received a report that included an assessment of the estimated capital investment to implement this proposal should it be approved following the consultation. This report was referred to full Council and agreed. The report estimated that £4.41m would be required to reconfigure library sites and invest in new equipment to enable technology enabled opening arrangements at ten library sites.

Youth Zone:

1.4.7 As agreed by the Assets, Regeneration and Growth (ARG) Committee on the 7th September 2015, proposals are progressing to develop a Youth Zone in Barnet. The capital contribution agreed by ARG is for the council to contribute up to £4.2 million towards the £6million capital build.

1.5 Strategic direction of service

1.5.1 Barnet has one of the largest populations of children and young people in London and in general, according to the detailed Joint Strategic Needs Assessment, they do well. Children in Barnet generally have:

- Good health outcomes overall
- Access to good and outstanding schools
- Good education performance and achieve well across all key stages

- Low rates of offending

1.5.2 Despite this there is a need to ensure that all children thrive and achieve their potential. To ensure this happens 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.

1.5.3 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 priority for CELS Committee.

1.5.4 CELS Committee agreed in October 2014 that the critical outcomes for Barnet's Children and Young People are as set out in the following table:

Priority	Key Outcomes
Safeguarding	<ul style="list-style-type: none"> - Children and young people are safe in their homes, schools and around the borough, with an ability to develop healthy relationships with others. - When children are at risk, by intervening early the Council will improve outcomes for children, young people and families, enabling them to thrive.
Education	<p>Excellent school standards result in all children achieving their best, being safe and happy and able to progress to become successful adults.</p> <ul style="list-style-type: none"> • Every child attends a good or outstanding school, as judged by Ofsted. • The attainment and progress of children in Barnet schools is within the top 10% nationally. • The progress of the most disadvantaged and vulnerable pupils is accelerated in order to close the gap between them and their peers.
Health & emotional well-being	<ul style="list-style-type: none"> - Children and young people are physically, mentally and emotionally healthy. - Every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment. - Childhood in Barnet is safe and fun, with lots of opportunities to grow and develop through education, leisure and play. - Children and young people feel supported to achieve and engage, while developing their identities and resilience.
Preparation for adulthood	<ul style="list-style-type: none"> - Young people are ambitious for their futures, ready for employment and contribute positively to society. - Young people with special educational needs or disabilities and their families are able to plan for their future and enable growth.

Parenting	<ul style="list-style-type: none"> - All parents and carers are able to develop high quality relationships with their children, establishing effective boundaries and support physical and emotional well-being.
Libraries	<ul style="list-style-type: none"> - Children benefit from reading, literacy and learning opportunities. - Adults benefit from reading, learning opportunities and easy access to the wider world of knowledge and information. - A range of outcomes are achieved by community groups through community spaces, access and resources.

1.5.5 To deliver these priorities within the new financial envelope there is a need to consider and refocus our priorities. Over the Business Planning period it is proposed to focus on:

- Further reshaping of early intervention and prevention services to provide effective, targeted interventions which reduce the need for higher cost interventions
- Developing new models of social work practice and intervention which reduce the need for higher cost placements and the number of adolescents in our care, especially in residential provision
- Integrating health, social care and education services and resources to improve the experience of receiving care and support for disabled children and their families and reduce duplication
- Increasing the productivity of education and children's services through developing new ways of working to meet the needs of a growing population within available resources
- Utilising new technologies and community capacity to create a sustainable library offer for Barnet.

2016/17 Proposals

Priorities	Changes
To further reshape early intervention and prevention services to provide effective, targeted interventions which reduce the need for higher cost interventions	Contract Management and Third Party Spend Early Years Review
To develop new models of social work practice and intervention which reduce the need for higher cost placements and the number of adolescents in our care, especially in residential provision	Placement Commissioning
To integrate health, social care and education	0-25 Year Service Development

services and resources to improve the experience of receiving care and support for disabled children and their families and reduce duplication	
To increase the productivity of education and children's services through developing new ways of working to meet the needs of a growing population within available resources.	Education and Skills Alternative Delivery Model
To utilise new technologies and community capacity to create a sustainable library offer for Barnet	Libraries

1.6 **Education and Skills Alternative Delivery Model**

1.6.1 This proposal is for the procurement of a partner organisation to deliver the Council's Education and Skills service. Procurement is well advanced and a decision to consider the award of a contract is scheduled for December 2015, with implementation on the 1st April 2016. The arrangement would see the partner organisation contracted to deliver core education services (including Special Educational Need transport commissioning and brokerage) as well as a range of traded services to schools. The savings would be generated through efficiencies and by growing the traded service business.

1.7 **Contract Management**

1.7.1 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. In light of the living wage, it is recognised that it will not be possible to completely contain inflation, and so some monies have been kept aside to help mitigate the impact of this. A risk remains that it will not be possible to contain inflation to the extent envisaged, but the risk to the delivery of this saving is not considered high.

1.8 **Third Party Spend**

1.8.1 This involves making efficiencies in and reconfiguring commissioned services' contracts, including by commissioning different models of service delivery, ceasing contracts, improved contract management and negotiation of better rates. The contracts include Independent Reviewing Officers, early intervention commissioned services and recently concluded procurements. Over half of these savings have already been made and will be released in 2016/17. Delivery of these savings is not considered high risk. A small number of individuals may be impacted and consultation will take place with them, and an Equalities Impact Assessment will be undertaken.

1.9 0-25 Service

- 1.9.1 Alongside partners the Council is developing an integrated approach to disabled children and young adults. Through this approach it is anticipated that SEND and Continuing Care needs will be identified and funded appropriately by those partners.

1.10 Placement Commissioning

- 1.10.1 This involves reducing the cost of placements for looked after children by growing and strengthening the in-house foster care service; intervening early to prevent placement breakdown, stepping-down placements from residential to foster care, and ensuring provision of high quality, competitively priced residential placements in appropriate locations. This proposal has the potential to significantly improve outcomes, and keep children local. The placements commissioning strategy went to CELS Committee in April 2015 and consultation has taken place with looked after children and young people, foster carers and staff who have fed into development of the strategy.

- 1.10.2 This proposal is ambitious as it means that by 2019 Barnet will have one of the largest proportions of looked after children placed with in-house foster carers in the country. The foster carer recruitment strategy is resulting in more foster carers, and consequently reducing cost. It does however need to be seen in the context of an overspending social care placements budget

1.11 Early Years Review

- 1.11.1 This involves savings through implementation of Early Years Review aimed at ensuring early years services are best configured within limited resources, including use of the public health grant to fund service levels in addition to the statutory minimum to embed an early intervention approach in early years. Consultation has taken place and a new locality model was implemented in September 2015. These savings are considered deliverable for 2016/17 and the impact on customers and equalities will continue to be measured.

1.12 Libraries

- 1.12.1 The Council is currently undertaking a further round of public consultation on a proposal to reshape Barnet's Library service to deliver savings through to 2019/20.

Future year transformation savings

- 1.13 All of the savings proposals that will be recommended to Policy & Resources Committee and then subject to public consultation are set out at Appendix 1.

- 1.14 The key proposed changes are set out in the table below:

Priorities	Additional changes
To develop new models of social work	<ul style="list-style-type: none">• Signs of Safety

practice and intervention which reduce the need for higher cost placements and the number of adolescents in our care, especially in residential provision	<ul style="list-style-type: none"> • PAUSE • No Wrong Door
To increase the productivity of education and children's services through developing new ways of working to meet the needs of a growing population within available resources.	<ul style="list-style-type: none"> • Professionally led, not for profit Children's Services delivery vehicles • Adoption Regionalisation
To further reshape early intervention and prevention services to provide effective, targeted interventions which reduce the need for higher cost interventions	<ul style="list-style-type: none"> • Youth Services • Early Years • CAMHS

- 1.15 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.
- 1.16 Barnet's social workers, youth workers and other members of the children and families workforce remain central to ensuring the Council is able to manage the needs of our population and the demands that places on children's service, which will result from our changing demographic profile.
- 1.17 To successfully manage the needs of our communities and improve outcomes for our children we need to intervene both early and effectively. There is a need for even more purposeful, early intervention and social work practice by professionals with the skills, the practice models and the autonomy to achieve the best for our children.
- 1.18 Building on the existing strength of the workforce, the Council will work with social workers and other children's services professional to develop, in Barnet, national models of good practice like Signs of Safety, PAUSE and No Wrong Door. These are practice frameworks and approaches used to implement targeted intervention to prevent escalation of the needs of children and young people. This in turn impacts on the levels of demand into the service and seeks to result in cost efficiencies.
- 1.19 The Council will also consider the future strategies for the delivery of Early Years, Youth Services and CAMHS to ensure that they are focussed to deliver critical targeted services that prevent further escalation of need. The further Early Years' Review 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 parents of 3 and 4 year olds.
- 1.20 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 (like a charitable trust, mutual, care trust or Community Interest Company) to provide our services for children and young people as an alternative to maintaining the service in-house. This will include all our early years, youth, preventative and social care services.

- 1.21 We will consider working with neighbouring authorities and across London to drive good practice and efficiencies through social work practice improvements. 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. This is not about outsourcing services to a private sector company which would be illegal rather; it is about putting greater emphasis on a way we work to drive improved outcomes.

2. REASONS FOR RECOMMENDATIONS

- 2.1 This report updates the Health and Wellbeing Board on the current children and young people commissioning priorities in the context of the Children, Education, Libraries and Safeguarding Committee savings which, for 2016-20, is now £14.5m raising from £9.9m previously.

3. POST DECISION IMPLEMENTATION

- 3.1 These proposals will be considered by the Policy and Resources committee on 16 December 2015 and will form part of the delivery of the Council's Medium Term Financial Strategy.

4. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 4.1 Not applicable

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.

- 5.1.2 The Corporate Plan priorities and the Health and Wellbeing Strategy have been considered in the development of the proposals as outlined in Appendix 1, linked to the principles identified in the Corporate Plan. Work will be undertaken over the coming months to set the performance targets for 2016-17 which will be brought back to CELS Committee on the 3rd March 2016.

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

- 5.2.1 The present budget for CELS is projecting an overspend of £1.2m as at the

end of quarter 2, mainly due to pressures in children's social care placements and staffing. A recovery plan is in place to address this issue.

5.2.2 The future savings proposals are significantly challenging and dependent on a range of factors often outside of the control of the service and with longer lead in times. The achievement of savings predicated on reducing demand through improved preventative work and social work practice should lead 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. There is therefore a risk that the savings set out may not be deliverable as the Council must always ensure that safeguarding of children and young people remains paramount.

5.2.3 Appendix 1 sets out the revenue proposals. Appendix 1 shows the total of the CELS Committee Savings proposals which total £14.5m, in line with the Committee's saving target. Each line represents a savings idea and the negative value the saving amount per annum. The totals at the bottom relate to the total savings per annum.

5.2.4 Appendix 2 sets out the capital proposals. Appendix 2 shows the additional capital funding required, for the period to 2020 this is £55.8m. The sheet also details the funding stream for project / additional amount for an existing project. The majority of the additional amounts in the period relate to funding school place planning, due to increasing demographics in the borough.

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) and, where appropriate, mechanisms put into place to ensure compliance with legal obligations and duties and to mitigate any other legal risks as far as possible. The 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 these reports.

5.4.2 Terms of Reference of the Health and Wellbeing Committee are set out in the Council's Constitution, Part 15, and Responsibility for Functions, including. The responsibilities of the Health and Wellbeing Committee:

- To work together to ensure the best fit between available resources to meet the health and social care needs of the population of Barnet (including children), by both improving services for health and social care and helping people to move as close as possible to a state of complete physical, mental and social wellbeing. Specific resources to be overseen include money for social care being allocated through the NHS; dedicated public health budgets; the Better Care Fund; and Section 75 partnership agreements between the NHS and the Council
- To receive assurance from all relevant commissioners and providers on matters relating to the quality and safety of services for users and patients
- To promote partnership and, as appropriate, integration, across all necessary areas, including the use of joined-up commissioning plans across the NHS, social care and public health. To explore partnership work across North Central London where appropriate.

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 Committees and is reflected, as appropriate, throughout the annual business planning process.

5.5.2 Risks associated with each individual savings proposal will be outlined within the individual Committee report as each proposal is brought forward for the CELS 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 As individual proposals are brought forward for consideration by the Children, Education, Libraries and Safeguarding 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 16th February 2016. The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

5.6.3 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.

5.6.4 The revenue savings sheet shown as Appendix 1 currently indicates an initial assessment of a likely negative impact for proposals. As the full impact of these changes is understood, each initiative will undertake to work with those affected and consider options available to them to help mitigate any adverse impact

5.6.5 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, and the extent to which alternatives and discarded options have been considered.

5.7.3 Public consultation on the overall budget 16/17 will commence following

Policy and Resources Committee on 16th December 2015 before the final savings are agreed by Policy and Resources Committee on 16th February 2016 and recommended to Full Council on the 3rd March 2016.

- 5.7.4 The public consultation will give residents an opportunity to comment on the 16/17 overall budget and Children, Education, Libraries and Safeguarding Committee individual proposals to deliver the 16/17 savings identified in this report, before final decisions are taken by CELS committee and savings plans 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 16/17 savings. The council is currently consulting on the proposal to reshape Barnet's Library service to deliver savings from 2016/17 through to 2019/20. The consultation is will be completed by the 6th January 2016 and a final decision will be taken by the Children; Education, Libraries and Safeguarding Committee on the 3rd March 2016.

5.8 Insight

- 5.8.1 The proposals have been developing using the Joint Strategic Needs Assessment (JSNA) which outlines the current and projected needs of the boroughs population. The proposals have also used evidence of best practice and guidance to develop our initiatives.

6. BACKGROUND PAPERS

- 6.1 Business Planning 2015/16 – 2019/20, Policy and Resources, 9 July 2015, item 10:
<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=8346&Ver=4>
- 6.2 Business Planning (Appendix A: Commissioning Plan), Children Education Libraries and Safeguarding Committee, 9 March 2015, item 7:
<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=697&MId=7927&Ver=4>