

Democratic Services

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Date: 11th May 2012

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To: All Members of the Early Years, Children and Youth Policy Development and Scrutiny Panel

Councillors: Sally Davis, Dine Romero, Liz Hardman, Mathew Blankley, David Veale and Ian Gilchrist

Co-opted Voting Members: David Williams, Mrs T Daly and Sanjeev Chaddha

Co-opted Non-Voting Members: Chris Batten, Peter Mountstephen and Dawn Harris

Cabinet Member for Early Years, Children & Youth: Councillor Nathan Hartley

Chief Executive and other appropriate officers
Press and Public

Dear Member

Early Years, Children and Youth Policy Development and Scrutiny Panel: Monday, 21st May, 2012

You are invited to attend a meeting of the **Early Years, Children and Youth Policy Development and Scrutiny Panel**, to be held on **Monday, 21st May, 2012 at 4.30 pm** in the **Council Chamber - Guildhall, Bath.**

The agenda is set out overleaf.

Yours sincerely

Mark Durnford
for Chief Executive

If you need to access this agenda or any of the supporting reports in an alternative accessible format please contact Democratic Services or the relevant report author whose details are listed at the end of each report.

This Agenda and all accompanying reports are printed on recycled paper

NOTES:

- 1. Inspection of Papers:** Any person wishing to inspect minutes, reports, or a list of the background papers relating to any item on this Agenda should contact Mark Durnford who is available by telephoning Bath 01225 394458 or by calling at The Guildhall (during normal office hours).
- 2. Public Speaking at Meetings:** The Council has a scheme to encourage the public to make their views known at meetings. They may make a statement relevant to what the meeting has power to do. They may also present a petition or a deputation on behalf of a group. Advance notice is required not less than two full working days before the meeting (this means that for meetings held on Wednesdays notice must be received in Democratic Services by 4.30pm the previous Friday)

The public may also ask a question to which a written answer will be given. Questions must be submitted in writing to Democratic Services at least two full working days in advance of the meeting (this means that for meetings held on Wednesdays, notice must be received in Democratic Services by 4.30pm the previous Friday). If an answer cannot be prepared in time for the meeting it will be sent out within five days afterwards. Further details of the scheme can be obtained by contacting Mark Durnford as above.

- 3. Details of Decisions taken at this meeting** can be found in the minutes which will be published as soon as possible after the meeting, and also circulated with the agenda for the next meeting. In the meantime details can be obtained by contacting Mark Durnford as above.

Appendices to reports are available for inspection as follows:-

Public Access points - Riverside - Keynsham, Guildhall - Bath, Hollies - Midsomer Norton, and Bath Central, Keynsham and Midsomer Norton public libraries.

For Councillors and Officers papers may be inspected via Political Group Research Assistants and Group Rooms/Members' Rooms.

- 4. Attendance Register:** Members should sign the Register which will be circulated at the meeting.
- 5. THE APPENDED SUPPORTING DOCUMENTS ARE IDENTIFIED BY AGENDA ITEM NUMBER.**
- 6. Emergency Evacuation Procedure**

When the continuous alarm sounds, you must evacuate the building by one of the designated exits and proceed to the named assembly point. The designated exits are sign-posted.

Arrangements are in place for the safe evacuation of disabled people.

**Early Years, Children and Youth Policy Development and Scrutiny Panel - Monday, 21st
May, 2012**

at 4.30 pm in the Council Chamber - Guildhall, Bath

A G E N D A

1. WELCOME AND INTRODUCTIONS

2. EMERGENCY EVACUATION PROCEDURE

The Chair will draw attention to the emergency evacuation procedure as set out under Note 6.

3. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

4. DECLARATIONS OF INTEREST UNDER THE LOCAL GOVERNMENT ACT 1972

Members who have an interest to declare are asked to:

- a) State the Item Number in which they have the interest
- b) The nature of the interest
- c) Whether the interest is personal, or personal and prejudicial

Any Member who is unsure about the above should seek advice from the Monitoring Officer prior to the meeting in order to expedite matters at the meeting itself.

5. TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

6. ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING

At the time of publication no notifications had been received.

7. MINUTES - 19TH MARCH 2012 (Pages 7 - 14)

8. HOME TO SCHOOL TRANSPORT 2012/13 REVIEW: DRAFT TERMS OF REFERENCE (Pages 15 - 24)

At their meeting on 23rd January 2012, the Early Years, Children and Youth (EYCY) Panel received a letter from Councillor Nathan Hartley (Cabinet Member for Early Years, Children and Youth) in which he asked the Panel to consider undertaking a review of Home to School Transport in order to attempt to make some financial reductions as part of the 2013/14 budget setting process.

9. ROLE OF THE DIRECTOR OF CHILDREN'S SERVICES (Pages 25 - 40)

This is an informal briefing note to the Panel about the role of the Director of Children's Services (DCS). The DCS post is regulated under the Children Act 2004 which sets out the specific accountabilities of the DCS as the Government legislated to bring together Education Services and Children's Social Care Services following the Victoria Climbié inquiry.

10. PEOPLE & COMMUNITIES SERVICE RE-DESIGN (Pages 41 - 60)

This report outlines the proposed re-design of the People & Communities department.

11. SKILLS AND EMPLOYMENT (Pages 61 - 70)

This report gives the Panel an oversight of how people's needs in respect of skills, work and worklessness are to be met.

12. SAFEGUARDING AND LOOKED AFTER CHILDREN'S SERVICES IMPROVEMENT PLAN

The People & Communities Director will give the Panel a verbal update on this item.

13. SUPPORTING YOUNG PEOPLE STRATEGY UPDATE (Pages 71 - 80)

The Divisional Director for Learning and Inclusion has provided the attached briefing note for this item.

14. CABINET MEMBER UPDATE

This item gives the Panel an opportunity to ask questions to the Cabinet Member and for him to update them on any current issues.

15. PEOPLE & COMMUNITIES STRATEGIC DIRECTOR'S BRIEFING

The Panel will receive a verbal update on this item from the People and Communities Strategic Director.

16. PANEL WORKPLAN (Pages 81 - 90)

This report presents the latest Policy Development & Scrutiny Workplan for the Panel.

The Committee Administrator for this meeting is Mark Durnford who can be contacted on 01225 394458.

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BATH AND NORTH EAST SOMERSET COUNCIL

EARLY YEARS, CHILDREN AND YOUTH POLICY DEVELOPMENT AND SCRUTINY PANEL

Monday, 19th March, 2012

Present:- Councillors: Sally Davis (Chair), Dine Romero (Vice-Chair), Liz Hardman, Mathew Blankley, David Veale and Ian Gilchrist

Co-opted Voting Members:- Mrs T Daly and Sanjeev Chaddha

Co-opted Non-voting Members:- Chris Batten

Also in attendance: Ashley Ayre (Strategic Director - People and Communities), Tony Parker (Divisional Director, Learning and Inclusion), Mike Bowden (Divisional Director - Service Development), Helen Hoynes (School Organisation Manager), Kate Murphy (Drug & PSHE Consultant) and Liz Ball (Manager of Project 28)

Councillor Nathan Hartley, Cabinet Member for Early Years, Children & Youth

64 WELCOME AND INTRODUCTIONS

The Chairman welcomed everyone to the meeting.

65 EMERGENCY EVACUATION PROCEDURE

The Chairman drew attention to the emergency evacuation procedure.

66 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Councillor Douglas Nicol, David Williams (C of E Diocese), Dawn Harris (Secondary School Representative) and Peter Mountstephen (Primary School Representative) had sent their apologies to the Panel. Teresa Austin was present as a substitute on behalf of Peter Mountstephen.

67 DECLARATIONS OF INTEREST UNDER THE LOCAL GOVERNMENT ACT 1972

Councillor Dine Romero declared a personal and non-prejudicial interest in relation to Agenda Item 10 (Primary and Secondary School Organisation Plan 2011-2015) as she has children that attend Hayesfield, Ralph Allen and Moorland Infants School. She stated that was also a governor at Moorland Infants School.

68 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

There was none.

69 ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING

The Chairman announced that Councillor Colin Barrett had intended to address the Panel in relation to Agenda Item 10 (Primary and Secondary School Organisation Plan 2011-2015), but was unable to attend the meeting due to other Council business. She said that she would read out his written statement when the Panel reached that item.

70 MINUTES - MONDAY 23RD JANUARY 2012

Councillor Ian Gilchrist wished to raise a question relating to the proposed Home to School Transport Review and Tess Daly asked if Councillor Hartley had received a reply from the Government in response to his question relating to Academies and Sex and Relationship Education.

The Chairman replied by saying that both of those points would be picked up later in the meeting by Councillor Hartley in his Cabinet Member Update.

The Panel confirmed the minutes of the previous meeting as a true record and they were duly signed by the Chairman.

71 YOUTH DEMOCRACY & PARTICIPATION OVERVIEW

The Strategic Planning Officer for the Children's Health & Commissioning Service was unable to attend on this occasion and so the Panel decided to defer the item.

72 PREVENTING DRUG AND ALCOHOL MISUSE BY YOUNG PEOPLE

The Drug & PSHE Consultant introduced this item to the Panel alongside Liz Ball, the Manager of Project 28.

The Drug & PSHE Consultant spoke of the strong partnership network that exists between the two organisations and highlighted some of the aims of the Young People's Substance Misuse Group as set out within the report.

Liz Ball addressed the Panel. She informed them that around 100 young people a year are seen directly by the service and around 300 are seen by outreach workers. She added that a drop in service was also available every afternoon and importantly the service as a whole was shaped and ran by young people.

Councillor Liz Hardman wished to congratulate them both for the work that they do. She asked how the Council could be assured that schools use their PSHE time to educate on these matters.

The Drug & PSHE Consultant replied that as a partnership they needed to ensure that they do and added that she felt they currently do.

Councillor Dine Romero asked if the local academies have used the service to help as part of their education.

The Drug & PSHE Consultant replied that yes they have used the service over the past year.

Councillor Dine Romero asked the same question in relation to private schools.

The Drug & PSHE Consultant replied that she had carried out some training with private schools and that they were always invited to PSHE training events.

The People & Communities Strategic Director commented that Liz and her team should be commended for the work they have done and for putting a real focus on the needs of young people.

The Drug & PSHE Consultant concluded by offering to invite members of the Panel to a future training event.

The Chairman on behalf of the Panel thanked her for the offer and the report she had submitted to them.

73 PRIMARY AND SECONDARY SCHOOL ORGANISATION PLAN 2011-2015

The Chairman read out a statement from Councillor Colin Barrett. He wished to raise the issues of traffic flow and parking at Weston All Saints Primary School, he called for temporary buildings to not be used in any expansion of the school site and requested that the school be fully consulted on the proposals within the report.

The School Organisation Manager replied that she was sure that Planning officers would have a view on the traffic related matters, permanent accommodation on site was likely to be sought rather than temporary buildings and that talks with the school were on-going regarding the proposals.

She added that the Authority would need to consider the timing of the delivery of any additional places that might be required, particularly where the need for places is created by more than a single development and where Developer Contributions might need to be pooled or where a Developer Contribution from a single development is received in several staged payments.

Councillor Liz Hardman asked if whether the Council could take a more strategic view and factor in potential new homes.

The School Organisation Manager replied that Children's Services were working with Planning Policy officers to form a strategic view and using the most current available data.

Tess Daly asked if any further investigation of the figures relating to Swainswick School were required as only 12 pupils were due to enter the next reception class. She added that she was happy to see the balance of denominational and non-denominational schools remaining.

The Divisional Director for Learning and Inclusion replied that Swainswick was a small community school that was almost full as it stands. He added that there were no plans to expand it.

Sanjeev Chaddha asked if as part of the risk assessment the officers had considered the risk associated with the closure of an independent Primary School and if not, would they consider adding it.

The School Organisation Manager replied that they had not considered this directly although the number of surplus places had been assessed. She said that this scenario would be added to the risk assessment.

The Chairman thanked the officers on a well written report.

The Panel **RESOLVED** to agree:

- (i) The proposed strategy for the provision of school places within the 2011 – 2015 plan period.
- (ii) To note the proposed strategy for the provision of school places over the longer term up to 2026.

74 CHILD PROTECTION ACTIVITY AND PERFORMANCE

The People & Communities Strategic Director introduced this item to the Panel. He informed them that he was in talks with the Improvement and Performance team with regard to developing some local indicators for this work area.

He then wished to highlight some of the key facts within the report.

- There was a steady increase in the number of children with protection plans throughout 2010/11 with a marked increase in the final quarter – 106 represented the highest number since the late 1990's. The Children's Service investigated this position and determined that the increase has been the result of a combination of factors (the complexity of new cases and risks being identified: cases where long standing but low level concerns have increased to become risks of significant harm: the quality of some assessments and multi-agency evaluations of the risk of harm resulting in cautious decisions about the need for some protection plans) – and took actions to address these factors which have resulted in an appropriate reduction in the number of children with protection plans and more children in need plans – whilst ensuring that protection plans are in place for all who require them.
- **Child Protection Plans lasting two years or more (NI 64)**
The improvement noted throughout 2010/11 (which resulted in the end of year figure being only slightly off target), has been maintained and is on target for 2011/12. It must be noted that these percentages represent a small number of children and families. We have processes in place to review the circumstances of each child. Each child protection plan is reviewed by a multi-agency case conference, and the decision to continue with child

protection plans quality assured by the LSCB's Safeguarding Children Sub Committee.

- **Children becoming subject to a child protection plan for a second or subsequent time (NI 65)**

Our performance in this area had been strong for a number of years – exceeding both the national and family of Local Authorities' performance. As noted in previous reports, performance throughout 2010/11 was however off target (and above national and comparator positions). Gradual improvements have been achieved throughout the first three quarters of 2011/12 and it is now possible that the end of year target will be achieved. We are now closer to the level of comparator authorities. Absolute numbers are small but performance did raise questions about the overall effectiveness of the services provided by agencies at the conclusion of child protection plans to prevent risks from re-emerging. Ensuring that these are in place and consistently accessed by families is central to the re-design of Children's Social Care Service currently underway and has been reported to the LSCB. This should effect further improvements in the longer term.

- **Child protection cases which were reviewed within timescales (NI 67)**

Our performance is 100% and has been for the past eight years. Although this indicator is no longer part of the National Indicator set for safeguarding, we will continue to monitor this area of performance given its importance in underpinning good and timely planning.

- **Initial assessments by Children's Social Care carried out within ten working days of referral (NI 59) – (previously seven working days)**

The percentage of referrals that are subsequently taken forward to Initial Assessment has risen from 35% in 2008-9 to 74% in 2011-12. This means that the service carried out 400 Initial Assessments in 2008-9 compared to a projected figure of 1295 Initial Assessments in 2011-12. This is a three-fold increase in Initial Assessment workload with only three additional posts added to the social work workforce during this period. Sustaining this level of performance and also improving quality of work cannot be fully disassociated from the level of resource available to carry out this work.

Councillor Liz Hardman asked if he felt he had enough resources to continue this level of work.

The People & Communities Strategic Director replied that that was a difficult question to answer, but he believed that all posts were currently deployed to best effect.

The Panel **RESOLVED** to:

- (i) Note the report and the actions being taken in respect of the reported performance.
- (ii) Request further performance reports from the Chair of the Local Safeguarding Children Board in order to maintain an overview of the Council, and partner agencies', child protection activity and performance.

75 OFSTED INSPECTION OF SAFEGUARDING AND LOOKED AFTER CHILDREN SERVICES

The People & Communities Director introduced this item to the Panel. He informed them that following the inspection the service was working on an improvement plan and that he would be happy to bring that back to the Panel at a future meeting. He added that the main aim from Ofsted's current framework is for services to seek procedural compliance and to consistently meet standards. The majority of the services' outcomes within this inspection were good but could not be graded as such because the procedures were not consistent.

The Chairman suggested the Panel receives the improvement plan at its July meeting and then a further report from the service in January 2013.

The Panel **RESOLVED** to:

- (i) Note the report and the actions to be taken to respond to recommendations for areas for improvement.
- (ii) Note the arrangements proposed for reviewing and reporting progress with those actions to the Local Safeguarding Children Board; the Corporate Parenting Group; the In-Care Council; and the Partnership Board for Health and Wellbeing.
- (iii) Request that the Director of People and Community and Divisional Director, Safeguarding, Social Care and Family Service present a progress report to the Panel at its July 2012 meeting.

76 SCHOOL PARTNERSHIPS

The Divisional Director for Service Development introduced this item to the Panel. He spoke of how following a series of conferences, workshops and discussions, all schools were asked to complete a survey during December 2011, letting us know their current thinking about academy conversion, which potential models of service delivery they would support for the 'core' educational services we currently provide and what support the authority can best offer to enable schools to adapt in the changing context.

He added that in response to the survey results, a draft proposal had been produced suggesting that the Authority could continue to provide the broad range of services for a minimum of 2 years, while further work is undertaken to consider the future of each service – this would require some reciprocal commitment from schools.

He informed the Panel that a broadly positive response to the proposal had been received from both heads and governors and that he was now in the process of developing plans for implementation. He added that there was a significant on-going role for the Council to play with regard to school planning and education.

The People and Communities Director commented that a comprehensive report had been recently submitted to the Change Board and that the service had a reputation of being in the lowest quartile for costs, yet the highest quartile for outcomes.

The Panel **RESOLVED** to note the report and receive a further update in due course.

77 CABINET MEMBER UPDATE

Councillor Ian Gilchrist called for better supervision at Youth Centres during future Youth Parliament elections having witnessed ballot stuffing during the count at the event. He stated that he saw around 20 votes bundled together and marked in exactly the same way within one ballot box.

Councillor Nathan Hartley, Cabinet Member for Early Years, Children & Youth replied by saying that he was aware of the incident and was in the process of following it up with the Elections team and Off The Record.

In response to the question posed earlier in the meeting from Tess Daly relating to Sex and Relationship Education (SRE) in Academies he handed out the response he had received from Lord Jonathan Hill, Parliamentary Under Secretary of State for Schools. The response stated that the Government expects SRE and PSHE (Personal, Social, Health and Economic Education) to be delivered by Academies as part of the broad and balanced curriculum that they are required to provide.

Councillor Hartley then informed the Panel of some of his latest actions, plans and visits.

- On the 14th March the Cabinet resolved (unanimously) to adopt the Youth Service Vision and Young People's Pledge.
- He met with the Governors of Broadlands School to discuss perspective Academy sponsors.
- Vision & Values – He hoped that more schools would become community hubs in the future.
- Healthy Living Week – As part of this initiative in May he plans on visiting as many schools as possible during the week.
- Southside Family Project – A three year contract has been awarded to the project to enable the development of hubs around the authority.
- The Council is to become a Stonewall Education Champion to help to ensure that no young person is bullied because they are, or are thought to be, gay, lesbian or bisexual.

Councillor Dine Romero asked how big the problem of homophobic bullying at schools was within the Council.

Councillor Hartley replied that he believed it currently occurred on almost a daily basis.

The People and Communities Director added that the Council needed to encourage an environment where children feel that they can raise their concerns.

The Chairman on behalf of the Panel thanked Councillor Hartley for his update.

78 PEOPLE & COMMUNITIES STRATEGIC DIRECTOR'S BRIEFING

The People & Communities Strategic Director addressed the Panel. He said that with regard to the recently proposed Home to School Transport Review a Terms of Reference was being drafted and once it had been agreed by the Chairman of the Panel and the Cabinet Member it would be circulated to all members of the Panel.

He posed the question of whether the Panel would like to have the matter of Complex Families / Community Budgets as a future agenda item of the Panel.

He informed the Panel that he was currently the lead South West Director for Sector Led Improvement. He added that as part of the initiative the authority was required to carry out its own self-assessment.

The Chairman on behalf of the Panel thanked him for his update.

79 PANEL WORKPLAN

The Chairman of the Panel introduced this item. She asked if any member wished to raise an issue that they would like to add to the workplan.

Councillor Ian Gilchrist asked if the Panel could receive a report on the number of permanent exclusions issued across the schools within the authority.

The Divisional Director for Learning & Inclusion replied that the Council holds a great deal of data on that matter and therefore it should not be too onerous to produce a report.

The Panel **RESOLVED** to approve this proposal.

The meeting ended at Time Not Specified

Chair(person)

Date Confirmed and Signed

Prepared by Democratic Services

Bath & North East Somerset Council	
MEETING:	Early Years, Children and Youth Policy Development and Scrutiny Panel
MEETING DATE:	21 st May 2012
TITLE:	Bath & North East Somerset Council Home to School Transport 2012/13 Review: Draft terms of reference
WARD:	ALL
AN OPEN PUBLIC ITEM	
List of attachments to this report:	
1. Draft terms of reference for Panel approval	

1. THE ISSUE

1.1 At their meeting on 23rd January 2012, the Early Years, Children and Youth (EYCY) Panel received a letter from Councillor Nathan Hartley (Cabinet Member for Early Years, Children and Youth) in which he asked the Panel to consider undertaking a review of Home to School Transport in order to attempt to make some financial reductions as part of the 2013/14 budget setting process. It was agreed at this meeting that further analysis of past decisions were initially required before a decision could be made on what needed to be reviewed.

1.2 After reviewing previous research and having informal discussions with the Chair of the Panel, Cabinet member and the Strategic Director it was agreed that there were many wider issues that now needed to be reviewed compared to the past reviews carried out on home to school transport, which included; *The Passenger Transport Review (March 2005)* & *The Transport to Secondary School Review (2008)* and that it is now more important than ever, particularly in today's economic climate to understand the Council's commitment to maintain transport services for young people whilst ensuring the most efficient deployment of public funds and the full range of statutory Home to School Transport (HTST) policy duties in this field are being met.

2 RECOMMENDATION

The Early Years, Children and Youth Policy Development & Scrutiny Panel is asked to:

- 2.1 Consider the draft terms of reference for the review and make any further comments on the terms of reference
- 2.2 Agree to undertake the review within the timescales set out in the terms of reference.

3 FINANCIAL IMPLICATIONS

- 3.1 The review must be completed within the resources available to the Early Years, Children and Youth Policy Development and Scrutiny Panel.

4 THE REPORT

- 4.1 The draft terms of reference details the scope of the review, anticipated timescales, known constraints and potential consultation options to take place between July-November (avoiding the school holidays). Specifically the Panel will:
- Investigate past and current work in this area within the council (2007-to date)
 - Investigate what other Local Authorities are doing in order to undertake some comparative analysis against our own HTST policies (operations/ methodologies) and identify any best practice methods to inform future recommendations for the review
 - Undertake a number of different consultation activities with key stakeholders to identify the impact of HTST policies (sub sets) on parental choice and cost
 - Undertake financial/cost analysis of the possible options identified through the reviews findings, ensuring that all affordable solutions are identified and reviewed.
- 4.2 The steering Group acknowledge that previous Scrutiny work has been undertaken on this subject, but recognise that there is a current need for further investigation to ensure that our transport services are making the efficient deployment of public funds and meeting the full range of statutory duties in this field for young people in our area

5 RISK MANAGEMENT

- 5.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

6 EQUALITIES

- 6.1 Equalities issues were considered by the Panel as part of their work in formulating the scope of this proposed investigation and further equalities work would be undertaken during the course of consultation and formulation of the final recommendations.

7 CONSULTATION

- 7.1 *Cabinet Member; Overview & Scrutiny Panel; Stakeholders/Partners; Section 151 Finance Officer; Chief Executive; Monitoring Officer*
- 7.2 A scoping meeting was held between the proposed steering group that includes Councillors from the Panel, the Panel's Roman Catholic Diocese representative and a parent representative from a local SEN school. The draft terms of reference was also circulated to further governor representatives, the Strategic Director for People and Communities, Section 151 Officer and Council's Monitoring Officer. Further consultation with parents/carers, young people, schools and other relevant

stakeholders would also take place during the consultation phase of the review once agreed by the Panel.

8 ISSUES TO CONSIDER IN REACHING THE DECISION

8.1 *Young People; Health & Safety; Other Legal Considerations*

9 ADVICE SOUGHT

9.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

Contact person	<i>Sally Davis- Chair of the Early Years, Children and Youth Policy Development and Scrutiny Panel (01761 472356)</i> <i>Lauren Rushen – Policy Development & Scrutiny (01225 396410)</i>
Background papers	<i>None</i>
Please contact the report author if you need to access this report in an alternative format	

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TERMS OF REFERENCE

Review Title: Bath & North East Somerset Council Home to School Transport 2012/13 Review

A Review by the Early Years, Children and Youth (EYCY) Policy Development & Scrutiny Panel

1. Background

The basis of this review has developed from a letter which was received at the EYCY Panel meeting on the (23rd Jan 2012). This was sent from Councillor Nathan Hartley, Cabinet Member for Early Years, Children and Youth in which he asked the Panel to consider undertaking a review of Home to School Transport in order to attempt to make some financial reductions as part of the 2013/14 budget setting process. It was agreed at this meeting that further analysis of past decisions were initially required before a decision could be made on what needed to be reviewed.

After reviewing previous research and having informal discussions with the Chair of the Panel, Cabinet member and the Strategic Director it was agreed that there were many wider issues that now needed to be reviewed compared to the past reviews carried out on home to school transport, which included; *The Passenger Transport Review (March 2005)* & *The Transport to Secondary School Review (2008)* and that it is now more important than ever, particularly in today's economic climate to understand the Council's commitment to maintain transport services for young people whilst ensuring the most efficient deployment of public funds and the full range of statutory Home to School Transport (HTST) policy duties in this field are being met.

"The Government wants local authorities to share best practice and ensure they have processes and systems in place that provide value for money and contribute to the reduction of bureaucracy (Department for Education, September 2011)"¹

2. Purpose

To maintain transport services for young people whilst ensuring the most efficient deployment of public funds and meeting the full range of statutory duties in this field

3. Objectives of PDS Review

The objectives of this Policy Development & Scrutiny Review are to:

3.1 To consider the impact of current HTST policy and its various sub-sets in relation to parental choices and cost of delivery. Policy sub-sets are:

- HTST on grounds of distance
- HTST on grounds of hazardous route
- HTST on grounds of denomination
- HTST on grounds of a child or young person being 'looked after'
- HTST on grounds of having a statement of SEN

¹ Department for Education, Efficiency and Practice: Home to School Transport Review-2011

- 3.2 To consider the effectiveness and efficiency of current policies and their operation and undertake some comparative studies of the policies and cost of other Local Authority's.
- 3.3 To consider the deployment of HTST funding within the overall context of Council spending on public transport services. Identifying the most affordable solution to maximise the use of existing resources.
- 3.4 To make recommendations to the Cabinet, identifying the relevant Cabinet Member(s), with any changes to policies and operations in light of the findings of the Panel.

4. Scope of Policy Development and Scrutiny (PDS) Review

To achieve its objectives, the Panel will:

- 4.1 Investigate past and current work in this area within the council (2007-to date)
- 4.2 Investigate what other Local Authorities are doing in order to undertake some comparative analysis against our own HTST policies (operations/ methodologies) and identify any best practice methods to inform future recommendations for the review
- 4.3 Undertake a number of different consultation activities with key stakeholders to identify the impact of HTST policies (sub sets) on parental choice and cost
- 4.4 Undertake financial/cost analysis of the possible options identified through the reviews findings, ensuring that all affordable solutions are identified and reviewed.

5. Out of Scope:

- This review will only be looking at the Councils statutory responsibilities for providing Home to School Transport and will not be looking at other areas such as reducing bus fares.
- Transport to private schools will not be examined during this review

6. Approach

The Panel will undertake the following activities to gather information:

6.1 Research

The steering group will need to consider what work we are currently doing in this area or already planning to do. This would then avoid any duplication of effort and sharing of information and findings, it will also set the scene for what further investigation needs to be undertaken.

Specifically:

- Brief on what statutory HTST policies & sub sets (as above) that the Council currently provides and why. (Identifying the minimum requirements and what we have modified to achieve this.)

- What work has been undertaken on this since 2007 to date and what can it already tell us.
- Data on the numbers of young people in Bath & North East Somerset that are currently provided with statutory school transport and the cost of this travel (to also include Academies and Special Schools).

6.2 Undertake some comparative analysis of other Local Authorities reviews into Home to School Transport, particularly examining our benchmarking and neighbouring Local Authorities. A findings brief on the outcomes of any work could then provide the steering group with some Best Practice examples for consideration during this review.

Recent Publications of HTST reviews include:

- Cheshire West and Chester Home to School Transport Review and post 16
- Southampton Home to School and post 16 transport Policy Review (2011/12)
- Gloucestershire Home to School Transport Review (2011)
- Department for Education (Efficiency and Practice – home to School Transport review) (September 2011)

6.3 Consultation:

The initial research findings (6. Approach) will help to determine what further consultation needs to be undertaken and why. There is a range of consultation methods that other Local Authorities have used to examine HTST, some of these are also possible options that the steering group may wish to consider when measuring the effectiveness of our current HTST policies and examining the value for money of our current services.

The possible methods include:

- Contributor session to establish the views of key stakeholders.
- All Schools would be contacted directly to inform them about the review
- Seeking the views of parents/carers, children and young people, schools, companies through an online e- consultation survey advertised out to all School Councils. Or a commissioned questionnaire/research.
- Focus groups/seminars
- Media releases launching the consultation
- A consultation document with key information and a Freepost return form, available in all schools and libraries
- An online equivalent for easy completion at home
- An online resource area with Frequently Asked Questions and links to existing policies
- Letters to parents most directly affected and messages to all other parents via schools
- Meetings with representative bodies (diocesan authorities, head teachers and governors of faith/selective schools)
- Open meetings for parents/carers, children and young people and communities, based in either schools most affected or in convenient school locations to ensure full coverage of the county
- Engagement with young people (including use of social networking sites).

- School visits by steering group member's during school travel time

7. Formulation of recommendations

- Financial options are analysed and examined in relation to overall Council spend on public transport services. This would focus on the examination of our current spend compared to what we feel that we actually need to spend
- All information gathered will be considered by the EYCY Policy Development & Scrutiny Panel, at an informal session, and conclusions and recommendations drawn up.

8. Outputs of this Review

- Notes and papers from public Early Years, Children and Youth Policy Development & Scrutiny Panel meetings
- Notes and papers from any consultation findings/ results
- Report incorporating key findings, conclusions and recommendations
- Recommendations to be presented to the Cabinet (lead Cabinet Members are likely to be the Cabinet Member for Early Years, Children and Youth and the Cabinet Member for Transport).

9. Constraints

- The review must be managed within the budget and resources available to the Panel.
- As this review impacts on all schools, all public meetings will need to be held during term times.
- The review research and findings will need to have consideration to the requirements of the Equalities Act.
- The consultation will need to be timely, allowing enough time to make a decision before the end of the next financial year (2013-14 budget) and ready for publication in the (2013-14) school admission booklets published each August.
- The Steering Group will report back on the findings from this review to the Early Years, Children and Youth Policy Development & Scrutiny Panel at the May 2013 meeting.

10. Relevant Stakeholders for the Review include:

- Parents/Carers/ Guardian
- Children and young people
- Diocese
- All schools
- School Governors

Draft Outline Project Plan

Date	Stage / Activity	Meeting Type
Terms of reference		
May 2012	PDS Private briefing to discuss Terms of reference	Private
May 2012	Public agreement of TOR at EYCY PDS	Public
July 2012	Research and briefing reports	Private
Consultation		

July 2012	Steering group meeting	Private
Oct 2012	Public Meeting/ Contributor Session	Public
Report Writing		
Feb 2013	Steering group meeting to discuss Recommendations	Private
March 2013	Panel Meeting	Public
May 2013	Final report and recommendations to Cabinet	Public
July 2013	Cabinet Response	Public

Project Team

Early Years, Children and Youth Policy Development & Scrutiny Panel	(Chair) Cllr Sally Davis (Vice Chair) Cllr Dine Romero Cllr Ian Gilchrist Cllr Liz Hardman Cllr David Veale Representative Governor (Fosseway School) Ian Harvey Panel's Roman Catholic Diocese Co-opted Member, Mrs Tess Daly
Cabinet Members	Nathan Hartley (Early Years, Children and Youth)
Directors:	Ashley Ayre (Children Services)
Service Officers:	Kevin Amos
Policy Development & Scrutiny Officer:	Lauren Rushen
Panel Administrator, Democratic Services	Mark Durnford

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Briefing Note to Early Years, Children and Youth Policy Development and Scrutiny Panel 21 May 2012

Re: Role of the Director of Children's Services (DCS)

1. This is an informal briefing note to the EYC & Y Panel about the role of the DCS.
2. The DCS post is regulated under the Children Act 2004 which sets out the specific accountabilities of the DCS as the Government legislated to bring together Education Services and Children's Social Care Services following the Victoria Climbié inquiry.
3. Statutory guidance was issued by the DfE which required all 'upper tier' local authorities i.e. those with Education and Social Care Services to appoint a DCS combining the statutory roles of Chief Education Officer and Director of Social Services (for Children and Young People). The post was required to be a 'first tier' Chief Officer meaning that the post holder had to be directly managed by and accountable to the Chief Executive/Head of Paid Service of the Local Authority.
4. The statutory guidance was revised and following consultation re-enacted with effect from 1 April 2012. A copy of the revised guidance is attached for reference.
5. As part of the revised guidance any local authority intending to combine the DCS responsibilities with any other accountabilities is strongly advised to carry out an assurance process to ensure that the statutory accountabilities vested in the post are appropriately identified and discharged within the structure and line management arrangements.
6. Given the proposals to create a 'People and Communities' Department it is envisaged that such an assurance process will be put in place for completion by late June 2012.
7. The Chief Executive has asked the Strategic Director: People and Communities to establish an Assurance Process. I will liaise with the Head of Human Resources to advise the process and ensure robustness. In addition, I will request Mr J Gould, Independent Chair of the Local Safeguarding Children Board (LSCB) to test this process and report directly to the Chief Executive.
8. The elements to be included in the Assurance Process are also attached in a basic template form and I will share the finalised template and outcome of the process with the Panel as its September meeting.

Ashley Ayre
Strategic Director: People and Communities Department

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Department
for Education

STATUTORY GUIDANCE ON THE ROLES AND RESPONSIBILITIES OF THE DIRECTOR OF CHILDREN'S SERVICES AND THE LEAD MEMBER FOR CHILDREN'S SERVICES

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About this Guidance

1. This is statutory guidance issued by the Secretary of State for Education. Local authorities in England must have regard to it in relation to the appointment of the Director of Children's Services (DCS) and the designation of the Lead Member for Children's Services (LMCS). This guidance covers the legislative basis for the two appointments, roles and responsibilities of the post holders, and how this relates to Government expectations about local authorities' role in education and children and young people's services.

Expiry/review date

2. This guidance replaces the previous versions, issued in 2005 and 2009. The guidance will be *reviewed* on an annual basis to check whether it is still fit for purpose; but it will only be *revised* if it is no longer considered to be fit for purpose. Annex A lists other sources of information and guidance and will be updated regularly.

What legislation does this guidance relate to?

3. This document is issued under sections 18(7) (Director of Children's Services) and 19(2) (Lead Member for Children's Services) of the Children Act 2004. This means that local authorities must have regard to it and, if they decide to depart from it, they will need to have clear reasons for doing so.

Who is this guidance for?

4. This guidance is for local authorities in England with responsibility for education¹ and children's social services functions.

Key points

- The *Children Act 2004* requires every upper tier local authority to appoint a Director of Children's Services and designate a Lead Member for Children's Services.
- The DCS and LMCS are appointed for the purposes of discharging the education and children's social services functions of the local authority. The functions for which they are responsible are set out in section 18(2) of the Children Act 2004. This includes (but is not limited to) responsibility for children and young people receiving education or children's social care services in their area and all children looked after by the local authority or in custody (regardless of where they are placed).
- Within this legal framework, it is for individual local authorities to determine their own organisational structures in the light of their local circumstances. However, local authorities must ensure that there is both a single officer and a single elected member each responsible for both education and children's social care. The DCS and LMCS

¹ References in this guidance to local authority "education" functions do not include further and higher education functions listed at section 18(3) of the Children Act 2004.

should each have an integrated children's services brief, ensuring that the safety and the educational, social and emotional needs of children and young people are central to the local vision. Between them, the DCS and LMCS provide a clear and unambiguous line of local accountability.

- The DCS has professional responsibility for children's services, including operational matters; the LMCS has political responsibility for children's services. Together with the Chief Executive and Leader or Mayor², the DCS and LMCS have a key leadership role both within the local authority and working with other local agencies to improve outcomes for children and young people.
- The DCS is a politically restricted statutory chief officer post; they should be a first tier officer and report directly to the Chief Executive.
- Local authorities should, as a matter of course, assure themselves that their arrangements enable them to discharge their education and children's social care functions effectively.
- Given the breadth and importance of children's services functions that the DCS and LMCS cover, local authorities should give due consideration to protecting the discrete roles and responsibilities of the DCS and LMCS before allocating to them any additional functions other than children's services.

² Local authorities that are considering adopting the committee system should take into account any implications for the DCS and LMCS roles.

The Director of Children's Services and Lead Member for Children's Services

The Director of Children's Services (DCS)

5. Section 18 of the Children Act 2004 requires every top tier local authority to appoint a Director of Children's Services. The DCS has professional responsibility for the leadership, strategy and effectiveness of local authority children's services and, as such, this post should be at first tier officer level. The DCS is responsible for securing the provision of services which address the needs of all children and young people, including the most disadvantaged and vulnerable, and their families and carers. In discharging these responsibilities, the DCS will work closely with other local partners to improve the outcomes and well-being of children and young people. The DCS is responsible for the performance of local authority functions relating to the education and social care of children and young people. The DCS is responsible for ensuring that effective systems are in place for discharging these functions, including where a local authority has commissioned any services from another provider rather than delivering them itself. The DCS should have regard to the General Principles of the United Nations Convention on the Rights of the Child (UNCRC) and ensure that children and young people are involved in the development and delivery of local services.

6. The DCS is a politically restricted statutory chief officer post³. This means the post holder is prevented from taking part in certain political activities. In particular, the DCS is disqualified from being an elected member of the local authority. The DCS should report directly to the Chief Executive (Head of Paid Service), who in turn is accountable to the Council for the performance of its chief officers⁴. Local authorities are strongly encouraged to involve children and young people in the appointment of the DCS.

The Lead Member for Children's Services (LMCS)

7. Section 19 of the Children Act 2004 requires every top tier local authority to designate one of its members as Lead Member for Children's Services. The LMCS will be a local Councillor with delegated responsibility from the Council, through the Leader or Mayor⁵, for children's services. The LMCS, as a member of the Council Executive, has political responsibility for the leadership, strategy and effectiveness of local authority children's services. The LMCS is also democratically accountable to local communities and has a key role in defining the local vision and setting political priorities for children's services within the broader political context of the Council.

8. The LMCS is responsible for ensuring that the needs of all children and young people, including the most disadvantaged and vulnerable, and their families and carers, are addressed. In doing so, the LMCS will work closely with other local partners to improve the outcomes and well-being of children and young people. The LMCS should have regard to the UNCRC and ensure that children and young people are involved in the development and delivery of local services. As politicians, LMCSs should not get drawn into the detailed day-to-day operational management of education and children's

³ Under section 2 of the Local Government and Housing Act 1989 (as amended).

⁴ See Schedule 1 to the Local Authorities (Standing Orders) (England) Regulations 2001 SI 3384.

⁵ In local authorities with executive governance models.

services. They should, however, provide strong, strategic leadership and support and challenge to the DCS and relevant members of their senior team as appropriate.

Ensuring a clear line of accountability

9. Integrating education and children's social care services under a single officer and a single member provides both a strategic and professional framework within which the safety and the educational, social and emotional needs of children and young people are considered together. The DCS and LMCS roles provide a clear and unambiguous line of political and professional accountability for children's well-being. The DCS and LMCS should report to the Chief Executive and to the Council Leader or Mayor respectively as the post holders with ultimate responsibility for the political and corporate leadership of the Council and accountability for ensuring that the effectiveness of steps taken and capacity to improve outcomes for all children and young people is reflected across the full range of the Council's business. The DCS and LMCS (in their respective roles) will also need to work closely with the Director of Public Health as the principal adviser on health to officials and members.

Additional functions not related to local authority children's services

10. It is legally permissible for the DCS and LMCS roles to be combined with other operational and political functions of the local authority. However, given the breadth and importance of children's services functions that the DCS and LMCS cover, local authorities should give due consideration to protecting the discrete roles and responsibilities of the DCS and LMCS before allocating any additional functions to individuals performing these roles. In particular, local authorities should undertake a local test of assurance so that the focus on outcomes for children and young people will not be weakened or diluted as a result of adding such other responsibilities (see paras 13-16 below). Given the demanding nature of the DCS and LMCS roles, local authorities should consider *all* aspects of any combined posts (e.g. the impact on both children and adult services where there is a joint DCS and Director of Adult Social Services post).

11. The DCS should report directly to the Chief Executive, so it is not appropriate for the Chief Executive also to hold the statutory role of DCS (except possibly as a temporary measure whilst the Council actively takes steps to fill a vacant DCS post and an alternative interim DCS appointment is not considered appropriate).

Joint DCS appointments

12. It is legally permissible for two or more local authorities to appoint a single joint DCS to cover children's services responsibilities across all the local authority areas concerned.

Local assurance

13. Local authorities will, as a matter of course, want to ensure their structures and organisational arrangements enable them to:

- fulfil their statutory duties effectively (including ensuring that children, young people and families receive effective help and benefit from high educational standards locally);

- be transparent about responsibilities and accountabilities; and
- support effective interagency and partnership working.

14. A local authority should carry out effective assurance checks, integrated as part of their usual decision-making and scrutiny work, of their structures and organisational arrangements. Once any new arrangements are in place, local authorities should review their arrangements regularly to satisfy themselves that they continue to be effective.

15. These assurances should be agreed within the Council. They should be subject to self-assessment within the local authority, and to peer challenge and review, as part of the process of securing continuous sector-led improvement in the quality of services. Where, as part of Ofsted's assessment of the quality and effectiveness of local authority leadership and management, inspectors identify an issue arising from the local authority's arrangements for discharging the DCS and LMCS functions, they may decide to look at the quality and effectiveness of the authority's assurance process.

16. It is for each local authority to determine the precise nature of its own assurance process and how to provide transparency for local communities about which individuals are fulfilling the statutory roles of DCS and LMCS, taking account of local circumstances. However, in doing so, the following elements are likely to be essential in assuring that effective arrangements are in place:

- clarity about how senior management arrangements ensure that the safety and the educational, social and emotional needs of children and young people are given due priority and how they enable staff to help the local authority discharge its statutory duties in an integrated and coherent way;
- clarity about how the local authority intends to discharge its children's services functions and be held accountable for them from political, professional, legal and corporate perspectives (including where, for example, services are commissioned from external providers or mutualised in an arms length body);
- the seniority of and breadth of responsibilities allocated to individual post holders and how this impacts on their ability to undertake those responsibilities (especially where a local authority is considering allocating any additional functions to the DCS and LMCS posts);
- the involvement and experiences of children and young people in relation to local services;
- clarity about child protection systems, ensuring that professional leadership and practice is robust and can be challenged on a regular basis, including an appropriate focus on offering early help and working with other agencies in doing so; and
- the adequacy and effectiveness of local partnership arrangements (e.g. the local authority's relationship with schools, the Local Safeguarding Children Board (LSCB), the courts, children's trust co-operation arrangements, Community Safety Partnerships, health and wellbeing boards, Youth Offending Team partnerships, police, probation, Multi-Agency Public Protection Arrangements and Multi-Agency Risk Assessment Conferences) and their respective accountabilities.

Roles and Responsibilities of the DCS and LMCS

17. Local authorities are bound by some 200 statutory duties covering education and children's social care. The way in which the roles and responsibilities of the DCS and LMCS are fulfilled will vary between different places and change over time. This guidance does not attempt to cover all these duties in detail but the key aspects of those roles are outlined below.

Leadership and partnership

18. The DCS and LMCS work together to provide strong, strategic local leadership and development of an increasingly autonomous and diverse education and children's services sector. Working with headteachers, school governors and academy sponsors and principals, the DCS and LMCS should support the drive for high educational standards for all children and young people, paying particular attention to the most disadvantaged groups. They should also ensure that children's services are integrated across the council, for example to support a smooth transition from children's to adults' services. The DCS and LMCS should involve and listen to parents, carers, children and young people. The DCS and LMCS have a key role in ensuring that the local voluntary and community sector, charities, social enterprises, the private sector and children and young people themselves are included in the scope of local authority planning, commissioning and delivery of children's services where appropriate.

19. Section 10 of the Children Act 2004 places a duty on local authorities and certain named partners (including health) to co-operate to improve children's well-being. The DCS and LMCS must lead, promote and create opportunities for co-operation with local partners (for example, health, police, schools, housing services, early years, youth justice, probation, higher and further education, and employers) to improve the well-being of children and young people. Local authorities must also (by virtue of the Child Poverty Act 2010⁶) establish local co-operation arrangements to reduce child poverty, prepare and publish a local child poverty needs assessment, and prepare a local child poverty strategy.

20. As a statutory member of local health and wellbeing boards, the DCS will have a clear role in driving the development of the local Joint Strategic Needs Assessment (JSNA) and joint health and wellbeing strategy. The DCS will promote the interests of children, young people and their families. The DCS will also help join up local commissioning plans for clinical and public health services with children's social care and education, where appropriate, to address the identified local needs through the JSNA and joint health and wellbeing strategy. The DCS will make a key contribution to ensuring effective working relationships between the health and wellbeing board and the LSCB. The DCS is responsible for any agreements made under section 75 of the National Health Service (NHS) Act 2006 between the local authority and NHS relating to children and young people – for example, pooled budgets for commissioning and/or delivering integrated services covering children's health, social care and education.

21. Local authorities must comply with the duties set out in the Equality Act 2010, which means that, as well as ensuring that they do not discriminate unlawfully, DCSs and

⁶ Although the local authority duties under the Child Poverty Act 2010 are not included in the section 18(2) definition of functions for which the DCS/LMCS are automatically responsible, local authorities may nonetheless consider it appropriate to assign them to the DCS/LMCS.

LMCSs must take into account the likely impact of their policies and decisions on specified groups. In doing so, particular consideration should be given to Article 2 of the UNCRC. Local authorities should also maintain an audit trail to demonstrate how equalities matters were considered as part of the decision-making process.

Safeguarding

22. Section 11 of the Children Act 2004 requires local authorities and other named statutory partners to make arrangements to ensure that their functions are discharged with a view to safeguarding and promoting the welfare of children. There is a similar requirement imposed on schools⁷. This should ensure that safeguarding is integral to all that local authorities, schools and other named partners do. The DCS and LMCS should ensure that there are clear and effective arrangements to protect children and young people from harm (including those attending independent schools). Local authorities are also required to set up a LSCB to coordinate the effectiveness of arrangements to safeguard and promote the welfare of children and young people in that area.

23. The DCS should always be a member of the LSCB and will be held to account for the effective working of the LSCB by their Chief Executive, including where the LSCB has an independent chair. The LMCS should be a “participating observer” of the LSCB; they may engage in discussions but not be part of the decision making process in order to provide the LMCS with the independence to challenge the DCS (and others) when necessary. The DCS also has a crucial role in ensuring collaboration and dialogue with the family courts so that high quality local authority assessments and other evidence contribute to effective and timely court processes for children.

Vetting and barring scheme

24. DCSs and LMCSs will not be in regulated activity in relation to children just by virtue of undertaking those posts⁸. The Government will publish detailed information about workplace safeguarding in good time for commencement of the new Vetting and Barring Scheme arrangements.

Vulnerable children and young people

25. Local authorities should work with partners to promote prevention and early intervention and offer early help so that emerging problems are dealt with before they become more serious. This will help to improve educational attainment, narrow the gaps for the most disadvantaged and promote the wider well-being of children and young people, including at key transition points.

26. More specifically, the DCS and LMCS in their respective roles:

- have a shared responsibility with all officers and members of the local authority to act as effective and caring **corporate parents for looked after children**, with key roles in improving their educational attainment, providing stable and high quality placements and proper planning for when they leave care;

⁷ In accordance with section 175 of the Education Act 2002 if they are maintained or the Independent School Standards set out pursuant to section 157 of that Act if they are independent schools, including Academies or Free Schools.

⁸ Subject to passage of the Protection of Freedoms Bill.

- must ensure that **disabled children** and those with **special educational needs** (SEN) can access high quality provision that meets their needs and fund provision for children with statements of SEN;
- must ensure arrangements are in place for **alternative provision for children outside mainstream education or missing education** (e.g. due to permanent exclusion or illness) to receive suitable full-time education;
- should ensure there is coherent planning between all agencies providing services for children involved in the **youth justice system** (including those leaving custody), secure the provision of education for young people in custody and ensure that safeguarding responsibilities are effectively carried out; and
- should understand local need and secure provision of services taking account of the benefits of **prevention and early intervention** and the importance of co-operating with other agencies to offer early help to children, young people and families.

Fair access to services

27. Local authorities should promote the interests of children, young people, parents and families and work with local communities to stimulate and support a diversity of school, early years and 16-19 provision that meets local needs. More specifically, the DCS and LMCS in their respective roles:

- must ensure **fair access to all schools for every child** in accordance with the statutory School Admissions and School Admissions Appeal Codes and ensure appropriate information is provided to parents;
- must ensure provision for suitable **home to school transport** arrangements;
- should actively promote a diverse **supply of strong schools**, including by encouraging good schools to expand and, where there is a need for a new school, seeking proposals for an Academy or Free School;
- should promote high quality **early years** provision, including helping to develop the market, securing free early education for all three and four year olds and for all disadvantaged two year olds⁹, providing information, advice and assistance to parents and prospective parents, and ensuring there are sufficient **Sure Start children's centre services** to meet local need and sufficient **childcare** for working parents;
- must secure access for young people to sufficient **educational and recreational leisure-time activities** and facilities for the improvement of their well-being and personal and social development;
- should promote children's and young people's participation in public **decision-making** so they can influence local commissioners; and
- should promote **participation in education or training of young people**, including by securing provision for young people aged 16-19 (or 25 for those with learning difficulties/disabilities).

⁹ The free entitlement to early education for disadvantaged two year olds will be statutory from 2013.

Educational excellence

28. Working with headteachers, school governors and academy sponsors and principals, local authorities should promote educational excellence for all children and young people and be ambitious in tackling underperformance. More specifically, the DCS and LMCS should in their respective roles:

- take rapid and decisive action in relation to **poorly performing schools**, including using their intervention powers with regard to maintained schools and considering alternative structural and operational solutions;
- develop robust **school improvement strategies**, including choosing whether to offer such services in a competitive and open school improvement market, working beyond local authority boundaries;
- promote high standards in education by supporting effective **school to school collaboration** and providing local leadership for tackling issues needing attention which cut across more than one school, such as poor performance in a particular subject area across a cluster of schools;
- support maintained schools in delivering an appropriate **National Curriculum** and early years providers in meeting the requirements of the **Early Years Foundation Stage** (as outlined in the EYFS Statutory Framework);
- establish a **schools forum** for their area, maintain a scheme for financing maintained schools and provide financial information; and
- undertake specified responsibilities in relation to **staffing and governance** of maintained schools.

Annex A – Further Sources of Information

You may be interested in the following links:

- Association of Directors of Children's Services – www.adcs.org.uk
- Centre for Excellence and Outcomes in Children and Young People's Services – www.c4eo.org.uk
- Child Health Profiles: www.chimat.org.uk/profiles
- Local Government Group – www.local.gov.uk
- National College for School Leadership – www.nationalcollege.org.uk
- Office for Standards in Education, Children's Services and Skills – www.ofsted.gov.uk
- Society of Local Authority Chief Executives – www.solace.org.uk
- United Nations Convention on the Rights of the Child – www.education.gov.uk/childrenandyoungpeople/healthandwellbeing/b0074766/uncrc

You may be interested in the following guidance:

- Code of Practice for Local Authorities on Delivery of Free Early Years Provision for 3 & 4 year olds (2010)
- Early identification, assessment of needs and intervention – The Common Assessment Framework (CAF) for children and young people: A guide for managers (2009)
- Equality Act 2010: Public sector equality duty what do I need to know? A quick start guide for public sector organisations (Home Office, 2011)
- Legal framework for working with looked after children: regulations and guidance (2011)
- School Admissions Code (2012) and School Admission Appeals Code (2012)
- Special Educational Needs Code of Practice (2001)
- Statutory Framework for the Early Years Foundation Stage (2012)
- Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children (2010)



Department
for Education

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Bath & North East Somerset Council	
MEETING:	Early Years, Children and Youth Policy Development and Scrutiny Panel
MEETING DATE:	21 st May 2012
TITLE:	People and Community Services Re-design
WARD:	ALL
AN OPEN PUBLIC ITEM	
List of attachments to this report:	

1 THE ISSUE

1.1 To outline the proposed re-design of the People and Communities Department

2 RECOMMENDATION

The Panel is asked to:

2.1 Note the report

3 FINANCIAL IMPLICATIONS

3.1 There are no financial implications.

4 THE REPORT

4.1 Following the decision of the Council to move to three major departments based around 'People', 'Place' and 'Resources' work has been undertaken to develop a structure for the new People and Communities Department.

The proposed structure covers all of the functions previously covered by the Education and Social Care functions. In addition it also incorporates the Skills and Employment function, Housing and the majority of health services.

The detail is laid out in appendice A and feedback and observations from the Panel are welcome.

4 RISK MANAGEMENT

5.1 An assurance process will be put in place to ensure that the statutory guidance regarding the role of The Director of Children's Services is appropriately recognised and responded to.

6 EQUALITIES

6.1 An EIA is not required (Vernon?)

7 CONSULTATION

7.1 *Delete from this list: Ward Councillor; Cabinet members; Parish Council; Town Council; Trades Unions; Overview & Scrutiny Panel; Staff; Other B&NES Services; Service Users; Local Residents; Community Interest Groups; Youth Council; Stakeholders/Partners; Other Public Sector Bodies; Charter Trustees of Bath; Section 151 Finance Officer; Chief Executive; Monitoring Officer*

7.2 Say HOW consultation was or will be carried out (mandatory)

8 ISSUES TO CONSIDER IN REACHING THE DECISION

8.1 *Select from: Social Inclusion; Customer Focus; Sustainability; Human Resources; Property; Young People; Human Rights; Corporate; Health & Safety; Impact on Staff; Other Legal Considerations*

9 ADVICE SOUGHT

[Authors are asked to ensure that these officers or their senior representatives are consulted. This paragraph can be amended if appropriate.]

9.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

Contact person	<i>Ashley Ayre 01225 394212</i>
Background papers	
Please contact the report author if you need to access this report in an alternative format	

People and Communities Department- Structure Proposals

Proposals for the Divisional structure of the People and Communities Department for initial informal consultation.

1 Introduction

- 1.1 This paper results from several pieces or streams of work undertaken as part of the corporate Change Programme. It seeks to bring together these workstreams which considered: our changing external policy and legislative environment; the strengths and weaknesses of a commissioner- provider separation; the on-going implications of health service reform; the increasing autonomy of the schools and education system; the potential impact of the Munro Review and the increasing pressure upon Social Care systems; our profoundly shifting demography and the increasing complexity of society and the challenges this presents.

Nationally there is a massive reform programme and there are significant implications for our Department in regard to changes to welfare benefits, approaches to addressing worklessness and assertively intervening in 'complex' (troubled) families.

- 1.2 The proposals that follow have emerged from the above and are an initial view on how a single department can be structured to provide commissioning and lead a complex array of services. It therefore follows that the proposals are neither fully complete or detailed in every respect. The intention is to consult upon and refine the proposals. From this process further proposals which define the complete structure will be developed.
- 1.3 The current People and Communities Leadership Team (See Appendix 1) have considered this Divisional Director/ Chief Officer structure. There have been rigorous discussions to test the thinking and to ensure that the proposals align with the design principles established in July 2011. (See Appendix 2)

2 Background

- 2.1 The Council brought together its CYP Social Care and Education Services in late 2005 and appointed a Director of Children's Services (DCS) in 2006. During 2006 the Council and PCT agreed to fully integrate child health commissioning within the new Children's Service Department.
- 2.2 In 2007 the Council and PCT began to develop a programme to fully integrate adult care and community health services supported by a legally binding Partnership Agreement. This programme resulted in the full integration of both commissioning and service delivery operations managed by an integrated leadership team under a single PCT Chief Executive/Director of Adult Social Services (DASS).

- 2.3 The extent of integration between the Council and PCT is perhaps the most advanced in England. Between 2006 and 2012 these joint developments have led to significant improvements in outcomes for customers/service users. The range of improvement covers everything from closing the gap for our most vulnerable young children, major shifts in educational achievement, higher placement stability for looked after children, lower levels of 'not in Employment, Education or Training' for young adults, integrated care pathways for our most vulnerable adult and older people, improving rates of immunisation, etc. Across the whole People and Communities landscape by working together Council and Health Services have 'added value' for our population.

This represents an amazing track record of achievement and improvement and central to all of this has been positive, constructive and professional relationships and attitudes at every level and within every aspect of our shared landscape. All of the above provides a unique and immensely strong foundation upon which to build our new department and to further strengthen our partnerships with health colleagues.

- 2.4 In November 2010 the full Council endorsed an organisational development proposal predicated upon three major Departments/ Directorates based around 'Place'; 'Resources' and 'People'.
- 2.5 A Change Programme and Board were established to oversee these developments. The Council also endorsed the proposal to develop a 'Core Council'. This vision is of the Council as Strategic Commissioner, ensuring community wellbeing and that the public access the right services at the right time. Over time it was envisaged that the Council could reduce its role as a 'provider' of services.
- 2.6 This vision anticipated emerging national policy, particularly in relation to: NHS Reform; extension of academies; less central regulation and more sector-led improvement; community right to challenge and community right to buy etc.
- 2.7 In June 2011 the Primary Care Trust began to 'cluster' with NHS Wiltshire which required the Council and PCT to separate the PCT Chief Executive and Council Director of Adult Social Services roles from a single integrated post. The PCT's appointed a Cluster Chief Executive to lead NHS B&NES and NHS Wiltshire. In September 2011 the Council merged the Director of Adult Social Services and Director of Children's Services roles into a Strategic Director for People and Communities. The Council and PCT Board also agreed that the post holder should assume existing partnership management for Community Health Services and for the transition and eventual management of Public Health Services.
- 2.8 On 1 October 2011 the Council and PCT signed into being a Social Enterprise Community Interest Company to provide Community Health Services, Adult Care Services and Health Improvement Services (Sirona Care and Health)

- 2.9 From Summer 2011 the emergent People and Communities Department created an interim structure (Appendix 3). The Institute for Public Care were commissioned to help develop options for the future and some additional capacity was provided to help design our new function and form and to support a similar process in the PCT.
- 2.10 During all of this time there has been close working across Council, PCT and Clinical Commissioning Group colleagues with a view to maintaining and possibly extending the level of integrated working across services for children, families and adults.
- 2.11 Work has also been carried out to develop a vision or narrative for the new department (Appendix 4). The Leadership Team have considered this narrative when reviewing the proposals for the structure.

3 Proposed Structure

- 3.1 An organisation chart is provided (Appendix 5).
- 3.2 The proposed structure enables the complete strategic integration of all services for children, families and adults across the full spectrum of early learning, education, health, housing, care and skills and employment. It brings together direct provision for children and young people from the universal to specialist level. It brings together commissioning capacity across health, care, education and public health in order to provide a complete array of services that are integrated, preventative, efficiently targeted, evidence informed and which aim to reduce both inequality and the impact of inequality.
- 3.3 Each Divisional Director will hold a specific 'Policy Lead'. This will require them to provide a policy framework for that given area to shape and influence the service development and policy development taking place within each Division. This will enable all development to be 'tested' in terms of relevance, fitness for purpose and impact upon key policy priorities. For example how would a revised policy and school admissions address inequalities, how will it impact upon our priorities for complex families, etc.? The policy lead role will provide advice and challenge and will ensure that our policy frameworks are refreshed and up to date. Over time policy leads will change and/or shift, however, at all times they will align with our design principles and values.

3.1 Regeneration, Skills and Employment

- 3.1.1 A 'matrix' management arrangement will be in place. The Divisional Director will be located within the 'Place' Directorate and will be directly line managed by the Strategic Director for Place. A 'dotted line' accountability will be in place to the Strategic Director for People and Communities.

- 3.1.2 The Skills and Employment Team will form part of the People and Communities Department, but will be line managed by the Divisional Director for Regeneration, Skills and Employment. Location within the People and Communities Department will enable integrated planning and working with People and Communities colleagues around long term worklessness, complex families and vulnerable groups. It will also enable the Council in its 'Place making' and 'enabler/ developer' roles to use its leverage to promote skills, training and employment opportunities both for the general population and specifically for vulnerable groups within the B&NES population.
- 3.1.3 The post holder will hold a cross-departmental policy brief for Community Engagement which sits well with the wider regeneration agenda.

3.2 Public Health

- 3.2.1 The Director of Public Health and Public Health Team will transfer to the Local Authority on 1 April 2013. Following the passage of the Health and Social Care Act (2012) we await the regulations from the Department of Health regarding the Director of Public Health role.
- 3.2.2 The Council envisages that the Director of Public Health as a Chief Officer will lead on all aspects of public health and will play a critical corporate role in the development of health, planning, open space, licensing and regulatory functions across the Council. A protocol will be developed to identify how the DPH will support and advise/influence the Strategic Directors for Place and Resources and relevant Divisional Directors so that public health and wider determinants of health issues are appropriately factored into key Council functions and decisions outside of the People and Communities Department. The Director of Public Health will also provide professional advice and guidance to the CCG.
- 3.2.3 The commissioning of public health will be located within the Integrated Commissioning Unit and the post-holder will hold a cross-departmental policy brief for addressing inequalities and intelligence.

3.3 Acute and Specialist Health Commissioning

- 3.3.1 The post holder will be Chief Operating Officer of the Clinical Commissioning Group. The post will be directly accountable to the Accountable Officer of the CCG. The post will form part of the senior leadership team of the Department and the Strategic Director will hold responsibility for day to day operational management of this Division. The Strategic Director will also be accountable to the Accountable Officer of the CCG and the Clinical Commissioning Committee for the integration of acute and community health and the provision of integrated care and health services.

- 3.3.2 These arrangements will be supported by a legally binding partnership agreement between the Council and the Clinical Commissioning Group. This agreement will articulate the organisational integrity and independence of the CCG, it will also define respective organisational boundaries and accountabilities and set out the process by which either party can disengage from the integrated structure subject to appropriate notice periods. This will enable both organisations to assure themselves that appropriate due diligence has been carried out in developing the structures.
- 3.3.3 The post holder and team will be employees of the CCG. The Council, PCT and CCG are committed to the extension of integrated commissioning to the benefit of our communities and therefore we will utilise powers under Section 113 of the Local Government Act (1972) to enable senior staff employed by one organisation to discharge management and other functions on behalf of the other organisation.
- 3.3.4 This Division would interact with other CCGs and Commissioning Support Organisations (CSOs) about the provision of acute, specialist and bespoke services on behalf of the local population. It would act as 'lead commissioner' with regard to the RUH.
- 3.3.5 The post holder would have a critical role re the long term re-alignment of health services to promote effective health pathways and reduce demand for acute-based services. This aligns with the Quality, Innovation, Productivity and Prevention (QIPP) agenda.
- 3.3.6 The post holder would manage the Designated Nursing and Doctor roles with regard to Child and Adult health safeguarding and for Looked after Children on behalf of the CCG. This function would work across the whole department linking up with colleagues focused upon CYP and adult safeguarding.
- 3.3.7 The post holder will hold a cross-departmental brief for developing an outcome-based performance improvement and management system.

3.4 Adult Care, Housing and Health (Non-Acute) Strategy and Commissioning

- 3.4.1 The post holder will act as deputy to the Strategic Director and will discharge through appropriate delegation, the statutory duties of the Director of Adult Social Services and will oversee Housing policy. The post holder will assume overall responsibility for adult safeguarding policy and the integrity and effectiveness of the overall safeguarding system for adults. This will include the assurance of safeguarding within the development of commissioning intentions, commissioning strategies, procurement process, contracting and in contract management arrangements.

- 3.4.2 This Division will provide the base for integration of commissioning of services across the People and Communities landscape. A range of commissioning specialists will be directly located and line managed within this Division. Other commissioning specialists will be line managed within other Divisions but will either be co-located or will operate as part of a 'virtual' integrated team. The aim will be to enable effective commissioning capacity able to work across all boundaries to provide the best integrated pathways for individuals. There will be a retained focus on specialist knowledge supported by a culture of collaborative working. Where required post holders will have appropriate authority to act/discharge responsibilities on behalf of relevant organisations using section 113 of the Local Government Act (1972) powers.
- 3.4.3 It is envisaged that an internal 'commissioning board' will be formed bringing together the commissioning Divisional Directors and Senior Commissioning Staff. This group will develop and oversee a departmental commissioning framework, agree and monitor implementation of commissioning priorities and facilitate an effective commissioning 'gateway' procedure.
- 3.4.4 Housing Services will form a part of this Division although there may be some limited changes as the Council considers delivery of housing within its overall development agenda.
- 3.4.5 The post holder will hold a cross-departmental policy brief for complex families, which fits well with the lead for integrated commissioning.

3.5 Children and Young People Strategy and Commissioning

- 3.5.1 The post holder will act as deputy to the Strategic Director and will discharge, through appropriate delegation, specific agreed statutory duties of the Director of Children's Services and will oversee Education policy. The post holder will assume overall responsibility for children and young people's safeguarding policy and the integrity and effectiveness of the overall safeguarding system for children and young people. This will include the assurance of safeguarding within the development of commissioning intentions, commissioning strategies, procurement process, contracting and in contract management arrangements.
- 3.5.2 This Division will lead on commissioning services for children and young people (as part of the Integrated Commissioning Unit) including preventative, early years, learning, youth, social care, child health, etc.
- 3.5.3 The strategic overview of the school and education system will be retained within this Division with responsibilities for standards, performance, etc. located here. The post holder will interact with schools, DfE, OSC, Academies and Academy Chains. The virtual school for children in care will be located in this Division.

- 3.5.4 The Business Support Unit for the whole Department will be led from this Division and will provide the full range of business support services to all Divisions within the Directorate. It will also support school governance and the administration of the LSCB, LSAB and CTB.
- 3.5.5 The post holder will also manage the 'off line' CYP Quality Assurance, audit and IRO functions which support social care delivery and standards for children and young people.

3.6 Children and Young People Provider Services

- 3.6.1 This Division integrates those CYP services that provide services to CYP, Families, Schools and other providers. The Division will be led by one Divisional Director supported by a team of Service Managers organised on the basis of 'Preventative' and 'Specialist' services. The precise alignment and apportionment of current functions into preventative and specialist services will be consulted upon during early summer. It is envisaged that a 'project/task management' approach will be developed. This will enable staff to work across team/service boundaries to support developments in the preventative or specialist spheres. This is to recognise the reality that some teams/services work across the full spectrum of prevention – statutory intervention – rehabilitation and will need to have clarity of line management for the whole function.
- 3.6.2 It is envisaged that an array of care, education and early learning services will be provided in both the preventative and specialist configurations. This Division will operationalise the departmental response to Complex Families, enabling the development of a virtual team to wrap around supported families and interact with key partners such as voluntary sector (commissioned), police, housing, AWP etc. The Divisional Director will have a critical relationship with the Deputy Director- Adult Care, Housing and Health re: the response to the Complex Families agenda.
- 3.6.3 This Division will also be supported by a Commercial Manager/ Traded Services Manager whose role will be to develop business-readiness strategies in anticipation of further changes to Government policy on the role of local authorities as providers of services. The post holder will work with Service Managers to develop business and commercial skills and awareness.
- 3.6.4 The Divisional Director will hold a cross-departmental policy brief for integrated service delivery which aligns with integrated commissioning and Complex Families.
- 3.6.5 The Divisional Director will be accountable for the operational implementation of safeguarding practice and policy for children, young people and families. The post holder will be directly accountable to the Deputy Director for the operational quality and effectiveness of safeguarding practice and through this line accountability to the Strategic Director.

- 3.6.6 The development of the 'Principal Social Worker' post as recommended by the Munro Review will be addressed as part of the wider departmental re-structuring.
- 3.6.7 Further work will be undertaken re: the contribution to/attendance at sub-regional, regional and national safeguarding-related bodies and events so that these arrangements are articulated clearly in the new senior structure.

3.7 Off-line Safeguarding Assurance and Audit teams

- 3.7.1 The three commissioning divisions each have a Safeguarding Assurance and Audit team/function. For Children and Young People this team will provide assurance and audit for the internal Children and Young People Provider Division and will need to develop required skills and capacity to provide assurance support to Children and Young People Commissioners as and when more services are commissioned/procured externally. For Adults this team provide assurance re: commissioned services reflecting the more advanced level of commissioned/external services. This may need to be strengthened with regard to Mental Health Services. For Health, the situation is more fluid but it is anticipated that the Designated personnel will provide assurance re: providers as part of the re-configured health commissioning architecture.
- 3.7.2 It is envisaged that the three teams will work together to support the extension of the integrated commissioning function. A key task will be to articulate with Commissioners a policy on the quality assurance system to be integrated within all commissioning and contract management regarding safeguarding. This is separate to the safeguarding auditing and assurance work provided directly by each team.
- 3.7.3 Further consideration will be given to establishing a 'Lead Manager' who would lead on the co-ordination of whole-department and cross-divisional safeguarding assurance issues. This would allow the department to respond to significant unplanned (externally arising) or planned (internally arising) issues. An example of the former would be responding to a 'Little Teds' or 'Winterbourne View'. The 'Lead' role could rotate and would attract an honorarium for the tenure of each post holder.

4 Time scales for consultation and implementation

27 April 2012	Informal consultation document issued to staff, unions and associations and partners
18 June 2012	Formal consultation starts (Divisional Structure and Divisional director posts)
1 July 2012	Informal consultation document (Departmental Re-structure) starts

15 Sept 2012	Formal Consultation ends
1 Oct 2012	Senior structure moves into 'shadow' form to enable wider restructuring to begin
8 Oct 2012	Formal Consultation starts (Departmental Re-structure)
8 Oct 2012	Consultation document despatched to staff, unions and associations and partners.
5 Jan 2013	Formal consultation ends
1 April 2013	New structure becomes operational

5 Consultation

- 5.1** As part of informal consultation a series of staff briefing sessions will begin from late April 2012 and separate briefings will be held for unions and associations.
- 5.2** People and Communities Leadership Community will meet on an 8 weekly basis from 3 May onwards to brief managers.
- 5.3** Regular briefings and updates will be cascaded through line management into routine team and service meetings.
- 5.4** Formal consultation meetings will be held both with individually affected staff and across the services.
- 5.5** PCLT members will attend team and service meetings to provide updates and answer questions/ queries
- 5.6** Staff can email questions/ concerns to:

People_CommunitiesRestructuring@bathnes.gov.uk

Ashley Ayre
Strategic Director, People and Communities Department

Draft 1, version 3
 25 April 2012

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People and Communities Leadership Team

Appendix 1

Ashley Ayre
Strategic Director – People and Communities

Pamela Akerman*
Interim Director of Public Health

Mike Bowden
Divisional Director – Service Development

Jo Gray
Divisional Director – Adult Safeguarding and Practise Development

Maurice Lindsay
Divisional Director – Safeguarding Social Care and Family Support

Tony Parker
Divisional Director – Learning and Inclusion

Liz Price
Acting Divisional Director – Health, Commissioning and Strategic Planning

Paul Scott*
Public Health Consultant

Jane Shayler
Programme Director – Non Acute Health, Care and Housing

Jeremy Smalley
Divisional Director – Skills and Employment

Simon Douglass
GP member – B&NES Clinical Commissioning Group

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Design Principles for Future Service Re-modelling

Working in the context of evolving legislation, the Council's vision for a future 'core Council' and budget constraints, the following design principles will guide the work on future service remodelling for the People & Communities Department:-

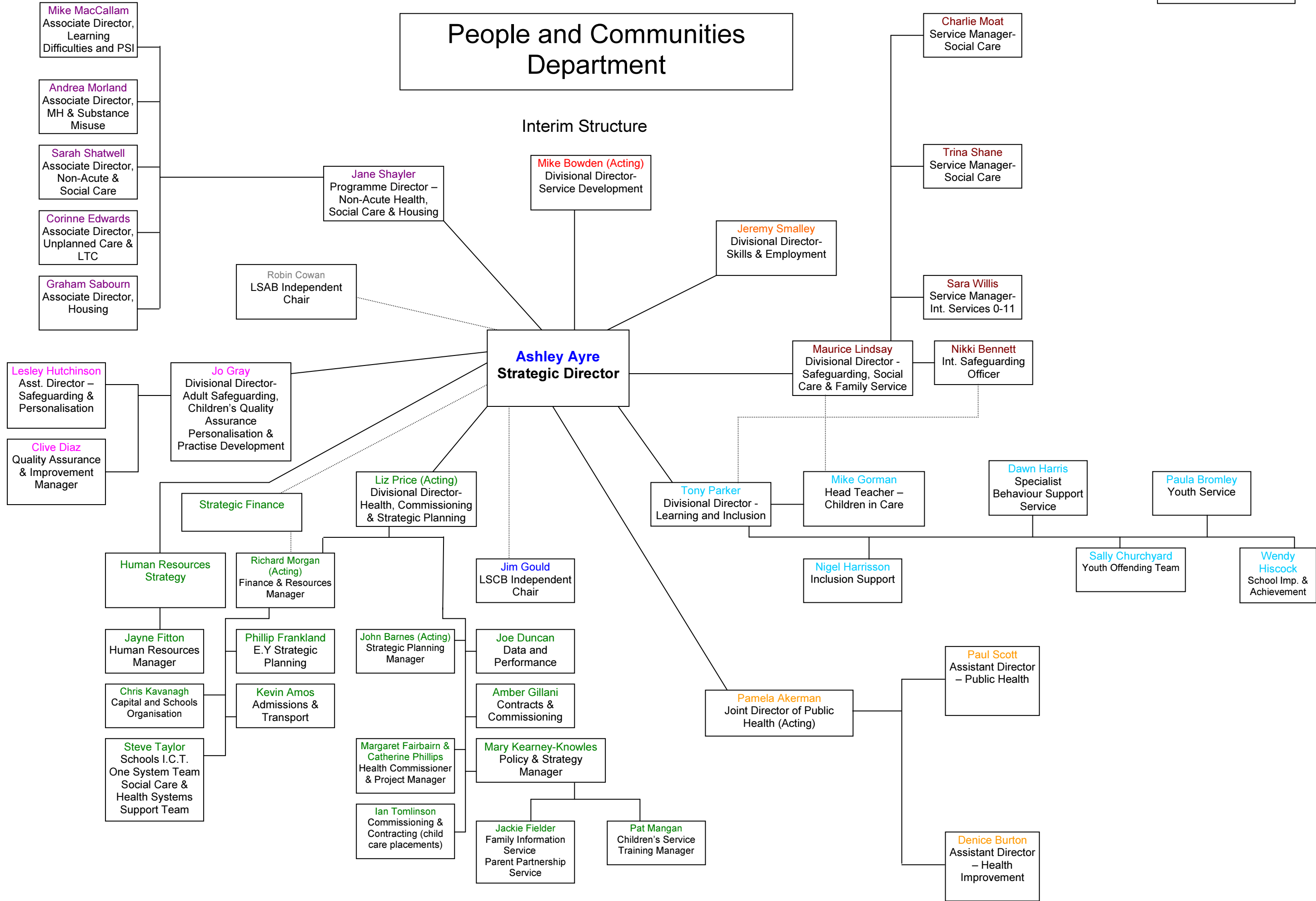
- To enable the delivery of improved outcomes for children, young people, vulnerable adults, families and communities;
- As a public service, to ensure we prioritise capacity at the front line i.e. universal and initial contact/support
- To enable the Council (and others as appropriate) to deliver their statutory functions;
- To enable sound governance and assurance arrangements and effective partnership working for the statutory bodies involved;
- To maintain and further enhance the integrated commissioning and delivery of services to the benefit of the population and maximising the opportunities presented by bringing services for people and communities together;
- To engage and consult with staff and other relevant stakeholders;
- To explore and develop new models of working at a practice level, building on evidence of effective practice;
- To enhance the department's capacity and competency in commissioning and enabling functions, maintain or improve its guardianship role, whilst its involvement in direct delivery of services is expected to diminish;
- To ensure we have working arrangements that support us in engaging with the public and in having maximum impact on the needs of our population;
- To promote a workforce strategy based upon future needs, including flexibility, ability to work effectively across interfaces, IT proficiency, communications-savvy, commercial and entrepreneurial, politically astute, anticipatory, with sound performance management;
- To ensure that existing staff have opportunities for development and acquisition of skills required for roles in the new department and will seek to import those skills where necessary;
- To work within Council guidance and principles of change management.

July 2011

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People and Communities Department

Interim Structure



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Emerging narrative for People & Communities Department

Promoting Positive Lives

By:

- Promoting the individual's and the community's capacity to flourish;
- Engaging with children, young people, and adults within our communities to make the most of their strengths and to overcome barriers to independence and fulfilling their potential;
- Working together to ensure that people get the services they need, provided in a joined up way around them and their families.

We believe:

- That people and positive relationships are at the centre of all that we think and do;
- That all people have an equal right to happy and fulfilled lives and to be valued;
- That we must target our efforts to proactively address inequalities and support vulnerable people to overcome barriers;
- That safeguarding is always paramount - this may include respecting/ helping people to manage risks;
- In transparent decision-making that involves and engages those affected;
- That we must face our challenges with a positive attitude;
- That we must act and lead with integrity, openness, honesty and courage;
- In the importance of behaving with mutual respect;
- In a learning culture which values feedback and constructive challenge;
- In enjoying work, continuing to develop and having fun!

What success will look like:

- People of all ages enjoying success in what they choose to do;
- More active and independent citizens;
- More people in work;
- Working with families and networks, across all generations;
- We know our communities and they know us and what they can expect;
- Services are not hard to reach, but easy to access when you need them;
- People experience a more co-ordinated 'journey' through services, from cradle to grave;
- We learn to let go and live with not being in control;
- We recognise the need to change - and act on it;
- We run an efficient organisation;
- Staff feel fully engaged in and committed to the vision.

Draft 3, December 2011

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Bath & North East Somerset Council	
MEETING:	Early Years, Children and Youth Panel
MEETING DATE:	21.May.12
TITLE:	Skills and Employment
WARD:	ALL
AN OPEN PUBLIC ITEM	
List of attachments to this report:	
Appendix 1: Skills and Employment: Rationale and Business Plan	
Appendix 2: Workplan January 12 – April 13	

1 THE ISSUE

- 1.1 The Council corporate objectives prioritise the needs of people.
- 1.2 This report gives the Panel an oversight of how people's needs in respect of skills, work and worklessness are to be met.
- 1.3 This new area of the Council work is transformational in its philosophy, action and organisation and hopefully in terms of delivering outcomes.
- 1.4 Skills and employment provides a coherent response to a hidden problem.

2 RECOMMENDATION

The Early Years, Children and Youth Panel are asked to:

- 2.1 Accept this brief, understand the intended outcomes and be aware of the context for Skills and Employment within the District,
- 2.2 Articulate opportunities and linkages to support the work of Skills and Employment,
- 2.3 Champion and commit to delivering the ambitions for people through Skills and Employment and
- 2.4 Commit to continue to review the Skills and Employment Division in terms of its budget, value for money and effectiveness.

3 FINANCIAL IMPLICATIONS

- 3.1 The budget agreed for Skills and Employment by Council in February 2012 for the financial year 12/13 is £300,000.
- 3.2 The budget proposal for Skills and Employment was not presented as an item of growth. Funding has been redirected from within the People and Communities Directorate's existing resource, including a requested carry forward of £120k. A one off amount from Development and Major Projects of £87,000 has been identified (as some resource within that Directorate was specifically to tackle skills).

4 THE REPORT

Background and Context

- 4.1 Bath and North East Somerset is a prosperous and vibrant area within which are thriving communities and industrious individuals.
- 4.2 This provides a sound basis from which to grow, strengthen and diversify the economy.
- 4.3 Economic growth is important as it generates the wealth which allows people to make choices about their lives, build resilience and to contribute to society to tackle issues such as climate change that cannot be tackled by individuals alone.
- 4.4 The local economy has structural weaknesses however; for example it is too reliant on a public sector that is reducing in size and industries that typically pay low wages such as retail and tourism. In response to this Council has adopted an economic strategy that is based upon growing sectors of the economy that are highly productive and generate wealth such as digital, creative and science based industries; commonly referred to as "knowledge" industries.
- 4.5 A key factor in securing business success is how skilled the workforce is. Typically Britain remains less productive than competitor countries, one reason being skills levels in Britain are lower. Within B&NES resident skills levels are higher than the national average whereas workplace skills are lower. This pattern is reflected in wage levels. A practical demonstration of this impact is the amount of commuting in and out of the district for work.
- 4.6 A further anomaly within the district is that 9% (approximately 9000) of working age people are not working and are claiming out of work benefits. This is a human tragedy, waste of resources, lost potential and a cost to society (cost in benefits, healthcare etc.).
- 4.7 Within this number only about 2500 are claiming Job Seekers Allowance (JSA) which is the number used to define unemployment. The remaining numbers represent groups such as Lone Parents on Income Support and many of the long term unemployed who are on Incapacity Benefit (IB)/Employment and Support Allowance (ESA).

- 4.8 People can be out of work for a whole variety of reasons from lack of jobs, to caring responsibilities, ill health, lack of skills, poor motivation etc.
- 4.9 Typically worklessness is distinguished from unemployment by several of the above factors colliding to ensure that work, or seeking it is not likely. This requires a solution that tackles not just the work issue but the other social and personal issues affecting someone.
- 4.10 Growing the economy without addressing the skills and employability of residents will likely mean that more people will migrate in to work. This will exacerbate the challenge we all face with increased commuting and demand for housing.
- 4.11 Another facet of not dealing with this problem is the spiralling costs associated with supporting people who cannot sustain themselves.
- 4.12 The Council has historically focussed on growing the economy through enabling development of offices, infrastructure and commissioning support to business. A clear Vision and economic strategy exists to drive the delivery of this.
- 4.13 The focus has now been sharpened to address the labour market:
- (1) To support the economy
 - (2) To enable individuals to realise their aspirations and potential and
 - (3) To reduce the need for and cost of service to assist people when they cannot help themselves
- 4.14 This is in alignment with the Councils corporate objectives.
- 4.15 Organisationally the Council is changing too; to reduce its costs and to deliver better services. One manifestation of this change has been the establishment of the People and Communities Directorate. This has afforded new opportunities to respond to citizens needs in a different way as is evidenced by the establishment of Skills and Employment as a Division.
- 4.16 As partners in Government, the Council has a big role to play in delivering the Governments policy. Several areas of Government policy are focussed on the Skills and Employment 'arena':
- (1) Department of Business Innovation and Skills (DBIS) – changes to funding for Universities, National Apprenticeship initiatives, Local Enterprise Partnerships (LEPs), Further Education etc.
 - (2) Department for Work and Pensions (DWP) – introduction of the Universal Credit, Work Capability Assessments, Job Centre Plus, the Work Programme, Youth Contract etc.
 - (3) Department for Education (DfE) – Academies, careers service etc.
 - (4) Department of Communities and Local Government – introduction of the Complex Families initiative within which worklessness is a key focus.

4.17 Local priorities, local needs and national changes all are driving the need for a response from the Council.

The Response

4.18 The starting point when considering the response to the facts around Skills and Employment has been to set out a clear philosophy to underpin an action plan. That is;

- (1) Everyone has capabilities and aspirations
- (2) We need to work alongside people to hear what they want from us to enable them to realise their goals

4.19 This philosophy has been turned into a plan of action (with associated budgets, resources and timeframes). Broadly this work plan has two themes with a number of projects under each:

(1) Worklessness

- a) Placement Plus Programme – personally tailored long term placements of practical work experience alongside which job coaching and specific support around the other social difficulties in someone’s life is provided. The person is supported by an Engagement Worker who works to develop a plan with the individual focussed on a result of getting work.
- b) Healthy steps to employment – in due course a co-designed pilot project with the Clinical Commissioning Group around extending social prescribing and work based adaptations to ensure those who experience health difficulties can remain in work
- c) “Man, van and apprentice” – a pilot project to develop a ‘bank’ of qualified labour to support small self-employed operators who cannot risk taking on permanent labour but whom need sessional help in competing for certain jobs

(2) Skills

- a) Value based commissioning – ensuring that the money that the Council spends contributes to growing the economy and labour market opportunities. For example ensuring that decisions about procurement are not just based on price but what they contribute more widely to our economy
- b) Development obligations – using Section 106, Community Infrastructure Levy (CIL), development agreements and licences to meet the needs of the economy and the labour market. For example ensuring developers employ apprentices etc.
- c) The Council as an employer – in recognising the Council is a major employer working to develop policies, targets and procedures that ensure teams can engage placements, interns, work experience and volunteers in a positive way that supports local people in gaining new skills and experience

- d) Data – Knowledge – Action – understanding the labour market now and in future and cross referencing this with economic growth plans to ensure businesses have skilled local people when they need them. Some sectors such as engineering struggle to recruit staff. Anticipating future needs allows schools and colleges to train people up
- e) Events – promote apprenticeship initiatives such as the recent Skills Fair.
- f) Communication – developing a narrative that articulates clearly why work pays, its value and benefits: especially targeted at those with low motivation or poor attitudes to work.
- g) Partnership Development – B&NES has a strong Learning and Skills Partnership and we are part of the West of England Local Enterprise Partnership (LEP). The focus of this work is to make sure B&NES residents needs are met by education and job agency providers as well as being articulated through the LEP economy initiatives
- h) Graduate Retention – working to build upon work already done to attract and retain graduates; especially those who create and build new businesses
- i) Evaluation – finding a way of measuring our impact more than just economically but socially too and reviewing what else we can do.

A copy of the Rationale behind the Division and a workplan are included in Appendices to this report.

4.20 Skills and Employment can only deliver these ambitions with others. This is because worklessness is not just about work. It is about complex social, economic and personal reasons.

4.21 People and Communities Directorate affords great opportunities to work across teams to ensure that for the client it is seamless, common sense and coherent. It is about joining up the dots.

4.22 One specific example of this is in regard to Looked after Children and the Council's role as a Corporate Parent. The ambition is clear; all children in Local Authority care should have the skills required to get and retain a job. To that end the Council has employed an Engagement Officer specifically to work with looked after children and get them on a pathway to work.

4.23 External to the Council there are many providers, partners and operators who work on one or more aspect of worklessness in peoples lives. Dialogue and projects with Job Centre Plus, Work Programme Providers, Skills Funding Agency, National Apprenticeship Service, Local Businesses, business organisations like the LEP, Colleges, Universities and schools are being joined up, aligned and focussed.

4.24 The Panel are asked to work with the People and Communities team in delivering this step change in provision for local people.

5 RISK MANAGEMENT

5.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

6 EQUALITIES

An Equalities Impact Assessment for this report has not been completed as this was done as part of the Service Planning Process within Childrens Services.

CONSULTATION

6.1 Section 151 Finance Officer; Chief Executive; Monitoring Officer

6.2 The above officers were provided with copies of this report. Their views were sought and incorporated on earlier drafts.

7 ISSUES TO CONSIDER IN REACHING THE DECISION

7.1 Social Inclusion; Customer Focus; Sustainability; Human Resources; Young People; Corporate;

8 ADVICE SOUGHT

8.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

Contact person	Jeremy Smalley, Divisional Director 01225 477822
Background papers	Corporate Plan and Objectives Service Action Plan for Childrens Services
Please contact the report author if you need to access this report in an alternative format	

	Salary	On Costs @26%	Total			
Post						
DD	86,000		108,360			
Worklessness Programme Manager	40,000		50,400			
Worklessness Engagement Officer	22,000		27,720			
Worklessness Engagement Officer (looked after children)	22,000		27,720			
Employment and Skills Policy and Programme Manager	40,000		50,400			
Apprentice Employment and Skills Coordinator	£13,000		16,380			
Graduate Intern	N/A	£1,000 expenses	£1,000			
Sub Total	223,000		281,980			
Option 1 Senior EEB Officer (est costs)	38,000		47,880			
Budget for commissioning of Data, Knowledge etc.	50000		50,000			
Gross Grand Total	311,000		379,860			
Net Pressure (excl Option 1 post as budget would come with it)	<u>273,000</u>		<u>331,980</u>			
Internal Departmental Changes			-120,000			
Growth Amount Sought			£211,980			
N.B. Cost for an apprentice would rise if it became permanent. Would seek to cover this additional cost via securing income from Work Programme Providers.						

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	Jan-12	Feb-12	Mar-12	Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13
Worklessness																
Getting the team in place																
Advertise and recruit Engagement Officer																
Advertise and recruit Children in Care Engagement Officer																
Appoint Engagement Officer																
Appoint Children in Care Engagement Officer																
Worklessness Placement Programme																
Develop placement opportunities																
Develop placement policy/objectives/background paper																
Prepare a 'business case' for why intervene?																
Prepare PR of our offer and promote to key influencers																
Launch and continue placement programme																
Evaluation and Review Programme																
Healthy Steps to Employment Pilot																
Design Healthy Steps to Employment Programme																
Agreement and Sign off																
Launch																
Monitor and Evaluate																
Project Design for Mentoring and Small Business Apprenticeship Scheme																
"Man, Van and Apprentice" Project design																
Promotion and secure funding																
Project programme, PI's, timeframe etc.																
Launch and Implement																
Worklessness Budget and Workplan																
Scope workplan for 13/14 including budget																
MTRSP input																
Service Plan input																
Benefits and Working Tax Credit Information																
Procure Benefit and Work Tax Credit advice to help promote why work pays																
Skills																
Commissioning																
Develop Council wide commissioning and purchasing policy																
Adopt policy																
Section 106 Site Specific Negotiation/Contracts																
BWR Secured																
BWR Unsecured																
Keynsham Town Hall																
Casino																
The Council as an Employer																
Audit' current position of Apprenticeships across the Council																
Develop Council Policy and Procedures for Apprenticeships																
Develop Council Policy and Procedures for Internships																
Develop Council Policy and Procedures for Vounteering																
Develop Council Policy and Procedures for Work Experience																
Secure Adpotion of Policies																
Develop Managerial Buddy Opportunities for University Students																
Develop an offer of public sector reskilling courses (with CoB College and HR)																
Data and Knowledge																
Labour Market Assessment and Future Skills Requirements Study brief																
Commission Study and Action Plan																
Complete Action Plan																
Build into Service Plan and Budget Proposals																
Schools (with TP and Economic Development)																
Develop Project Plan for increasing business participation in schools																
Build into workplan and budget for 13/14																
Develop an approach to IAG in schools based upon future labour market needs																
Skills for Business (with Economic Development)																
Put together Project Proposal (incl via Initiative for B&NES)																
PR strategy based on pilot/good practice scheme (e.g. Polamco and college)																
Target business sectors with growth/new skills requirements																
Radstock and Westfield																
Negotiate Action Plan																
Consider resource implications																
Agree Action Plan																
Events																
Skills Fair																
Others TBC (e.g. Apprenticeship week, Have a go week etc.)																
Business Development																
Communications Strategy																
Scope and Plan																
Commission PR advisor																
Commission Internship Group																
Develop agreed objectives																
Agree audiences and key influencers and frequency of messages																
Agree key messages																
Prepare General PR Presentation Portfolio																
Prepare Key Influencer Specific Presentation Portfolio																
Funding Bid specific information (e.g. to attract CSR Cash and RGF etc)																
Member engagement strategy and presentation material																
Media outlet and formats agreed																
Communication Strategy Timeline																
Success Stories and Promotion																
Partnership Development																
Learning Partnership development - agree our agenda for the LP (TP.AA.DP)																
LEP - developing our plan for the LEP																
Develop relationship with Sector Skills Councils																
Develop and maintain relationship with Work Programme Providers																
Scrutiny Inquiry Day - Graduate Retention																
Preparation and ensuring the scope is appropriate																
Data and information gathering																
Attendance																
Action Plan																
Proposal for workplan in 13/14 and budget assessment																
Business Planning																
Develop business model demonstrating COBA of Division (to include social capital assessment)																
Develop Budget and Workplan Proposals for 13/14, 14/15 and 15/16																

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Update report from the 11-18 Preventative Services Strategy Group

1 Background

- 1.1 Collectively, the People and Communities Department and schools and colleges, together with a wide range of partners, devote significant resources to a range of activities that are designed to prevent 11-18 years olds from suffering disadvantage or harm. Services based in schools and colleges, together with the 117 Project, the Specialist Family Support Service, the Youth Service, Compass, the Family Intervention Project, the Strengthening Families, Strengthening Communities parenting programme and a range of commissioned services including Connexions, Project 28, Off The Record and Mentoring Plus, all play a valuable part in this work. Many vulnerable young people and families are provided with the services they need when they need them and outcomes for most young people in our area are very good.
- 1.2 However, a small number of young people and families are not served as well as they could be and some young people still experience significant difficulties and poor outcomes, including
 - Disengagement and disaffection at school/college
 - Family breakdown
 - Abuse of drugs and alcohol
 - Offending
 - Becoming pregnant
 - Suffering emotional and mental health problems
 - Becoming homeless
- 1.3 Some young people's vulnerability is not recognised or sufficiently well responded to early on, as borne out by the relatively low number of Common Assessments carried out within the 11-18 age range and the arrival of some young people within specialist services with little preventative support beforehand. The January 2012 OfSTED inspection of Safeguarding and Looked After Children Services recommended that we
- 1.4 Ensure that the 11-18 strategy improves early identification of the needs of older children and young people who may be vulnerable, leads to well targeted and effective services for this age group and reduces the need for statutory interventions.
- 1.5 This same theme is now a priority within the Local Safeguarding Children Board's work programme for 2012-13:
- 1.6 Ensure the local provision of early help and preventative services with a particular focus on 11 – 18 year old age range.

- 1.7 This project, part of the Council's Change Programme, was established to address how we could improve outcomes for vulnerable young people. It began with a relatively narrow scope in recognition of the work already being undertaken in the 0- 11 age range and the social care teams' lean review. During the lifetime of the project it has become increasingly difficult to maintain a distinct focus on preventative work with 11-18 year olds for the following reasons:
- we are already looking at whole family approaches with some vulnerable young people (e.g. the Family Intervention Project and the roll out of the Troubled / Complex Families initiative) and a growing body of research evidence is pointing us towards the benefits of whole family assessment, team around the family meetings etc.
 - The transition from primary to secondary school is a key transition and we need to ensure our staff deployment supports good information sharing and continuity of support
 - The workforce is not neatly divided into 'preventative', 'targeted' and 'specialist' services – some staff work with young people at different levels of need and provide valuable continuity and flexibility. Equally, our services are not all focused on the 11-18 age range (e.g. the Compass Project works with 8-17 year olds and the Youth Service mainly with 13-19 year olds, but including up to 25 year olds when young people have additional needs)
 - We need to make provision for children moving out of specialist services as well as ensure ready access for children who need to move into them.
- 1.8 Therefore, whilst we have retained a focus on preventative services wherever possible, we have worked with broader themes with a wider application, in particular, the use of a pathway and integrated practices at any stage of a young person's experience. Much of what we have discussed applies across the 0-18 age range, and we keep being drawn back to the importance of taking a whole family approach, whilst maintaining a distinct focus on individual young people's needs.

2 What we have done

- 2.1 The Change Programme enabled some dedicated Project Officer time, but this project has still relied on the active support of a range of partners. The fixed-life multi-agency Strategy Group benefited from good engagement of schools, colleges and the voluntary sector, particularly in its early stages. The initial scoping and planning identified what we hoped to achieve:
- A streamlined integrated pathway of preventative services for 11-18 year olds with:
 - Clear assessment of needs;
 - Effective commissioning of voluntary sector partners
 - Effective use of time
 - Reduced duplication and more integrated working

- Effective integrated working practices for 11-18 year olds so that every young person and their family with additional support needs has:
 - As few points of access to services as possible
 - A named key professional
 - Swift referral and access to services
 - As few assessments as possible
 - A single plan (or integrated planning) for their support
- Commissioning of high quality, low cost preventative services for vulnerable young people

2.2 Early on, a day-long consultation was undertaken with fifty managers from across the workforce. This conference included an academic presentation on the evidence-base for integrated working and on emerging practice nationally. The Conference generated a lot of positive interest and support, but limited fresh thinking. The feedback endorsed the Strategy Group's original aspirations and led to the establishment of four work streams to undertake detailed developmental work. This work has been tested periodically at three separate events for groups of practitioners.

2.3 Workforce work stream

This group has focused on what sort of workforce we need to work with vulnerable young people. It has developed a Values and Behaviours statement setting out what we promise to deliver for young people – an early offer of support that could be used as a pledge. This will have a particular application in commissioning services, but it can also be used to support staff recruitment, induction and training (see appendix). The group has also examined the role of managers in supporting and holding staff to account for their use of integrated practices to support young people to get the right help at an early stage.

2.4 Pathway work stream

A single integrated pathway has been developed to inform responses to vulnerable young people (see appendix 4). It has helped to affirm that most young people in universal settings access the help they need very readily. For those with additional needs, it has helped to clarify when to make direct referrals and when to undertake a Common Assessment, and what should follow. In particular, the pathway discourages a 'scatter-gun' approach to referring young people for support services. It makes clear that where a single service could meet identified need, then a direct referral can be made, but where it appears that more than one service could be involved, or where the precise nature of the need is unclear, then a Common Assessment should be undertaken.

2.5 The pathway has been consulted with managers and practitioner groups and amended to reflect feedback. The Children's Society has supported this work stream to devise a questionnaire for young people

and feedback from these and from a series of focus groups will be collated at the end of May. The findings will be used to support the Year 9/10 pilot described below, to strengthen future Common Assessment training and to inform the revision of written guidance for staff. The results will be published on the Be Active website so that young people can access them directly.

- 2.6 In response to requests from colleagues in schools, this work stream has also engaged with the Family Information Service to produce a final hard-copy version of 11-18 services booklet, based on information contained in the One Big Database. It is using this as an opportunity to promote awareness of the on-line service and to enable the Family Information Service to encourage staff to consider Common Assessments and to signpost them to further information.
- 2.7 Decision-making work stream
Broadlands, Wellsway and Hayesfield schools volunteered to explore how educational settings could work with the Local Authority and other partners to identify vulnerable young people at an early stage and put integrated systems in place to support their access to the right help. The schools already had informal systems for highlighting vulnerable young people willing to be involved will be offered a Common Assessment and a team around the child meeting and be offered relevant support and services, including a lead professional. A group of enablers has been identified and briefed to undertake a supportive role with schools who have limited experience of integrated practices. There is commitment from the services involved in the Strategy Group to contribute towards support plans and a budget for spot-purchasing small items or supporting access to services. The pilot will test out the pathway referenced above. The project is running between March and July 2012, with evaluation to be completed by October 2012 (and further follow-up by October 2013).
- 2.8 This work stream has also considered how to engage young people in decision-making and has been drawn to the benefits of a person-centred approach and a model for helping young people to prepare for meetings. Through a number of Parent Support Advisers employed by secondary schools, it is currently consulting with parents/carers whose young people have experience of decision-making meetings, to find out how we can make these more accessible for families. Learning from these exercises will be incorporated into revised guidance on integrated working.
- 2.9 Commissioning work stream
This work stream submitted an expression of interest and was subsequently interviewed for possible inclusion in the New Economics Foundation roll out of a co-production approach to commissioning. Although unsuccessful, the Authority will have access to the learning from the project as a result of this piece of work. There is an appetite for planning, consulting and where possible,

delivering preventative services with the active involvement of the wider community. It is intended that the commissioning panels identified to take forward the re-commissioning of three key preventative services in the next 12 months give active consideration to piloting a co-production approach within the overall commissioning framework. There will also be clear expectations about integrated working practices in the specifications used in future commissioning. The services are:

- A youth substance misuse service (in partnership with adult services).
Total cost £1 million p.a. of which approximately £214,000 is for youth provision)
- A youth crime prevention service (including exploration of whether to commission a broader mentoring service in its place). Total cost £64,000 p.a.
- A Connexions service. Total value is £850,000 p.a. Recently there have been significant changes in relation to the current Connexions Service, for example, from September 2012, legislation places responsibility for securing Impartial Careers Education Advice and Guidance for young people aged 14-18 with schools. A full options appraisal for the future provision of support for vulnerable young people currently provided by Connexions to ensure that it is fully integrated into wider preventative work should be undertaken in the next 6 months.

3 Recommendations specific to 11-18 preventative work

- 3.1 Adopt the Values and Behaviours Framework for the Commissioning of 11-18 Preventative Services (see appendix 3)
- 3.2 Adopt the integrated pathway for vulnerable young people, to support them to access the right help at the right time (see appendix 4)
- 3.3 Explore piloting elements of a co-production approach in the re-commissioning of preventative services for 11-18 year olds (substance misuse and crime prevention for 2013 and, following a thorough options appraisal of Connexions services by September 2012, the re-commissioning of that service as soon as possible after that date.
- 3.4 Support completion of the Strategy Group's Concluding Work Programme.

Recommendations accepted by people & communities leadership team

- 3.5 Mainstream integrated practices and ensure an outcomes focus in preventative work

- 3.6 Within the new structure, identify a named strategic lead to champion integrated working (Divisional Director level).
- 3.7 Within the new structure, identify a named senior operational lead or leads across the age ranges (Links with recommendation (e) below)
- 3.8 Appoint a Common Assessment or Integrated Practices Co-ordinator for 11-18s (jointly funded by schools and the Local Authority?) – or remodel the Integrated Working Manager post to undertake this role across the pre-birth-18 age range – in order to develop the operational capacity of the workforce
- 3.9 Appoint a dedicated administrator across the pre-birth -18 age range to act as a single point of contact for integrated processes e.g. Common Assessment Information, Team Around the Child/Family arrangements and to produce monitoring reports
- 3.10 Broaden the scope of the Behaviour and Attendance Panels by devolving funding to them (£300,000 secondary and £300,000 primary, together with Pupil Retention Grant of £160,000 secondary to schools and £100,000 primary to panels) and ensuring the work of the panels is integrated with other decision-making processes about young people. This is to include alignment with ‘step up’ and ‘step-down’ decisions in relation to social care involvement and access to preventative support across children’s services NB A senior operational manager will attend each Behaviour and Attendance Panel (Links with recommendation (b) above)

Appendix 1

Membership of the Preventative Service Strategy Group

Tony Parker	Divisional Director, Learning and Inclusion Service (Project Sponsor and Chair)
Sally Churchyard	Youth Offending Service Manager (Project Lead)
Dawn Harris	Executive Headteacher, Specialist Behaviour Service
Simon White	Deputy Head teacher, Wellsway School
Steve Ferguson	Assistant Head teacher, Broadlands School
Richard Thomson	Head teacher, Culverhay School
Lynne Scragg	Director of Student Experience, City of Bath College
Mike Tichelar	Director, Mentoring Plus (VCS representative)
Jocelyn Tagg	Director, Off The Record (VCS representative)
Caroline Dowson	Integrated Services Manager
Liz Price	Divisional Director, Health and Commissioning
Charlie Moat	Service Manager, Children’s Social Care
Paula Bromley	Principal Youth Officer
Mary Clappen	Connexions Team Manager
Mary Kearney-Knowles	Policy and Strategy Manager

Appendix 2 **Integrated practice**

By integrated practices, we mean as much as is necessary in each individual case, of the following practices. These apply at any stage of a young person's involvement with our services, where needs are complex and support is required from more than one source.

- information sharing across agencies to support early identification of vulnerability
- completion of Common Assessment
- convening a team around the child meeting
- inter-agency agreement with young person about how things can be improved
- a written plan shared by all agencies, the young person and, usually, their parents/carers
- identification of a lead professional
- integrated support services, provided with an awareness of impact on young person e.g. proper sequencing of interventions, co-ordinated by the lead professional. In some instances, additional services may not be necessary, but better co-ordination and information sharing will make a lot of difference for the young person
- review of the plan and listening to the experience and wishes of the young person
- evaluating work undertaken and the impact it has had on the young person
- feeding this information back so that it can contribute to an improved local understanding of need and effective interventions

Appendix 3 **Values and Behaviours Framework for the Commissioning of 11-18 Preventative Services**

Context

A multi-agency group was established in 2011 to review the current provision and future commissioning of services to support vulnerable young people achieve their potential. This group considered it essential to develop a set of values and behaviours that would form the benchmark/standard for the future commissioning and or delivery of services to vulnerable young people. The groups reviewed current values and behaviour statements held by the Council and partner agencies in arriving at an agreed a set of values and behaviours. The multi-agency group has endorsed these set of values and behaviours as outlined below.

Statement on Values and Behaviours

The Children and Young People's Plan 2011-2014 agreed the vision for children and young people, that:

“We want all children and young people to enjoy childhood and to be well prepared for adult life”

To deliver this vision, the Plan identified a set of values that the entire children and young people’s workforce- everyone who works with and on behalf of children and young people, their parents and carers- would need to collectively and individually own; these values mean a workforce that:

- Expects the best of our children and young people across Bath and North East Somerset
- Shows respect for all
- Uses help/services that are evidenced based
- Ensures transparency in decision making
- Has energy and purpose
- Does not “assume” without thinking
- Is positively disposed to deliver the best outcomes for each individual child
- Recognises that participation in cultural, sports, play and leisure opportunities by children and young people is valuable and is to be encouraged.

Supporting these values, are an agreed set of behaviours that everyone is expected to embrace: these include:

- Young people are central to any discussions of their needs
- Young people are involved in any meetings/discussions about their individual needs and plans
- All staff front –line staff /Head Teachers /managers/volunteers across the workforce will take responsibility for looking at the young people’s needs and assessments holistically- look at the big picture : will join up their work with that of other colleagues and or the family and develop one plan of support/intervention
- The young person will know who is the lead person for their plan and how to contact them
- Staff will be accountable to the young person in delivering the plan
- Line managers will make it happen

Young people across Bath and North East Somerset have identified the following as important behaviours and therefore we will provide workers who are:

- Honest
- Responsible
- arrive on time
- non-judgemental
- Show a caring attitude towards the young people
- Start at the point the young person wants them to
- Empower young people to take control of their lives

- Involve young people in all decisions/ panels/ meetings
- do what they say they will do
- communicates clearly and keeps young people up to date
- committed to the principles of equity and diversity
- safeguards the welfare of young people

Parents and carers want the same from the workforce, plus an active consideration with the young person the right level of support from the parent/carer in planning for the young person.

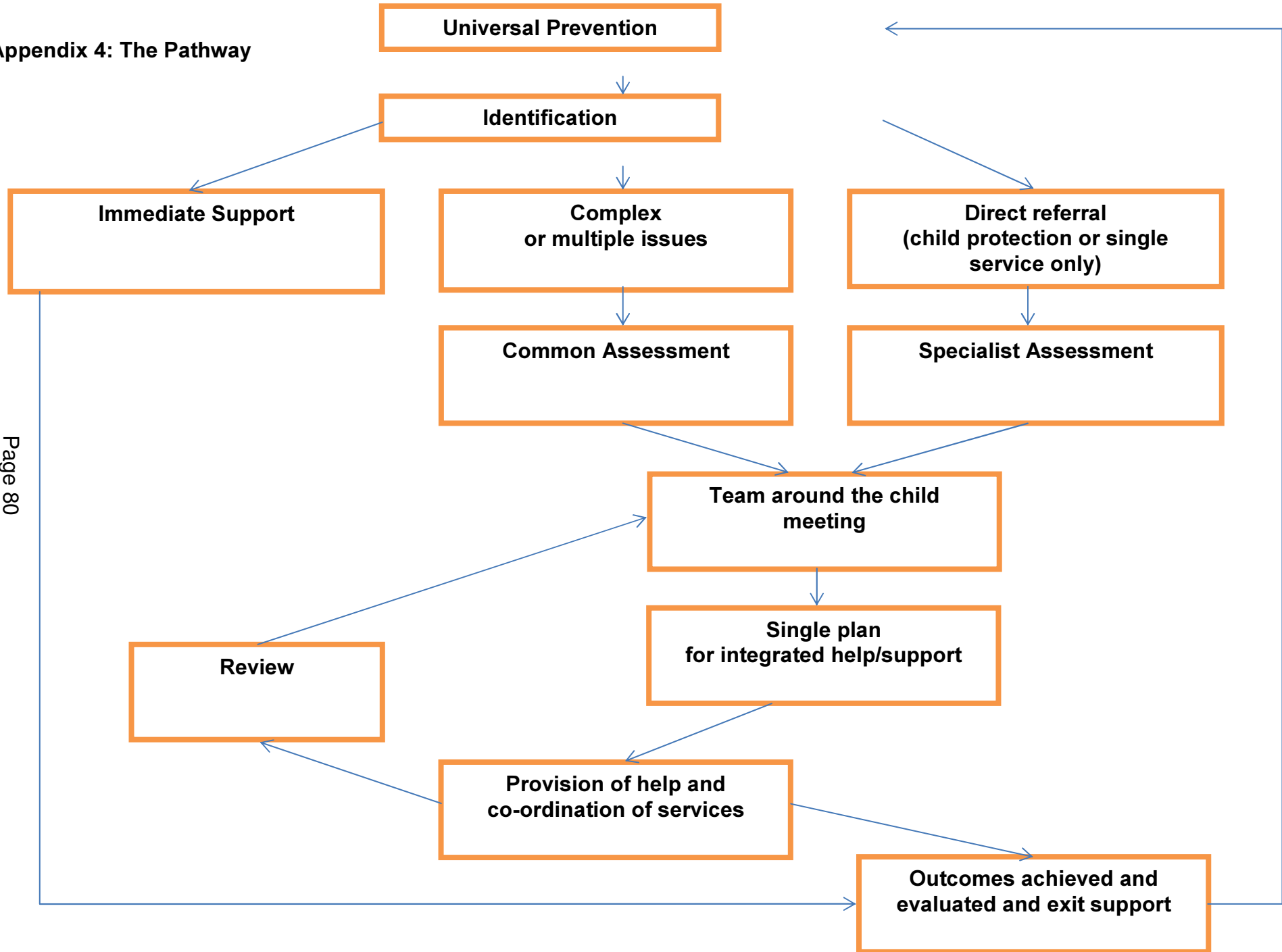
Commissioning and Delivery of Services

Taken together, these values and behaviours support the development of a person centred approach to supporting young people's critical involvement in decisions about the design, delivery and effectiveness of services.

They will be incorporated into the future procurement and commissioning of all service for young people aged 11-18 across Bath and North East Somerset.

February 2012

Appendix 4: The Pathway



Bath & North East Somerset Council	
MEETING: EARLY YEARS, CHILDREN & YOUTH POLICY DEVELOPMENT & SCRUTINY PANEL	
MEETING DATE:	21st May 2012
TITLE:	WORKPLAN FOR 2011/12
WARD:	All
AN OPEN PUBLIC ITEM	
List of attachments to this report:	
Appendix 1 – Panel Workplan	

1 THE ISSUE

- 1.1 This report presents the latest workplan for the Panel (Appendix 1).
- 1.2 The Panel is required to set out its thoughts/plans for their future workload, in order to feed into cross-Panel discussions between Chairs and Vice-chairs - to ensure there is no duplication, and to share resources appropriately where required.

2 RECOMMENDATION

- 2.1 The Panel is recommended to
 - (a) consider the range of items that could be part of their Workplan for 2011/12 and into 2012/13

3 FINANCIAL IMPLICATIONS

- 3.1 All workplan items, including issues identified for in-depth reviews and investigations, will be managed within the budget and resources available to the Panel (including the designated Policy Development and Scrutiny Team and Panel budgets, as well as resources provided by Cabinet Members/Directorates).

4 THE REPORT

4.1 The purpose of the workplan is to ensure that the Panel's work is properly focused on its agreed key areas, within the Panel's remit. It enables planning over the short-to-medium term (ie: 12 – 24 months) so there is appropriate and timely involvement of the Panel in:

- a) Holding the executive (Cabinet) to account
- b) Policy review
- c) Policy development
- d) External scrutiny.

4.2 The workplan helps the Panel

- a) prioritise the wide range of possible work activities they could engage in
- b) retain flexibility to respond to changing circumstances, and issues arising,
- c) ensure that Councillors and officers can plan for and access appropriate resources needed to carry out the work
- d) engage the public and interested organisations, helping them to find out about the Panel's activities, and encouraging their suggestions and involvement.

4.3 The Panel should take into account all suggestions for work plan items in its discussions, and assess these for inclusion into the workplan. Councillors may find it helpful to consider the following criteria to identify items for inclusion in the workplan, or for ruling out items, during their deliberations:-

- (1) public interest/involvement
- (2) time (deadlines and available Panel meeting time)
- (3) resources (Councillor, officer and financial)
- (4) regular items/"must do" requirements (eg: statutory, budget scrutiny, etc)?
- (5) connection to corporate priorities, or vision or values
- (6) has the work already been done/is underway elsewhere?
- (7) does it need to be considered at a formal Panel meeting, or by a different approach?

The key question for the Panel to ask itself is - can we "add value", or make a difference through our involvement?

- 4.4 There are a wide range of people and sources of potential work plan items that Panel members can use. The Panel can also use several different ways of working to deal with the items on the workplan. Some issues may be sufficiently substantial to require a more in-depth form of investigation.
- 4.5 Suggestions for more in-depth types of investigations, such as a project/review or a scrutiny inquiry day, may benefit from being presented to the Panel in more detail.
- 4.6 When considering the workplan on a meeting-by-meeting level, Councillors should also bear in mind the management of the meetings - the issues to be addressed will partially determine the timetabling and format of the meetings, and whether, for example, any contributors or additional information is required.

5 RISK MANAGEMENT

- 5.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

6 EQUALITIES

- 6.1 Equalities will be considered during the selection of items for the workplan, and in particular, when discussing individual agenda items at future meetings.

7 CONSULTATION

- 7.1 The Workplan is reviewed and updated regularly in public at each Panel meeting. Any Councillor, or other local organisation or resident, can suggest items for the Panel to consider via the Chair (both during Panel meeting debates, or outside of Panel meetings).

8 ADVICE SOUGHT

- 8.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

Contact person	Michaela Gay, Democratic Services Officer. Tel 01225 394411
Background papers	None
Please contact the report author if you need to access this report in an alternative format	

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Early Years, Children and Youth Policy Development & Scrutiny Panel Workplan

Meeting Date	Agenda Item	Director	Report Author	Format of Item	Requested By	Notes
18th July 2011	Primary / Secondary Parliament Feedback	AA	Briony Waite	Verbal Update		
	Complaints Annual Report	AA	Mary Kearney Knowles	Report		
	LSCB Annual Report	AA	Maurice Lindsay	Report		May 2011
	Childcare Sufficiency Final Report / Action Plan	AA	Philip Frankland	Report	Panel (Jan 11)	April 2011
	Youth Justice Plan	AA	Sally Churchyard	Report		
	Child Protection / Safeguarding (Performance)	AA	Maurice Lindsay / Trina Shane	Report		Report every 6 months
	Academies	AA	Ashley Ayre	Report		
	Children's Services Department Development	AA	Ashley Ayre	Report		
	Cabinet Member Update			Verbal Update		
	Children's Services Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
10th Oct 2011						

Meeting Date	Agenda Item	Director	Report Author	Format of Item	Requested By	Notes
	Lean Review of Children's Social Care	AA	Maurice Lindsay / Trina Shane	Presentation		
	KS2 / KS4 / 'A' level results	AA	Wendy Hiscock	Verbal		
	School Meals (nutritional value, payment options and provision)	AA	Ian Crook	Report	Panel (July 11)	
	School Sports Strategy		Marc Higgins / Tony Parker	Update	Panel (March 10)	
	Academies / Free School Policy	AA	Ashley Ayre	Report		
	Feedback from Head / Chair of Governor Conference		Peter Mountstephen	Verbal		
	School Recycling		Cllr Dine Romero	Verbal		
	Cabinet Member Update					
	People and Communities Strategic Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
28th Nov 2011						
	2011 Exam Results	AA	Wendy Hiscock	Report / Presentation		Nov 2011
	Draft LSCB Annual Report 2011/12	AA	Maurice Lindsay	Report		Nov 2011
	Medium Term Service and Resource Plans	AA	Ashley Ayre	Report		
	Cabinet Member Update					
	People and Communities Strategic Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
23rd Jan 2012						

Meeting Date	Agenda Item	Director	Report Author	Format of Item	Requested By	Notes
	Service Action Plans	AA	Liz Price	Report		
	Interim Admissions Report	AA	Helen Hoynes	Verbal		
	Feedback from Head / Chair of Governor Conference		Peter Mountstephen	Verbal		
	'Shape of Things to Come' Update	AA	Mike Bowden	Verbal		
	Cabinet Member Update					
	People and Communities Strategic Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
19th March 2012						
	Youth Democracy & Participation Overview	AA	Briony Waite	Presentation		
	Preventing Drug and Alcohol Abuse by Young People	AA	Kate Murphy	Report		
	Primary and Secondary School Organisation Plan 2011 - 2015 (Including General Place Planning up to 2026)	AA	Helen Hoynes / Kevin Amos	Report		
	Child Protection Activity Report	AA	Maurice Lindsay / Trina Shane	Report		
	Ofsted inspection of Safeguarding and Looked After Children's Services	AA	Maurice Lindsay	Report		
	School Partnerships	AA	Mike Bowden	Report	Panel Nov 2012	
	Cabinet Member Update					
	People and Communities Strategic Director's	AA	Ashley Ayre	Briefing		Paper to be issued on

Meeting Date	Agenda Item	Director	Report Author	Format of Item	Requested By	Notes
	Briefing					meeting day
21st May 2012						
	Home to School Transport Review – Terms of Reference		Donna Vercoe / Lauren Rushen	Report		
	The Role of the Children’s Services Director	AA	Ashley Ayre	Briefing		May 2012
	People and Communities Service Redesign	AA	Ashley Ayre	Report		May 2012
	Skills & Employability Update	AA	Jeremy Smalley	Report		May 2012
	Safeguarding and Looked After Children’s Services Improvement Plan	AA	Maurice Lindsay	Verbal		
	Supporting Young People Strategy Update	AA	Tony Parker	Briefing		May 2012
	Cabinet Member Update					
	People and Communities Strategic Director’s Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
9th July 2012						
	Youth Democracy & Participation Overview (Primary / Young Parliament Feedback)	AA	Briony Waite	Presentation		
	Children’s Centres	AA		Report		July 2012
	Play Partnership	AA		Report		July 2012
	Complex Families	AA				
	Cabinet Member Update					
	People and Communities Strategic Director’s	AA	Ashley Ayre	Briefing		Paper to be issued on

Meeting Date	Agenda Item	Director	Report Author	Format of Item	Requested By	Notes
	Briefing					meeting day
24th Sept 2012						
	Permanent School Exclusions	AA		Report	Panel March 2012	
	Adoption Process	AA				
	Children's Health Services	AA				
	The Role of the Children's Services Director	AA	Ashley Ayre	Report		
	Cabinet Member Update					
	People and Communities Strategic Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
26th Nov 2012						
	Cabinet Member Update					
	People and Communities Strategic Director's Briefing	AA	Ashley Ayre	Briefing		Paper to be issued on meeting day
Future items						

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