Notice of Children’s Services Overview and Scrutiny Panel Meeting

Thursday 15 March 2018 at 6.00pm
HMS Phoebe Committee Room, Town Hall, Bournemouth

Panel Members:
Councillor Christopher Wakefield – Chair
Councillor Susan Phillips – Vice-Chair
Councillor Simon Bull
Councillor Malcolm Davies
Councillor Bobbie Dove
Councillor Cheryl Johnson
Councillor Stephen MacLoughlin
Councillor Don McQueen
Councillor Rae Stollard

Non-elected voting Members:
Mrs P Marchiori-White - Roman Catholic Diocesan Board
Mr A Hogg - Church of England Diocesan Board

Parent Governor Members:
Brett Milner - Primary Phase
Vacancy - Secondary Phase

All Members of the panel are summoned to attend this meeting to consider the items of business set out on the agenda at pages 3 and 4 below.

The Public, press and any Councillor are welcome to attend this meeting.

For further information, please contact: Jill Holyoake, Legal and Democratic, Town Hall, Bourne Avenue, Bournemouth BH2 6DY.
Tel: 01202 454715
E-Mail: jill.holyoake@bournemouth.gov.uk
Public Involvement

The Children’s Services Overview and Scrutiny Panel welcomes members of the public to contribute to the meeting

1 by asking to speak on an agenda item or a community issue as a ‘Deputation’; or

2 by asking a public question - any member of the public whose name appears on the Electoral Roll for Bournemouth - which includes a person under the age of 16 years living in Bournemouth and who is escorted by a qualifying adult; or

3 by presenting a petition in relation to items on the agenda.

A request to speak as a deputation, ask a question or present a petition must be sent in writing or email to jill.holyoake@bournemouth.gov.uk by no later than 6.00pm on Wednesday 14 March 2018.

A loop system for hearing impairment is provided in the meeting room. There is disabled access to the building.

Councillors and visitors with particular needs should inform the Council before arriving at the meeting.

This agenda together with records of decisions and reports are available on the Council’s web site at http://www.bournemouth.gov.uk

A copy of this document may be available on request in alternative formats.

For information on translating documents into another language visit the Council’s website: http://www.bournemouth.gov.uk/Accessibility.aspx

Audio Recording and Filming:

This meeting may be audio recorded by the Council for subsequent publication on the Council’s website. Anyone may audio record, film, take photographs and/or use social media such as tweeting and blogging when this meeting is open to the public. Anyone wishing to record this meeting in anyway must do so in accordance with Council Procedure Rule 108 and the Council’s protocol for filming and audio recording at public meetings and the Public Notice on Filming and Recording Meetings which can be found using the following link:

Agenda

Items to be considered while the meeting is open to the public

1. **Apologies**

2. **Substitute Members**
   The Democratic Services Officer will report on any changes in the membership of the Panel under Procedure Rule 89.

3. **Declarations of Interest**
   Members are asked to declare in accordance with Procedure Rule 5:
   
   a. any disclosable pecuniary interests in any item under consideration at the meeting as required by the Localism Act 2011;
   
   b. any memberships of outside bodies where such membership involves a position of control or significant influence on the organisation concerned;

   Members are also asked to state fully the nature of the interest(s). If any member has a query on any particular matter, please contact the Democratic Services Officer in advance of the meeting.

4. **Action sheet**
   To review and update the action points circulated at ‘4’.

5. **Public items**
   
   a. **Public Questions**
      
      The Democratic Services Officer will report on any public questions received by the notice deadline.

   b. **Deputations**
      
      The Democratic Services Officer will report on any deputation requests received by the notice deadline.

   c. **Petitions**
      
      The Democratic Services Officer will report on any petitions received by the notice deadline.
**NOTE FOR MEMBERS OF THE PANEL**

In the interests of a full debate, Members are asked to consider the following reports and supply any questions for Officers in advance of the meeting. Please send questions to Jill Holyoake by Wednesday 14 March 2018 using the details provided in this agenda.

6. **Special Educational Needs and Disabilities (SEND) Strategy**

For the Panel to consider an annual report on the SEND Strategy – circulated at ‘6’.

*To be presented by:* Vanessa Grizzle, SEND Strategic Lead / Neil Goddard, Service Director, Community Learning & Commissioning

7. **Children’s Services Self-Evaluation Programme**

For the Panel to consider the ongoing plan for self-evaluation – circulated at ‘7’.

*To be presented by:* Jean Imray, Service Director, Children / Sue Ross, Director, Adults & Children

8. **Milton House – future use**

To receive a verbal report from the Director, Adults and Children

9. **Forward Plan**

To consider the forward plan with a view to agreeing priorities and confirming dates for forthcoming items - circulated at ‘9’.

10. **Any other business**

To consider any other business of which prior notice has been received and by special circumstances, which shall be specified in the minutes, the Chair is of the opinion that the items should be considered as a matter of urgency.

**FUTURE MEETING DATES**

10 May 2018, 6.00pm
19 July 2018, 6.00pm
20 September 2018, 6.00pm
15 November 2018, 6.00pm
Action Sheet - Children’s Services Overview and Scrutiny Panel

Recommendation:

1. That the Panel consider and update the action points as appropriate

<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>*Items remain until action completed.</td>
<td>✓</td>
</tr>
</tbody>
</table>

Actions arising from Panel Meeting: 16 November 2017

75b. Public Items - Deputation

Chairman to speak to the appropriate Cabinet Portfolio Holder with regards to permits for car parking, lights and bins in the area indicated.

That the issues will be followed up by the most responsible party.

The Chatterboxes views to be sought as part of the review on the transitions process.

The opinions expressed in the deputation would be captured in greater depth.

Issues raised in the deputations to be considered during work programming consideration for the Panel.

Deputation to be invited back to the panel as appropriate when further items are considered at future Panel meetings.

77 Children and Young People’s Emotional Well-Being and Mental Health - Health Perspective

The issues raised by the Panel during the meeting should be considered further and a report be brought back to the Panel on the progress on the measures in the LTP.
<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>*Items remain until action completed.</td>
<td>✓</td>
</tr>
</tbody>
</table>

**Actions arising from Panel Meeting: 18 October 2017**

| 66  | High Needs Budget 2017/18 and 2018/19  | That the Panel supports the approach to the proposed actions detailed in the report with regards to the High Needs Block of the Dedicated Schools Grant for 2017/18 and 2018/19 and that the Panel supports officers in their representations to that effect to the Schools Forum. | The Schools Forum met on 20 October. |
|     | Neil Goddard, Service Director Community Learning and Commissioning | That Cabinet be notified of the Panel’s resolution with regards to the High Needs Block of the Dedicated Schools Grant for 2017/18 and 2018/19. | ✓ The Cabinet received the notification of the Panel’s recommendation at its meeting on 8 November 2017. |

<p>| 67  | Talk It Out Service  | The Panel supported a combination of options A and C as outlined in the report and asked the Cabinet Portfolio Holder and Director Adults and Children to take the issue through the Corporate Parenting Panel and CLICK Members. | ✓ This issue was taken to the Corporate Parenting Panel meeting on 29 November 2017 where the Service Director, CSC, agreed to take it away for further discussion with CLICK members. |
|     | Sue Ross, Director Adults and Children/ Councillor Nicola Greene, Cabinet Member for Education and Children's Services | That a report be brought back to the Panel in the early part of the 2018 on the outcome and how the service could be carried forward in future. | Add item to Forward Plan |</p>
<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit</th>
</tr>
</thead>
</table>
| 68b | Offending by Children In Care  
David Webb, Youth Offending Service Manager | That the Panel continue to monitor offending rates among children in care through annual reports. | That the Panel has the opportunity to monitor and review offending rates for this group of young people for whom the Council is a Corporate Parent.  
✓ Added to Annexe 1 of Forward Plan as recurring item |
| 69 | Children’s Services Self-Assessment Programme  
Sue Ross, Director Adults and Children | That a report be brought back to the Panel in 3-4 months (approximately March). | To update the Panel and for the Panel to be assured of detail to evidence that the service was fully compliant.  
✓ Included on Panel’s agenda for 15 March 2018 |

**Actions arising from Panel Meeting: 14 September 2017**

| 54 | Young Carers Support Service  
Jo Fry, Youth Services Manager | That a more in-depth report be brought to the Panel meeting in January. | To update the Panel on the ongoing work of the Service and inform it of the outcome of future actions previously outlined  
✓ Reported to Panel meeting on 1 February 2018 |
<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>*Items remain until action completed.</td>
<td>✓</td>
</tr>
</tbody>
</table>
| 55            | Transitions Plan          | That a paper be brought back to the Panel in order to feedback to the Panel on the completed service. | To assure the Panel that the proposed work has taken place and that the completed service is fit for purpose.  
✓ Reported to Panel meeting on 1 February 2018 |
|               | Sue Hall, Child Health and Disabilities Team |         |                     |

**Actions arising from Panel Meeting:** [20 July 2017](#)

| 41            | Task and Finish Group - Support Services for Children and Young People who are being or have been Bullied  
Terry Husher - Participation Youth Worker | That the format and language of the report be refreshed in conjunction with the Bournemouth Youth Committee and that the original report and the refreshed report be sent out to all Bournemouth schools. | To make schools and young people aware of the changes to support services. |
|               |                           | That the original survey be conducted again in approximately 12 months time. | To collect data on current views and attitudes to evaluate any changes since the Task and Finish Group. |

| 43            | Special Educational Needs and Disabilities (Send) Transport Policy  
Phil Saint, Principal SEND Officer / David Harrop - Passenger Transport Unit Manager | That an update report come back to the Panel in approximately 12 months and a report come back to the Panel on the plans for post 16 SEND transport. | For the Panel to be informed of any further developments for SEND transport and the impact on its budget. To review the proposed changes to post-16 travel.  
Add items to Forward Plan. |
<p>| | | | |
|               |                           |         |                     |</p>
<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit ✓</th>
</tr>
</thead>
<tbody>
<tr>
<td>45</td>
<td>Annual Report on the Outcomes of the Bournemouth Adoption Service - LAC / Care Leavers Service Manager / Cabinet Member for Children’s Services</td>
<td>That further information on the status of the three children referred to in the report on early permanence placements be provided to the Panel.</td>
<td>For information - to satisfy that statutory requirements are met</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The Portfolio Holder to write to the Local Government Association regarding opportunities created by the advent of Regional Adoption agencies to learn from placement breakdowns.</td>
<td>In order to investigate possible avenues to develop learning opportunities.</td>
</tr>
</tbody>
</table>

Actions arising from Panel Meeting: **15 June 2017**

| 28            | Ambitions Plan Director Adults and Children | That a report be brought back to the Panel on the self-assessment in January 2018 | In order for the Panel to review the whole approach and provide a rigorous review of its development. |

| 31            | Milton House Update Service Manager Looked After Children and Care Leavers Services | That an opportunity for scrutiny of the business cases for the future of the building be scheduled for approximately 3 months’ time. | TBC - Item to be added to the work programme - October meeting. UPDATE: not ready to report in October will be added to a future meeting. ✓ Included on Panel’s agenda for 15 March 2018 |

Actions arising from Panel Meeting: **16 March 2017**
<table>
<thead>
<tr>
<th>Minute number</th>
<th>Item and Relevant Officer</th>
<th>Action*</th>
<th>Outcome and Benefit</th>
</tr>
</thead>
</table>
| 18 | Educational Attainment  
Service Director, Children and Young People | To outline the priorities for the improvement of key stage 4 outcomes during the secondary phase within future reports of educational attainment (see Appendix 2 of the report on 16 March 2017). | ✓ |
| 7 | Special Educational Needs and Disabilities (SEND) Strategy  
Panel Members of the Children’s Services Panel | For the Panel to determine when and how it would like to receive an annual performance report on the SEND Strategy. | ✓ Included on Panel’s agenda for 15 March 2018 |
| 56 (c) | Emotional Health and Wellbeing Strategy Update  
Service Director, Community Learning and Commissioning | To circulate a report on the Emotional Health and Wellbeing Strategy to Members in advance of it coming to the Panel. | The report is due to be considered by the Panel in November 2017. The Panel considered the report and challenged a number of different areas. The issues highlighted by members will be considered and an update provided to the Panel ✓ |

Actions arising from Panel Meeting: **18 January 2017**

Actions arising from Panel Meeting: **15 September 2016**
# Executive summary

This report details progress against the Special Educational Needs and Disabilities Strategy. It outlines the context and driver for these and subsequent arrangements in response to pressures on the high needs budget.

Financial and resource implications are explored - with an overview of the current context with regard to the High Needs Budget and an outline of the immediate actions to achieve a sustainable budget.

## Recommendations

It is recommended that the Panel:

---

<table>
<thead>
<tr>
<th>Report Subject</th>
<th>Special Educational Needs and Disabilities – SEND - Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meeting date</td>
<td>15 March 2018</td>
</tr>
<tr>
<td>Cabinet Portfolio</td>
<td>Councillor Nicola Greene, Cabinet Member, Education and Children’s Services</td>
</tr>
<tr>
<td>Corporate Lead</td>
<td>Sue Ross, Director Adult and Children Services</td>
</tr>
<tr>
<td>Service Director</td>
<td>Neil Goddard, Service Director, Community, Learning and Commissioning</td>
</tr>
<tr>
<td>Status</td>
<td>Public</td>
</tr>
<tr>
<td>Classification</td>
<td>For scrutiny</td>
</tr>
<tr>
<td>Key Decision</td>
<td>No</td>
</tr>
<tr>
<td>Impacts on Key Policy Framework</td>
<td>No</td>
</tr>
<tr>
<td>Report author</td>
<td>Vanessa Grizzle, Principal Education Psychologist &amp; Strategy Lead, SEND; Paul Jacobs, Strategy Lead, SEND</td>
</tr>
<tr>
<td></td>
<td>✆ 01202 456183  ✉ <a href="mailto:vanessa.grizzle@bournemouth.gov.uk">vanessa.grizzle@bournemouth.gov.uk</a></td>
</tr>
<tr>
<td></td>
<td>✆ 01202 451118  ✉ <a href="mailto:paul.jacobs@bournemouth.gov.uk">paul.jacobs@bournemouth.gov.uk</a></td>
</tr>
</tbody>
</table>

---
<table>
<thead>
<tr>
<th>Reasons for recommendations</th>
<th>To give the panel the opportunity to scrutinise strategy developments in light of the financial pressures being faced by the authority and be aware of how the authority plans to overcome challenges to achieving its ambitions.</th>
</tr>
</thead>
</table>

**Background**

1. The new SEND Strategy was presented for comment by the overview and scrutiny panel in November 2016 and it was agreed that progress would be reported periodically to the panel, on request.

2. Bournemouth has a clear vision for children and young people as set out in the Children’s Trust ‘Plan for Children and Young People and their families’. Bournemouth’s SEND Strategy has used this vision to set out a clear ambition that all children and young people with SEND:
   
   a. Receive a good education that allows them to fulfil their potential and achieve their ambitions
   b. Lead happy, healthy, fulfilled lives
   c. Are well prepared for adulthood and the world of work and make a positive contribution as active members of their communities

3. It is now the fourth year of implementation since the SEND Code of Practice – 2014 - set out expectations for a graduated response to need, greater child and family participation in decision making, and an integrated approach to education, health and care assessments - EHCPs. Identifying needs, meeting needs and improving outcomes for children and young people with SEND have been key areas of focus since these reforms were introduced. Since the new Code was introduced, Bournemouth has, amongst many other things, developed a SEND Strategy, a Local Offer website for children, parents and practitioners, updated our SEND Process Guidance and developed new SEND partnership groups - see Appendix A.

4. The SEND Strategy provides a context for developing practice within the local area in relation to improving outcomes for children and young people with SEND and is based on both research and consultation with stakeholders and partners.

5. While LA and health leads have continued to work toward the outcomes of the SEND Strategy, it is recognised that these reforms will not be fully implemented until 2020.
The LA continues to await its inspection against the OFSTED and the CQC framework - for inspecting local areas’ effectiveness in identifying and meeting their needs in England under section 20 of the Children Act 2004. The LA and partners recently undertook an assessment of our current actions against an inspection checklist we created using the then 34 completed inspections and the DfE document, ‘Local Area SEND Inspections: One year on’.

The Child Health and Disabilities Team – CHAD, who deliver social care to children and young people with disabilities which had moved to Children and Young People’s Services with the aim of creating a more integrated approach to children and young people with SEND, has now returned to the Children, Young People and Families Directorate but continues to work closely with the SEND Assessment Team.

**Progress against the Special Educational Needs and Disabilities Strategy**

The strategy outlines four outcomes which form the basis of Bournemouth’s outcomes-focused approach.

a. Children and young people with SEND and their families, trust and have confidence in the support they receive.

b. Children and young people with SEND have great life chances.

c. Children and young people with SEND are happy and enjoy their education and social life.

d. Young adults with SEND live happy and fulfilled lives.

Following extensive self-evaluation by LA service leads and other partners, a comprehensive action plan was developed against the 4 outcomes above. Leads also identify how activity contributes to inspection criteria - identification of needs, meeting needs and achieving outcomes. This action plan is refreshed and updated termly and reported to the SEND Strategic Partnership Board. The next update is due for the meeting in April. The Self Evaluation will be updated twice yearly.

Both the SEND Self Evaluation and Action Plan will be provided in paper version for the panel to comment on.

A SEND data analysis has also been carried out to inform future action planning which will be updated annually alongside the data matrix - see Appendix 2. The data within the strategy was updated prior to final publication to reflect last good data for 2015/16.

Governance arrangements for the SEND Strategic Partnership Board are more extensive and include monitoring of the High Needs Budget which has its own board and action plan.

**Finance and Resource Implications**

The strategy is relevant to children and young people with and without Education Health and Care plans - EHCPs. The resource implications largely relate to those
with EHCPs but inevitably impact on the resources available within the whole system to support pupils with SEND as EHCPs in mainstream are partly funded from a delegated notional SEND budget - intended to meet needs of all pupils with SEND in mainstream schools.

14 Pressures on the High Needs Budget present a risk to achieving the outcomes within the Strategy.

15 The last National SEND comparative data indicated that Bournemouth is:

a. Broadly in line with national and regional figures for the number of EHCPs per 1000 children, although this is continuing to rise
b. Slightly below national and regional figures for the proportion of pupils with an EHCP in mainstream settings
c. Significantly lower than national and regional figures for the availability of a resource base type provision
d. Broadly in line with national for the proportion of pupils with an EHCP in a maintained special school
e. Significantly above national and regional figures for the proportion of pupils with an EHCP in Independent Non-Maintained Special Settings – INMSS.

16 The Government provides funding for SEND to Local Authorities via the High Needs Block within the Dedicated Schools Grant. This is set annually and from April 2018 is moving to a new national formula. A survey by the Association of Directors of Children Services – ADCS - of Local Authorities found that, in September 2017, 68 of the 85 authorities who responded to the survey were forecasting overspending on the High Needs block. In Bournemouth, the key pressures have come from:

a. Increasing numbers of EHCPs due to increased awareness and expectation resulting from reforms
b. Significantly increasing Post 16 and Post 19 numbers. The SEND Code expects young adults with SEND to be supported in education up to the age of 25
c. Cost of the higher numbers in Independent/Non-maintained Special Schools.
d. Rising number of permanent exclusions.

17 As a result of the pressures on budgets nationally, the government provided a small grant to each LA to produce a High Needs Action Plan. Bournemouth engaged ISOS, a well-known research and advisory company with a track-record in developing policy, improving delivery, and building capacity within the public sector, to carry out a review and propose recommendations to inform the action plan. ISOS presented their final report in January 2018.

18 The Department for Education has also provided Local Authorities with some limited capital investment for SEN, spread over three years from April 2018. Bournemouth’s allocation is c£950k and outlined plans have to be published on the Local Offer website during March.
The financial Position is:

a. The current, 31st January 2018, budget forecast is for an overspend of £4m on a budget of £13.4m. This includes a carry forward deficit from 2016/17 of £2.194m.

b. The new national funding formula has resulted in an allocation of £16.2m for 2018/19 for the Bournemouth High Needs Block. In order to set an in-year balanced budget, the Local Authority requested that the Schools Forum support a virement of £2.5m from the School’s Block. Following a consultation with settings, the Forum approved a virement of £1.1m which has now been approved by the Secretary of State. This virement still leaves a funding gap of c£1.4m for next year and is for one financial year only. Consequently, actions are required to both achieve a balanced budget next year and also to create a sustainable budget position into the future.

c. The Schools Forum also agreed to carrying forward the High Needs deficit into next financial year and the Council has undertaken to mitigate this over the next two financial years.

20 Immediate Actions towards achieving a balanced budget in 2018/19 are being taken:

a. The funding provided to mainstream primary and secondary settings to support each EHCP is being reduced by 20% from 1st April 2018. In addition, it is proposed that the current approach to funding EHCPs will change to a banding system from 1st September to reduce bureaucracy, increase clarity and enable better financial control.

b. The full £6k contribution from mainstream settings towards Top Up costs will be deducted for all new Top Up allocations regardless of when the new EHCP plan commences. This will impact on new allocations in their first financial year only.

c. The funding received by our Bournemouth Special Schools, from the High Needs block, is being reduced by 1.5% from 1st April 2018.

d. Opportunities are being sought to better align funding and provision via EHCPs to pupil’s presenting needs, which may result in ceasing/reducing plan numbers, reintegrating pupils in Special Schools or Resource Bases back into mainstream and also transitioning pupils back from Independent Non-Maintained provision to local Special School provision where appropriate.

21 Actions are being put in place to achieve a sustainable high needs budget moving forward, some of which are based on the recommendations of the ISOS report. Details of these are available in a separate report but in summary, we aim to support mainstream settings to meet the needs of the vast majority of pupils and increase the number of local specialist setting places. Progress and impact of these actions will be monitored through High Needs Board within the governance structure outlined in Appendix A.
22 A government grant has been received to support costs associated with implementation of the reforms. Bournemouth received £99,204K for 2018 to 2019. It is unlikely that further grant funding will be received for 2019 to 2020.

**Summary of legal implications**

23 The Children and Families Act 2014 marks significant cultural and systemic changes to the legislation relating to children and young people with SEND across education, health and care. Legislative changes have meant that SEND Services have faced new challenges in the interpretation of the new Code of Practice as new case law marks the way for future practice. In order to ensure that the authority is adequately informed of its legal options, in addition to the LA legal team we have procured the services of a legal firm to provide advice and to provide case law updates. Additionally, this firm carries out the LA’s tribunal cases.

24 Mitigating actions to achieve a balanced budget may mean an increase in appeals to the SEND tribunal.

**Summary of human resources implications**

25 The increased age range of 0 – 5 and 19 – 25 has meant that there has been an increase in staffing in the SEN and CHAD teams, the Educational Psychology Service and SEND Advisory Services in order to meet the growth in assessment requests, maintenance of plans beyond 19 and transfers from statements to EHCPs - now coming to an end. Recent and future pressures now include robust monitoring of system activity in order to establish a balanced high needs budget, whilst achieving the outcomes within the strategy.

**Summary of environmental impact**

26 Continued and increased use of provision outside the local area impacts environmentally due to additional travel for children and young people.

**Summary of equalities and diversity impact**

27 A full Equality Impact Needs Assessment was completed to inform decision making throughout the writing of the strategy. This Strategy impacts on some of our most vulnerable children and young people and is designed to improve their outcomes.

**Summary of risk assessment**

28 Potential risks which could impact on the successful implementation of the strategy are largely related to the financial implications of increased demand on the High Needs Budget. These are mitigated through the measures described above.
29 Other risks include insufficient engagement of children, young people and their families which is mitigated through consulting and working with representative groups. Insufficient engagement of schools leading to a lack of support and opportunities for children and young people in mainstream settings. This is mitigated by involving schools and working closely with the special educational needs co-ordinator for each school. Lack of affordable and local specialist provision, which is mitigated by seeking opportunities to extend local provision.

Appendices

Appendix A: SEND Accountability Framework

Background papers

Full strategy link:


Strategy on a page:


Schools Forum Papers:

School Forum Meeting January 2018
Appendix A: SEND Accountability Framework
## Executive summary

The Children, Young People and Families Self-Evaluation summary report sets out our ambitions for children’s services, and our improvement journey since the last OFSTED inspection in 2014 and our judgements about the current challenges and achievements. The report includes a statement of our overall effectiveness: recognising the areas for further improvement. These challenges are explained under four key headings: assessment, permanence, performance and case auditing leadership and management. The rest of the report describes service delivery strengths, and areas for improvement in four areas; the experience of children in need of help and protection; the experience of children in care, care leavers and permanence; provided and commissioned services; the impact of leadership on practice with children and families.

## Recommendations

For the Panel to consider the ongoing plan for Self-Evaluation.
Reasons for recommendations

Members need to be aware of the impending inspection of children’s services by OFSTED, and the Self-Evaluation of social work practice that will be an important part of the inspection.

Background detail

1. Ofsted has changed their inspection framework (methodology) since Bournemouth’s last inspection. The new framework for inspection is called Inspection of Local Authority Children’s Services – ILACS. As part of this, every local authority is invited to provide an annual Self-Evaluation of social work practice. Ofsted will have an annual conversation with each local authority and carry out focused visits on a potential area of improvement or strength. Local Authorities with ‘Good’ or ‘Requires Improvement’ judgements will have a short or standard inspection once in a three-year period.

2. Bournemouth children’s services was graded as ‘Requires Improvement’ by OFSTED in its inspection in 2014, which means we anticipate a standard inspection soon. A Self-Evaluation has been completed that identifies the areas where improvement is required. This Self-Evaluation is a living document which continues to be worked on. The first version, which has been submitted to OFSTED is attached for the consideration of the Overview and Scrutiny Panel.

3. Service improvements after the 2014 inspection were originally overseen by the Service Improvement Board, chaired by the Executive Director Adults and Children. As improvements were achieved and embedded this became the Ambitions Board in 2016, which focussed the achievements of the Improvement Board and the findings of a Local Government Association (LGA) Peer Review in November 2015. This Self-Evaluation is based on the Ambitions Plan and overseen by the Self-Evaluation Board, chaired by the Director Adults and Children and well supported corporately and by the Cabinet Member for children. Actions to further improve services make up our improvement plan. This plan and our Self-Evaluation will be refreshed as necessary up until the time of the inspection, and monitored by the Self-Evaluation Board.

Future Plans

4. The Self-Evaluation report is underpinned by an improvement plan. Both will be reviewed and amended regularly and informed by performance data.

5. Progress against the improvement plan will be reported on to the Overview and Scrutiny Panel in due course.

6. As well as being key elements in preparation for inspection, the Self-Evaluation report and the improvement plan will be discussed at our annual conversation meeting with OFSTED in September this year.
Conclusion and recommendation

7. The Children, Young people and Families services Self-Evaluation report sets out our ambitions for children’s services and our improvement journey since the last OFSTED inspection in 2014. The report includes a statement of our overall effectiveness and recognised the areas for further improvement and indicates what progress is being made towards improvement.

8. It is recommended that the Overview and Scrutiny Panel consider and comment on the ongoing plan for Self-Evaluation in the light of the likely forthcoming inspection of children’s services by OFSTED.

Summary of finance and resourcing implications

9. Not applicable.

Summary of legal implications

10. Not applicable

Summary of human resources implications

11. Note the Self-Evaluation report, page 14 paragraph 2.1 highlights the organisational changes to the structure since April 2017. Paragraph 2.3 highlights the increased managerial oversight of social care practice.

Summary of environmental impact

12. Not applicable

Summary of equalities and diversity impact

13. No impact from equality and diversity arises from this report.

Summary of risk assessment

14. Not applicable

Background papers

15. Not applicable

Appendix

16. Self-Evaluation CYPF Version 1
BOURNEMOUTH’S AMBITION FOR CHILDRENS SERVICES

- Improve the lives of children and young people in Bournemouth through our services, our support and our understanding of their challenges

- For those small number of vulnerable and troubled children and young people who cannot stay safely in their families, we will seek to replicate life-long family support through permanence

- To have the best range and quality of services available for vulnerable children and young people and their families and to ensure these services address the changing needs of children and young people in Bournemouth

- To work with children young people and their families in ways which respect their uniqueness, their rights, their feelings and their wishes and hopes for the future

- To ensure our work with families always shows empathy, not blame

- To value our staff and the work they do and to show them, through the way services are delivered and managed, that we recognise that the care they show their children young people and families is the most important resource the Council can ever provide.
OUR “JOURNEY” SINCE THE LAST INSPECTION

Bournemouth Borough Council were last inspected by Ofsted under the Single Inspection Framework (SIF) in June 2014. At that time the service was judged to ‘Require Improvement’. At that time the improvement work was led by the Executive Director, Adults and Children, the Service Directors for Children’s Social Care, Children and Young People, Community Learning and Commissioning, and the lead member through the Improvement Board. This work was reviewed by an LGA Peer team in November 2015. The key features of that review and the analysis of the Improvement Board at that time, were that some parts of the service were performing well and some improvements were embedded. However, in some parts of the service the pace of improvement remained too slow.

The key features of our journey since then have been:

1. The strengthening of the management structure under one Service Director for Children, with the service having 5 service managers and a Principal Social Worker, and a revised organisational structure (described below) with an enhanced role for team managers and with practice managers directly accountable for the oversight of cases within their newly designed pod teams
2. A Multi Agency Safeguarding Hub (MASH) co-located with the Police and the other Dorset MASHs in Poole Police station which ensures consistent application of safeguarding thresholds at the front door of the service
3. Improved use of performance data and our use of management information across the whole of children’s services
4. The development of an early help offer through the Family Support Hub which is well placed to prevent the escalation of need and risk and support families in their communities
5. Reducing the number of children looked after by 19.2% since 2014 to a level which more appropriately compares with national and regional comparators.
6. Leading and hosting the new Regional Adoption Agency which now operates across the whole of Dorset and is a national demonstrator site
7. Developing a new service for separated and trafficked children seeking asylum
8. Strengthening our social care workforce by recruiting permanent staff to permanent roles. This has reduced the use of agency staff from over 30% at the time of the last inspection to single figures over the last two years across the service
9. Developing specialist posts for newly emerging areas of practice such as child sexual exploitation (CSE) and those involved in ‘County Lines’
10. Embarking on a major investment in workforce development with our partners at Bournemouth University, the Local Safeguarding Children Board (LSCB) and others, which is designed to ensure our staff get the best opportunities to develop their continuing professional development in Bournemouth, from pre-qualification up to Masters and PhD level

All these improvements have been delivered within the constraints of the Council’s Medium Term Financial Strategy and within a balanced budget of sufficient resources since 2015.
OVERALL EFFECTIVENESS

Bournemouth continues to be ambitious to develop excellence. We are confident that we have the vision, leadership, determination, and the talent in our workforce, whilst working with new and existing partners, to achieve our ambition to deliver consistently good outcomes for vulnerable children in Bournemouth.

Our Children’s Trust Plan has been refreshed for 2018 to ensure that it meets the needs of children and young people. The Trust aims brings together all partners with a role in improving outcomes for children to agree common strategies on how they will cooperate to improve children’s wellbeing and to help embed partnership in partners delivery of their own functions.

The majority of children and young people in Bournemouth do well. They achieve well in school, enjoy good health, have comfortable homes, and opportunities to not only reach their potential but to excel. However, that is not the case for all children. A small but significant number of children have poor outcomes and the gap between them and other children is too wide. These are the children who are most dependent on effective help that is targeted on their needs. It is these children who are the main focus of our self-assessment priorities.

Bournemouth is looking to develop opportunities for shared services with Poole to allow synergies that could come from the potential decision of the Secretary of State to reorganise local government that would follow from his ‘minded to’ decision. There are currently a number of successful partnerships with Poole (such as the LSCB and Safeguarding Adults Board) and other partnerships which are pan Dorset.

We are looking to underpin our commitment to relationship and strengths based practice by investing in the shared (Bournemouth and Poole) implementation of Signs of Safety.

This not only demonstrates a commitment to improve our front-line practice, but also to creating a continuous organisational learning system to ensure practice consistency and improved outcomes for children.

In Bournemouth, we know that we still have work to do to ensure that the quality of practice is at least ‘good’ consistently across the service. We have strengthened quality assurance and performance management activities, and we are committed to sustaining a performance culture that has achieving best outcomes for individual children as its main driver.

We are proud of our achievements in recent years but recognise there remain a number of key challenges and areas for further improvement. These include:

1. **Assessment**
   1.1. Ensuring that thresholds for statutory services are comprehensively understood and consistently applied by ourselves and our partners so that children get the right service at the right time in their lives
   1.2. Strengthening ease of timely access to early help services from the multi-agency safeguarding hub (MASH) and from early help into statutory services where necessary
   1.3. Improving the quality and timeliness of assessments
2. **Permanence**
   2.1. Revising and reviewing our use of the Public Law Outline (PLO) to ensure that we only engage in legal proceedings to remove children from their families when all safe alternatives have been thoroughly explored in a timely manner and ruled out
   2.2. Improving the offer of help we make to adolescents particularly those at risk or on the edge of care
   2.3. Providing better support for children and young people with disabilities and their families, and for young people approaching transition to adulthood
   2.4. Making sure that children and young people in care are provided with family based placements first and foremost
   2.5. Improving the services and support we provide for our care leavers;
   2.6. Achieving placement stability and permanent alternatives to care wherever possible including reunification with family where safe and appropriate

3. **Performance monitoring and case auditing**
   3.1. Continuously and effectively using performance information and case audits to celebrate and encourage good practice, understand problematic performance, and to respond swiftly to address any issues across all our children’s services
   3.2. Understand and respond effectively to the high rate of re-referrals which are a feature of our performance and reduce the re-referral rate
   3.3. Narrow the gap in educational attainment for disadvantaged children, especially our children in care and care leavers

4. **Leadership and management**
   4.1. Ensuring there are clear lines of sight between senior managers and leaders and front line operational practice and performance
   4.2. Responding quickly and effectively to emerging areas of need particularly in relation to abuse and exploitation, domestic violence, ‘County Lines’ etc.
   4.3. Acting on the learning from case audits and Serious Case Reviews (SCRs) and ensuring their lessons are embedded in practice improvement
The following challenges are addressed in our improvement plan.

### THE EXPERIENCE OF CHILDREN IN NEED OF HELP AND PROTECTION

#### 1. Early Help and the Family Support Hub

1.1. The Ofsted pilot inspection found that the range of coordination of early help provision was not fully established and more work was needed with partner agencies to ensure that children’s needs and risks are clear. We are confident that our Early Help Partnership Strategy is progressing and it is well supported by representatives from across the partnership. The group has been involved in self-evaluation using the Department for Communities and Local Government Early Help Maturity Model and has developed an improvement plan in response to the findings.

1.2. We have a Young People’s Early Help Shadow Board who contributed a young person’s perspective to the self-evaluation and improvement plan. The Council’s Early Help offer is centred on the Family Support Hub. Partnership presence in the Hub has been enhanced with seconded health visiting and police representatives.

1.3. We have to do more to develop a seamless interface with Bournemouth MASH, the Assessment Team, and other children’s social care teams that avoids delays.

1.4. An Early Help data set is being reviewed in response to learning from Ofsted feedback from the two day pilot inspection in July 2017 and will include performance targets around timeliness of assessment and provision, and indicators from our Under 5 and Youth Services. This is being progressed in consultation with Poole to further align our ways of working.

1.5. We know we need to combine our work on performance management with a focus on the Shared Early Help Outcomes Framework so that we are better placed to evaluate impact. We also know that practice and performance will be enhanced when early help and social care services are able to share the same information and case holding system which will be achieved by the end of 2018.

#### 2. Multi Agency Safeguarding Hub (MASH)

2.1. The Bournemouth MASH is our front door to statutory social work services. To make sure children get the right service at the right time, MASH triage against the LSCB (Bournemouth and Poole) thresholds as Levels of Need and Continuum of Support. Ofsted’s pilot inspection in July 2017 found that professionals in the service worked well together, shared information quickly, made timely decisions about thresholds for services, and produced some good quality risk assessments.

2.2. The response to missing children and those at risk of exploitation is being strengthened. Work is underway to better understand the practice issues that sit underneath some of the headline data: in relation to the numbers of repeat contacts and the number of repeat referrals; the apparently low rate of conversion from contact to referral. The year to date figure of 6904 contacts (to January 2018) includes only 24.1% converted to a referral for a statutory service, and 33% repeat referrals.

#### 3. Assessment

3.1. The Assessment Team is divided into two ‘pods’. The team manager has overall management responsibility for the effective and safe functioning of the service with two practice managers providing case supervision and direction to 10 case holding social workers. Each ‘pod’ also benefits from access to an advanced practitioner who holds more complex cases and provides additional
guidance and support to less experienced members of the team. Assessing social workers also undertake short interventions wherever the need for these are indicated.

3.2. The ‘pod’ system was set up in April 2017. In July 2017, the Ofsted pilot inspection identified some concerns about the way the new system was operating in the Assessment Team: caseloads were too high; children were not visited frequently enough; some risks were going unassessed for too long; some practice was not of a good enough standard. There was a lack of clarity between senior managers about the actions needed to address these difficulties.

3.3. Action has been taken to increase the numbers of social workers in the Assessment Team whilst we work with the staff team to improve systems, and the quality of direct work. An audit of re-referrals has provided more information about the difficulties being experienced by the assessment ‘pods’. Senior managers now receive a daily ‘unallocated cases’ report which shows any work allocated to team or practice managers. Performance information is used to more closely scrutinise the timeliness of assessments so that the time taken is more proportionate to the level of need and risk identified. Gaps and delays in the ‘stepping down’ of cases to early help are being addressed by strengthening the interface between the Assessment Team, and other statutory teams, and the Family Support Hub.

3.4. Our improvement programme now combines audit with practice improvement. Two independent auditors are reviewing cases with workers while also engaging them in coaching and mentoring conversations about where and how their practice could be improved.

4. **Children In Need (CIN) and Child Protection (CP)**

4.1. We have 100 children with a CIN plan open in this service and 171 children with a CP plan. There are two CIN and CP teams which are subdivided into four ‘pods’. Two team managers overseeing the service have four practice managers providing case supervision and management to the workers in their ‘pod’. There is some good practice in these teams but consistency needs to be improved.

4.2. We are using performance information to understand the impact of our work to meet needs and reduce risks to children. In particular, the high re-referral rate and the increase in assessments that result in CIN and CP plans. We are looking to check to ensure if work is being closed appropriately and checking that needs have been fully met.

4.3. We ensure that children do not remain with a child protection plan for longer than 2 years but our data in respect of children with a plan for a second or subsequent time does not compare favourably with our statistical neighbours or national comparisons. We are reviewing this each month to understand conference decision making and whether or not appropriate plans are being developed and implemented to ensure children and young people are safe.

4.4. We are working to ensure that all our children in need have up to date plans, and that we are engaging partners fully in the delivery of those plans. The improvements that are required in the consistency of the quality of plans and interventions will be supported by the implementation of the Signs of Safety practice framework, currently in implementation, and other practice developments.

5. **The PLO and Court Team**

5.1. A team manager and two practice managers are arranged in two ‘pods’. When it is determined that the threshold for legal proceedings is met, this team facilitates any additional assessments that might be required, and is responsible for issuing proceedings and taking the case through to the
The expertise and professionalism of the team has attracted praise from the local Courts who have commented favourably on both quality and timeliness of the reports and outcomes of the work with children and families. We are pleased by this progress but we are concerned by the additional transfer ‘hand-offs’ between teams. We are currently seeking options as to how this might be overcome without undermining these improvements.

5.2. We need to review our current use of our pre-proceedings use of the Public Law Outline procedures to ensure that we are engaging families in the process early enough and while there is still time to safely reduce risk to within acceptable levels or find solutions from within the wider family network as an alternative to issuing care proceedings.

5.3. Our Family Resource Centre has developed an accredited Parenting Assessment Service and provides a supervised contact service. It delivers a high-quality resource enabling parents to enjoy meaningful quality time with their children for contact and/or assessment in a child and parent friendly environment which is safe and welcoming. This service is traded to other authorities and we are developing the scope of resources to provide other specialisms.

6. Bournemouth and Poole’s Out of Hours service (OOHS)

6.1. Bournemouth, Poole and Dorset share an out-of-hours service covering Adults and Children’s Services. This has been under review for some time and was criticised in the two day pilot inspection in July 2017 and in the September 2017 Poole Ofsted inspection. Both indicated there was insufficient capacity in the out-of-hours service to meet the needs of children and provide effective oversight and challenge of the management of this service. Significant changes have been made to the service management responsibilities and to staffing and management oversight.

6.2. A randomised sample of 20 cases related to interventions between October and January for contacts made for Bournemouth children and young people showed an improvement in practice and recording.

6.3. The pan Dorset review has proposed a new model that will see a separation of Adult and Children’s OOH services in spring 2018.

7. Children on the Edge of Care

7.1. We know that we need to do more to improve the performance outcomes for adolescents in care and on the edge of care. We want to learn from other authorities who have had success in this area of practice as well as developing our own practice.

7.2. To this end, we are strengthening our Early Help offer to vulnerable adolescents and their families, and targeting support more effectively to prevent family breakdown, adolescent homelessness and risk of exploitation.

7.3. We are reviewing our permanency policy and procedures, and bringing the Family Group Conferencing Service in-house and strengthening our ability to support families to find their own solutions. We consider this will improve outcomes for children, young people and families.

8. Child Health and Disability

8.1. Social work services for children and young people who have a disability are provided by the Child Health and Disability Team (CHAD). Occupational Health services are included within this team. The team works with children from 0-18 years and social workers in the Transitions Team work closely with adult social care services to deliver services to 16-25 year olds. The team works with
children and families from the point of referral and covers the whole of the child’s ‘journey’. The service works closely with the Special Educational Needs and Disabilities (SEND) Team and in partnership with colleagues within Health and Child and Adolescent Mental Health services (CAMHS) Learning Disabilities (LD) services.

8.2. We are working to develop the range and volume of high quality short breaks, community support and resources to be able to support parents to continue to look after their children at home or in their own families and communities. We have developed our SEND parenting workshops but know that we need to further develop strategies to manage behaviour that challenges. We are developing our transitions (Moving into Adulthood service) we are working to further develop our transitions service and to start that work earlier in the young person’s life.

8.3. We use direct payments to support families in purchasing care but we know we need to use these within a context of an enhanced Education Health and Care Plan (EHCP), leading to an increased use of Personal Budgets. More recently we have become concerned that the eligibility criteria for accessing support from the Local Authority may have been too rigidly applied and the level of the knowledge and understanding of workers outside of the specialist service may have been limited. We are exploring ways to ensure this is improved.

THE EXPERIENCE OF CHILDREN IN CARE, CARE LEAVERS AND PERMANENCE

1. Looked After Children

1.1. Our numbers have reduced over the past 3 years from around 263 in 2014 to 223 in December 2017, excluding 14 separated children. The numbers of children in care are less than a year ago, and are now at a level which more reflects regional levels.

1.2. We are now focusing on the quality of practice, with those young people and their families, for example, intervening earlier when we think the threshold for legal proceedings may have been reached. We are considering ways to enhance the service offer to adolescents and their families because we know that when teenagers come into care it is often very challenging to meet their placement needs and hard to get them safely back home to their families.

1.3. Currently of our LAC cohort 106 (83%) are in family based placements. We are focusing on ensuring those placements meet their needs and are as near to Bournemouth as possible.

1.4. We have seen an increase in ‘separated’ children seeking asylum (SUASC - formerly known as unaccompanied asylum seekers). We are particularly proud of the work we are doing with this latter group and now have 22 boys and young men.

1.5. Most are well settled and integrating well into their communities with the help of voluntary groups, faith groups or sports clubs and societies. 3 have obtained leave to remain as a result of timely receipt of social care and legal assistance with their asylum status. We have been successful in being awarded government funding of almost £200k from the Community Migration Fund to help us further develop a wide range of support services for young asylum seekers. Including post traumatic counselling, independent livings skills etc.

1.6. The reduction in the number of children in care (excluding SUASC) has largely been achieved by a robust and determined approach to achieving permanence for children through adoption and special guardianship and also by ensuring that only children and young people who cannot safely be supported to remain in their families enter the care system. Our social workers know their
children well and demonstrate a determination to achieve the best outcomes for them. The team has two pods with one team manager and two practice managers. The restructure successfully strengthened management capacity and scrutiny, increased focused social work capacity across the system and created more varied experience and expertise within the team. Most importantly it reduced caseloads which for most are around 18 maximum. This is indicative of our clear and unequivocal corporate parent promise to support our children and young people in care.

1.7. Our multidisciplinary ‘Best Care Panel’ meets fortnightly to consider all children and young people about whom there are, particular, serious concerns or where a change in placement or care plan is being considered.

1.8. The Panel is chaired by a Service Manager and is regularly attended by other key staff, including the Service Director. Access to Resources (ART) also attend, refer cases and ensure that packages of support are made readily available as required. This ensures effective and responsible decision-making. We continue to review all our children and young people in residential care to ensure that they are all in the placement that best meets their long-term needs and where possible, these placements are as close to Bournemouth as possible.

1.9. All the children in care have regular reviews facilitated by Independent Reviewing Officers (IROs). Work has been completed on ensuring that these reviews are robust and that appropriate and consistent informal and formal challenges are made if the Local Authority is not meeting the needs of that young person. Improvements are on-going to effectively monitor the challenges and to ensure any thematic learning or systemic issues feed into the quality assurance framework and workforce development cycle.

1.10. We have introduced a disruption protocol and “swarm” around the placement model to address early signs of placement instability. This procedure has strengthened the existing practice.

1.11. We are growing our LAC and Care Leavers participation service and have created an additional post of participation assistant. This provides an apprenticeship opportunity for a young person with care experience in the team.

2. **16+ and Care Leavers**

2.1. We realise that that not all our care leavers are receiving a good enough service and we are working hard to address this. We have high aspirations for our care leavers and want to help and support them to make the transition to adulthood.

2.2. Our auditing programme has identified seven main areas of practice improvement (the 7 pointed star) which we are focusing on to achieve improved outcomes. These are; CSE and missing young people, timely and quality pathway plans, case recording and chronologies, visiting frequency, assessment and analysis, the numbers of care leavers not in education, employment or training (NEET), workers knowing if we are making a difference and regular and good quality supervision taking place.

2.3. We know we have work to do in drawing up our Local Offer to Care Leavers. Also, we are concerned that we have a number of care leavers who are parents or about to be parents. This is true of both our young women and young men and we are planning to initiate some targeted relationship work with our 16+ cohort.

2.4. Although we are pleased by the progress we have made in our Supported Lodgings scheme we know we have more to do to ensure a full range of suitable accommodation is available to meet all needs. We need to do more to increase our number of care leavers in education, employment
and training. We created a 16+ Looked After Children lead officer to work with 16+ and care leavers and to provide more apprenticeship and traineeship opportunities for our care leavers within the Council and elsewhere.

2.5. We are currently seeking suitable premises for a resource centre for older children in care and care leavers, to be a hub for the increasing number of social and educational activities we are developing.

### PROVIDED AND COMMISSIONED SERVICES

#### 1. Fostering

1.1. We have a mixed economy of in-house and independent fostering agency (IFA) placements. Our in-house service is an innovative, flexible, creative, therapeutic fostering service that has developed a specialist resilience scheme and high quality parent and child placements.

1.2. We continually strive to improve the quality of placements and care provided, as well as increase our sufficiency. Our foster carers are very ably supported by their supervising social workers and we offer a high quality training programme.

1.3. We currently have 56% of our children in care in local in-house foster placements compared with IFAs and want to improve this ratio. We know that we need to maintain the pace and continue to focus on development and retaining our experienced foster carers. We know we need to increase our numbers of foster carers who can offer teenagers both short and long term homes and are working on building up our numbers of short-break and shared care foster placements for our children with disabilities cohort. We are finding ways to work closely with independent fostering agencies (IFA) so we can be sure that first and foremost we match children and young people with the carers most able to meet their needs when they first come into care. We recognise that achieving placement stability is key to securing the best possible outcomes for children in the long term and are seeking to significantly improve this.

#### 2. Private Fostering

2.2. The Private Fostering Team assesses private fostering arrangements in Bournemouth, for all children, and Dorset, for arrangements made through language schools and guardianship companies only. The Team Manager represents the Council in national developments in relation to private fostering because of the unusual predominance of language schools in Bournemouth which very much effects the nature and profile of this work.

2.3. The work is completed with both the private foster carers and the young people to ensure that their needs are met appropriately during the arrangement.

2.4. With all private fostering arrangements, the responsibility for safeguarding and promoting the welfare of the child remains with the parent or person with parental responsibility. Due to the unique nature of Bournemouth, some host families for language schools fall under the private fostering national minimum standards. These will apply where the student is under 16 years (or 18 if he or she has a disability) and where his or her placement with the host family is expected to last 28 days or more. For such host families, it is therefore possible that they could undertake more than one private fostering arrangement per year.
2.5. The service is considered to be having a positive effect as evidenced in feedback from children and young people, and the private foster carers themselves.

2.6. The areas that the team are working to improve are in relation to raising awareness of private fostering arrangements for local children (i.e. not through language schools) and in the timeliness of assessments being completed.

2.7. The team also works closely with other areas of the Council who are promoting Bournemouth as a place for language schools to develop and thrive.

2.8. The safeguarding duties and the promotion of business, regeneration and tourism requirements of the Council need to work hand in hand in Bournemouth so that young people’s experience of Bournemouth is safe and positive.

3. Adoption

3.1. Bournemouth Borough Council, Dorset County Council and the Borough of Poole combined their adoption services to form ‘Aspire Adoption’ which went live in July 2017. This was one of the first Regional Adoption Agencies in the country, and is a national demonstrator site, with Aspire’s manager playing a key part in the development of national programmes for improving adoption services.

3.2. Aspire Adoption is hosted by Bournemouth Borough Council. Each local authority continues to have parental responsibility for their own Looked After Children, but delegates most adoption and many special guardianship functions to Aspire Adoption. An inter-authority agreement sets out the terms and conditions for the establishment and operation of Aspire Adoption between the parties, including the key objectives, the principles of collaboration, the governance structures, and the respective roles and responsibilities the parties will have during the currency of the Agreement. The Bournemouth Service Director is the Agency Decision Maker for all Aspire Adoption cases and Bournemouth hosts and supports the Aspire Adoption Panel. The manager of Aspire Adoption is supervised by the Director of Children’s Services for Bournemouth.

3.3. There have been very positive results so far in bringing together staff and providing continuity for service users. The recent Ofsted Inspection of Poole Children’s Services was very positive about Aspire Adoption work judging it ‘Good’, and we are confident that performance is similarly effective for Bournemouth children given our leadership and commitment to Aspire.

3.4. We know that there are challenges ahead because of a national shortage of adopters, particularly for sibling groups and children over 4 years and to respond to this we are developing a robust recruitment strategy. The volume of special guardianship work coming through the courts has been higher than predicted and at this stage we do not know if the staffing levels completely match capacity and demand. We will also be tracking the progress of children with a placement order to ensure they are matched and placed without further unnecessary delay. The operational management board for Aspire has set itself the task of exploring the development of a service to work with women who have had multiple children removed but we are currently scoping this.

3.5. All the work of Aspire is closely monitored and supported by the Dorset Strategic Board and the pan Dorset operational group that works to it.
### 4. Education and the Virtual School

#### 4.1. 93% of Bournemouth’s Schools have an Ofsted judgement of Good or Outstanding. None are judged to be inadequate. With the exception of 3 primary schools and a special school, all of Bournemouth’s schools are academies.

#### 4.2. Validated results for 2017 are very positive and show a continued upward trajectory of improvement, at least in line with national, for children achieving a good level of development at the end of the early years foundation stage and those meeting expected levels in reading, writing and maths at the end of key stages 1 and 2.

#### 4.3. The progress and attainment of young people at the end of key stage 4 is above our statistical neighbours, the South West region, and national. Key stage 5 results are not yet confirmed but early indications are improved A level retention rates and an average grade across the Borough of C.

#### 4.4. Level 2 and 3 outcomes at age 19 are 2% below national. The greatest challenge is for pupils eligible for free school meals when attainment at level 2 is 3% below national, and at level 3, 4.5% below national. Attainment at age 19 for those who have left care is 38%,11% below national, and so improvement in this area is a priority.

#### 4.5. Provisional data indicates that school attendance overall is over 95% and improving. This is comparable to regional and statistical neighbours’ averages, but is slightly lower than the national average. The percentage of pupils that are persistently absent was below regional and statistical neighbours’ averages in 2016/17, but we anticipate an increase when 2017/18 academic year figures are reported. The percentage of secondary aged pupils who are permanently excluded is significantly higher than that for statistical neighbours, the regional and the national average. Work is on-going with academies to address this. Providing alternative education for pupils permanently excluded is a significant pressure and challenge to the local authority.

#### 4.6. After a three-year increase in GCSE results for children and young people looked after there was a dip in outcomes in 2016-2017. In contrast key stage 2 attainment was generally positive, especially in English reading where 71% was achieved. 80% of the key stage1 cohort were recorded as SEND, leading to a dip in results.

#### 4.7. Attendance for children in care was at 92.54% for the last academic year, statistically skewed by a minority of long-term absences. There were no permanent exclusions. The Virtual School’s annual improvement plan which is ratified by the Virtual School Monitoring and Accountability Board is progressing on target. The completion rate for Personal Education Plans (PEP) during the last academic term is 98.6%. 97.2% of PEPs are completed face-to-face by a caseworker.

#### 4.8. Pupil Premium spending and impact is monitored at every PEP meeting and additional pupil premium is used at a bespoke and targeted level through each caseworker.

#### 4.9. The ‘not in education, employment or training’ (NEET) rate for 16/17 year olds at the end of quarter two 2017/18 was decreasing and was lower than for the equivalent period in 2016/17, however, the rate remains higher than national and regional averages.

#### 4.10. The proportion of 16/17 year olds whose EET status is not known is significantly lower than the national and regional averages and continues to reduce. The re-integration rate for NEET young people into EET is comparatively high. NEET young people are supported back into EET through the Council’s Early Help Services for young people and by referral to external agencies funded by the Building Better Opportunities Fund.
## 5. Commissioned Services

5.1. We believe that children’s commissioning in Bournemouth exemplifies a best practice approach to commissioning and we are proud of the important part it plays in securing better outcomes for Bournemouth children and families within a context of increased budget pressures. The Access to Resources Team (ART) have responsibility for commissioning, brokering and monitoring commissioned services across Children’s Services.

5.2. ART commission a wide and diverse range of services to support families whenever they need help and protection, from universal services right through to high end statutory services responding to children with the most complex needs.

5.3. ART responsibilities include; placement finding, family support brokerage, contracts, finance, contact service. ART also have responsibility for managing the South-Central IFA Framework on behalf of 14 Local Authorities and in the recent NAFP (National Association of Fostering Providers) report on ‘How well fostering services are commissioned?’, Bournemouth ART are referred to as either good or outstanding in their approach throughout the areas covered by the report.

5.4. However, we know we have more to do in order to develop and grow the market to increase placement choice for our hardest to place children and young people. We also need to be confident that we can respond to changing demographics and gaps in provision. For example, by ensuring we have access to family support and services that meet the needs of children living with domestic abuse, parental substance misuse, or support services for children with disabilities and their families. In future, we will be looking to see how we can maximise economies of scale and improve service offers to children and families by engaging in more joint commissioning ventures with the Borough of Poole as well as other partner agencies.

5.5. We have worked hard to reduce the number of children placed in IFA’s and want to continue with this trend, however we are realistic in respect that we need the independent market to support our placement sufficiency needs. We commission IFA services via a South-Central Framework with 14 other Local Authorities which commenced in April 2017 and are working with the providers to ensure we can meet the demand for family based placements, especially for those complex young people who might otherwise require residential placements.

## 6. Children and Young People in Residential Care

6.1. Bournemouth closed it’s one remaining Children’s Home in August 2017 and we now work with established local providers who have beds within a 20 mile radius of Bournemouth. We work closely with these providers ensuring they can meet the demands of our hard to place young people, but know we have further work to do with regards to managing of emergency residential placements and supporting young people in residential care to move on into family based care or semi-independent accommodation with support.

6.2. Residential beds are currently spot purchased by ART, but work is taking place to develop a South Central Residential Framework with our neighbouring Local Authorities. It is planned that the new residential framework will go live in August 2018.
# THE IMPACT OF LEADERSHIP ON PRACTICE WITH CHILDREN AND FAMILIES

## 1. System Leadership

1.1. The Managing Director of the Council was the statutory Director of Children’s Services (DCS) until June 2017 when the Service Director for Children’s Social Care (CSC) took over from her as the DCS. In July 2017, the Service Director for Children and Young People’s Services (CYPS) left the Council and the two Directorates of CYPS and CSC were brought together. Whilst the Council experienced some delay in appointing a suitable Service Director of sufficient leadership and experience to bring the children’s service together and take forward the planned improvements, the overall professional leadership of the Children and Young People’s services remained focused on the improvement agenda.

1.2. The interim Service Director is committed to remain in post until the conclusion of decision making about the new Authority’s leadership. The DCS, who is also the statutory Director of Adult Services (DASS) for the Council, similarly will remain until the Council’s future shape is agreed.

1.3. The governance framework for Children’s services is strongly led and supported by elected members who well understand their role as corporate parents.

1.4. The Cabinet member for Children’s Services is also the Deputy Leader of the Council and has held the portfolio since 2010. Following feedback from the LGA Peer Review in 2015 which looked at the progress of changes since the inspection, some refocusing of the functioning of Children’s Services Overview and Scrutiny and Corporate Parenting Panels was carried out. Whilst it was recognised by the peer review that elected members were committed and knowledgeable about children’s services, they considered there was a degree of overlap between the functions of both, which limited their capacity to be as effective as they could be in shaping and scrutinising the performance of the service as a whole and hearing the authentic voice of children and young people. The lead member therefore took over the role as Chair of Corporate Parenting Panel and refocused the agenda to be much more directed at hearing the “voice” of children and young people in foster care, other forms of care, and care leavers. This process is now well developed.

1.5. The Overview and Scrutiny Panel focuses much more on the performance of the service, as a whole, and considers themes within the panels are strongly supported by members. The Cabinet member also chairs the Children’s Trust and is a member of the Local Safeguarding Children’s Board.

## 2. Organisational Structure

2.1. The design of the ‘pod’ based structure introduced in April 2017, and just subject to its first review, is based on principles drawn from the Munro report, which recognises that the best social work with children and families is delivered by well-managed, knowledgeable staff who work in small teams using the resources they have within those teams as well as in the wider service. The structure was intended to ensure that as far as possible, each team would be the same, managed by a practice leader and with permanent staff ranging in experience but with an advanced practitioner in each ‘pod’, able to support, mentor and co-work where needed. Following the review more work will be undertaken with the practice and team managers, to ensuring these key objectives are met in all the teams and to look in more detail at the allocation of resource and
management of business processes within those teams to ensure that they are sufficiently staffed and organised in a manner that can respond safely to variations in the volume of work.

2.2. A commitment has been made to the implementation of the Signs of Safety practice framework which will further support the intentions behind the ‘pod’ model. The preparation for implementation which involves Bournemouth and Poole as partners, began in January 2018.

2.3. We have strengthened the oversight that senior leaders and elected members have over children’s services. The Service Director is visible and regularly engages with operational staff through a combination of site visits and planned whole staff events. These events are designed to give practitioners a voice and to provide a forum where they can actively contribute to the development of the service as well as a place where success can be celebrated.

2.4. The DCS and Service Director meet regularly with the Lead Member. This is used as an opportunity to offer the Lead Member an opportunity to closely scrutinise the monthly performance data, budget performance, briefing on any safeguarding concerns, and other core business.

2.5. A series of regular ‘Safeguarding’ visits are planned, which include the DCS as well as the Service Director and Lead Member, in visiting teams and services, and wherever possible include accompanying a social worker to visit a family, foster carer or young person. This provides an opportunity for senior managers and the Lead Member to hear first-hand what it is like to work for Bournemouth Council and where possible to ask service users directly how their experience of being in receipt of services has been.

3. Performance Management and Quality Assurance

3.1. The Council have also invested in a new electronic children’s information system (Mosaic), recognising that the current system is no longer fully able to cope with the range of demands placed on it from the Council, the service and external partners. The new system will be implemented by the end of May 2018. This programme is led by the Service Director, Community, Learning and Commissioning, and is supported by managers and practitioners from children’s services who are involved in its design and implementation.

3.2. Since January, weekly performance management meetings have been established which are chaired by the Service Director. These are designed to give front line managers a direct route to senior managers in order to celebrate success and voice concerns. These are designed to increase the pace of change in improving the quality assurance and performance management structure.

3.3. The meetings provide a forum where real time performance, often on an individual child level, can be constructively reviewed and challenged. These meetings are already beginning to show an impact in terms of compliance and improvement in data quality and will impact on the quality of practice. There are some reports such as on unallocated cases, assessments in progress, and missing children that are produced on a daily basis and are shared with managers across the service with a clear expectation that appropriate action is taken to address any exceptions or concerns.

3.4. We know we have more to do to build the reports we need to performance manage more effectively and there is still some work to do to ensure that a performance management culture that covers quality as well as compliance is embedded across the service. The paucity of the ability of the current IT system is significant. We know that our data around early help is not as
well developed as it needs to be and is currently reliant on ‘hand counts’ and ‘work arounds’ using spreadsheets. This will be given priority as early as possible in the implementation of the new system.

3.5. A front-line manager monthly audit system was introduced in April 2017. There have been concerns about compliance and some of the judgments being made, and as a result a more rigorous audit tool has been introduced and the impact of this is being monitored.

3.6. In January 2018, we launched a programme of case review and audit undertaken by experienced independent auditors which over the coming months will consider work across all service areas in social care. The case reviews are undertaken sitting alongside the allocated social worker, and provide learning and reflective opportunities for practitioners and their managers. It includes direct observation of practice and uses a coaching and mentoring approach to support practice improvement.

3.7. This programme has started in the Assessment Team and will also assist senior managers to better understand the nature of the difficulties which have recently been experienced in that service. It is providing a broad range of case audits on current open cases.

3.8. The findings of this programme are fed back weekly to senior managers and to the performance meetings. They will form the basis for a comprehensive overview of the quality of practice across the service and enable more effective targeting of training and professional support.

4. **Practice Development and Training**

4.1. All staff now have access to a comprehensive training programme to inform practice and develop required knowledge and skills. All managers have access to leadership and management and supervision training. There are specific targeted training courses for individual teams or practitioners and training is also offered to partners in Bournemouth and Poole.

4.2. All social work staff have access to post qualifying opportunities provided as part of the Health and Social Care Academy at Bournemouth University, including, research sabbatical opportunities, leadership and management courses etc.

4.3. We have increased the number of practice educators and are working to “grow our own” social workers (SW): we have seconded 4 family support practitioners to the BA and MA social work programmes from 2016, and have provided 2 further SW secondments for 2018. We are part of the regional partnership for the ‘Step Up to SW’ programme.

4.4. The Principal Social Worker has worked with the LSCB to develop a Neglect Toolkit for all CYPFS practitioners across Bournemouth and Poole.

4.5. There has also been work with the LSCB to develop targeted multi-agency Serious Case Review (SCR) Action Learning Workshops that have focused learning from last year’s SCRs to inform future practice and service delivery. Learning from these reviews is included in our current improvement plan.

4.6. There is a robust ASYE training programme for all newly qualified social workers in the service. All practitioners across the CYPFS service, including Aspire Adoption Agency and the pan Dorset Youth Offending Service that Bournemouth also hosts, now have access to Community Care Inform and other practice support facilities.

4.7. We have begun to implement the Signs of Safety programme.
Recommendation:

1. That the Panel approve the Forward Plan and recommend any amendments to the Chair and Vice-Chair’s agenda group as necessary

Recurring items can be seen on Annexe 1.

<table>
<thead>
<tr>
<th>Subject</th>
<th>Reason for Item</th>
<th>Benefits</th>
<th>Responsible Officer, Cabinet Portfolio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Educational Needs and Disabilities (SEND) Strategy</td>
<td>For the Panel to receive and consider an annual performance report on the SEND Strategy.</td>
<td>To assure the Panel that the SEND Strategy is meeting local needs.</td>
<td>Vanessa Grizzle, SEND Strategic Lead / Neil Goddard, Service Director CLC</td>
</tr>
<tr>
<td>Children’s Services Self Evaluation Programme</td>
<td>To consider the ongoing plan for self-assessment and to receive a report on the measurable outcomes</td>
<td>For the Panel to monitor progress of the action plan and look at any issues arising.</td>
<td>Jean Imray, Service Director, Children / Sue Ross, Director Adults and Children</td>
</tr>
</tbody>
</table>

Scheduled for Panel Meeting: 15 March 2018

Scheduled for Panel Meeting: 10 May 2018 – Themed meeting on 16-19+ Issues

SEND Policy – Post 16 Travel | Report on plans for post-16 transport. | New Policy for the Panel to review. | Phil Saint, Principal SEND Officer |
<table>
<thead>
<tr>
<th>Subject</th>
<th>Reason for Item</th>
<th>Benefits</th>
<th>Responsible Officer, Cabinet Portfolio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post 16 Education and School Improvement</td>
<td>TBC</td>
<td>TBC</td>
<td>TBC</td>
</tr>
<tr>
<td>Bullying – Post 16</td>
<td>For the Panel to receive an update on the Council’s work to help address this issue.</td>
<td>TBC</td>
<td>Geraint Griffiths, Head of Integrated Youth Service</td>
</tr>
</tbody>
</table>

**Agenda Items to be scheduled**

<table>
<thead>
<tr>
<th>Subject</th>
<th>Benefits</th>
<th>Responsible Officer, Cabinet Portfolio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Educational Needs and Disabilities (SEND) Transport Policy</td>
<td>To consider an update report on the impact of the SEND Transport Policy since it was considered by the Panel in July 2017</td>
<td>Phil Saint, Principal SEND Officer/ Service Director CLC</td>
</tr>
<tr>
<td>Home Education</td>
<td></td>
<td>Kay Errington / Sue Wickings</td>
</tr>
<tr>
<td>Mental Health Update report</td>
<td>To report on progress against measures in the LTP and to feedback to the Panel on the issues raised at the last meeting.</td>
<td>Also Cabinet Portfolio for Public Health</td>
</tr>
<tr>
<td>Update on CSE issues</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Pre-Panel Presentations to be scheduled

<table>
<thead>
<tr>
<th>Pre-Panel Session on performance indicators</th>
<th>For the Panel to receive an information session</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-Panel Presentation – Impact of Abuse and Neglect on Children</td>
<td>TBC</td>
</tr>
<tr>
<td>Pre-Panel Presentation – Early Help Commissioning Services</td>
<td>TBC</td>
</tr>
</tbody>
</table>

### Ongoing Task and Finish Groups

<table>
<thead>
<tr>
<th>None currently scheduled</th>
<th></th>
</tr>
</thead>
</table>
# Children’s Services – Annexe 1

## Recurring Panel meeting items

<table>
<thead>
<tr>
<th>Meeting</th>
<th>Item</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>Six Monthly Adoption Report</td>
<td>Annually, due January</td>
</tr>
<tr>
<td></td>
<td>Corporate Parenting Panel (verbal update)</td>
<td>Quarterly, after CPP meeting</td>
</tr>
<tr>
<td>March</td>
<td>Ambitions Plan / Self Assessment</td>
<td>To be reviewed</td>
</tr>
<tr>
<td>April</td>
<td>Corporate Parenting Panel Annual Statement</td>
<td>Annually, due April</td>
</tr>
<tr>
<td></td>
<td>Annual Report by the Independent Person for Milton House</td>
<td>Annually, due June</td>
</tr>
<tr>
<td></td>
<td>Corporate Parenting Panel (verbal update)</td>
<td>Quarterly, after CPP meeting</td>
</tr>
<tr>
<td>July</td>
<td>Youth Justice Plan</td>
<td>Annually, due July</td>
</tr>
<tr>
<td></td>
<td>Six Monthly Adoption Report</td>
<td>Annually, due July</td>
</tr>
<tr>
<td></td>
<td>LSCB Business Plan</td>
<td>Annually, due July</td>
</tr>
<tr>
<td></td>
<td>Corporate Parenting Panel (verbal update)</td>
<td>Quarterly, after CPP meeting</td>
</tr>
<tr>
<td>September</td>
<td>Annual Report on Children’s Social Care Compliments and Complaints, Key Performance Indicators</td>
<td>Annually, due September</td>
</tr>
<tr>
<td></td>
<td>Annual Written Report on Corporate Parenting from Independent Review Officers</td>
<td>Annually, due September</td>
</tr>
<tr>
<td></td>
<td>Corporate Parenting Panel (verbal update)</td>
<td>Quarterly, after CPP meeting</td>
</tr>
<tr>
<td>November</td>
<td>Offending Rates for Children in Care</td>
<td>Annually, due November</td>
</tr>
<tr>
<td></td>
<td>Ambitions Plan / Self Assessment</td>
<td>To be reviewed</td>
</tr>
<tr>
<td>Meeting</td>
<td>Item</td>
<td>Frequency</td>
</tr>
<tr>
<td>-----------</td>
<td>----------------------------------------------------------------------</td>
<td>------------------------------------------------</td>
</tr>
<tr>
<td>January</td>
<td>Performance Management Report (Q2)</td>
<td>Due quarterly</td>
</tr>
<tr>
<td></td>
<td>Six monthly adoption report</td>
<td>Biannually (one report by email, one item at a meeting in July)</td>
</tr>
<tr>
<td>March</td>
<td>Pupil Place Planning</td>
<td>Annually, due January/February</td>
</tr>
<tr>
<td></td>
<td>Annual Report of the Standing Advisory Council on Religious Education (SACRE)</td>
<td>Annually,</td>
</tr>
<tr>
<td>April</td>
<td>Performance Management Report (Q3)</td>
<td>Due quarterly</td>
</tr>
<tr>
<td>July</td>
<td>Performance Management Report (Q4)</td>
<td>Due quarterly</td>
</tr>
<tr>
<td>September</td>
<td>Performance Management Report (Q1)</td>
<td>Due quarterly</td>
</tr>
<tr>
<td></td>
<td>Annual Report on Children’s Social Care Compliments and Complaints, Key Performance Indicators</td>
<td>Annually, due September</td>
</tr>
<tr>
<td>November</td>
<td>Local Safeguarding Children’s Board Annual Report</td>
<td>Annually, due November</td>
</tr>
</tbody>
</table>