# Children, Young People and Learning Policy Overview Committee

**A**

**Date:** WEDNESDAY, 23 NOVEMBER 2016

**Time:** 7.00 PM

**Venue:** COMMITTEE ROOM 5 - CIVIC CENTRE, HIGH STREET, UXBRIDGE UB8 1UW

**Meeting Details:** Members of the Public and Press are welcome to attend this meeting

**Councillors on the Committee**

Jane Palmer (Chairman)
Nick Denys (Vice-Chairman)
Jem Duducu
Dominic Gilham
Becky Haggar
Allan Kauffman
John Oswell
Jagjit Singh
Jan Sweeting (Labour Lead)

**Other Voting Representative**
Anthony Little, Roman Catholic Diocesan.

This Agenda is available online at:
http://modgov.hillingdon.gov.uk/ieListMeetings.aspx?CId=323&Year=0

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# Terms of Reference

A central role of a Policy Overview Committees is to undertake in-depth policy reviews on specific issues. Reviews provide the opportunity to hear from members of the public and expert witnesses, including people from a wide range of external organisations. Reviews usually make recommendations to the Cabinet on how the Council could improve its work. They therefore perform an important role in opening up the policy-making process to a wider audience, including people who would not normally have the opportunity to participate.

This Committee undertakes the policy overview role in relation to the following matters:

- Education Services and statutory education authority functions
- School performance and attainment
- School Transport
- Relationships with Local Academies / Free Schools
- Pre-School & Early Years Services
- Youth Services & Careers Services
- Juvenile justice & probation services
- Adult Learning
- Education and learning partnerships
- Music & The Arts
- Social care services for children, young persons and children with special needs
- Adoption and Fostering
- Family Services

# Agenda

**1**     Apologies for Absence

**2**     Declarations of Interest in matters coming before the meeting

**3**     Matters notified in advance or urgent

**4**     To confirm that items of business marked Part 1 will be considered in public and that the items marked Part 2 will be considered in private

# Minutes

**CHILDREN, YOUNG PEOPLE AND LEARNING
POLICY OVERVIEW COMMITTEE**

**28 September 2016**

**Meeting held at Committee Room 5 - Civic Centre,
High Street, Uxbridge UB8 1UW**

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| | **Committee Members Present**:<br>Councillors Jane Palmer (Chairman), Peter Davis (In place of Nick Denys),<br>Jem Duducu, Dominic Gilham, Becky Haggar, John Oswell, Jagjit Singh, Jan Sweeting<br>(Labour Lead) and Tony Little<br><br>**Also Present**:<br><br><br>**LBH Officers Present**:<br>Ian Anderson, Kate Boulter (Democratic Services Officer), Dan Kennedy (Head of<br>Business Performance, Policy & Standards), Tom Murphy (Head of Early Intervention<br>Services) and Nikki O'Halloran (Interim Senior Democratic Services Manager) |
| 12. | **APOLOGIES FOR ABSENCE**  *(Agenda Item 1)*<br><br>Apologies were received from Councillor Alan Kauffman, and from Councillor Nick<br>Denys, who was substituted by Councillor Peter Davis. |
| 13. | **DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THE MEETING**<br>*(Agenda Item 2)*<br><br>There were no declarations of interest. |
| 14. | **MATTERS NOTIFIED IN ADVANCE OR URGENT**  *(Agenda Item 3)*<br><br>There were none. |
| 15. | **TO CONFIRM THAT ITEMS OF BUSINESS MARKED PART 1 WILL BE<br>CONSIDERED IN PUBLIC AND THAT THE ITEMS MARKED PART 2 WILL BE<br>CONSIDERED IN PRIVATE**  *(Agenda Item 4)*<br><br>It was confirmed that all items were Part I and would be heard in public. |
| 16. | **TO AGREE THE MINUTES OF THE MEETING HELD ON 14 JUNE 2016**  *(Agenda<br>Item 5)*<br><br>Members reported they had not received the percentage figures for spare capacity at<br>primary and secondary schools which had been requested from officers at the last<br>meeting.<br><br>It was noted that, as a result of the July 2016 meeting being cancelled, the Committee<br>had not received the budget planning report scheduled for consideration at that<br>meeting. |

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| | **RESOLVED:**  That (1) the minutes of the meeting held on 14 June 2016 be confirmed as an accurate record; |
| | (2) the percentage figures for spare capacity at primary and secondary schools in the Borough be circulated to the Committee; and |
| | (3)  officers be requested to provide the budget planning report for consideration at the next meeting. |
| 17. | **REVIEW TOPICS FOR THE FIRST MAJOR REVIEW OF 2016/2017**  *(Agenda Item 6)* |
| | The Committee was asked to identify and agree a Major Review topic, to enable officers to develop a scoping report. |
| | Officers proposed two topics for the Committee to consider. The first suggestion was in relation to the role of the Local Authority in academy schools. The role of the LA was changing with full details yet to be clarified.  The LA would have less of a role in running school education, and an increased role for vulnerable and Looked After Children.  The second suggestion was a review looking at the voice of the child and how it influenced decision-making and practice. |
| | Members considered the merits of the two topics suggested, and discussed other possible review subjects.  The following points were made in discussion: |
| | • Reviews in recent years had focused on vulnerable children, which were extremely important but made up a relatively small percentage of children in the Borough.  It would be useful to take a more general look at school performance and attainment this year. |
| | • Elective Home Education (EHE) would not be a suitable review topic as it had been looked at by the Committee in 2011/12.  However, officers were asked to provide an update report on EHE to the next meeting. |
| | • Informal feedback from residents suggested they did not appreciate the relationship between LAs and academies and free schools.  This topic would be a useful one to focus on in the major review. |
| | The Committee having put the two suggested review topics to a vote, it was |
| | **RESOLVED:**  That (1) the major review topic would be 'The Council's current and future relationship with free schools and academies'; |
| | (2)  officers would produce a scoping report for consideration at the next meeting; and |
| | (3)  an update report on EHE would be considered at the next meeting. |
| 18. | **QUARTERLY SCHOOL PLACE PLANNING UPDATE**  *(Agenda Item 7)* |
| | The Committee received an update on planning for primary and secondary school places in the Borough, following the annual refresh of the pupil places forecast. |
| | Officers reported that it was a busy time of year for admissions and all children had been offered a place at a school.  There had been a relatively high number of children |

moving into the Borough. In the north of the Borough, the demand for additional school places was flattening. Ninety per cent of spare places were in three schools. The Council was pushing expansion of primary schools in the north of the Borough as signs were that extra capacity would be needed. In the south of the Borough, there was significant pressure in the Hayes area as a result of the planned residential developments in areas such as the Nestles site. It was forecast that Hayes would need a further 3-5 forms of entry which equated to a new school. Two new sixth form entry free schools had been announced in the Borough which would be in place September 2019 at the earliest. There had been an increase in admissions to independent schools which had released the pressure on other schools.

The Committee congratulated Council staff on their hard work securing school places for all children.

**RESOLVED:** That the report be noted.

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19. **COMPLAINT REPORT FOR CHILDREN AND YOUNG PEOPLE'S SERVICES FOR 1 APRIL 2015 TO 31 MARCH 2016** *(Agenda Item 8)*

The Committee provided an analysis of complaints and Member Enquires received in the year 1 April 2015 to 31 March 2016 for Children and Young People Services, including Education Services.

The Council had concentrated effort in resolving complaints informally to ensure swift resolution and prevent the need for escalation.

For Children and Young People Services, complaints dealt with informally had increased by 112% from 49 for 2014/15 to 104 for 2015/16. There had been 32 Stage 1 complaints which was an increase of 7% from 30 for 2014/15 to 32 for 2015/16. There were two Stage 2 complaints and no Stage 3 complaints. Five complaints were referred to the Local Government Ombudsman, of which one was upheld, two were partially upheld, one was not upheld and one complaint was not investigated.

For Education and School complaints, there had been an increase of 35% for complaints resolved informally from 17 for 2014/15 to 23 for 2015/16. There had been 11 Stage 1 complaints which was an increase of 83% (5). There was one Stage 2 complaint and no Stage 3 complaints. Two complaints were referred to the Local Government Ombudsman, and neither were investigated.

Member Enquiries about Children and Young People Services rose by 5% from 51 in 2014/15 to 57 for 2015/16. Enquiries about Education Services rose by 65% from 32 for 2014/15 to 53 for 2015/16.

The Committee requested a breakdown of whether the increased number of complaints were low, medium or high level.

**RESOLVED:** That (1) the report be noted;

(2) a breakdown of whether the increased number of complaints were low, medium or high level be circulated to Members.

| 20. | **MINOR REVIEW - SUPPORTING EDUCATIONAL ASPIRATION FOR DISADVANTAGED CHILDREN** *(Agenda Item 9)* |
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| | The Committee considered the draft final report and recommendations of the minor review 'Supporting educational aspiration for disadvantaged children'. |
| | The following points were made in discussion: |
| | • Members were very pleased with the quality and content of the report, and requested their thanks be passed to the report author, who had since left the Council's employment. |
| | • The changing role of the Local Authority meant that some of the recommendations would benefit from rewording to reflect the current position. |
| | **RESOLVED:**  That (1) officer be requested to reword the recommendations to retain their meaning whilst better reflecting the changing role of the Local Authority; |
| | (2) the amended report be presented to Cabinet. |
| 21. | **FORWARD PLAN 2016/2017** *(Agenda Item 10)* |
| | **RESOLVED:**  That the Forward Plan be noted. |
| 22. | **WORK PROGRAMME 2016/2017** *(Agenda Item 11)* |
| | The Committee considered its Work Programme for the remainder of the 2016/17 Municipal year. |
| | **RESOLVED:**  That (1) the work programme be noted; |
| | (2)  a report on the Government's Education Policy be added to the reports for the October meeting; |
| | (3)  an update on Child and Adolescent Mental Health Services, and a budget planning report, also be considered at the October meeting. |
| | The meeting, which commenced at 7.00 pm, closed at 8.19 pm. |

These are the minutes of the above meeting.  For more information on any of the resolutions please contact Kate Boulter on 01895 556454.  Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

## Minutes

**CHILDREN, YOUNG PEOPLE AND LEARNING
POLICY OVERVIEW COMMITTEE**

**19 October 2016**

**Meeting held at Committee Room 5 - Civic Centre,
High Street, Uxbridge UB8 1UW**

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| | **Committee Members Present**:<br>Councillors Jane Palmer (Chairman), Judith Cooper (In place of Allan Kauffman), Nick Denys (Vice-Chairman), Jem Duducu, Dominic Gilham, Becky Haggar, John Oswell, Jagjit Singh, Jan Sweeting (Labour Lead) and Tony Little<br><br>**Also Present**:<br><br>**LBH Officers Present**:<br>Laurie Baker (Interim Head of School Improvement/Education Quality & Strategy), Kate Boulter (Democratic Services Officer), Dan Kennedy (Head of Business Performance, Policy & Standards), Peter Malewicz (Group Finance Manager), Tom Murphy (Head of Early Intervention Services), Laura Palmer (Team Manager, Admissions) and Michael Rollin (Senior Admissions and Access Officer) |
| 23. | **APOLOGIES FOR ABSENCE**  *(Agenda Item 1)*<br><br>**RESOLVED:**  To note that apologies were received from Councillor Alan Kauffman, who was substituted by Councillor Judith Cooper. |
| 24. | **DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THE MEETING** *(Agenda Item 2)*<br><br>There were no declarations of interest. |
| 25. | **MATTERS NOTIFIED IN ADVANCE OR URGENT**  *(Agenda Item 3)*<br><br>None. |
| 26. | **TO CONFIRM THAT ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS MARKED PART 2 WILL BE CONSIDERED IN PRIVATE**  *(Agenda Item 4)*<br><br>It was confirmed that all items were Part I and would be heard in public. |
| 27. | **FINANCE UPDATE (ORAL UPDATE)**  *(Agenda Item 5)*<br><br>In an oral report and in response to questions from Members, officers advised that:<br><br>• The 2017/18 budget was in preparation and would be considered by Cabinet and then Full Council in early 2017.<br><br>• The 2016/17 budget position was monitored in regular reports to the Cabinet. |

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| | • In the areas of Children's Services, staff recruitment remained a challenge. The position was improving with high levels of agency staff gradually being replaced by permanent staff. There had been overseas recruitment of social workers. A premium of around 10-20K per post was paid for agency staff. |
| | • The number of Looked After Children had remained stable for the last year, in the range of 340-360 children. This included 100 unaccompanied asylum seeking children. The Council had targeted resources into reducing high-cost placements (up to 6K per week) and this had resulted in the number of high-cost placements reducing from 36 to around 23. |
| | • An active in-house fostering campaign had targeted hard to place children and this was due to be repeated. |
| | • There was a national transfer agreement under which asylum seeking children could be received by the LA then transferred to another. The Council forecast there would be no new entrants above the threshold. |
| | • The budget for Looked After Children included savings of £1.9million. This would be achieved by identifying efficiency savings across the entire service including adult services. |
| | • 58% of primary schools had not converted to academy status. The academisation agenda was unclear and further information was awaited from central government on how the funding formula would work through to LAs. |
| | **RESOLVED:** That the oral report be noted. |
| 28. | **ELECTIVE HOME EDUCATION (EHE)** *(Agenda Item 6)*<br><br>The Committee received a report on Elective Home Education (EHE), which provided an update on the responsibilities and powers the Local Authority (LA) has for EHE, developments since a previous review in 2012 by the Committee, and further action being taken.<br><br>It was reported that:<br><br>• Nationally, it was notoriously difficult to engage with families who opted for EHE. Hillingdon had a website with information about EHE and a strategy of making it very visible. This had been found to encourage EHE providers to engage with officers.<br><br>• Hillingdon had the second highest number of known EHE pupils across the London Boroughs, at 228 children. This was attributed to higher numbers of EHE providers in Hillingdon informing the Council that they were home educating.<br><br>• The actual figures of EHE pupils was unknown as there was no legal requirement for councils to be informed that a child was being home educated, or of the curriculum the child was following. When a child withdrew from a school, parents were required to provide a reason and one of these could be EHE. The parents of children moving from primary to secondary school would not need to provide a reason if the child did not start secondary school. |

- The Council was forming links with groups known to have higher than average levels of EHE, such as the Gypsy Roma and Traveller (GTR) community, of which 14 children were reported to be receiving EHE (all secondary).  It was noted that around 80 of the 228 known EHE children were of unknown demographic.

- A questionnaire for parents of EHE children was being developed to help the Council to understand the area better and inform service development.

- Work was being under taken with the NHS to determine whether data about where a child was educated could be collected when children engaged with health services.

- Information obtained by the School Placement and Admissions Team regarding EHE children was cross-referenced with data held by Social Services for safeguarding reasons.

- The Council had not used any school attendance orders in the past three years.

- It was noted that central government was considering changes to EHE legislation in response to concerns about radicalisation and illegal schools.

The following points were made by Members during discussion:

- The Committee commended officers' success in encouraging engagement from parents of EHE children.  A previous review carried out by the Committee suggested hostility from parents, and it was very positive that this had been improved.

- Consideration should be given to finding non-written methods of communicating with GTR groups.  Members invited officers to attend surgeries in areas where there were higher numbers of GTR residents.

- In the sample letter text (Appendix 2), it would be preferable for the first two paragraphs to be swapped so that "we can provide..." came before "we will not provide...".

**RESOLVED:**  That (1) the report be noted;

(2)  a breakdown of Gypsy Roma and Traveller (GTR) children who were EHE be provided to Members, to include primary/secondary and male/female numbers;

(3)  officers from the School Admissions and Placement Team be invited to attend Member surgeries to provide information about EHE.

| 29. | **CHILD AND ADOLESCENT MENTAL HEALTH SERVICES (CAMHS)**  *(Agenda Item 7)* |

The Committee considered a report on the current position of Child and Adolescent Mental Health Services (CAMHS), which had been requested by Members at the last meeting.

It was noted that the report author was unable to attend the meeting and that Members' feedback and questions would be passed to them.

Clinical Commissioning Groups (CCGs), the Council and partners had refreshed their approach to CAMHS. The new system would be without tiers and focus on early intervention, effective support and prevention of unnecessary inpatient admissions. This would be achieved through a comprehensive programme of mental health promotion in schools and the community, a new model of care not based on tiers, encouragement of peer support and development of community services to deliver the new model with extended opening times and improved response and waiting times.

The following points were made in discussion:

- The Committee had been made aware of issues with the service through witness sessions and had requested the report to gain a better understanding of the service and planned improvements. The report provided contained insufficient detail and analysis to assure the Committee that issues had been identified and were being addressed. Members were aware that a lot of work had gone on in the CAMHS area but this was not reflected in the report.

- The Committee requested regular detailed updates, to include an action plan and indicative dates for implementation of the measures to improve the service. This would enable progress to be assessed and outcomes to be measured.

**RESOLVED:** That (1) the contents of the report be noted;

(2) the Committee receive further detailed reports and action plans in relation to CAMHS;

(3) the report author be requested to attend future meetings where reports are considered, to answer any questions.

| 30. | **EDUCATION POLICY UPDATE** *(Agenda Item 8)* |

The Committee considered an update on recent developments in Government policy on education, including the content of ministerial speeches.

It was reported that:

- The White Paper 'Education Excellence Everywhere' was published in March 2016 and since then further announcements by ministers had set out proposals for the education and skills sector.

- A new Green Paper 'Schools that Work for Everyone' had been published in September 2016. This acknowledged the need for more school places and set out an aim to improve accessibility to 'good' schools for all families including those from lower income households.

- The Green Paper also proposed the expansion of selective education, investment of £50million to expand existing grammar schools, the removal of the 50% limit for faith schools, and an expanded role for universities in sponsoring standards in schools.

The following points were made in discussion:

- Building stronger relationships with partners, such as universities, would be critical

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| | to creating a more resilient system. Schools could work together to share information and experience. |
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| | • It would be interesting to know the views of faith schools and universities in relation to the proposed changes which affected them. |
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| | • School expansion was expensive and £50million did not seem a great deal of money to support this. |
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| | **RESOLVED:**  That the report be noted. |
| 31. | **MAJOR REVIEW SCOPING REPORT**  *(Agenda Item 9)* |
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| | The Committee considered a scoping report for the 'Major review of the local authority's current and future relationship with academies and free schools'. |
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| | It was reported that: |
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| | • The government had an ambition for all schools to covert to academies by 2022. Strategy implementation guidance on how to achieve this was awaited from the Department for Education. |
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| | • Currently 52 of the 72 primary schools in Hillingdon were maintained.  The academy figure for secondary schools was much higher, with only 2 of the 19 secondary schools maintained.  Schools which had not converted had been asked to indicate when, and if, they expected to convert, with the vast majority being at the early stages of conversion.  A few schools had reported they were not yet considering converting. |
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| | • There was a thriving group of academy schools, although the Borough had seen a slowing of pace with regard to conversion in recent years.  There were a number of Multi-Academy Trusts (MATs) operating in the Borough.  These MATs were generally small or medium sized.  The larger national chains were not currently represented in the Borough. |
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| | • The Council provided a range of support services to academies and free schools, some of which were delivered through service level agreements.  With regard to school improvement, general advice was provided, including headteacher induction, education improvement advice when needed, moderation and training, and school-specific performance reports. |
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| | • School headteachers identified primarily as 'Hillingdon Heads', with less distinction between academy and maintained status. |
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| | • It was proposed that the major review look at how the Council's existing resources would be used to work with schools to convert, and to continue to provide services to schools that were no longer maintained. |
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| | • The review would aim to engage schools, and the outcomes and recommendations of the review should clarify the Council's strategy for academy conversation, and for supporting maintained schools during a transition period in national educational policy. |

The following points were made in discussion:

- Members thanked officers for providing a comprehensive report which gave a useful overview of the current position.

- The impact of academy conversion on groups of vulnerable children, including Looked After Children in the Virtual School, should be mentioned for completeness.

- It would be necessary for the review to cover the financial position with respect to academisation.

- In response to a suggestion that the review include comparison with other local authorities, the Committee agreed that the review was already very wide-ranging and the primary focus should be on Hillingdon's position.

- Members requested that further details of the statutory position be provided to future meetings.

- It was agreed that the review would take place over three witness sessions.

**RESOLVED:** That (1) the report be noted;

(2) the terms of reference for the review be agreed.

| 32. | **CABINET FORWARD PLAN - REVIEW FORTHCOMING DECISIONS** *(Agenda Item 10)* |
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| | **RESOLVED:** That the Forward Plan be noted. |
| 33. | **WORK PROGRAMME - REVIEW THE WORK PROGRAMME FOR THE COMING YEAR** *(Agenda Item 11)* |
| | The Committee considered its Work Programme for the remainder of the 2016/17 Municipal year. |
| | **RESOLVED:** That (1) the work programme be noted; |
| | (2) further updates on Child and Adolescent Mental Health Services be added to the work programme. |
| | The meeting, which commenced at 7.00 pm, closed at 8.55 pm. |

These are the minutes of the above meeting. For more information on any of the resolutions please contact Kate Boulter on 01895 556454. Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

# CHILD SEXUAL EXPLOITATION - UPDATE REPORT

**Contact Officer**: Nikki Cruickshank
**Telephone:** 01895 556708

**REASON FOR ITEM**

This report provides an update of the progress made in the implementation of the Child Sexual Exploitation Strategy.

**OPTIONS AVAILABLE TO THE COMMITTEE**

To note the progress made in the Implementation of the Child Sexual Exploitation Strategy and future plans since the last update to the Children, Young People and Learning Policy Overview Committee in October 2015.

**INFORMATION**

## 1. Background

1.1 The sexual exploitation of children and young people is a form of child sexual abuse. The following description of child sexual exploitation has been supplied in the guidance provided by the Department for Children, Schools and Families:

*Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g., food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example, being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability.*

1.2 Sexual exploitation results in children and young people suffering harm, and causes significant damage to their physical and mental health. Some young people may be supported to recover whilst others may suffer serious life-long impairments which may, on occasion, lead to their death, for example through suicide or murder.

1.3 A London Borough of Hillingdon CSE Strategy was developed with and signed off by the Hillingdon Local Safeguarding Children's Board (LSCB) to ensure that the

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PART 1 – MEMBERS, PUBLIC AND PRESS

individual agencies work effectively together to prevent CSE, intervene early when risks are identified, help, protect and support children who are being exploited and determinedly pursue the perpetrators. The CSE Strategy was launched to Children's Social Care and partner agencies on 15 June 2015. The Strategy aims to build on the pro-active multi-agency work which is already undertaken in Hillingdon by providing a framework for all professionals working with children and young people in the Borough to deliver a programme designed to raise awareness of CSE in age appropriate ways and provide them with the appropriate life skills in order to prevent them becoming involved in sexual exploitation.

## 2. Overview and progress

2.1 Since the update to this Committee in October 2015 two pieces of CSE audit and review have been undertaken. In February 2016 Internal Audit (IA) undertook an assurance audit of Child Sexual Exploitation. In April 2016 Hillingdon completed a second peer review with the same London Local Authority who completed the peer review at the end of 2014.

2.2 The overall IA assurance rating was reasonable in relation to governance arrangements for CSE.

2.3 The internal audit assurance levels and definitions are as follows:

| Assurance Level | Definition |
|---|---|
| Substantial | There is a **good level of assurance** over the management of the key risks to the Council objectives. The control environment is robust with no major weaknesses in design or operation. There is positive assurance that objectives will be achieved. |
| Reasonable | There is a **reasonable level of assurance** over the management of the key risks to the Council objectives. The control environment is in need of some improvement in either design or operation. There is a misalignment of the level of residual risk to the objectives and the designated risk appetite. There remains some risk that objectives will not be achieved. |
| Limited | There is a **limited level of assurance** over the management of the key risks to the Council objectives. The control environment has significant weaknesses in either design and/or operation. The level of residual risk to the objectives is not aligned to the relevant risk appetite. There is a significant risk that objectives will not be achieved. |
| No | There is **no assurance** to be derived from the management of key risks to Council objectives. There is an absence of several key elements of the control environment in design and/or operation. There are extensive improvements to be made. There is a substantial variance between the risk appetite and the residual risk to objectives. There is a high |

| risk that objectives will not be achieved. |
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2.4 The audit executive summary noted:

- That significant work has been undertaken to improve CSE Prevention within the Borough, particularly through the appointment of the CSE Prevention Manager who has played an active role in the development of the CSE agenda. A Hillingdon Local Safeguarding Children's Board (LSCB) CSE Prevention and Intervention Strategy has been created during 2015, which is in line with the Pan London CSE Operating Protocol, which included an action plan. The strategy and action plan have been signed up to by the multiple agencies, with efforts being made to implement and follow up on actions assigned.

- A noteworthy amount of effort has also been put into developing multi agency stakeholder awareness and reporting of CSE cases. However, we feel that this could be brought together with further operational guidance to ensure that all relevant staff, including social workers and team managers, are aware of their roles, responsibilities and obligations in relation to CSE.

- We also note that Multi Agency Planning (MAP) and Multi Agency Sexual Exploitation (MASE) groups have been formed, as per the Pan London CSE Operating Protocol, with regular meetings taking place to discuss operational and strategic actions to be taken. We did note however that attendance at some meetings has not been as consistent as desired and feel that the CSE agenda needs to be embedded further within the day-to-day activities of the social worker and team managers.

- Efforts have also been made to develop intelligence through the development of Protocol (Electronic data system) to ensure data is able to be recorded, however further work is required in order gather intelligence in order to assist effective decision making. Our audit testing did identify that there was no Information Sharing Protocol in place between partner agencies which needs to be developed to assist in safe, effective and appropriate information sharing. We also noted that intelligence is being developed through close working with the Multi Agency Safeguarding Hub (MASH), police representation and mapping exercises which help to provide a better understanding of the profile of CSE within the Borough.

2.5 All the recommendations from the IA have been progressed and implemented which include:

- A more comprehensive Victim Support Policy which contains post-trial support for victims
- A CSE process document has been developed and is given to all workers in their induction and through ongoing CSE training

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Children, Young People and Learning Policy Overview Committee

PART 1 – MEMBERS, PUBLIC AND PRESS

- The new local DCI attends all MASE meetings as well as Police colleagues from the MASH, MISPER unit and Central CSE unit
- The MASE Terms of Reference have been updated to include named roles and substitutes to attend in the absence of key members
- A Hillingdon Information Sharing Protocol has been developed from Working Together and Pan London guidance
- A 'drop-down' and specific CSE risk assessments are live on LCS. Data can now be pulled from Protocol
- Reporting is addressed at the CSE sub-group reporting into the LSCB Operational Board

2.6 In October 2015, the London Safeguarding Board and ALDCS agreed to undertake a formal review of progress around CSE in the capital. In Hillingdon a Peer Review was completed in April 2016 this was undertaken by the same London Local Authority who undertook the first CSE Peer Review in Hillingdon in September 2014. The review included case file audits and a self-assessment using the Ofsted Joint Targeted Area Inspection (JTAI) framework.

2.7 The Hillingdon JTAI self-assessment identified the following good practice developments:

- Hillingdon has created a SCE resource pack which is sent out to professionals
- The CSE Prevention Manager delivers Introduction to CSE training throughout the year and attends various locations to deliver training in order to raised awareness in the borough and meet service need
- Mapping exercise of young people at risk or involved in serious youth violence and their vulnerabilities and the links to victims of CSE locally was noted as good practice

2.8 The Peer Review noted that there had been good progress made since the last review in raising awareness of CSE in the borough and that a lot of effort has been directed to multi-agency training with the intention of strengthening the multi-agency response to safeguarding children at risk of CSE.

2.9 Further notable improvements include:

- Designated Detective Sergeant and Constable in the MASH which has enabled a prompt response to CSE level 1 concerns
- Operational working together between partner agencies has improved significantly
- A Children/Young people's profile template supports social workers to update the MASE panel. Allocated social workers and their managers present cases to MASE
- The CSE Prevention Manager delivers Introduction to CSE training throughout the year to all agencies and attends various locations to deliver training in order to raise awareness
- Hillingdon has created a CSE resource pack which is sent out to professionals

## 3. Progress to Date

### 3.1 Prevention

The CSE Strategy has been disseminated to all key partner agencies and uploaded to the LSCB website. All professionals have access to the CSE Risk Assessment and there is a clear referral pathway to Children's Social Care.

A CSE training support session has been provided to parents/carers and the young person known to be at risk of CSE. This way of creative working by the CSE Manager has evidenced that the working relationship with the parents/carers and the young person raises awareness, supports safeguarding as well as enhancing engagement with professionals.

CSE training continues to be delivered to multi-agency partners. The in house CSE training is delivered on a rolling programme via the LSCB throughout the year. Bespoke CSE Training is also delivered in order to meet the service needs of an agency and/or the client group.
Since the last report a further 350 professionals have been trained in CSE. The CSE training is updated regularly and now includes information and advice regarding perpetrator behaviours.

Data from contacts received into MASH, relating to CSE, FGM, Serious Youth Violence, Radicalisation, Missing and Trafficked is now being collected.
This data supports building and understanding of the local CSE profile. The current local profile is peer on peer abuse. This information has been shared with the Early Intervention Team who are able to provide a number of targeted programmes and support for children/young people and their families
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### 3.2 Protection

The CSE Operating Protocol is currently being updated by a London wide task and finish group under the auspices of the London Safeguarding Children's Board and a revised version should be ready early 2017.

The pilot of six weekly Multi-agency Sexual Exploitation (MASE) panel meetings, as oppose to 4 weekly, has begun. During the six weeks the CSE Manager reviews actions and supports practitioners to prepare and present their case. Feedback is positive. Panel members of MASE are in full agreement to meet during the six weeks if an urgent matter regarding a young person arose. The six week interval is to provide sufficient time for meaningful intervention which includes disruption tactics by Police colleagues.

### 3.3 Prosecution

The pre-trial plan for a child/young person and their family has been updated and now includes an post-trial plan of continued support.

Information from previous prosecutions is disseminated to Senior Managers, with an expectation to share with staff as part of learning and development.

## 4. Suggested Committee Activity

To note the work being undertaken to implement the Child Sexual Exploitation Strategy The Committee may wish to seek further updates in relation to progress made.

**REPORT TITLE**
A Progress report on the development and implementation of Early Intervention and Prevention Services following the Major Review of the Effectiveness of Early Help to Promote Positive Outcomes for Families.

**Report author:** Tom Murphy
**Contact number:** 01895 558273

**REASON FOR ITEM**
This report responds to the following recommendation arising from the Children, Young People and Learning Policy Overview Committee Major Review of the Effectiveness of Early Help to Promote Positive Outcomes for Families:

*"That an assessment of the development and implementation of the new services be undertaken once the changes have become embedded, with consideration given to a progress report to the Cabinet Member and the Policy Overview Committee's meeting towards the end of 2016".*

**OPTIONS OPEN TO THE COMMITTEE**
To note the content of the report and seek further information or points of clarification as required.

**1.    INFORMATION**
1.1    This report provides the update requested by offering an assessment of progress in relation to the following:

- The development of Early Intervention and Prevention Services;

- The development, performance and service delivery impact of the respective service areas within the service whole;

- Progress in response to the recommendations arising from the major review; and

- The development of a wider partnership approach to the provision of early help to residents.

**2.    DEVELOPMENT OF EARLY INTERVENTION AND PREVENTION SERVICES**

2.1    During the Major Review, Committee members were advised that an enhanced delivery model for Children's Social Care, which included a new early intervention and prevention component, had been created in April 2015 following a transformation review. The revised model includes a new Early Intervention and Prevention Service comprising the following;

- **Child and Family Development Services:** Securing and providing a range of early learning, childcare and family development services delivered through early years centres and children's centres;

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- **Families' Information Service:** providing information, advice and assistance to families in the borough regarding childcare, early education and other services that may be relevant to them:

- **Health Visiting Services:** Supporting families before new babies arrive, in the early weeks following birth and during the early years by providing a range of services including antenatal visits, health reviews, parenting support and child health drop-in clinics;

- **School Nursing Services:** School health nurses work in partnership with parents, school staff, GPs, health visitors, and other agencies to protect children from serious disease, through screening and immunisation, reduce childhood obesity by promoting healthy eating and physical activity and identify health issues early, so support can be provided in a timely manner;

- **Key-working Services:** Meeting the needs of families by providing integrated 1-1 support and challenge to enable them to overcome problems including those identified within the terms of the Troubled Families programme, those concerned with school absence and non participation in education employment and training;

- **Targeted Programmes:** meeting the needs of families by securing and providing targeted programmes of developmental activity that enables children, young people and families to develop the behaviours, skills and capabilities to avoid or overcome problems and risks; and

- **Youth Offending Services:** meeting the needs of young people who have come to the attention of criminal justice agencies by delivering intervention and tracking services with a view to reducing the likelihood of further offending behaviour.

2.2    The new service was created by reorganising a series of related services including the previous Youth Service, elements of intensive family support, the prototype Family Key-working Service and Education Welfare Services and aligning associated services to the delivery model.

2.3    A large scale review and reorganisation process was applied to establish Early Intervention and Prevention Services which resulted in the creation of a new service workforce of 180FTE direct employees working across all divisions of service. Since the Major Review, Service Managers and practitioners have been working to fully establish the service and embed the service delivery model within the overall service delivery structure for Children and Young People's Services.

2.4    Progress made in developing and implementing the new delivery model includes;

- The alignment of all services within the revised delivery model to the new service vision and purpose;

- The recruitment of Service Managers and Operational Delivery Teams across all service areas;

- The endorsement and introduction of early help principles and practice by the Local Safeguarding Children's Board;

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- The creation and introduction of an Early Intervention and Prevention Services Strategy (available on request);

- The establishing of referral pathways and protocols for collaborative working between social work teams and early intervention and prevention;

- An integrated process for identifying and responding to the needs of families who have been identified as having multiple and complex problems;

- Strengthening of information sharing arrangements and protocols;

- The introduction and implementation of a cross partnership training programme to embed the principles and practice of early help; and

- The development of a performance framework for early intervention and prevention to enable performance to be evaluated *(attached as appendix 1).*

**Areas for development**

2.5     Areas identified for further development include:

- The full development and implementation of an early intervention and prevention performance framework. The attached framework is being developed alongside a performance scorecard which will be bring together a range of data from a variety of systems to form a composite performance report for the services;

- The strengthening of a consistent referral pathway for services;

- The development and implementation of the Early Intervention and Prevention Strategy across the partnership;

- Developing our approach to enabling children, young people and families to informed and influence the development and delivery of services; and

- The development and implementation of a Communications Plan for early intervention and prevention to promote the service offer to professionals, families and communities.

2.6     The service has moved from its initial establishment phase and is now fully operational. The following section of the report provides a summary overview of the respective services within the new model, the interventions they make in order to provide early support with preventative impact and the types of outcomes achieved. A combination of service activity description, performance data and case studies are offered in order to provide Committee Members with a rounded view of service activity and the outcomes generated as a consequence.

# 3. THE DEVELOPMENT, PERFORMANCE AND SERVICE DELIVERY IMPACT OF EARLY INTEVENTION AND PREVENTION SERVICES

3.1 This section of the report is concerned with providing updates on the development and performance of the divisions of service within Early Intervention and Prevention Services. The work of all the services in question is framed by the vision, purpose and outcomes details within the Early Intervention and Prevention Services Strategy. All services contribute to the provision of early help to promote and secure positive outcomes for families.

## Early Help in Early Years
3.2 Best practice and research demonstrates that effective support and early learning for children in their early years is a major protective factor in relation to the avoidance of difficulties later in life. The following information outlines the early help services provided through Early Intervention and Prevention Services and the contribution they make to securing and promoting positive outcomes for families.

## Child and Family Development Services
3.3 This service is managed by a Service Manager and is responsible for the delivery of the borough's children's centre programme. The core purpose of children's centres is to improve outcomes for young children and their families, and reduce inequalities between families in greatest need and their peers, in child development and school readiness; parenting aspirations and parenting skills; child and family health and life chances.

3.4 The service achieves this through the delivery of a diverse children's centre programme across 18 sites, in collaboration with a range of partners. 7 centres are directly managed by the local authority, 9 centres are run by schools, 1 provided by a local charity and 1 run by a local Further Education College located on their campus in Hayes. All Centres are individually registered and managed, but work collaboratively in three locality groups, with a Lead Centre identified for each locality.

3.5 The current structure supports the delivery of improved, more joined up services to residents by enabling Children's Centres in each area to develop collaborative programmes. This in turn works to eliminate duplication between the programmes of individual centres and ensures economies of scale are achieved through locality based commissioning and purchasing.

3.6 The service continues to engage and support families through the provision of a range of universal and targeted services, with an increasing focus on locality wide planning and co-ordination of services, thus aiming to reduce duplication and maximise areas of expertise and specialism. Uptake of services is routinely monitored through the use of the children's centre database. Families are asked to register upon introduction to the centre, a process which collects basic personal information and helps to provide a picture of the families' circumstances. This in turn helps to build an accurate picture of the local community, enabling centres to develop a programme offer in response to local need and ensures priority access to services for those with identified needs. In the past year the programme has brought in a new database, and centres are currently focussed on updating the system and inputting data in order to ensure a more robust approach to management information.

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3.7    Current participation data shows that a total of 6,498 individuals (children and adults) have newly registered with the programme in the first 2 quarters of 2016. Participation in centre and community based activities remains strong with 34,669 attendances being recorded in quarter 1 and a further 31,459 in quarter 2. Approximately a third of all attendances are recorded as being from locally determined priority targeted groups and families.

3.8    Centres continue to provide targeted family support to those most in need of our help. The following case study is offered to illustrate service delivery in practice:

*3.8.1   Children's Centre Family Support Work Case Study*

| *Overview of Family Situation* |
| --- |
| • Family was referred to the Centre following an intervention panel meeting.  Mum was experiencing low mood following being trafficked into the UK and was awaiting Home Office confirmation of status. Mum was isolated and needed help with emotionally bonding with the 1 year old child and routines and boundaries |

| *Support Provided* |
| --- |
| • Attended Home Visit to meet family<br>• Continued home visits to gain mums trust and build a rapport<br>• Family Support Worker met Mum at her house and walked to the Centre to Introduce<br>• Mum was provided with Food Bank Vouchers<br>• Mum was encouraged to attend all appropriate sessions<br>• Mum was booked onto ESOL Writing course<br>• Application was made for Family In Need Funding<br>• Family Support Worker arranged a visit at local nursery and walked to the nursery with Mum to show where it is |

| *Outcomes and Impact* |
| --- |
| • Mum and child are attending the sessions at the Children's Centre regularly and booking sessions herself<br>• Mum has started ESOL writing at the Children's Centre<br>• Child is attending the Creche and is very settled<br>• Early Year Practitioners key working and supporting mum with emotional bonding and both Mum and Child shown signs of improvement<br>• Mums confidence has grown hugely and she is making plans for future courses at the Centre<br>• Mums mood has lifted and she is less isolated, making friends in the centre<br>• Child has registered with a local nursery for 2 mornings<br>• Mums aspirations for what she can achieve for herself have increased<br>• Mum is in a very positive place. She is taking care of her appearance, excited about the course she is on and looking forward to learning more,<br>• She cannot believe her child will be starting "school" and has high expectations for her development<br>• Mum is excited about her future and what she will become |

3.9    The Child and Family Development Service works in close collaboration with 'sister' services within Early Intervention and Prevention Services described in this section of the report with a view to providing, integrated support for families in the early years of a child's life with a particular focus on vulnerable families. The Service also works with other internal and external partner services including midwifery, children's social care, children with disabilities services, schools and childcare and early learning providers.

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**Families' Information Service**

3.10    The Families' Information Service has been transferred to Early Intervention and Prevention Services and has now been embedded within the service delivery model. The service comprises a service manager and 6 family support officers. The service plays a key role in promoting positive outcomes for families through the services it provides which are primarily concerned with communicating the early help services available to families whilst also providing focused interventions in relation to developing the childcare and early learning offer in the borough and supporting families, particularly the more vulnerable, to access the provision.

3.11    Local authorities have a number of statutory duties that the Families' Information Service delivers against including ensuring there is sufficient childcare and early learning provision in place, providing information, advice and assistance to families in relation to the services available to them and facilitating the provision of, and access to free childcare for children and families who are entitled to receive it. Access to early learning is seen as one of the primary early help tools for ensuring children get the best start in life.

**Families' Information Service Performance and Outcomes**

**Free Entitlement for 2, 3 and 4 year olds**

3.12    A primary goal of the service is ensuring that 3 and 4 year old children have access to 570 hours of free early education (normally delivered as up to 15 hours per week for 38 weeks a year). In delivering this requirement, the Families' Information Service activity includes:

- writing and updating conditions of funding briefings, in the light of statutory guidance from the Department for Education and to meet the requirements of local delivery;

- providing briefing papers about different aspects of the Free Entitlement e.g. guidance for schools intending to offer additional nursery provision;

- advising parents, practitioners working with families, early years providers and schools about the free entitlement e.g. what the entitlement is, how it can be offered and ensuring compliance of providers in the delivery of the free hours; and

- administering a funding scheme which enables providers to claim funding for the costs of providing free early education places via a secure online portal and FIS staff concentrate on data validation, ensuring the quality of the data.

3.13    Take up of free early education by 3 and 4 year olds in Hillingdon is at 98% which is high compared to both the national average and statistical neighbours. This relatively high take up has been sustained over a number of years.

**Two Year Old Funding**

3.14    Another key objective of the services is enabling vulnerable families to access their entitlement to 15 hrs per week free childcare. Nationally 40% of two year olds are entitled to free childcare. Take of the 2 year old offer is at 55% compared to a London average of circa 60% and a national average in the region of 70%. The Families' Information Service has implemented a number of approaches to ensure that eligible parents that wish to can take up the free childcare entitlement, which includes:

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- Promoting the entitlement by raising awareness about it through borough wide promotional activity e.g. magazine articles, posters, flyers;

- Checking eligibility for free childcare for two year olds by introducing an online system to make it easier for parents to check their eligibility in order to remove barriers to parents taking up childcare;

- Outreach services. From April 2015 to March 2016, the service carried out 75 outreach visits to Children's Centres, parent and toddler groups and other community venues, giving information to 1,239 parents. This included 6 events that were specifically focused on free childcare for two year olds. Service staff have visited the homes of 178 families who are eligible for Two Year Old Funding to encourage them to apply. The service has shared data with other practitioners working with families e.g. Children's Centres, social workers to encourage to help promote the free childcare to eligible families;

- Developing new places for disadvantaged two year olds by matching data on where eligible families live with data concerning the supply of childcare, in order to identify where the gaps are in terms of current childcare provision. The service has used this audit of supply and potential demand to inform the planning for developing new childcare places; and

- Administering a grants programme whereby schools and private, voluntary and independent settings can apply for funding in order to create childcare places for children eligible for Two Year Old Funding. 21 settings applied for a grant to develop places. Of these 14 settings were approved for a grant and 10 of these are now providing additional places. The grants awarded should enable a minimum of 421 places to be available for disadvantaged two year olds.

3.15    The service also works with the 483 Ofsted registered childcare providers in the borough to ensure that their information is up to date and accurate so parents know the childcare options that are available to them. The service dealt with 5,050 telephone enquiries and 5,472 e-mail enquiries in relation to the local childcare and early learning offer from April 2015 to March 2016. The service also provides information to families through outreach and the use of Facebook and Twitter.

3.16    In addition, the service also operates a Families in Need Funding scheme that provides help with childcare costs to parents of children under 5 who are referred to the team by a social worker or other practitioner.

3.17    Families in Need Funding was provided to 77 children from April 2015 to March 2016. The most common needs that prompted a referral for funding were:

- For a child with developmental or learning delay;

- Where a child had a Child Protection Plan; and

- Where there was a history of domestic violence within a family.

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3.18    The Families' Information Service is a key part of the early help offer to families and works in close collaboration with the wider range of services, both within Early Intervention and Prevention Services and across partner agencies.

**Healthy Child Services**

**Health Visiting**
3.19    The Health Visiting Service is another key component of the early help offer. The service employs 85 FTE practitioners. It has been aligned to the early intervention and prevention delivery model and consists of specialist community public health nurses (SCPHN) and teams who provide expert information, assessments and interventions for babies, children and families including first time mothers and fathers with complex needs.

3.20    The service works to promote health and development in the '6 high impact areas' for early years:

- Transition to parenthood and the early weeks;

- Maternal mental health (perinatal depression);

- Breastfeeding (initiation and duration);

- Healthy weight, healthy nutrition and physical activity;

- Managing minor illness and reducing hospital attendance and admission; and

- Health, well-being and development of children aged 2-2.5 years using an integrated approach to support 'school readiness'.

3.21    The service also works to ensure those families requiring early support receive it at the earliest opportunity to improve the longer term outcome for both the child and the wider family.

3.22    With regard to reach and impact, the total caseload of children aged 0-5 years in Hillingdon is circa 19,000. The health visiting service is working directly with approximately 7,000 of these families and children at any given time. The types of interventions made by the service include:

- New findings from the **Healthy Weight Healthy Nutrition** training are being shared with all families, with the service facilitating the training of three Health Visitor champions to cascade this learning to all Health Visiting teams to use at each contact with a family. This approach is aiding the identification of potential weight problems at the earliest opportunity and offering on-going support to manage weight and increase healthy food choices with the aim of ensuring less children are identified as being over weigh or obese at school entry.

- UNICEF Baby Friendly Initiative is implemented across all areas of service. The service provides targeted breastfeeding support groups, weaning sessions, and infant feeding home visits. Over the past year, Hillingdon has increased the 6-8 week breastfeeding rates to 67% (2015/16) which is well above the England

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average of 42%. Support is provided from pregnancy through the 28 week antenatal contact and as part of the integrated antenatal programme "Bump and Beyond".

- The development of an Autism Spectrum Disorder pathway with the health visitor working as the key worker for families from early diagnosis, has enabled earlier support for the child and family e.g. earlier access to pre-school facilities and the voluntary sector. This approach means a family have a consistent health care professional involved in their families' well-being acting as an advocate when necessary.

3.22.1 Health Visiting Case Study. The following information is offered to illustrate service delivery in practice:

| |
|---|
| *Overview of Family Situation and support provided* |
| <ul><li>Mother was met during her pregnancy by the health visitor; therefore a relationship was built before the new birth visit</li><li>During the antenatal visit mother's history of depression was discussed</li><li>Mother had requested the same health visitor visit her and her baby when she gave birth. The same health visitor was allocated to continue the families care</li><li>At the new birth visit mother was tearful and stated that she feels she has not bonded well with her baby</li><li>The health visitor discussed strategies and gave advice on how to cope with this and improve the bond between mother and baby. The health visitor had discussed visiting a children centre, however mother was reluctant</li><li>At the maternal mood assessment mother stated that the bond had improved, however her maternal mood questionnaire evidently showed signs of postnatal depression</li><li>Mother and the health visitor discussed attending the local children centre for parent and baby groups and also groups for mother's health, for example adult yoga</li><li>Mother and the health visitor agreed to meet at the children centre later that afternoon for baby's weight review at clinic and to also be introduced to the children centre staff and find out about their facilities</li><li>Mother and baby attended the child health clinic later that afternoon as agreed. Baby's weight was reviewed and assessed by the allocated health visitor</li><li>Mother and baby were then introduced to the children centre staff who gave mother information regarding groups etc.</li><li>Mother completed the registration forms and booked onto two adult classes and also baby massage class for when baby is age appropriate</li><li>Mother was introduced to the family support worker who supported the mother when she attended the children centre which mother stated she found supportive</li></ul> |
| *Outcomes and Impact* |
| <ul><li>Risk to child and mother as a consequence of post-natal depression avoided</li><li>Mother enabled to fully bond with baby</li><li>Mother able to avoid family isolation and build up social networks via the children's centre</li><li>Emotional health and well-being of mother improved and sustained</li></ul> |

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**School Nursing**

3.23   The School Nursing Service is the 'sister' service to the Health Visiting Service with both services working together to deliver the nationally specified Health Child Programme. The services have also been aligned to the early intervention and prevention delivery model. The service provides specialist nursing care, advice and support to school aged children, young people and their families through delivery of the Healthy Child Programme 5-19 to enable the achievement of optimal health and emotional wellbeing. Every school in Hillingdon has a named school nurse.

3.24   The service provides a school health service for children and young people in Hillingdon of school age, led by nurses with specialist graduate level education in community health and the health needs of school aged children and young people.

3.25   The service is a year round service that seeks out and provides for individual and group health needs on a universal basis. The service offers individual, non-judgemental, face-to-face consultations and drop in sessions, ensuring that 'Every Contact Counts' using brief interventions to promote healthy lifestyles and reduce sexual health and substance misuse and other risk taking behaviours. Other types of early intervention and prevention activity include:

- Working in partnership to deliver MEND, the child and family healthy weight programme by identifying children and young people at risk of obesity and supporting them and their families to develop and apply a healthy life-style programme to enable them to mitigate the risks associated with being over-weight;

- Providing weekly drop-in services for young people to provide pupils with advice and support in relation to their physical, emotional and physical well-being; and

- Assessing, supporting and managed 186 children referred to the Enuresis Service with many achieving dryness within a few months.  This enables children to avoid the challenges associated with bedwetting beyond early years.

3.26   The Health Visiting and School Nursing Services are integral to the provision and promotion of early support and work alongside related services in order to secure the best outcomes for families.

**Early Support for Children, Young People and Families**

3.27   In addition to providing early help in early years, it is also recognised that families can need additional and holistic family support to overcome difficulties that if not resolved may become more entrenched and problematic. This section of the report provides a summary of the early help services provided by Early Intervention and Prevention Services that are focused on the whole family and the contribution they make to securing and promoting positive outcomes.

**Key-working Services**

3.28   The Key-working Service has now been fully established. It is managed by a Service Manager and employs 32 key-workers who work alongside a number of other service colleagues including Team around the Family Coordinators to provide the service. The service meets the needs of families in need of early support by providing integrated 1:1 support and challenge to enable them to overcome problems.  Key Workers deliver services in collaboration with social workers to support children in need and children on

child protection plans and also play a key role in enabling families to 'step down' from requiring the intervention of statutory social care services

3.29    The service aims to support families in need of early help to overcome problems at the earliest opportunity and develop the resilience to avoid future difficulties. The service also leads on work with families and schools to address school attendance issues and support young peoples' participation in employment, education and training.

3.30    The service also leads on the application and promotion of the early help assessment (EHA) and Team around the Family (TAF) processes. Work in relation to the Troubled Families programme is also co-ordinated through the Key Working Service.

3.31    The following table provides a summary of service performance and impact between April and September 2016:

| Key-working Service | Number of families supported | Type of intervention made | Outcome and impact of interventions |
|---|---|---|---|
| Preventative Key-work | 233 | <ul><li>Parenting support</li><li>Parents/children health problems</li><li>School refusal</li><li>Behavioural emotional needs</li><li>Domestic abuse issues</li><li>Routines & boundaries</li><li>Family re-unification for children in care</li></ul> | <ul><li>Cases stepped down to universal services 93%</li><li>Cases closed for specialist input 5%</li><li>Cases stepped up to Children's Social Care (CSC) 2%</li></ul> |
| Intensive Key-work | 97 | <ul><li>Parenting support</li><li>School refusal</li><li>Anger management</li><li>Behavioural & Emotional needs</li><li>Domestic abuse</li><li>Routines & boundaries</li><li>Budgeting/benefits</li><li>Bereavement</li><li>Substance misuse</li><li>Family re-unification</li></ul> | <ul><li>Cases supported to step down to universal Services 46%</li><li>Cases supported to step down from Child Protection (CP) to Children in Need (CIN) 23%</li><li>Cases supported to step down from CP to CIN to Team Around the Family (TAF) 5%</li><li>Cases supported to step down from CIN to TAF 12%</li><li>Cases closed for specialist input 5%</li><li>Cases stepped up to CSC statutory services 9%</li></ul> |

| Participation Key-work | 2,960 | • Attendance meetings with families<br>• EET meetings with families<br>• home visits<br>• Consultations with schools<br>• EET open day drop in sessions<br>• Children missing education identification and tracking<br>• Post 16 participation tracking<br>• Truancy sweeps with police | • NEET reduced to 26<br>• Penalty Notices required 189 and Court prosecutions 27<br>• 403 school attendance cases no longer at Persistent Absence threshold.<br>• 122 NEET young people now in EET<br>• 235 Children Missing Education now in education |
|---|---|---|---|
| Early Help Assessments | 138 | • Consented assessment of strengths and vulnerability within a family to identify need and facilitate next steps | • 78 led to access key work support<br>• 9 led to access of specialist SEN services<br>• 9 family consent withdrawn<br>• 2 Stepped up to CSC statutory services<br>• 29 led to a TAF<br>• 9 referred to Targeted Programmes<br>• 4 referred to Children's Centres |
| Team Around the Family | 84 | • Lead on Team Around the Family co-ordination of services | • TAF implemented 4<br>• TAF implemented with specialist services 4<br>• TAF implemented with Key Work 16<br>• TAF implemented in the universal service 41<br>• TAF closed and Key Worker allocated 11<br>• Cases stepped up to CSC statutory services 7<br>• Family moved Out of Area 1 |
| Troubled Families | 1,035 | • Lead professional led consented and planned work with families | • Significant and sustained progress achieved by 120 families to date |

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3.32    In addition to the performance summary above, the Key-working Service has also provided early help training to 17 Schools Safeguarding Clusters, Special Education Needs Coordinators, 68 School Attendance leads,  social work teams, 31 School INSETS, all Central North West London Health Trust leads, Community Safety Teams, Community Housing Teams, Health Visiting and School Nursing Teams, Schools Primary Forum and Secondary Head-teachers Association, GP Forums, Child Development Centre, the Youth Offending Services, Child and Adolescent Mental Health Services and a range of voluntary sector services.

3.32.1 Key-working Service Case Study. The following information is offered to illustrate service delivery in practice:

| |
|---|
| *Overview of family situation and support provided*<br>• Key-worker assigned to family experiencing a range of challenges including parental mental health, financial difficulties and challenges with teenage child<br>• Father experiencing anxiety and depression impacting on ability to secure employment. Also acting as carer for partner<br>• Child not attending school and experiencing bullying<br>• Key-worker established relationship with family and father<br>• Outcome plan developed which included activity to build father's confidence and employability skills<br>• Key-worker supported father in job search activity to the point at which he was able to secure employment<br>• Attendance issues of child addressed by participation key-worker<br>• Confidence and self-esteem and anti-bullying strategies undertaken<br>• Child supported to access counselling provided by Early Intervention and Prevention Targeted Programmes |
| *Outcomes and Impact*<br>• Family circumstances significant improved<br>• Family stress alleviated as a consequence of change in circumstances<br>• Emotional well-being of father an child improved<br>• Family resilience improved through service intervention |

3.33    The Key-working Service plays a primary role in promoting early help principles and practice through use of the Early Help Assessment and Team around the Family process as well as being pivotal to brokering and coordinating packages of preventative support for families.

**Adolescent Focused Early Support**
3.34    In addition to providing early help for children in their early years and families as a whole, it is also recognised that adolescents and families can need additional support to manage, what can sometimes be a challenging transition from childhood, through adolescence to adulthood. This section of the report provides a summary of the early help services that response to support needs during this aspect of a families' development and the contribution they make to securing and promoting positive outcomes for families.

**Targeted Programmes Service**
3.35    The Targeted Programmes division of Early Intervention and Prevention Services has now been established within the service delivery model. The service utilises group-based and one-to-one engagement approaches to respond to service users' individual support and development needs.

3.36   The service works primarily with children, adolescents, and young adults between the ages of five and twenty five, and currently works primarily with adolescents aged between ten and nineteen.

3.37   Most intervention packages are structured as part-time inputs delivered over a period of ten weeks, although subsequent inputs are provided where the service user presents continuing levels of risk at the conclusion of the initial intervention.

3.38   Targeted Programmes seeks to enable family members to develop new or enhanced capabilities as a means to reduce their risk of negative outcomes, and to support their progression and attainment.

3.39   Targeted Programmes is managed by a service manager and an operational coordinator who oversee an establishment of fifty five practitioners. Of these, twelve postholders are full-time, with the remainder employed on part-time contracts. The staff team delivers public-facing services through the activities of ten programme delivery units, all of which address specific risk-related issues (including anti-social behaviours, substance misuse, and emotional health and wellbeing), or groups who are at significant risk of negative outcomes (including adolescent boys and young men, looked-after children and care leavers, and young people who are not in employment, education, or training).

3.40   When the current iteration of the Targeted Programmes division was established the management team was faced with a significant vacancy factor. Over the past six months, the vacancy factor has been reduced, and the division is now close to running at full capacity. During the 2016/17 financial year to date, Targeted Programmes has engaged over 2,000 service users in 200 programmes of activity, enabling their participation in 2,500 contact hours. Evaluation of the impact of the programme offer evidences that they are effective in increasing service users' resilience to risk in the short-term, and have positive medium-term impact where ex-service users are able to maintain post-engagement mentoring contact with programme delivery staff. To this end, Targeted Programmes has established two 'drop-in' services for programme graduates, and will evaluate the provision to see if it enhances service users' longer-term resilience to negative outcomes.

3.41   The following table provides a summary of service performance and outcomes between April and September 2016:

| Targeted Programmes | Number of families supported | Type of intervention made | Outcome and impact of interventions |
|---|---|---|---|
| Boys and Young Men's Programmes | 60 | Structured group-based learning activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem and the ability to manage risk related behaviour |
| Creative Arts Programmes | 2,487 | Structured performance arts-based and group-based learning activities | Participants reported increased capabilities, confidence and self-esteem |

| | | | |
|---|---|---|---|
| Emotional Health and Wellbeing Programmes | 218 | Individual and group-based therapeutic support and personal development activities, delivering issue-based and capability-building inputs | All participants reported an improvement in their emotional well-being following initial evaluation suing the 'Core' assessment tool |
| Girls and Young Women's Programmes | 71 | Structured group-based learning activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem and the ability to manage risk related behaviour |
| Mobile and Detached Programmes | 493 | Informal community-based engagement and learning activities, delivering issue-based and capability-building inputs | Contribution to management of young people related crime and anti-social behaviour in areas of deployment |
| Peer Leadership Programmes | 111 | Structured forum-based and peer leadership learning activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem and leadership skills |
| Substance Use and Misuse Programmes | 1,595 | Structured workshop-based learning activities and 'drop-in' clinical support, information, and guidance activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem, personal insight and knowledge of risks associated with substance misuse and improved ability to manage risk related behaviour |
| Sexual Health and Wellbeing Programmes | 918 | Structured workshop-based learning activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem, personal insight and knowledge of risks associated with sexual activity and improved ability to manage risk related behaviour |
| Transition Support Programmes | 136 | Structured group-based learning activities, delivering issue-based and capability-building inputs | Participants reported increased confidence, self-esteem and the ability to successfully negotiation key transition points |
| Volunteer Engagement Programmes | 132 | Individual and group-based vocational placement-based learning activities, delivering issue-based and capability-building inputs | Participants reported the development of knowledge, skills and confidence to provide volunteering input to host agencies |

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3.41.1 Targeted Programmes Case Study. The following information is offered to illustrate service delivery in practice:

*Overview of family situation and support provided*

- A young woman who was referred to 'Unique Swagga' girls and young women's programme due to her involvement in serious youth violence and related concerns about her safety in the context of intimate relationships with boys.

- She attended the programme and, as she developed her confidence with the other participants and staff, began to disclose some of her experiences in relation to some of the risky situations she was putting herself in and, as a result, she become more aware of her own personal safety.

- She offered an opportunity to attend the Unique Swagga Part two programme, where she began to explore the consequences of her behaviour in a lot more depth, through her engagement in sessions that addressed issues in relation to personal safety and child sexual exploitation.

- Through the running of the level 2 programme, the young woman became a positive role model to other younger group members, and offered guidance around some of the risks the group were taking and highlighting the consequences of these risks.

- She also spoke out often about the importance of relationships with young people's parents/guardians, and reflected on her own personal experience after having a very turbulent relationship with her own mother.

*Outcomes and Impact*

- By the end of the part two programme, the young woman had re-established a developing relationship with her mother and was seeking to regain her mother's trust by being more honest about her whereabouts, as she understood that this is important to her own personal safety.

- The young woman was also able to engage positively with young women from outside her social and cultural circles, but she overcame this barrier and built some great friendships with all the girls on the project.

- As an outcome of her involvement in Unique Swagga, the young woman has shown a great interest in helping other young women and has expressed an interest in volunteering to work with other younger adolescents through the Hillingdon Young Volunteers Award programme.

- Personal reflective comment at the end of the programme: "Unique Swagga has encouraged me to become a better person. My self confidence has expanded and I am beginning to recognise my self-worth. Unique Swagga is a place where all types of girls can come together as one and express ourselves. I have made a family here and I will miss them very much!"

3.42    As with the other service areas discussed in this report Target Programmes plays a major role in providing specialist capacity and expertise to the wider early help offer.

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**Youth Offending Services (YOS)**

3.43   The Youth Offending Service is located within the Early Intervention and Prevention delivery model. The Services responds to Section 39 of the Crime and Disorder Act 1998 which places a statutory duty on local authorities in co-operation with the Probation Service, Police and Health authorities to establish multi-agency Youth Offending Teams (YOTs).

3.44   The purpose of the service is to reduce offending by young people by delivering positive and effective interventions both court ordered and through the out of court disposal system. These interventions are designed to address the risk factors associated with offending behaviour and build upon the strengths and qualities young people have in order to enable them to lead constructive and socially responsible lives. The YOS work mainly with young people aged 10-17, but will work with young people who turn 18 during their order where appropriate. Depending on the court order they are subject to and the assessed risk of re-offending and/or harm to others they may present, young people will have programmes which range from 2 hours per fortnight to up to 25 hours per week.

3.45   The service is both multi agency and multi disciplinary. The compliment of 25 permanent staff includes two police officers, a probation officer and a primary mental health worker seconded by the partner agencies and practitioners delivering restorative justice, community reparation, substance misuse interventions, education, training and employment support as well as the core offending case work delivered by social workers and YOS officers. The YOS has a pool of 16 sessional workers to support the work particularly at week-ends, and 25 volunteers. Volunteers are a statutory requirement in the YOS as they are required to form Referral Orders Panels which agree a programme of interventions with a young person and their family where so ordered by the court.

**Youth offending Service Performance and Outcomes**

3.46   There are three national indicators against which the performance of the service is measured:

**First Time entrants (FTEs) into the Criminal Justice System**

3.47   Hillingdon saw a significant decrease in FTEs from calendar year 2012 (608) to 2015 (416), a pattern mirrored across the country. As expected the rate has started to plateau and in the first three months of 2016 we saw a rise of 10 cases compared with the same period in 2015. On the back of a service review in 15/16 the YOS further reviewed its Out of Court disposal work in April/May 16 to promote more robust decision making. Early indicators are that number of first time entrants in the last two quarters has resumed a downward trend.

**Reducing Custody**

3.48   Between 12/13 and 15/16 the custody rate per 1,000 fell from 0.96 (26 cases) to 0.55 (15 cases). During the first seven months of 16/17 there have been 7 custodial sentences. Hillingdon's custody rate is below the London average although higher than the national average.

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**Reducing Re-Offending**

3.49   Young people are tracked for 12 months from sentence. Re-offending is reported against three parameters:

- The percentage of young people who re-offend from a cohort (binary rate).
- The average number of further offences committed by that cohort (frequency rate).
- The number of re-offences per re-offender

| Sentence Period | Binary Rate | Frequency rate | Re-offences per reoffender |
|---|---|---|---|
| Oct 12/Sept 13 | 41.1% | 1.27 | 3.09 |
| Oct 13/Sept 14 | 34.2% | 0.93 | 2.72 |
| London 13/14 | 42.6% | 1.3 | 3.05 |
| National 13/14 | 37.6% | 1.2 | 3.18 |

3.50   From the last available data Hillingdon's re-offending rates have reduced against all three parameters. Its rates are also lower than both the London and National averages.

3.51   These are good outcomes particularly given the size of the cohort has decreased and those remaining in the system have been identified as having more complex needs, higher levels of vulnerability and presenting greater risk to others. As a consequence they are the most challenging group with whom to effect quick and permanent changes in lifestyles and outcomes.

3.52   It is difficult to be precise about how Hillingdon has achieved these reductions against a national trend but the following activities are likely to have contributed;

- Maintaining the original minimal National Standards for contact rather than adopting the lower levels introduced by the revised National Standards of 2013:

- Reducing contacts based on risk assessments rather than time spent subject to an order;

- The development of offence and issue specific programmes which have been tested and evaluated using the model provided by the Youth Justice Board:

- Robust compliance procedures; and
- Improved exit planning.

3.53   Other preventative work includes a focus developing restorative justice interventions and expanding community reparation programmes with work at a local primary school, a church and the waterways have been particularly well received by the community.

3.54   In additional YOS, The Key-working Service and Targeted programmes are members of the Violence and Vulnerability Panel which has been endorsed by the Local Safeguarding Children Board. Its objective is to identify young people known to be, or at risk of being, involved in criminal group activities, including serious youth violence and drug distribution, and manage their vulnerability and risk to others through the sharing of information and integrated intervention planning by partner agencies. Siblings of young people already involved in criminal group activities are a target group for Early Intervention and Prevention Services.

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**Summary comments**

3.55   The information provided in this section of the report serves as a summary of the early help provided by the services within Early Intervention and Prevention Services and the types of outcomes arising as a consequence of the work undertaken.

3.56   The services have been consolidated within the new service delivery model and are all individually and collectively supporting families to achieve the best outcomes possible through the provision of targeted preventative interventions.

3.57   Work continues to develop the services and the systems and processes that enable the effective targeting of support where it is required. This work includes the finalising of a performance framework which will enhance the services' ability to evaluate and measure the full impact of the service offer.

## 4. PROGRESS IN RESPONSE TO RECOMMENDATIONS ARISING FROM THE MAJOR REVIEW

4.1   Committee members made a series of recommendation following the review. They are referenced in the following section of this report together with progress commentary in relation to each recommendation.

**Recommendation 1**
4.2   That officers further develop partnership working in order to ensure effective delivery of early intervention and prevention services to promote positive outcomes for families. In particular, this would be achieved through:

- Developing the use and sharing of data and intelligence required for effective service delivery, so that individuals, families and communities in need of early support are identified and supported; and

- Identifying how the effectiveness of partnership and collaborative working can be enhanced.

**Progress made**
4.3   The following developments have been made in response to the recommendation in question:

- The introduction and application of the Local Safeguarding Children's Board Information Sharing Protocol which clarifies data sharing expectations and the processes in place to enable effective information sharing;

- The development and implementation of specific information sharing arrangements with the Police in support of families identified as in need of support in accordance with the requirements of the Troubled Families programme;

- The securing and use of data to identify families who are entitled to free childcare;

- The broadening of integrated use of service specific client information systems so that professionals supporting vulnerable families can more fully understand the whole family need so that a collaborative response may be provided;

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- The introduction of a new software system which enables a variety of data sets to be trawled so that professionals may more readily understand the range of problems a family may face and need support to resolve;

- The development of the Early Intervention and Prevention Strategy Group to lead cross partnership approach to early intervention and prevention; and

- The development of multi-agency processes ranging from the Multi-agency Safeguarding Hub to the Violence and Vulnerability Forum so that partners may collectively identify and respond to family and community risks and issues.

**Recommendation 2**

4.4    That officers further investigate how the early help offer can be effectively promoted to families and professionals, with a particular focus on digital promotion.

**Progress made**

4.5    The following developments have been made in response to the recommendation in question:

- The inclusion of the Families' Information Service into the Early Intervention and Prevention Services delivery model;

- The use of the Families' Information Service multi-channel approach to communicating with parents which includes a helpline, e-mail service, text messaging, sharing information via the FIS Twitter and Facebook accounts and maintaining the local authority's online directory of services for families including Early Help and the SEND Local Offer;

- The production and dissemination of the Targeted Programmes Prospectus which is shared with professionals and partner agencies;

- The systematic promotion of the offer via briefings to school cluster groups, social work teams and partner agencies; and

- The local publicising and promotion of services via independently produced and disseminated Children's Centre programmes.

**Recommendation 3**

4.6    Within existing resources, consideration be given as to whether funding that Children's Centres and the Key Working Service receive should be dependent on local levels of need or whether funding should be allocated universally.

**Progress made**

4.7    The following developments have been made in response to the recommendation in question:

- Consideration has traditionally been given to the deployment of Children's Centre resources informed by levels of need as the location of the Centres themselves was originally informed by levels of deprivation. Further consideration is being given to this matter within the context of the review of the Children's Centre programme;

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- Consideration has also been given to how key-working resources are deployed and at present the view is that the current model, which responds to individual need as opposed to a locality approach to resourcing will be maintained.

**Recommendation 4**

4.8   That officers seek to ensure that principles and best practice in relation to the provision of early help are embedded through the provision of training and development to early intervention staff and practitioners.

**Progress made**

4.9   The following developments have been made in response to the recommendation in question:

- The introduction of an Early Help Training programme which is made available to all professionals within the children's workforce in order to embed early help principles and practice; and

- The introduction and completion of an NVQ level 4 early help and family support qualification for all key-workers

## 5.   THE DEVELOPMENT OF A WIDER PARTNERSHIP APPROACH TO THE PROVISION OF EARLY HELP TO RESIDENTS

5.1   In addition to the progress outlined in this report thus far work has been undertaken to develop a new partnership approach to the provision of Early Help in Hillingdon.

5.2   During the Major Review process members were advised of work that had been undertaken to renew the Early Intervention and Prevention Strategy for Hillingdon partners.

5.3   Following the Major Review subsequent discussions led by the Independent Chairman of the Local Safeguarding Children's Board (LSCB) and the Director of Children and Adults Services LBH, the Borough Commander, the Director of Public Health, the LSCB Primary School representative and the Chief Operating Officer at the Hillingdon CCG led to a decision being made to initiate a refreshed approach to early intervention and prevention strategy development in Hillingdon.

5.4   As a consequence the partner leads listed above have nominated colleagues to work together with a view to achieving the following headline outcomes:

- *Strategy* - Determining the partnership vision, purpose, priorities (including joint commissioning) and mid to long-term planned outcomes for early intervention and prevention.

- *Operational planning and delivery* - Ensuring operational activity concerned with intervening early to prevent family problems developing or escalating is coordinated, collaborative and focused on agreed priority outcomes.

5.5     Part of the learning with regard to previous work undertaken in this arena is that there are clear limitations to strategically leading and operationally managing what is a complex process. Therefore careful consideration has been given as to how partnership ambitions may be realised within existing resources.  With this in mind nominees have been asked to consider how the following objectives may be achieved on behalf of partners:

- Establishing an efficient process which enables partners to work collaboratively in order to, where possible, prevent the human and financial cost of poor family outcomes;

- Enabling partners to determine a clear collective purpose to collaborative early intervention and prevention activity;

- Enabling appropriate representation of relevant stakeholders in the process in order to achieve the agreed purpose;

- Enabling clear and timely joint priority setting; and

- Enabling partners to engage in a sharp and focused way in order to determine priorities and progress business in response to them.

5.6     Initial meetings of partner nominees have taken place to consider the partnership task with a view to agreeing the most appropriate way to attend to the task in hand. The development group have begun work on a revised approach as well as an outline strategy document that will be progressed for consideration by the Local Safeguarding Children Board early in 2017.

## 6.    SUGGESTED COMMITTEE ACTIVITY
None noted


## 7.    BACKGROUND PAPERS
Draft Early Intervention and Prevention Performance Web

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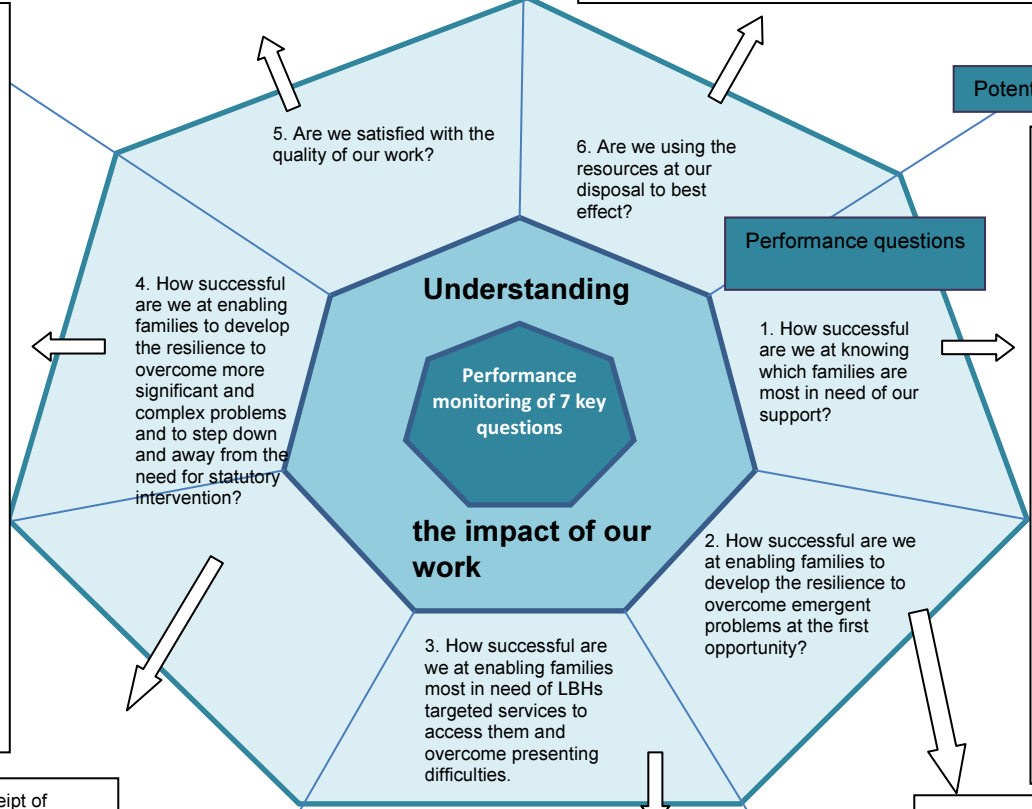# Early Intervention and Prevention Services Performance Web

- Number of EHAs judged as good
- Number of TAF plans judged as good
- Feedback from families who have undergone TAF process (partner related)
- EIS case-work audits judged as 'good' including KWS, Children's Centres and programmes.
- Percentage of families who rate the support they have received as 'good' when surveyed.
- All service user feedback (parents, families, partners) is positive at 80%+ for KWs.

- Service area budgets fully deployed in the delivery of planned services
- Key-work and TAF case-holding capacity maintained at optimum levels
- Significant and sustained progress outcomes secured within agreed timescales
- Programme occupancy rate targets achieved
- Significant and sustained programme outcomes secured
- Early years centre occupancy targets achieved
- Children's centre target participation levels achieved
- Opportunities for joint working and sharing resources across EIS are actively explored.

- Number of CIN / CP cases 'stepped down' to EIPS / key-working service and closed
- The number of social care cases 'stepped down' to EIPS / key-working service who don't re-present (six-months / year)
- The number of CIN / CP / LAC plans with an EIPS contribution.
- The number of cases 'stepped down' to universal services.
- The number of cases 'stepped down' to universal services who don't re-present.
- Numbers of children and families receiving statutory children's social care intervention reduced.
- Number of families not requiring specialist or targeted services within 2 years of interventions being delivered
- Reduction in demand for social work intervention
- Reduction in re-referrals
- Reduction in re-offending rates

**Potential Performance Indicators**

- Volumes and types of outcome concerns and the individuals, families and communities most at risk are identified
- Data and intelligence in relation to the individuals, families and communities we are most concerned about is gathered, collated, analysed and shared with services and partners in a timely manner to enable service planning and commissioning
- Multiple risk factors are mapped
- Troubled families / communities / needs groups are identified and the intelligence passed on to relevant parties to informed targeted support

**Performance questions**

5. Are we satisfied with the quality of our work?

6. Are we using the resources at our disposal to best effect?

4. How successful are we at enabling families to develop the resilience to overcome more significant and complex problems and to step down and away from the need for statutory intervention?

**Understanding**

**Performance monitoring of 7 key questions**

**the impact of our work**

1. How successful are we at knowing which families are most in need of our support?

2. How successful are we at enabling families to develop the resilience to overcome emergent problems at the first opportunity?

3. How successful are we at enabling families most in need of LBHs targeted services to access them and overcome presenting difficulties.

- Number of families in receipt of intensive EIPS / key-worker support whose planned outcomes have been achieved within agreed timescales
- Number of families identified at potential risk of statutory intervention accessing EIPS services
- Number of families identified as eligible for the troubled families programme achieve significant and sustained progress
- Number of families referred to EIPS targeted programme via social care
- Number of social care contacts sign-posted to targeted programmes.
- EIPS targeted programmes contribution to successfully delivered family outcome and pathway plans developed via TAF and or social care processes.
- Number of contacts sign-posted to Children's Centre programme via social care
- Number of cases 'stepped down' to Children's Centres
- Children's Centre participation rates for priority 'at risk' groups meets or exceeds 65% target

- Social care contact reduction (because families subject to EHAs and TAF processes do not present for Social care intervention)
- The number of cases 'stepped down' to universal services who don't re-present (re-referral) for support.
- Number of Key Workers delivering their allocated cases with an assessment, explicitly consented plan, delivery of key work services recorded on LCS, and outcome record including client feedback.
- Prevention Key Workers achievement of casework outcome plan targets within agreed time scales not exceeding 6 months.
- School attendance maximised at 95%.
- 16 - 18 EET participation levels at 100%
- 'Not known' levels in line with statistical neighbours
- Persistent absenteeism and exclusions minimised at 10% 90%+ and 25% reduction in permanent exclusions.
- Post-16 young people in EET maximised with average of <300 NEET.
- CME numbers minimised below 250.
- Number of families referred to EIPS targeted programme via social care
- Number of social care contacts sign-posted to targeted programmes
- EIPs targeted programmes contribution to successfully delivered family outcome and pathway plans developed via TAF and or social care processes.
- Number of contacts sign-posted to Children's Centre programme via social care
- Number of cases 'stepped down' to Children's Centres
- % of children accessing minimum free childcare entitlement (MFE)

- The number of social care contacts sign-posted to EHA and TAF
- Number of primary and secondary schools briefed on guidance
- Number of schools application of EHA and TAF
- Number of non-school universal service application of EHA and TAF
- Total annual EHA and TAFs numbers within Hillingdon
- Number of TAFs and EHAs and outcome plans deliver significant and sustained progress with families within agreed timescales
- The number of families subject to EHAs and TAF processes who do not present for social care intervention (reduction in contact)
- The number of families subject to EHAs and TAF processes who do not re-present for social care intervention (reduction in re-referral)
- All Hillingdon's children's workforce is briefed on the EHA, LP and TAF processes available to support their clients

| Question 1. | | Indicator | Progress |
|---|---|---|---|
| How successful are we at knowing who is in most need of our support? | 1.1 | JSNA and ward level data on individuals and families in need of early intervention and prevention is provided to commissioners, services and teams on a regular basis | Updates to JSNA are regularly provided including updates on population, indices of multiple deprivation and where appropriate and needed individual needs assessments. |
| | 1.2 | The number of families identified as ' troubled' in accordance with the troubled families programme criteria | Included in scorecard - reference EIPS4 |
| | 1.3 | Commissioning intentions, specifications, service and team plans are informed by and make direct reference to individuals and groups identified as in need of our support | Now included in team plans, tender specifications (for instance Health Child Tender) |
| | 1.4 | Service and team plans and service specifications contain participation and outcome targets for those identified as in need of early intervention and prevention services | Provision for targets now included in performance scorecard (targets to be developed). Targets included in tender specifications. |

| Question 2. | | Indicator | Progress |
|---|---|---|---|
| How successful are we at enabling families to develop the resilience to overcome emergent problems at the first opportunity? | 2.1 | Participation levels of identified and targeted priority groups and individuals in the Children's Centre programme | Metrics now included in the scorecard - CC1, CC1.1, CC1.2 |
| | 2.2 | Participation levels of identified and targeted priority groups and individuals in early years settings (2YO offer uptake and LA managed EYC vulnerable family update) | Now included in the scorecard - ref F1.1 |
| | 2.3 | Participation levels of identified and targeted priority groups and individuals in targeted programme activity | Metrics now included in scorecard - Vulnerable family participation total and broken down by geography (CC5, CC5.1, CC5.2, CC5.3) |
| | 2.4 | Participation levels in Key-working Service (number of families in receipt of key-worker support) | Metrics now included in scorecard - total cases by key work team- ref KW1 - KW5 & KW10-KW12 |
| | 2.5 | The number of early help assessments (EHA) completed | Now included in scorecard - ref ET1 |
| | 2.6 | The number of Team around the Family (TAF) meetings held | Now included in scorecard - ref ET3 |
| | 2.7 | The number of young people in receipt of youth offending service intervention | Now included in scorecard - reference Y1, Y2, Y3 |
| | 2.8 | The number of families identified for and provided with targeted health visitor support | Now included in scorecard - ref H1-H8. |

| Question 3. | | Indicator | Progress |
|---|---|---|---|
| How successful are we at enabling those most in need of (LBHs) targeted services to access them and overcome presenting difficulties | 3.1 | The number of cases assigned to EIPS early intervention key-workers that have been successful resolved within agreed timescales | Needs further development - provisionally included in scorecard - KW 23 |
| | 3.2 | Number of families from vulnerable groups who have made significant and sustained progress by regularly participate in the children's centre programme | Needs further development - data provisionally available via casefile audits. |
| | 3.3 | Number of individuals and families who have made significant and sustained progress as a consequence of participating in targeted programmes | Metric now included in scorecard - ref F4.1 |
| | 3.4 | The number of families who have made significant and sustained progress with the support of a team around the family | Now included in scorecard - KW14, KW16, KW17 |
| | 3.5 | A reduction in re-referral rates as a consequence of EIPS intervention | Now included in the scorecard - ref EIPS5 |
| | 3.6 | A reduction in first time entrants to the youth justice system | Now included in scorecard - Y1 |
| | 3.7 | A reduction in school absenteeism | Now included in scorecard P8 |
| | 3.8 | A reduction in 16-18 NEET with a focus on levels for vulnerable groups (LAC and Youth Offenders) | Now included in scorecard - ref P5 |
| | 3.9 | 16 - 18 EET participation levels at 100% | Now included in scorecard - ref P4 |
| | 3.10 | 'Not known' levels in line with statistical neighbours | Now included in scorecard - ref P6 |
| | 3.11 | A reduction in children missing education | Now included in scorecard - ref P7 |
| | 3.12 | The number of contacts sign-posted for EHA and TAF | In Development metric included in scorecard- ref EIPS3 |
| | 3.13 | The number of contacts sign-posted to the Children's Centre Programme | In Development - metric provisionally included in scorecard - CC8 |

| | 3.14 | The number of contracts referred to EIPS following assessment | In Development - metric provisionally included in scorecard - EIPS7 |
|---|---|---|---|
| **Question 4.** | | Indicator | Progress |
| How successful are we at enabling families to develop the resilience to overcome more significant and complex problems? | 4.1 | The number of families stepped down to EIPS and no longer receiving a statutory social work service and not re-assessed as requiring statutory social work for a 6 month period | Now included in scorecard - ref KW 16 and KW 17 |
| | 4.2 | Number of families in receipt of intensive key-worker support whose planned sustained and significant outcomes have been achieved within agreed timescales | In Development - metric included in scorecard - KW24 |
| | 4.3 | Number of families identifies as eligible for the troubled families programme achieve significant and sustained progress in accordance with outcomes ad detailed in Family Outcomes Plan | Now included in scorecard - KW14 |
| | 4.5 | Number of families identified as at risk of statutory intervention enabled to avoid intervention | In Development - provisionally included in scorecard - EIPS9 |
| | 4.6 | Reduction in re-referral rates | Now included in scorecard EIPS5 |
| | 4.7 | Reduction in re-offending rates | Now included in scorecard - Y4 |
| | 4.8 | Reduction in the number of young people on the edge of care being accommodated | Now included in scorecard - KW20 and KW21 |
| **Question 5.** | | Indicator | Progress |
| Are we satisfied with the quality of our work? | 5.1 | Number of cases audited judged as 'good' | Metrics on audit outcomes included in scorecard - KW17, Y6, P3, |
| | 5.2 | Percentage of families who rate the support they have received as 'good' when surveyed. | In Development. Metric provisionally included in the scorecard - EIPS10 |
| | 5.3 | Learning and Development needs of practitioners indentified and effectively responded to | In Development. Metric provisionally included in the scorecard - EIPS11 |
| | 5.4 | Outcomes of service quality assurance processes | Metrics on audit outcomes included in scorecard - KW17, Y6, P3, |
| **Question 6.** | | Indicator | Progress |
| Are we using the resources at our disposal to best effect? | 6.1 | Service area budgets fully deployed in the delivery of planned services | In Development. Metric provisionally included in the scorecard - EIPS12 |
| | 6.2 | Key-work case-holding capacity maintained at optimum levels | Metric now included in scorecard - KW2, KW3, KW4 and KW5 |
| | 6.3 | Significant and sustained progress outcomes secured within agreed timescales across all areas of service | In Development. Metric provisionally included in the scorecard EIPS13 |
| | 6.4 | Programme occupancy rate targets achieved | Metric now included in scorecard - F3.1, F3.2, T1.1, T1.2 |
| | 6.5 | Early years centre occupancy targets achieved | Metric now included in scorecard - CC1-CC5.3 |
| | 6.6 | Children's centre target participation levels achieved | Now included in the scorecards ref CC1-CC5.3 |

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# MAJOR REVIEW

**Contact officer**: Kate Boulter
**Telephone**: 01895 556454

## REASON FOR ITEM

The Committee has agreed the major review topic "Major review of the local authority's current and future relationship with academies and free schools".

Three witness sessions are planned, on 23 November 2016, 11 January 2017 and 14 February 2017.

## OPTIONS OPEN TO THE COMMITTEE

The Committee is asked to consider the evidence given by witnesses, together with the background information provided in the appendices.

## INFORMATION

1. At the last meeting, Members were provided with the scoping report for the review (Appendix 1) and were provided with details on the background to the reasons for the review.

2. Comparison data for key stages is provided in Appendix 2.

3. For this meeting, a number of witnesses have been invited to provide an overview of the Council's current position.

   **Witnesses**

   - Councillor David Simmonds, Cabinet Member for Education and Children's Services
   - Laurie Baker - Head of School Improvement/Education Quality & Strategy
   - Peter Malewicz - Finance Manager, Children and Young People
   - Laura Palmer - School Placement and Admissions Team Manager
   - Jackie Wright - Head of Disability Services

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# Policy Overview & Scrutiny Committee
# Review Scoping Report

**Major review of the local authority's current and future relationship with academies and free schools**

## 1. REVIEW OBJECTIVES

**Aim and background to this review**

National education policy, as outlined in the White Paper 'Educational Excellence Everywhere ' published in March 2016, laid out a clear direction of travel for all schools with the Government's ambition being for all schools to cease to be maintained by Local Authorities (LAs) and become academies by 2020 or sooner. Although recent changes in Government have marked an easing of the pace of conversion, the Government continues to promote this ambition and recent months have seen the merging of the Department for Education's (DfE) Education Funding Agency (EFA) with the resources of the Regional Schools Commissioner's office.

In light of this significant change to the national landscape in education and the associated reduction in funding for Councils to use to support schools in their local area, Members have expressed interest in exploring the Council's current relationship with schools in Hillingdon who already have academy/free school status and in considering how these relationships may evolve to include maintained schools who may be considering academy conversion in the short or medium-term. It is noted that it is possible that there will be a national transition period of up to four years before all schools choose or are directed to convert to academy status.

The aim of this review is to present Members with a picture of the Council's current roles, responsibilities and relationships with local standalone and multi-academy trust (MATs). As part of this process, the review will explore the changing relationship of the Council with all schools as the academy agenda gains momentum and should clarify the Council's strategy for supporting maintained schools who may

choose to convert to academy status in the short and medium-term alongside those maintained schools who have not yet made decisions about conversion.

The review should allow Members to ensure that the proposed and reduced statutory education function at local government level from September 2017 is able to operate efficiently and effectively, making best use of reduced resources whilst ensuring that the Council is able to continue to champion high standards of education for all residents and for the most vulnerable learners in the borough whether they are educated in academy, free or maintained settings.

**Terms of Reference**

1. To gain a comprehensive understanding of the national and local academy agenda.
2. To explore the Council's current relationship with academies in the borough.
3. To investigate the measures that the Council currently has in place to support conversion to academy status.
4. To ensure that the Council's vision for academy schools is clear, aligns with the Council's wider strategic plans and is in the best interests of residents and providers of education.
5. To review the shape of Council's current and future relationship with schools and to provide practical recommendations that ensure that Council resources are used effectively during and after the national education transition period.

It is noted that the academy agenda presents a major shift in the way that schools are governed and led and, therefore, on the expectations of Councils. The changing relationship of LAs with their schools presents an opportunity for Councils to redesign or repackage their services to schools or to reshape their provision of a number of education services. This Committee's Terms of Reference include education services, school performance and attainment and wider education and learning partnerships. This means that this Committee has a key role in providing direction and recommendations for the effective delivery of the Council's statutory duties around education.


## 2. INFORMATION AND ANALYSIS

The London Borough of Hillingdon has 104 state-funded schools. Of these, 47 (45%) are academy/free schools and 57 (55%) are currently maintained by the Council. Of the 47 academy/free schools, three are registered as free schools including one specialist provider. There have recently been three additional free schools approved in the borough. Two of these are mainstream secondary settings and one a special education provider.

The largest majority of academies are in the secondary sector with 20 settings holding academy status and, in most cases, having converted as standalone academies some time ago. In 4 of these cases, standalone academies have well-established MAT status and are now responsible for outcomes in other local schools.

Currently a number of single-school secondary academies are actively exploring or have applied for MAT status and it is anticipated that these schools will extend their reach in the next year.

In the primary sector, 52 of the 72 primary schools in the borough are currently maintained settings with the largest majority of primary academies (20 in total) sitting within a local MAT.

The table below shows a breakdown of schools by type and their current inspection grades (correct as of September 2016). It should be noted that, in line with Ofsted protocols for new schools or those who have recently converted to academy status, 7 schools have yet to be inspected. It is also noted that 1 maintained primary school is currently in the process of converting under a new Directed Academy Order.

| Type of School | No. with current judgement * | % Outstanding | No. Outstanding | % Good | No. Good | % Requiring Improvement | No. Requiring Improvement | % Inadequate | No. Inadequate |
|---|---|---|---|---|---|---|---|---|---|
| **Primary All** | **69 (of 72)** | **17.4** | **12** | **69.6** | **48** | **11.6** | **8** | **1.4** | **1** |
| Academy | 17 (of 20) | 11.8 | 2 | 58.8 | 10 | 29.4 | 5 | 0 | 0 |
| Maintained | 52 | 19.2 | 10 | 73 | 38 | 5.8 | 3 | 2 | 1 |
| **Secondary All** | **19 (of 22)** | **26.3** | **5** | **52.6** | **10** | **15.8** | **3** | **5.3** | **1** |
| Academy | 17 (of 20) | 29 | 5 | 53 | 9 | 12 | 2 | 6 | 1 |
| Maintained | 2 | | 0 | 50 | 1 | 50 | 1 | 0 | 0 |
| **Special All** | **9 (of 10 )** | **33.3** | **3** | **44.4** | **4** | **22.2** | **2** | **0** | **0** |
| Academy | 6 (of 7) | 33.3 | 2 | 33.3 | 2 | 33.3 | 2 | 0 | 0 |
| Maintained | 3 | 33.3 | 1 | 66.3 | 2 | 0 | 0 | 0 | 0 |
| **All Schools in Hillingdon** | **97 (of 104) *new schools without a judgement** | **21.00%** | **20** | **64.00%** | **62** | **13.00%** | **13** | **2.00%** | **2** |

The DfE is clear that the establishment of MATs is key to providing effective system-leadership in education and that school-to-school support and improvement models delivered within the MAT structure is central to securing more good school places across the country.

It is noted that the large, national academy chains have not yet established themselves in the borough and that, presently, the MATs operating within Hillingdon are local in nature with some cross-border presence.

The table below outlines the shape of the MATs that currently operate within the borough:

| MAT | No. of schools |
|---|---|
| The Rosedale Hewens Academy Trust | 7 |
| LDBS Frays Academy Trust | 4 |
| Park Federation Academy Trust, The | 3 |
| Elliot Foundation Academies Trust, The | 3 |
| QED Academy Trust | 3 |
| Eden Academy, The | 3 |
| Vyners Learning Trust | 2 |
| Orchard Hill College Academy Trust | 2 |
| Barnhill Partnership Trust, The | 2 |
| Willows School Academy Trust, The | 1 |
| Uxbridge High School Academy Trust | 1 |
| Diocese of Westminster Academy Trust, The | 1 |
| Ruislip High School | 1 |
| Bishop Ramsey Church of England School | 1 (+ 1 free school confirmed) |
| Swakeleys School for Girls | 1 |
| Bishopshalt School | 1 |
| Haydon School | 1 |
| Charville Primary School Academy Trust | 1 |
| Harefield Academy Trust | 1 |
| Heathrow Aviation Engineering UTC | 1 |

The local landscape means that there are 57 maintained school settings in the borough who may be in scope for academy conversion.  At this stage, the Governing Bodies and school leaders of these schools are engaged in exploration of their future status with a varied picture in terms of definite decisions and timescales.  This term, the Council's School Improvement Team has undertaken an academy exploration

survey with maintained school Chairs of Governors to gain a picture of the progress that schools are making. To date, 22 Chairs of Governors have responded to the survey with the largest majority of these schools in the early stages of exploring this agenda.  In order to support schools with this process, the School Improvement Team, in partnership with the Schools' Strategic Partnership Board (SSPB), is planning Academy Conversion Information Events for maintained schools.

**Key Information**

**School Improvement and the local Academy sector**

The Council does not provide a traded service via a Service Level Agreement for school improvement for academies.  However, during the past two years particularly, the Council's education teams have developed stronger links with the academy sector in Hillingdon.  The establishment of the SSPB as the central steering group for school improvement allows for the views of all Head Teachers including those in MATs to be represented at a strategic level.  Recommendations made at SSPB are informed by links with each of the important education executive groups across the borough including the Primary Forum, Hillingdon's Association of Secondary Head Teachers and the Governors Executive Committee.  SSPB recommendations should be fed into Schools Forum discussions and decisions and, in line with statutory guidance relating to Schools Fora, the views of academy schools are equally represented.  The Hillingdon Schools Improvement Plan 2015 - 18 outlines the Council's commitment to championing high quality education for all learners in the borough regardless of where they are educated. In line with this approach the Council currently provides a range of education support functions to academies in Hillingdon at no cost.  These include:

- General education improvement advice and guidance including ad hoc email/telephone school improvement advice
- Bi-monthly Head Teacher's Briefings and centralised Head Teachers Termly updates
- New Head Teachers to Hillingdon orientation event / induction
- Assessment and moderation training including the provision of statutory moderation services
- Additional improvement events and coordination capacity for borough-wide improvement conferences and networks
- School-specific performance data reports and support from the Business Performance Team

In addition, the Council's oversight of standards of performance in all schools in the borough means that academy schools are included in the internal 'Schools At Risk Register'.  The support and challenge role that the Council has in relation to maintained settings only is provided through the allocation of dedicated School Improvement Link advisory support.  This resource is limited and is not provided for academy/free schools.  Where concerns arise regarding standards within these settings, the Council's School Improvement Team follows DfE guidance by engaging swiftly with the Regional Schools Commissioner's office and, where necessary,

Ofsted partners to highlight these concerns. Where concerns are raised with the Council regarding non-regulated safeguarding notifications, systemic questions, complaints about academy trusts or information related to Members Enquiries, the School Improvement Team will link with individual academy Head Teachers or MATs to gather information and pass this onto partners as required.

The significant brokerage role that the Council has in relation to linking schools together for improvement purposes is supported by the provision of school-to-school support from a wide range of schools including academies. The Council has negotiated intensive support packages for schools at risk which have been provided by local academy schools or MATs. These include the chairing of Interim Executive Boards, brokerage of National Leader in Education support where additional school support is provided by teachers from an academy trust and bespoke pre- and post-inspection leadership packages for high risk schools.

It should be noted that MATs and academy Head Teachers are not duty bound to engage with school improvement services from LAs. In Hillingdon, most single academies and trusts engage positively with the School Improvement Team and associated services.

**Wider Education Services provided to academies by the Council**

The Council offers some services to academies via Service Level Agreements. Engagement with these services is variable with some larger trusts using internal models of support. It should be noted that all but one academy in the borough uses the Service Level Agreement with the Participation Key-Working Service. Services currently on offer via Service Level Agreements include the following, which are subject to review:

- Schools Finance (very occasional ad-hoc requests)
- Learning & Development
- Health & Safety
- Schools Library Service
- Participation Key Work Service

In addition, the Council fulfils its statutory duties to all schools including academies through the provision of a range of universal services including All Age and Disability Services including Special Educational Needs (SEN) and liaison with the School Placement and Admissions Team which involves the placement of in-year admissions. Some additional services are provided to academies through enhanced funding agreed by Schools Forum from the centrally-retained Dedicated Schools Grant (DSG). These include:

- Educational Psychology Services
- Procurement
- Early Years Advisory Service
- Family Information Service
- SEN - Inclusion Team

- SEN - Early Support/Portage
- SEN - Sensory Needs
- School Courier
- LADO/Child Protection/Domestic Violence Officers

## Responsibilities

The following Council service areas may be required to provide input to this review:
- School Improvement Team
- Wider education services including Admissions and School Place Planning
- Council Finance Team inc Schools Finance
- Legal Team

## Connected activity

The SSPB has recently proposed a review of governance arrangements for school improvement to support the borough's transition into a new landscape of school support.  If approved, this report should be available early in 2017.

## Current intelligence, best practice and research

Prior to the publication of the White Paper and in line with the Government's clear commitment to the academy agenda for all schools, many LAs have been working with schools to explore different shapes, paces and models of school governance, leadership and improvement.  It is generally accepted that school-to-school support provides an effective model of improvement for most schools and that facilitating the collaboration of high-quality school leaders results in improved outcomes for children and young people.  Building capacity in the school-led improvement community is critical to the success of this model and the Government has invested in the creation of Teaching Schools alongside the development of oversight functions through the Regional Schools Commissioner's office.

Historically, in Hillingdon the freedom for good or outstanding maintained schools to convert to academies has resulted in a number of settings opting to move away from LA control.  A number of these schools have developed into MATs and offer trust-specific models of governance and support to their families of schools.  It should be noted that there have not been any academy conversions in the borough since 1 September 2015.

Across the country, the engagement of academies with Councils is variable although anecdotal evidence suggests that smaller academy chains have tended to retain stronger links with LAs than larger chains.  In addition, across the London Councils region there is a diverse approach to academy conversion, ranging from blanket direction for all schools to convert by a given date to a longer-term commitment to school improvement functions for maintained schools.

Most LAs provide or signpost academies in the area to school support services. Some LAs, including a number of London boroughs, have well-established traded services with their academies and, in some cases, these commercial relationships

have evolved into the development of arms-length partnerships or trusts with links into a Council as required. In some cases, these partnerships have been established within a local Teaching School structure or via an outsourced provider.

The DfE is developing some triggers for mass-scale academy conversion which should be available later this year. These triggers, based upon LA performance and viability will be used to decide which Councils will be directed to proceed to full academy conversion. In addition, the withdrawal of the Education Services Grant funding from April 2017 onwards will mean that many Councils will be required to make timely decisions about their capacity to provide support services to those schools who may not have chosen academy conversion in the shorter-term.

In some areas, LAs have been approached by groups of maintained schools who are keen to explore the establishment of Council-supported MATs or co-operatives. DfE guidance indicates that consideration of these multi-academy trusts will be predicated on no more than a 49% LA influence on the Boards that form the trust and that, in line with all applications to form MATs, there will be a requirement for the trust to demonstrate a proven ability to raise and sustain high standards. A recent survey of 47 LAs has indicated that more than a third of these LAs are beginning to explore this option with their maintained schools.

For all Councils, supporting maintained schools who wish to convert into academy status may bring capacity challenges. The national withdrawal of funding and duties around school improvement and wider education services may reduce the Council's capacity to coordinate discussions with school leaders and national partners and there may be additional capital assets, legal and finance pressures on Councils as schools convert.

**Further information**

Educational Excellence Everywhere white paper March 2016 -
https://www.gov.uk/government/publications/educational-excellence-everywhere

Oversight and monitoring of academies January 2015 (annex 3)

Re-imaging the role of councils in supporting London's schools (annex 4)

LGA response to education white paper (annex 5)
http://www.local.gov.uk/children-and-young-people/-/journal_content/56/10180/7751981/NEWS

LGA councils call for oversight of academy finance (annex 6)
http://www.local.gov.uk/children-and-young-people/-/journal_content/56/10180/7936318/NEWS

## 3. EVIDENCE & ENQUIRY

Members may wish to explore the current shape of the Council's relationship with academies through engagement with Council service area leads and representatives from both the academy/free school and maintained school sectors including governors. Witness sessions and written reports may be the most effective way of gathering this information. In addition, surveys designed to capture the views of all schools can be used to provide responses from a wider range of schools.

Witnesses may include:
- Council Senior Finance officers
- Council Senior Education officers from a range of services including but not limited to Safeguarding, Admissions, Early Intervention & Prevention Services, School Improvement, SEN
- A range of multi-academy trust Chief Executives
- Maintained school Head Teachers covering the full range of opinion
- Representatives from the range of executive committees for schools including SSPB, The Primary Forum Executive, The Hillingdon Association of Secondary Head Teachers and the Governors' Executive Committee

**Key information required**

It is proposed that some or all of the following information will be required to enable the Committee to undertake an effective review:
- Feedback from academy leaders
- Feedback from maintained school leaders
- Academy risk analysis information from the Council Finance Team and other services
- Input from additional Council services engaging with academies
- London Councils advice

**Lines of enquiry**

The following provide examples of some questions that Members may wish to ask Witnesses taking part in the review:

- What is the current relationship between the Council and academies?
- How effective are the Council's arrangements for supporting and challenging the education of Hillingdon's children and young people in academy schools?
- How does the performance of academy and maintained schools in Hillingdon compare?
- Are the Council's current arrangements for engaging with academies in the best interests of the Council as a whole, its children and wider residents?
- What are the implications for the Council of an all schools conversion in the short, medium and longer-term?
- How best should the Council support schools in a national transition period?
- What role, if any, should the Council have in promoting local and national academy trusts?

# 4. REVIEW PLANNING & ASSESSMENT

| Meeting Date | Action | Purpose / Outcome |
|---|---|---|
| TBC | Agree Scoping Report | Information and analysis |
| TBC | Witness Session 1 | Evidence & enquiry |
| TBC | Witness Session 2 | Evidence & enquiry |
| TBC | Draft Final Report | Proposals – agree recommendations and final draft report |
| TBC | Cabinet - Consider Final Report | Agree recommendations and final report |
| TBC | Monitoring of implementation of recommendations | |

\* Specific meetings can be shortened or extended to suit the review topic and needs of the Committee

**Resource requirements**

- Independent review of school improvement governance and strategic committees relating to the national transition period in education
- Detailed survey of school conversion timescales
- LA viability triggers review to include Council finance modelling following withdrawal of ESG funding from April 2017.

**Equalities impact**

As the measures outlined in the White Paper translate into practice it is expected that the role of Councils with regard to education will move away from the promotion, monitoring and support of high-quality education standards.  The pace of this move will be dependent on the speed of all-school conversion to academy status. However, the Council is likely to retain its role as a champion for the most vulnerable young people in its area including those with SEN and/or a disability and those facing disadvantage.  In addition, the Council is likely to retain responsibility for School Place Planning, aspects of Admissions and quality outcomes for all children for whom it has a corporate parenting responsibility.  The Council may consider access to good or outstanding school places in both academy and maintained schools as key to ensuring an equitable educational offer for Hillingdon's learners.  It is noted that closing attainment gaps is central to school improvement. The Hillingdon School Improvement Plan 2015-18 refers to the Council and school community working together to demonstrate 'that we are closing the gap rapidly for young people from our most vulnerable groups (including those who are disadvantaged...'. The Ofsted framework for inspection of LA school improvement services states that one criterion used to decide whether to inspect is 'where pupils

eligible for the pupil premium achieve less well than pupils not eligible for the pupil premium nationally'. Additionally and as a key element of risk assessment under the new common inspection framework, Ofsted uses the analysis of gap data, alongside a range of other measures, to determine intervals between inspection and to confirm lines of enquiry.

## **5. ANNEXES**

- Annex 1 - Hillingdon School Improvement Plan
- Annex 2 - Schools' Strategic Partnership Board Terms of Reference
- Annex 3 - Oversight and monitoring of academies January 2015
- Annex 4 - Re-imaging the role of councils in supporting London's schools
- Annex 5 - LGA response to education white paper
- Annex 6 - LGA councils call for oversight of academy finance

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# CYPOC NOVEMBER 2016 - COMMENTS ON THE AVAILABLE DATA

**SUMMARY:**

**EYFSP -** LBH pupils achieving "Good Level of Development" improved year on year - 2014 to 2016 (from a low base) 52.5% to 69.7% - first time above the national average of 69.3% in 2016.

**Key Stage 1 -** Across the borough in general the Hillingdon average is higher than national average in all subjects.

**Key Stage 2 -** With the exception of Writing, Hillingdon is above the national average in all other key subjects.

**Key Stage 4 -** Since 2014 LBH has achieved higher than the national average in the percentage achieving 5 A* - C (including English and Maths).

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# CYPOC COMPARISONS - November 2016

**EYFSP**

| PRIMARY SCHOOLS | EYFSP | | |
|---|---|---|---|
| **MAINTAINED TOTAL SCHOOLS** | **2014 (40 schools)** | **2015 (40 schools)** | **2016 (40 Schools)** |
| HILLINGDON SCORE | GLD* (52.5) | GLD* (65.3) | GLD* (69.7) |
| NATIONAL SCORE | GLD* (60) | GLD* (66.3) | GLD* (69.3) |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 23 | 23 | 21 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 16 | 23 | 21 & 1 equal |

| | EYFSP | | |
|---|---|---|---|
| **ACADEMY TOTAL SCHOOLS** | **2014 (15 schools)** | **2015 (17 schools**)** | **2016 (17 schools**)** |
| HILLINGDON SCORE | GLD* (52.5) | GLD* (65.3) | GLD* (69.7) |
| NATIONAL SCORE | GLD* (60) | GLD* (66.3) | GLD* (69.3) |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 10 | 11 | 11 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 7 & 1 equal | 11 | 11 |

\* GLD = Good Level of Development

\*\*Nanaksar = no intake in 2016, total includes Lake Farm, John Locke (2015 & 2016) and St Martins (2016 only).

**KEY STAGE 1**

| PRIMARY SCHOOLS | KEY STAGE 1 2016 (40 schools) | | | |
|---|---|---|---|---|
| **MAINTAINED TOTAL SCHOOLS** | | | | |
| HILLINGDON SCORE | Reading = 75% | Writing = 66% | Maths = 75% | RWM = 62% |
| NATIONAL SCORE | 74% | 65% | 73% | *Not available* |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 27 | 26 | 25 | 27 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 29 | 28 & 3 equal | 29 | *Not available* |

| ACADEMY TOTAL SCHOOLS | KEY STAGE 1 2016 (15) | | | |
|---|---|---|---|---|
| HILLINGDON SCORE | Reading = 75% | Writing = 66% | Maths = 75% | RWM*** = 62% |
| NATIONAL SCORE | 74% | 65% | 73% | *Not available* |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 6 | 8 | 8 | 8 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 6 & 1 equal | 8 and 1 equal | 8 and 1 equal | *Not available* |

\*\*\* RWM = Reading, Writing and Maths combined

NB  Pupils at the new schools Lake Farm and John Locke have not yet reached Key Stage 1

## KEY STAGE 2

| PRIMARY SCHOOLS | KEY STAGE 2 2016 (40 schools) | | | | |
|---|---|---|---|---|---|
| MAINTAINED TOTAL SCHOOLS | | | | | |
| HILLINGDON SCORE | Reading = 69% | Writing = 72% | Maths = 76% | RWM*** = 55% | GPS**** = 79% |
| NATIONAL SCORE | 66% | 74% | 70% | 53% | 72% |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 24 | 22 | 22 | 24 | 23 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 27 | 21 | 28 | 25 | 32 |

| ACADEMY TOTAL SCHOOLS | KEY STAGE 2 2016 (14) | | | | |
|---|---|---|---|---|---|
| HILLINGDON SCORE | Reading = 69% | Writing = 72% | Maths = 76% | RWM*** = 55% | GPS**** = 79% |
| NATIONAL SCORE | 66% | 74% | 70% | 53% | 72% |
| SCHOOLS ABOVE HILLINGDON AVERAGE | 6 | 11 | 6 | 7 | 5 |
| SCHOOLS ABOVE NATIONAL AVERAGE | 6 | 8 | 8 & 1 equal | 8 | 11 |

*** RWM = Reading, Writing and Maths combined
**** GPS = Grammar, Punctuation & Spelling

# FORWARD PLAN 2016/2017

**Contact officer**: Kate Boulter
**Telephone**: 01895 556454

## REASON FOR ITEM

The Committee is required by its Terms of Reference to consider the Forward Plan and comment as appropriate to the decision-maker on key decisions which relate to services within its remit (before they are taken by the Cabinet or by the Cabinet Member).

## OPTIONS OPEN TO THE COMMITTEE

- To comment on items going to the Cabinet or to the Cabinet Member for decision.
- Or to note the items and decide not to comment.

## INFORMATION

The latest published Forward Plan is attached. The Committee may wish to consider the non standard items that fall within its remit.

## SUGGESTED COMMITTEE ACTIVITY

To consider whether there are comments or suggestions that the Committee wishes to make.

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| Ref | Upcoming Decisions | Further details | Ward(s) | Final decision by Full Council | Cabinet Member(s) Responsible | Officer Contact for further information | Consultation on the decision | NEW ITEM | Public / Private Decision & reasons |
|---|---|---|---|---|---|---|---|---|---|
| | | SI = Standard item each month | | | Council Departments: RS = Residents Services    SC = Social Care   AD = Administration  FD= Finance | | | | |
| **Cabinet – 17 November 2016** | | | | | | | | | |
| SI | **School Capital Programme Update** | This report will update Cabinet and request any necessary decisions in order to progress the School Capital Programme in order to upgrade facilities and keep on track to deliver sufficient places for children educated in the Borough. | Various | | Cllr David Simmonds CBE & Cllr Jonathan Bianco | RS - Jean Palmer OBE / Bobby Finch | Corporate consultees | | Public / Private (3) |
| SI | **Academy Conversions** | A standard report to Cabinet to seek approval for the Council granting of long leases to schools who wish to convert to Academy Status. | Various | | Cllr Jonathan Bianco | RS - Michael Patterson | | | Public |
| **Cabinet Member Decisions - November 2016** | | | | | | | | | |
| SI | **Standard Items taken each month by the Cabinet Member** | Cabinet Members make a number of decisions each month on standard items - details of these standard items are listed at the end of the Forward Plan. | Various | | All | AD - Democratic Services | Various | | Public |
| **Cabinet – 15 December 2016** | | | | | | | | | |
| SI | **School Capital Programme Update** | This report will update Cabinet and request any necessary decisions in order to progress the School Capital Programme in order to upgrade facilities and keep on track to deliver sufficient places for children educated in the Borough. | Various | | Cllr David Simmonds CBE & Cllr Jonathan Bianco | RS - Jean Palmer OBE / Bobby Finch | | | Public |
| SI | **Academy Conversions** | A standard report to Cabinet to seek approval for the Council granting of long leases to schools who wish to convert to Academy Status. | Various | | Cllr Jonathan Bianco | RS - Michael Patterson | | | Public |

## Cabinet Member Decisions - December 2016

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 158 | Post 16 Transport Policy Statement | To consider proposed revisions to the Post 16 Transport Policy Statement. This document informs post 16 learners of their transport options, which may influence decisions to be taken regarding college/training courses starting in September 2017. | Various | Cllr Ray Puddifoot MBE / Cllr Douglas Mills / Cllr David Simmonds CBE | RS - Jackie Wright / Alex Bowman | Parents / service users / stakeholders | NEW | Public |
| SI | Standard Items taken each month by the Cabinet Member | Cabinet Members make a number of decisions each month on standard items - details of these standard items are listed at the end of the Forward Plan. | Various | All | AD - Democratic Services | Various | | Public |

## Cabinet – 17 January 2017

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 159 | Standards and Quality in Education 2015/16 | The Annual Report to Cabinet containing information on educational performance across the Borough. | All | Cllr David Simmonds CBE | RS - Daniel Kennedy | Policy Overview Committee | NEW | Public |
| 160 | 0 -19 Healthy Child Services | Cabinet will consider a contract for the recommended service provider for the 0-19 Healthy Child Services. | All | Cllr David Simmonds CBE | RS - Tom Murphy / Joyce Jones | | NEW | Public |
| SI | School Capital Programme Update | This report will update Cabinet and request any necessary decisions in order to progress the School Capital Programme in order to upgrade facilities and keep on track to deliver sufficient places for children educated in the Borough. | Various | Cllr David Simmonds CBE & Cllr Jonathan Bianco | RS - Jean Palmer OBE / Bobby Finch | | NEW | Public |
| SI | Academy Conversions | A standard report to Cabinet to seek approval for the Council granting of long leases to schools who wish to convert to Academy Status. | Various | Cllr Jonathan Bianco | RS - Michael Patterson | | NEW | Public |

## Cabinet Member Decisions - January 2017

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| SI | Standard Items taken each month by the Cabinet Member | Cabinet Members make a number of decisions each month on standard items - details of these standard items are listed at the end of the Forward Plan. | Various | All | AD - Democratic Services | Various | | Public |

## Cabinet Member Decisions: Standard Items (SI) that may be considered each month

| | | | | | | |
|---|---|---|---|---|---|---|
| SI | **School Governing Bodies and Governors / Authorising Academy Appointments** | To approve appointments, nominate appointments and make reappointments of local authority governors and to approve any changes to school governing body constitutions. To also authorise any Member to be a Governor or Director of an Academy. | N/A | Cllr David Simmonds CBE | AD - Democratic Services | Public |
| SI | **Transport - Local Implementation Programme** | Local Implementation Programme including schemes for the public realm, parking, road safety, school travel, walking, cycling, air quality improvement and Traffic Regulation Orders. | TBC | Cllr Ray Puddifoot MBE / Cllr Keith Burrows | RS - David Knowles | Public |
| SI | **School Redundancy Payments** | To consider requests for School Redundancy Payments and decide whether to approve them on behalf of the Local Authority | TBC | Cllr David Simmonds CBE | RS - Daniel Kennedy | Private (1,2,3) |

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# WORK PROGRAMME 2016/2017

**Contact Officer:** Kate Boulter
**Telephone:** 01895 556454

### REASON FOR REPORT

This report is to enable the Committee to review meeting dates and forward plans. This is a standard item at the end of each agenda.

### OPTIONS OPEN TO THE COMMITTEE

1. To confirm dates for meetings; and
2. To make suggestions for future working practices and reviews.

### WORK PROGRAMME 2016/17

| 14 June 2016<br><br>CR5 | Educational Aspiration Review - Witness Session |
|---|---|
| | School Admissions Update |
| | Local Safeguarding Children's Board Annual Report |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| 28 Sep 2016<br><br>CR5 | Educational Aspiration Review - Presentation of draft final report |
|---|---|
| | Major Review – Consideration of topics |
| | School Place Planning Quarterly Update  / School Expansion Update |
| | Annual Complaints Report 2015/16 for Children and Young People's Services |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| 19 Oct 2016<br><br>CR5 | Major Review – Consideration of Scoping Report |
|---|---|
| | Child and Adolescent Mental Health Services (CAHMS) |
| | Education Policy |
| | Elective Home Education |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

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Children, Young People & Learning Policy Overview Committee – 23 November 2016

PART I – MEMBERS, PUBLIC AND PRESS

| **23 Nov 2016** | Major Review – Witness Session 1 |
| **CR5** | Update Report - Progress on Implementation of previous review - 'The Effectiveness of Early Help to Promote Positive Outcomes for Families.' |
| | Child Sexual Exploitation - Update Report |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| **11 Jan 2017** | Major Review – Witness Session 2 |
| **CR6** | Standards and Quality in Education in Hillingdon 2016/2017 |
| | Budget Proposals Report |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| **14 Feb 2017** | Major Review – Witness Session 3 |
| **CR5** | Minor Review - Consideration of Scoping Report |
| | Child and Adolescent Mental Health Services (CAHMS) - Update |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| **14 Mar 2017** | Major Review - Presentation of Draft Final Report |
| **CR4 and 4A** | Minor Review - Witness Session |
| | Update on previous Review of the Committee - 'Supporting Educational Aspiration for  Disadvantaged Children' |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

| **12 Apr 2017** | Minor Review - Presentation of Draft Final Report |
| **CR6** | Quarterly School Place Planning |
| | Cabinet Forward Plan - Review forthcoming decisions |
| | Work Programme – Review the work programme for the coming year |

*all meetings begin at 7pm.*