



Haringey Council

Children and Young People's Scrutiny Panel

THURSDAY, 27TH FEBRUARY, 2014 at 17:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Brabazon, Bull, Christophides, Engert and Newton (Chair)

Co-Optees: Ms Y. Denny (Church of England representative), 1 Catholic Diocese vacancy, Mr E. Reid (Parent Governor) and Mrs M. Ezeji (Parent Governor).

AGENDA

1. APOLOGIES FOR ABSENCE

2. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business (late items will be considered under the agenda item where they appear. New items will be dealt with at item 12 below).

3. DECLARATIONS OF INTEREST

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

(i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Members' Register of Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interest are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

4. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

5. MINUTES (PAGES 1 - 28)

To approve the minutes of the meetings of 12 November 2013, 5 December 2013 (budget), 18 December 2013 and 3 February 2014 (evidence session).

6. FOSTERING SERVICE REVIEW AND IMPLEMENTATION (PAGES 29 - 96)

To receive an update on progress with Haringey's Fostering Review and Implementation Programme which ran between May 2013 and January 2014.

7. EARLY HELP OFFER FOR CHILDREN AND YOUNG PEOPLE (PAGES 97 - 108)

To update the Panel on the development and implementation of Haringey's early help offer for children and young people.

8. EARLY YEARS REVIEW (CORPORATE DELIVERY UNIT) AND UPDATE ON WORK TO DATE (PAGES 109 - 144)

To report on the Early Years Review undertaken by the Corporate Delivery Unit and progress made to date.

9. MULTI-AGENCY SAFEGUARDING HUB (MASH) AND FIRST RESPONSE SERVICE INFORMATION SHARING - OUTCOME OF AUDIT (PAGES 145 - 168)

To report of the outcome of an audit of Multi-Agency Safeguarding Hub (MASH) and First Response Service Information Sharing.

10. TWO-YEAR-OLD EARLY ENTITLEMENT - CONCLUSIONS AND RECOMMENDATIONS OF CHILDREN AND YOUNG PEOPLE'S SCRUTINY PANEL PROJECT (PAGES 169 - 180)

To consider the conclusions and recommendations of the Panel's in-depth piece of work on the two-year-old early entitlement.

11. WORK PLAN (PAGES 181 - 182)

To consider the future work plan for the Panel.

12. NEW ITEMS OF URGENT BUSINESS

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Thursday, 20 February 2014

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MINUTES OF THE CHILDREN AND YOUNG PEOPLE'S SCRUTINY PANEL
TUESDAY, 12 NOVEMBER 2013

Councillors Brabazon, Bull, Engert and Newton (Chair)

Co-opted Members Ms Y. Denny (Church representative) and Mr E. Reid (Parent governor representative)

CYPS76. APOLOGIES FOR ABSENCE

An apology for absence was received from Councillor Christophides.

CYPS77. DECLARATIONS OF INTEREST

None.

CYPS78. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

None.

CYPS79. MINUTES

In respect of the Professional Development Centre, the Panel noted that a feasibility study was being undertaken on its future. Although it had a limited future in its current role, the Centre was required to be used for educational purposes.

AGREED:

That the minutes of the meeting of 26 September be approved.

CYPS80. CABINET MEMBER QUESTIONS - CABINET MEMBER FOR CHILDREN

The Chair stated that he was pleased that the Panel was to be involved in the overview of the Haringey 54000 project. He felt that Panel meetings should be built into key dates for the project. The Interim Director agreed that this would be done.

In respect of school expansions, the Cabinet Member reported that there needed to be sufficient space to expand. The issue was looked at each year and particular attention was given to where children were likely to need places. Both Stamford Hill and St Marys had bulge classes for Year 1 which had been necessary to accommodate the number of children who had moved into the area. Both of these schools had the necessary space to expand. Consideration was also currently being given to expanding St Marys and St James. There was a lack of additional space in other schools in the areas concerned. The Council was not able to build new schools and was relying on free schools to address the shortfall of places. Only good or outstanding schools were able to expand. If the expansion was to be permanent, a statutory consultation process was required.

The Chair raised the issue of the need for additional places in the Muswell Hill area due to housing developments in the area. The Cabinet Member reported that the feasibility of expanding Muswell Hill School had already been explored and was currently being re-examined. Whilst there would appear to be

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sufficient space, expansion on the site had nevertheless proven to be problematic.

In respect of church schools, the Panel noted that their admission arrangements differed from each other. Admission arrangements for them were likely to change as they grew and a process of negotiation would be required to ensure that arrangements were able to meet the needs of local communities.

Panel Members requested an update on the overspend incurred in the expansion of Rhodes Avenue school and efforts to recover this. It was agreed that this would be followed up and a briefing circulated to the Panel in due course.

Panel Members requested further information regarding the possibility of Technopark being used as the site for a free school. The Cabinet Member reported that the Council had not been a party to any negotiations that might have taken place. These would have taken place between the school and the Education Funding Agency. There was a clear need for additional school places. In the first instance, these would need to be at primary level but secondary places would also be needed in due course to accommodate the children concerned.

The Assistant Director of School Improvement reported on the process for delivering improvements to the Pupil Referral Unit (PRU) which was currently in special measures. Various options were being explored. The most likely of these was a tri-borough model, with the unit having academy status. If the academy option was chosen, the local authority would have a role as sponsor.

In answer to a question, the Interim Director reported that issues relating to personal budgets for children with special educational needs would be addressed. Efforts were being made to set up a forum so that the experiences of service users could be shared. The service would also be able to learn from the experience of Adult Services with personal budgets.

AGREED:

1. That Panel meetings be added to the key dates for the Haringey 54000 project; and
2. That an update on the overspend incurred in the expansion of Rhodes Avenue school and efforts to recover it be submitted to a future meeting of the Panel.

CYPS81. SAFEGUARDING UPDATE

The Interim Director reported that the serious case review relating to Child T had been published by the Haringey Local Children's Safeguarding Board (LCSB) in October. The date of publication was at the discretion of the Chair of the LCSB. There were 50 to 70 children nationally who died from non accidental injuries each year and this number had not changed significantly in the last 20 years. There were also around 200 serious case reviews per year.

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These were all published unless it was not in the interests of surviving children. There was a serious case sub-group of the LCSB who were responsible for all serious case reviews. Reviews proceeded as soon as possible unless they were not able to do so due to ongoing investigations. The objectives of case reviews were to learn from the case in question and to reduce the likelihood of there being a re-occurrence.

The most recent review related to incidents that took place in 2010-11, when the service had been in the process of rebuilding. It was accepted that it could and should have intervened at an earlier stage. A number of reports had highlighted the improvements that had taken place in the last three years. In particular, management systems had been strengthened and this had been recognised by OFSTED. Performance had been addressed with a particular focus being taken on quality. However, it needed to be acknowledged that no local authority was able to guarantee that children in its area would not suffer any neglect. There was an overarching safeguarding action plan arising from the review and each agency had its own recommendations to follow up.

The Panel noted that there were two other serious reviews taking place in Haringey at the moment. It was agreed that the Panel would be informed of the dates that the reviews in question covered. The Assistant Head of Legal Services reported that there was statutory guidance regarding the processes that had to be followed. Reviews were confidential until publication. The Interim Director reported that a Member development session was to be arranged in January and this would cover the various processes that needed to be followed. The Panel noted that the Cabinet Member for Children attended the LCSB but as an observer. Membership was outlined in regulations and covered a wide range of professionals. It was agreed that the membership of the LCSB would be shared with the Panel.

Panel Members stated that criticisms had been made of Members in the past for not being aware of safeguarding issues and asked for reassurance that this was no longer the case. The Cabinet Member felt the Members were now in a better position to know of any potential issues that there might be in relation to safeguarding. She was, for example, informed routinely of the numbers of children missing from care, met regularly with front line social workers and senior officers and received a lot of information from the Children's Trust. Whilst she accepted that she did not know everything that happened within safeguarding, she felt she was sufficiently well informed to undertake her role effectively.

The Assistant Head of Legal Services reported that the responsibility for scrutiny of safeguarding lay with the Panel. The Children's Safeguarding Policy and Practice Advisory Committee was not a scrutiny body although it performed a questioning function. Its role was to advise the Cabinet Member for Children.

The Panel were of the view that, in order to assist it in undertaking its scrutiny role, the Chair of the LCSB should be invited to meet with the Panel twice per year to report on relevant issues and answer questions. It was agreed that a letter would be drafted from the Chair inviting the Chair of the LCSB to attend. It was proposed that relevant partners from the LCSB also be invited to Panel

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meetings looking at safeguarding issues. The Assistant Head of Legal Services stated that the LCSB was not a Council body and any invitation to the Chair would need to reflect this in its wording.

Panel Members commented that the Laming report stated that it was the job of Councillors to ask questions. As such, questioning needed to be welcomed and encouraged. If Members had not been concerned about recent cases, they would not be fulfilling their responsibilities. The two recent high profile cases that concerned Haringey had involved contrasting issues. In one case, disproportionate consideration had been given to the view of parents whilst in the other, the reverse was arguably true. The safeguarding role of the authority required complex information to be evaluated and difficult judgements made.

The Cabinet Member stated that judgements were the responsibility of individual social workers. It was essential that they were supported effectively through, amongst other things, reflective supervision. The Interim Director stated that supervision was taken very seriously and all staff should be receiving it. For new staff, this would be on a weekly basis. Action would be taken against any managers who were found not be providing supervision.

The Interim Director stated that there was a quality assurance process in place for safeguarding. This involved senior officers meeting with teams and going out on visits to clients. There was also a Quality Board to support this process but she wanted this to acquire a more dynamic role. There was no agenda for complacency. The Panel noted that 40-50 cases were audited every month. In addition, there were regular workshops arranged for staff. It was also necessary to have the right culture.

The Panel requested confirmation that information sharing protocols had been agreed with NHS partners. It was agreed that this would be verified and notified to Panel Members.

AGREED:

1. That the Panel be informed of the dates covered by the two serious case reviews currently taking place;
2. That the membership of the Haringey LCSB be shared with the Panel;
3. That the Chair of the Panel be requested to write to the Chair of Local Children's Safeguarding Board (LCSB) to invite him to attend future meetings of the Panel on a regular basis to report on current issues and answer questions and that partners represented on the LCSB also be invited to attend meetings where safeguarding issues are to be discussed; and
4. The confirmation be provided to Panel Members that information sharing protocols are in place with NHS partners.

**CYPS82. MULTI-AGENCY SAFEGUARDING HUB (MASH) AND FIRST RESPONSE
SERVICE INFORMATION SHARING**

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The Panel noted that the size of the sample used in the audit was determined by the external auditor. The areas that were covered in the action plan were those identified by the auditor as requiring action. The Panel requested a short briefing note summarising the findings of the auditor. The Chair stated that his preference was for reports to the Panel to be succinct and specific rather than re-submitted reports that had been made to other Council bodies.

AGREED:

That a short briefing note summarising the outcome of the audit be circulated to all Members of the Panel.

CYPS83. HARINGEY FAMILIES FIRST (TROUBLED FAMILIES) UPDATE

The Panel noted that an analysis of interventions that had successfully achieved outcomes required was being undertaken and requested that this be shared with them in due course. Confirmation was requested that people not in receipt of benefits were able to access support through the scheme.

Katherine Manchester, the Head of Service for Families First, reported that more referrals were being received from people moving into the area. The service was paid by the DCLG based on results and was hoping to submit a significant claim in January. Payment by the DCLG was upfront initially. Funding would reduce though if outcomes were not achieved. Although a claim had already been made for successful interventions in the case of 114 families, work was still continuing with them. It appeared that a full family approach was likely to be the most successful. The service was trying to embed an early help approach. Work was also being undertaken through the two-year-old early free entitlement scheme with Children's Centres and other providers.

The Panel noted that there was a map showing where the families that the scheme was working with were located. Whilst these were spread across the borough, the majority were in Noel Park, Tottenham Hale and White Hart Lane wards. The DCLG had asked local authorities to consider how they would further embed the programme should there be any extension of the scheme for an additional year. It was suggested that in order to engage families at an earlier stage, a focus on early years might be appropriate.

AGREED:

1. That confirmation be provided to Panel Members of the eligibility criteria for the programme; and
2. That a further report on the outcome of analysis of which interventions have been most successful in achieving outcomes be submitted to the Panel in due course.

CYPS84. SUMMARY OF PUPIL PREMIUM 2012/13

The Assistant Director for School Improvement reported that there was a need to determine the kind of interventions that were effective. It was nevertheless encouraging that the gap in attainment between children receiving free school

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meals and those not was narrowing in Haringey. Determining how to spend the money most effectively was a challenge for schools. Schools were spending the money in different ways with some using it to plug gaps in funding. However, schools were becoming increasingly accountable for the funding and delivering outcomes from it. There was also no guarantee that the funding would always be there.

The Panel noted that the recommendations within the report were intended to provide guidance to school leaders. It also noted that the eligibility criteria was being looked at by the government and, in particular, whether or not it should be linked to free school meals. The Panel were of the view that that the success of schools that facilitated improvements should be celebrated. They also highlighted that it was crucial for schools to ensure that children who were eligible registered for school meals.

AGREED:

1. That the recommendations within the report be endorsed; and
2. That a further report on progress be submitted to the Panel in due course.

CYPS85. GIFTED AND TALENTED PUPILS IN HARINGEY

The Panel noted that the outcome of the Russell Group Academy bid was likely to be known shortly. The Deputy Director (School Improvement) agreed to notify the Panel of the result. He reported that Haringey was lagging slightly behind other London authorities in terms of the percentage of pupils that went onto higher education and, in particular, the top universities. The bid was concerned with recognising talent and nurturing aspiration and aimed at addressing the aspirations of all Haringey children.

The Panel noted that the onus was now on schools to identify which pupils were gifted and talented and ensure that they were sufficiently extended to fulfil their potential. The Panel raised the issue of the link that had been established with Highgate School. Of particular relevance was the work that had been undertaken with Haringey schools on admission to Oxbridge. The Deputy Director agreed to report back on the further development of the relationship.

AGREED:

That a report be submitted to a future meeting of the Panel on progress with the partnership arrangement with Highgate School to provide extended services to local residents and schools.

CYPS86. SCHOOL EXPANSIONS

The Chair raised the issue of housing developments in the Muswell Hill area and the possibility of extending Muswell Hill School. The Head of Admissions stated that the service was aware of the new builds in the area and projections showed an increase in school age children in the area. However, Muswell Hill School was a challenging site. In terms of meeting demand, a number of issues needed to be factored in including demand and standards. A further

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report would be made to the Panel in due course on proposals to address demand. The Muswell Hill school site could be looked at again as part of this.

The Panel noted that there was a statutory requirement to consult on the proposed changes to the admission arrangements for St James School. This involved allocating 50% of places to the community and 50% on faith grounds.

The Head of School Admissions reported that a new two-form entry free school run by Harris was due to open in 2014 although it was currently unclear whether they had yet been able to identify a suitable site. In addition, the Hartsbrook School would also be opening. The additional school places that were currently planned would be enough to meet projected demand. The Panel were of the view that the Hartsbrook School was likely to be filled by a large number of children from Enfield. The Head of Admissions stated that the service were aware of the potential for this and had factored it into their projections.

AGREED:

That a further report be submitted to the Panel in due course on school expansions and, in particular, proposed measures to address the increased demand in the Muswell Hill area.

CYPS87. SOCIAL WORK RESOURCING

Panel Members asked for clarification of the reasons for social workers leaving the Council's employment. The Assistant Director for Safeguarding reported that the issue was being addressed by the Council's Human Resources department. It had only been possible to undertake a small number of exit interviews so far. The two that had taken place showed that the staff had left for personal reasons and to work closer to their home. The Council had to look at how effective it was as an employer. It was a difficult market at the moment with more jobs than people available. The challenge was particularly strong in London. It was important that the authority had the right systems in place to be effective in its recruitment and retention. The service was aiming to slow down the turnover of staff. The quality of what was offered to staff was important. In adaptation, the status of the profession needed to be raised. The Panel noted that one option that was being explored was the setting up of a job swap scheme.

The Panel noted that a review of fostering was being undertaken and there was a programme of work being developed to improve the service. The Panel requested that an update be submitted to a future meeting.

AGREED:

That an update on improvements to the fostering service be submitted to a future meeting of the Panel.

CYPS88. ISSUES FROM AREA COMMITTEE CHAIRS

None.

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CYPS89. WORK PLAN

Noted.

**Cllr Martin Newton
Chair**

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Councillors Brabazon, Bull, Christophides, Engert and Newton (Chair)

Co-opted Members: Ms Y. Denny (Church representative) and Mr E. Reid (Parent governor representative)

CYPS90. APOLOGIES FOR ABSENCE

None.

CYPS91. URGENT BUSINESS

None.

CYPS92. DECLARATIONS OF INTEREST

None.

CYPS93. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

None.

CYPS94. SCRUTINY OF THE DRAFT MEDIUM TERM FINANCIAL PLAN

The Panel considered the budget documents as follows:

Financial Outturn 2013/13 and Budget 2014/15:

- *Revenue overspend on premature retirement cost and redundancies;* The Chair reported that this issue had been raised at the Panel meeting on 26 September and further details had been requested. Jon Abbey, Deputy Director of C&YP, reported that information in respect of this was still awaited. Historically, such commitments had been authorised without sufficient rigour but represented a commitment that was ongoing on the part of the Council. However, it was not possible to do much in respect of those commitments that had already been made. He agreed to find out about the position of academies in respect of this and report back to the Panel in due course on this and other relevant issues.
- *Underspend on Early Years;* The Panel requested further information regarding this.
- *Capital overspend on works to Rhodes Avenue School;* Mr Abbey reported that negotiations on this issue were still ongoing and in the hands of the Council's legal advisers. Panel Members were of the view that it was important that there was accountability for the money that had been spent and that it was important that there was greater ongoing challenge built into contract monitoring processes. The lessons that were learnt from this were likely to be important. Councillor Waters, the Cabinet Member for Children, reported that capital projects like this involved a level of complexity that made them a challenge to monitor and consideration needed to be given to how to ensure that there was accountability in such circumstances. The

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Panel were of the view that a robust framework needed to be constructed for dealing with such capital projects and requested that proposals in relation to this be shared with them in due course.

Appendix B – Savings Proposals:

1. The Panel noted that this proposal involved integrating service based finance teams in Adults and C&YPS and transferring line management to the Corporate Procurement Unit. It was hoped to provide leaner management and more efficient processes. The savings would be made by deleting posts. However, any impact on services would need to be monitored.
2. The Cabinet Member reported that briefings for all Members on Haringey 54000 would shortly be arranged.
3. It was noted that the posts in question had been vacant for at least two years and obligations in this area were now being met in a different way. Links with schools had been developed through representation on the Local Safeguarding Childrens Board (LSCB), the Schools Forum and the education interface within the Multi Agency Safeguarding Hub (MASH). Schools could also access training through the LSCB. C&YPS had oversight of child protection issues within education but it was now schools that had direct responsibility.
6. The Cabinet Member reported that this proposal involved rationalising administrative support through smarter working and meant that it was possible to avoid reducing the number of social workers. Electronic systems had now been developed which required less administrative support.
7. It was noted that Public Health now had the main role in this area and agreed that this issue would be referred to the Adults and Health Scrutiny Panel as it appeared to be more relevant to the policy areas covered by them.
8. Panel Members commented that this saving was contingent on the number of looked after children (LAC) reducing. Marion Wheeler, Assistant Direct of C&YPS, reported that the number of LAC had reduced and had been diminishing at the right pace. Adoptions had increased and the use of expensive and out of borough residential care placements minimised. Efforts were being made to keep children at home or in foster care, which were regarded as better settings in which to manage risk. Fostering was now administered through the North London Consortium. There were also national procedures and time targets which meant that the process was less influenced by post code. Time to adoption had gone down but could be distorted by children with complex needs and older children. The extension of foster care till the age of 21 would mean additional money would be provided for the borough and was a welcome improvement.

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10. The Panel noted that the procurement process linked to the fostering review was going ahead and young people would be given a role in determining the outcome. It was hoped that the new system would provide more local placements as well as more foster carers. It was agreed that Panel Members would be added to the distribution list for the Corporate Parenting Advisory Committee. Panel Members noted that corporate procurement was within the terms of reference for the Overview and Scrutiny Committee.

Financial Planning 2014/15 to 2016/17:

Dedicated Schools Budget;

In response to a question, Wendy Sagar, the Interim Head of Finance, reported that the Schools Forum had a consultative role in respect of the formula for funding schools and made recommendations in response to any Local Authority proposals direct to Cabinet. It was agreed that a briefing note would be circulated to Panel Members on the legal status of the Forum and whether their recommendations could be subject to scrutiny.

Early Years Block;

Ms Sagar reported that funding for this was previously based on there being 90% take up. It was felt that by reducing the number of full time places whilst increasing part time places was likely to provide greater funding in the future. Panel Members commented that the take up levels were lower in the east of the borough and this contributed to children having lower levels of attainment when they began school. The Cabinet Member reported that the Schools Forum was recommending that the hourly rate for the two-year-old early entitlement offer be increased to £6.00 per hour and that this recommendation was due to go to Cabinet in January. Other boroughs were currently paying a higher hourly rate than Haringey and there was a danger that insufficient providers would participate if the increase was not made. It was agreed to recommend that the hourly rate for providers of the two-year-old early entitlement offer be increased to £6.00 per hour.

The Panel noted that the introduction of free school meals for all pupils in reception to Year 2 would mean that some schools would have to extend their kitchen facilities. This was likely to have a greater impact in areas where there were lower numbers of children in receipt of free school meals. Panel Members commented on the importance of ensuring all those children entitled to free school meals were registered as this was very much in the interests of schools. It was noted that nutrition was being considered as part of the development of the new entitlement. It was agreed that a briefing on the issue would be submitted to a future meeting of the Panel.

Growth Proposals

Ms Sagar reported that the funding specified for the Haringey 5400 project in 2015/16 was a one off amount. Panel Members were of the view that the forthcoming briefing on the Haringey 54000 project should include details of the full cost of it, including the procurement process. The Cabinet Member reported that the initiative did not represent an outsourcing of services. The strategic partner would support services as they restructured and provide

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expertise and capacity that the Council did not currently have. She would make those who were providing the Member briefing aware of the issues that had been raised by the Panel.

Additional Savings

2. Panel Members requested further information on the provision of educational psychologists to schools and whether each school had access to one. Mr Abbey agreed to check the position and report back. It was noted that each school was provided with a statutory amount but academies had to fund provision themselves.

Capital Programme

Panel Members queried why no capital investments for C&YPS had been included. Ms Sagar reported that these were dependent on capital grants from the government which had not yet been announced. It was agreed that the Children's Services Capital programme would be referred to the appropriate Overview and Scrutiny body when available.

AGREED:

1. That a report be submitted to a future meeting of the Panel on school related premature retirement costs and redundancies;
2. That the issue of the deletion of the 4YP nurse post be referred to the Adults and Health Scrutiny Panel;
3. That Panel Members be placed on the distribution list for the Corporate Parenting Advisory Committee;
4. That a briefing note explaining the statutory role of the Schools Forum be circulated to Panel Members;
5. That the Cabinet be recommended to approve an increase in the hourly rate for providers of the two-year-old early entitlement to £6.00 per hour;
6. That a report be submitted to a future meeting of the Panel on plans to introduce free schools meals for reception to Year 2 children;
7. That details of the provision of educational psychologists to schools be circulated to Panel Members;
8. That savings that are dependent on reduced numbers of looked after children be monitored and any significant variations reported back to the Panel: and
9. That capital investment proposals for C&YPS be submitted to Overview and Scrutiny Committee when available and following the announcement of capital grant allocations by the government.

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AGREED:

That the work plan for the Panel for the remainder of the Municipal Year be approved.

**Cllr Martin Newton
Chair**

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WEDNESDAY, 18 DECEMBER 2013**

Councillors: Brabazon, Bull, Engert and Newton (Chair)

Co-optees: Ms Y Denny (Church of England representative) and Mr E Reid (Parent Governor representative)

CYPS96. APOLOGIES FOR ABSENCE

An apology for absence was received from Councillor Christophides.

CYPS97. URGENT BUSINESS

None.

CYPS98. DECLARATIONS OF INTEREST

None.

CYPS99. DEPUTATIONS/ PETITIONS/ PRESENTATIONS/ QUESTIONS

None.

CYPS100. YOUTH OFFER

Councillor Joe Goldberg, the Cabinet Member responsible for youth issues, reported on development plans for the youth offer. The Cabinet had agreed a clear vision of what the Council would like the offer to be but it was not expected that this would be achieved immediately. Both the National Youth Agency and "Hunch; A Vision for Youth in Post Austerity Britain" provided visions of the way forward for youth services. Nationally, services provided for young people were currently in a poor state and getting worse. Some local authorities were considering ceasing to provide any such services but he pledged that this would never happen in Haringey. However, the budget reductions had provided the opportunity to look at what the service did and to develop a holistic vision for the future.

Previously youth services had been run in a top down way. Youth centres aspired to provide a universal service although in reality this was not really the case. The borough's youth centres did not necessarily attract large numbers of young people. A decision had now been taken to move away from this type of provision and to move towards a more targeted approach. It was nevertheless necessary to have a range of activities available to attract the young people to the service. It was also necessary to have outreach staff to identify and engage with the young people that the service was targeting. The offer also aimed to ensure that young people were equipped properly for employment as well as working with young offenders to try and get them back on track. Keeping young people out of custody was particularly important as this could have a major adverse affect on their life chances.

Another important priority was giving young people a voice. It was important not to view this as merely another activity. The aim was instead to provide a voice for young people and for them to take a central role in determining

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suitable provision and activities for them. Young people were best placed to determine what they wanted. Youth democracy was also good for the long term health of democracy.

The Acting Director of Children's Services stated that she wished to shape and develop an offer that was meaningful to young people. It was important that activities were relevant to young people and adults were not the experts in determining this. Young people were therefore being empowered and involved in commissioning of services. These were aimed at providing a range of opportunities, including leisure, work and skills. There was still some way to go before the vision was fulfilled. However, there needed to be clarity regarding what was on offer.

Panel Members commented that young people also had many of the same concerns as other people such as community safety and clean streets and not all young people liked youth clubs.

In answer to a question, the Cabinet Member stated that he wished to enhance the status of the Youth Council but it was up to them to decide how they wished to develop their role. At the moment, there was not much of a relationship between school councils and the Youth Council although they had similar roles. He nevertheless wanted the young people to define their agenda and develop their own solutions.

Young people and staff present at the meeting raised the following issues:

- The Youth Parliament in Enfield was considered to be a model that Haringey should aspire toward. Elections were held each year and the Parliament really made a difference. Any young person was able to join in with the forums organised by the Parliament. Meetings were also flexible and could involve larger groups of young people from different areas. Youth leaders played a useful role in generating ideas but it was up to the young people whether they pursued them or not.
- The Youth Council ought not to be considered as merely another after school club. It should appeal to a wide range of young people. Enfield Youth Parliament had been instrumental in reducing the level of disruption at Edmonton Green at the end of the school day.
- Unity Radio was trying to involve young people from across the borough. It was a radio station and also provided opportunities for young people to DJ. There were lots of very talented people in the area. The radio station did not have very much money but tried to do the best that it could with what was available. They needed more help from the Council. Some of the young people that they had worked with had suffered bad experiences and they had helped them to move on. Bruce Grove Youth Centre was now a lovely place although it did not have much in the way of facilities. Working with the radio station helped to develop life skills and a love of music. External sources of funding were currently being sought.
- A young person who had been in care reported that Bruce Grove Youth Centre was a very positive and friendly place. Her social worker had

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referred her in the first instance. Attending the Youth Centre had helped her to develop her social skills.

- Wood Green Skills Hub was based in premises that had previously been a youth club. It provided a range of activities which were jointly provided by the Council, the London Boxing Academy and the Tottenham Hotspur Foundation. They currently had over 1,000 young people registered. The centre was very family orientated. There was concern regarding its future once the lease for the whole of the site was taken over by Fusion. The Centre was not just concerned with sport but with a range of activities.
- Effective careers advice was not taking place in many schools. The Skills Hub was now providing a targeted service for young people in order to provide appropriate guidance and support.
- A young person reported that she attended the Skills Hub three times per week. She attended even if she was not well enough to do sport and her brother attended as well. A parent reported that a youth worker had been very supportive of her daughter and her involvement had made a huge difference. The level of support went well beyond the call of duty and showed real dedication.
- The Edge of Care Team was multi-disciplinary and supported young people with complex needs and lives. A young person commented that the one-to-one work had been very helpful. Sometimes young people could lose trust in adults. It was very useful to have someone who they could talk to though.
- The manager of Youth Centres reported that Bruce Grove would be open for four nights per week from January. Six new members of staff had been taken on. The Centre was hoping to sustain the number of days in which it was open and to encourage more young people to attend. Some of the work that was undertaken was targeted whilst other work was more general in nature. It was intended to increase the amount of outreach work in the local community. The Muswell Hill Centre was currently running for one night per week but the intention was to increase this to three. Consideration was also being given to reorganising the Homework Club and developing one-to-one support for young people. However, it would not be possible to revert to offering activities on five days per week. The Youth Offer was not just focussed on providing activities but also had an important role in providing opportunities and skills development for young people.
- Members of Haringey Youth Council described the work that they undertook. This including running an anti-bullying event in Bruce Grove and holding a question time event with Councillors. Members had also visited Berlin as part of a link-up with the British Youth Council. They have been instrumental in obtaining the views of young people on a range of issues such as votes at 16, unemployment and the school curriculum.
- Mind in Haringey were working with young people to help them develop the necessary attributes to get them into work. In particular, this focussed on encouraging them to recognise and emphasise their qualities as well as

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developing skills. They were also working with people leaving care to help them build emotional resilience.

- Aspire was a group for young people in care that was also run by them. The purpose of the group was to make sure that those who made decisions affecting the lives of young people in care heard their views. They undertook a range of activities including working with local Councillors. They had also managed to secure free admission to local gym facilities.
- Members of the Panel suggested that the feasibility of offering free access to Council owned gyms for all young people within the borough of between the ages of 16 and 19 be investigated. Obesity cost the NHS substantial amounts of money so it would not be unreasonable to suggest that health commissioners subsidised the cost of free leisure passes.
- The need for high-quality and impartial careers advice was highlighted. This particularly impacted on young people in Year 12 and work was being undertaken with schools to address this issue. The Interim Director of C&YPS agreed to take up this issue further and work with Head Teachers and the Schools Forum to develop an action plan.
- Concern was also expressed at the quality of work experience that was available to young people in the borough. It was noted that very few young people followed up their work experience placement by choosing the area in which they had worked as a future career.
- The summer programme had been very successful, with over 1000 young people attending activities. There had been a reduction in youth crime of almost 10% during the summer.
- An engagement programme was being developed with the Roma gypsy and Traveller communities. These were particularly hard to reach and consideration was being given to effective ways in which they could be involved. The communities in question faced particular challenges including low educational achievement and life expectancy.
- Panel Members were of the view that full details of all the work that was being undertaken with young people should be included on the Youth Space website.

The Panel thanked the young people who attended the meeting for their contribution.

AGREED:

1. That the Panel recommend that the feasibility of providing free gym access to young people residing within the borough who are between the ages of 16 and 19 be investigated and that NHS commissioners be approached regarding the possibility of them contributing towards the cost of this in view of the potential health benefits; and

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2. That the Children and Young People's Service be recommended to develop, in consultation with Head Teachers and the Schools Forum, an action plan for improving the quality of careers guidance for young people and that this be referred to the Panel in due course.

CYPS101. MINUTES

AGREED:

That approval of the minutes of the meeting of 12 November be deferred until the next meeting.

**Clr Martin Newton
Chair**

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**MINUTES OF THE CHILDREN AND YOUNG PEOPLE'S SCRUTINY PANEL
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Councillors Brabazon, Bull, Christophides, Engert and Newton (Chair)

Co-opted Members: Ms Y Denny (Church representative) and Mr E Reid (Parent Governor Representative)

CYPS102. APOLOGIES FOR ABSENCE

None.

CYPS103. URGENT BUSINESS

None.

CYPS104. DECLARATIONS OF INTEREST

None.

CYPS105. DEPUTATIONS/ PETITIONS/ PRESENTATIONS/ QUESTIONS

None.

CYPS106. MINUTES

In response to the matters raised in the minutes, Ms Redfern reported that since the meeting the service had addressed many of the issues raised. Amongst other things, there was now a bi-weekly audit of placements and communication was being improved. Panel Members highlighted the fact that some providers were extremely keen to expand.

AGREED:

That the minutes of the meeting of 11 November 2013 be approved.

CYPS107. PANEL PROJECT ON NURSERIES AND THE TWO-YEAR-OLD FREE EARLY ENTITLEMENT

The Panel welcomed Neeraj Sharma and Clive Grimshaw from London Councils, who provided the Panel with a presentation on the work that they had been undertaking on the two-year-old early free entitlement. The meeting was also attended by Lisa Redfern, Interim Director of Children and Young People's Services; Jon Abbey, Assistant Director for School Improvement and Charlotte Pomery, Head of Joint Commissioning Adults, Children and Voluntary Sector.

Mr Sharma and Mr Grimshaw reported that local authorities had a statutory duty to secure funded early education for 20% of eligible two-year-olds from 1 September 2013. The entitlement was to be extended to reach 40% of eligible

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two-year-olds from September 2014. £755 million will be allocated to authorities in 2014-15 to fund the scheme. The aim of the scheme was to improve outcomes for two-year-olds who had been identified as potentially benefitting from access to high quality early years and childcare provision. However, this was not a new area of provision for some London boroughs, who had been providing free early education for some children since 1998.

Nationally, 130,000 children qualified for the two-year-old offer in September 2013, with an estimated 26,761 (20.5 per cent) of these in London. The high levels of poverty in some London boroughs meant that very high percentages of children within them qualified for the free early education offer in 2013 and 2014. This figure could be as high as 80%. From September 2014, 285,000 children in total would qualify for the two-year-old offer, with an estimated 50,373 (17.6%) children in London.

London boroughs had been allocated £86 million for the offer. This worked out as an average hourly rate of £5.71, assuming all the money was transferred over to the provider. However, this was below the rate that was provided for the pilot projects, which had been £6.00 per hour. The national average rate was £5.09 per hour. No specific funding has been provided to cover the local authority costs of administering the new duty.

Research undertaken by the Daycare Trust on behalf of London Councils showed that the greatest challenge for boroughs was actually fulfilling the 20% target rather than the higher 40% target. This was due to the fact that many were having to start the provision from scratch.

Most child care in England was provided by private companies, although nurseries, sessional childcare and provision for older children was also provided by the public sector and voluntary and independent providers. The majority of places for the three and four-year-old offer had been available through nurseries attached to primary schools. This was especially true of London. However, the two-year-old entitlement would be delivered mainly through the market. There was a smaller voluntary sector in London although this varied from borough to borough and some boroughs had no public sector provision.

Childcare providers in London had the highest costs in England, due to higher wages and rents. In addition, there was less availability of childminders. While there were vacancies in many early years settings in London, these vacancies were not necessarily in the locations where they were needed nor always suitable for two-year-olds. 44% of providers were already operating at maximum capacity.

Funding from government was not considered sufficiently high enough to offer a competitive hourly rate to attract many providers to expand or set up new provision to provide additional places for two-year-olds. London Councils research had found that a rate closer to £8 was required. There were additional costs associated with looking after two-year-olds. It was not possible, for instance, to use the same toys as for three-year-olds. There were also additional costs associated with children with additional needs, such as

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family support, disability, attending conferences, reviews. There was also a smaller proportion of good and outstanding provision in London.

The Panel noted that families from minority ethnic communities were less likely to take up early entitlement places. Parents/carers from such communities were generally less likely to place their children in early years settings. Funding for the scheme was split between revenue and capital. Boroughs were currently funded based on a full participation model, from 2015 this would change to a funding model based on participation levels.

A number of possible solutions had been suggested by London Councils to improve take up and provision of places. These included:

- Moving three-year-olds from Private, Voluntary and Independent (PVI) providers to schools, thus freeing up space for two-year-olds;
- Assessing all current providers to see whether they could take additional two-year-olds. It was noted that the two-year-old entitlement was new for them as well;
- Supporting providers who needed additional equipment and facilities to take two-year-olds. The Chair commented that many providers were very keen to expand but not necessarily aware of the possibility of capital funding;
- Building a register of available properties;
- Providing free training for childminders to take on additional children; and
- Working with partners.

The Two-Year-Old Entitlement was a priority issue for London Councils and work would be continuing on it, including research and lobbying of the Department. London Councils research had identified the need for a flexible approach to deliver long term improved outcomes for the most disadvantaged two-year-old that also included working with the family. They were of the view that the government should relax the requirement to only provide 15 hours of funded childcare for the most disadvantaged and allow flexibility for an alternative model. Whereby local authorities would instead be allowed to make two offers to parents based on 15 hours funded childcare:

- 10 hours of early education, plus additional home learning and parenting, developing the model trialled by the Royal Borough of Greenwich and in more local authorities in the 2009 offer. Evidence had so far suggested it was the model that delivered the best long term outcomes; and
- 15 hours of early education.

To date, the DfE had rejected any calls for greater flexibility in the programme. There had been dialogue with the ministerial team and lobbying, particularly in

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respect of the proposal by the government to repeal the duty regarding quality in the Children and Families Bill.

The Panel thanked Mr Sharma and Mr Grimshaw for their kind assistance. They noted, anecdotally, according to London Councils, take up of the entitlement was likely to be below the government target of 80 per cent. Challenges in London meant the take up rate was likely to be approximately 50 per cent, although some authorities may achieve higher. London Councils would be undertaking further work on emerging practice to disseminate learning across London.

Panel Members suggested that EU funding might provide an opportunity to increase capital resources available to develop services. There was a perception that there were lots of suitable church halls available but the reality was that it was a real challenge to identify suitable premises and alternative ways of delivering the scheme needed to be explored.

Ms Pomery commented that although work was being undertaken with childminders, many parents in London were not keen to use them. The DfE was nevertheless promoting childminding heavily.

In terms of communication with parents, the Panel highlighted the fact that personalised letters could promote higher levels of response. They were of the view that communication needed to be reviewed to ensure that its effectiveness was maximised. In addition, effective liaison with Primary schools was important in order to encourage children to move onto nursery classes therefore liberating places for two-year-olds in PVI's.

The Panel were also of the view that health visitors could play an important role in promoting the scheme to parents and carers. Of particular note was the fact that local authorities would be taking on commissioning responsibilities for health visitors from 2015 which would provide greater influence over them.

Ms Pomery provided an update on the implementation of the scheme within Haringey. The Council and its partners were strongly committed to delivering it and were seeking to be innovative and creative in approach. There were three pillars of its approach:

- Sufficiency of places. Work was being undertaken with, amongst others, Corporate Property Services and childminders to increase the number and quality of places;
- Access; and
- Quality.

Action was also being taken, together with partners, to improve communication. As part of this, a marketing day was being held. In terms of funding, a report was being made to Cabinet shortly recommending an increase in the hourly rate to £6 per hour. This was possible due to an underspend in the Dedicated Schools Grant (DSG). This would be sufficient to fund the increase for the next two years but after this time additional resources would need to be identified.

The Panel noted that there were currently 77 childminders in the borough whose services had been deemed as requiring improvement by OFSTED. The

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Panel were of the view that the status of childminders needed to be improved and their profile increased. This could be done through, for instance, improved training arrangements and the development of links with Children's Centres.

Ms Redfern reported that the Corporate Delivery Unit had been undertaking some work on early years and she agreed to circulate this to the Panel. A need to develop marketing had been identified which it was felt was not currently strategic enough.

The Panel were of the view that average performance would not be sufficient for Haringey, especially in the light of the Haringey 54000 project. The two-year-old entitlement needed to be an absolute priority for the borough. It was noted that there were currently 666 places available within the borough and that 423 had been taken up so far. However, only 13 childminders were so far offering places.

Panel Members suggested a number of possible locations for provision as follows;

- The play building in Finsbury Park, which could possibly be used as part of a tri-borough project;
- The former NSPCC Maya Angelou Centre in Keston Road;
- The Children's Centre next to Downhills Park;
- The former bowling club in Park Road; and
- The former PRC premises in Coppets Road,

The Panel were of the view that the Council needed to be in a position to grab opportunities when they arose and that the knowledge of ward Councillors of their localities could be utilised to identify potential premises.

The Panel noted that the on-line survey had been sent out to in excess of 800 providers so the response rate of 25 was very low. However, it was nevertheless possible to identify some points of significance from the responses. In particular, it was noted that there were providers in the N15 postcode with vacancies as well as other providers in the same post code area who had more than 20 children on their waiting list. The general comments by providers were also of interest.

Ms Pomery commented that providers should not have waiting lists as the provision was only for a year. Work was being undertaken with providers to address this issue.

The Panel were of the view that self-referral had not proven to be effective in allocating places and that it was important that the process was managed. It was suggested that a Freephone number would assist residents who needed advice and information and that this should also be free for people using mobile phones. In addition, it was felt that much could be learnt from the effective and efficient way that school admissions were administered and suggested that this could be the template for good practice.

It was noted that take up for places for three-year-olds in the Tottenham area was comparatively low. In view of the fact that further funding would be dependent on participation levels, it was critical that this issue was addressed.

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The transition process from two-year-old to three-year-old provision was critical.

CYPS108. CONCLUSIONS AND RECOMMENDATIONS

Based on the evidence that they had received to date, the Panel considered conclusions and recommendations as follows:

- The Panel were of the view that communication could be improved, including:
 - More helpful and attractive letters, with a named contact.
 - A Freephone contact number that was also free from mobile phones.
- The model used by the School Admissions service should be the template for arrangements to allocate places and fill vacancies for the two-year-old early entitlement.
- Mapping should be published which shows levels of take-up, available places and children awaiting placement in each ward. A system of tracking outcomes should also be developed. This could include case studies.
- Health visitors should play an important role in promoting the scheme and helping to increase take up levels by providing information about two-year-old offer to parents during their visits. This should be built into protocols as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer.
- The Panel emphasised the need for services to liaise closely with people who have local knowledge. This is particularly useful in helping to identify potential sites for provision. In addition, a call for suggestions for sites might assist in identifying sites with potential.
- Consideration needs to be given to the transition process to provision for three-year-olds with a view to identifying how available funding streams can be most effectively exploited.
- Intensive work should be undertaken with providers, particularly where they have expressed an interest in expanding, with a proactive approach adopted.
- All professionals in contact with expectant mothers and mothers with very young children should be encouraged to disseminate information on the two-year-old offer. "Playground champions" could also be identified to promote the scheme to parents and carers who might be entitled.
- The Panel endorses London Councils proposal that flexibility should be built into the scheme so that the hours can be used in innovative ways that maximise outcomes.

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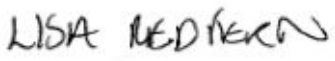
- There are currently a comparatively small number of childminders providing places as part of the entitlement. The Panel is of the view that the status of childminders needs to be enhanced so that they are encouraged to provide places as part of the entitlement and parents are more likely to consider using them. This could be done through, for instance, improved training arrangements and the development of links with Children's Centres. In addition, consideration could be given to forming them into groups/cooperatives. Childminding could also be promoted in Haringey People.

**Clr Martin Newton
Chair**

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Haringey Council

Report for:	CYPS Scrutiny Panel 27 February 2014	Item Number:	
Title:	Fostering Service Review & Implementation		
Report Authorised by:	 Lisa Redfern Director, Children's Services		
Lead Officer:	Charlotte Pomery Joint Adult and Children's Interim Assistant Director Commissioning		
Ward(s) affected: All	Report for: Non Key Decision		

1. Describe the issue under consideration

This paper provides an update on Haringey's Fostering Review and Implementation Programme which ran between May 2013 and January 2014.

There has been much progress in this time. We have talked to Haringey foster carers to better understand their motivations and needs. We have looked at alternative ways of delivering the service. We have developed an innovative new partnership to accelerate its growth. And we have completed a strategic review of our wider approach to providing the right placements at the right time.

The new Placements Sufficiency Strategy (please see attached appendix) highlights a number of successes over recent years, including a safe and persistent reduction in the number of looked after children, a positive move from residential to family placements, improving placement stability and a strong level cost control. It also points to further opportunities for improvement and savings and sets out what more can be done to realise them. The fostering project is now focused on delivering these further changes.

2. Cabinet Member introduction

I fully support the Fostering Review and Implementation. Outstanding foster care is vital to giving every Looked After Child (LAC) in Haringey their best possible life chances. Ensuring we have sufficient foster carers who offer high quality care is



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the only way of achieving this. This work will mean Haringey has more high quality foster carers.

3. Recommendations

The Fostering Service Review (May to August 2013) recommended that:

1. a refreshed Placements Needs Analysis and Sufficiency Strategy be completed;
2. the in-house fostering recruitment and assessment function be externalised at pace; and
3. plans be formulated for the continuous improvement of the in-house fostering service.

The Fostering Implementation Project was mobilised in October 2013 to deliver these recommendations. This project concluded on 31 January 2014 and made further proposals to support the growth and success of the in-house fostering service. Specifically, the creation of a 'Continuous Improvement Plan' ('CIP') was agreed which will bring the staff teams together with Haringey foster carers to re-design the service and jointly implement the changes needed. This work will respond directly to the 'customer insight' from local foster carers in the Fostering Service Review, including points of direct feedback, and will run until March 2015.

It is an important feature of the work that it is designed and delivered jointly through the staff teams and foster carers (to maximise engagement and ownership and improve relationships). There is capacity to carry out this work although a requirement for change management resource has been identified and this has been sourced through the Strategic Partnership. Additional detail as to this work is set out in Section 5.

4. Alternative options considered

In addition to the externalisation of the recruitment and assessment function – the option recommended and approved - a range of alternative options were considered and appraised regarding the future delivery model for the in-house fostering service. These are set out in previous reports.

5. Background information

The Council is committed to maximising the number of local family placements available to Haringey's looked after children to deliver improved outcomes and to offer value for money. In support of this, the Council engaged iMPower in May 2013 to carry out a review of the in-house fostering service, encompassing both in-house improvement opportunities and alternative delivery options.

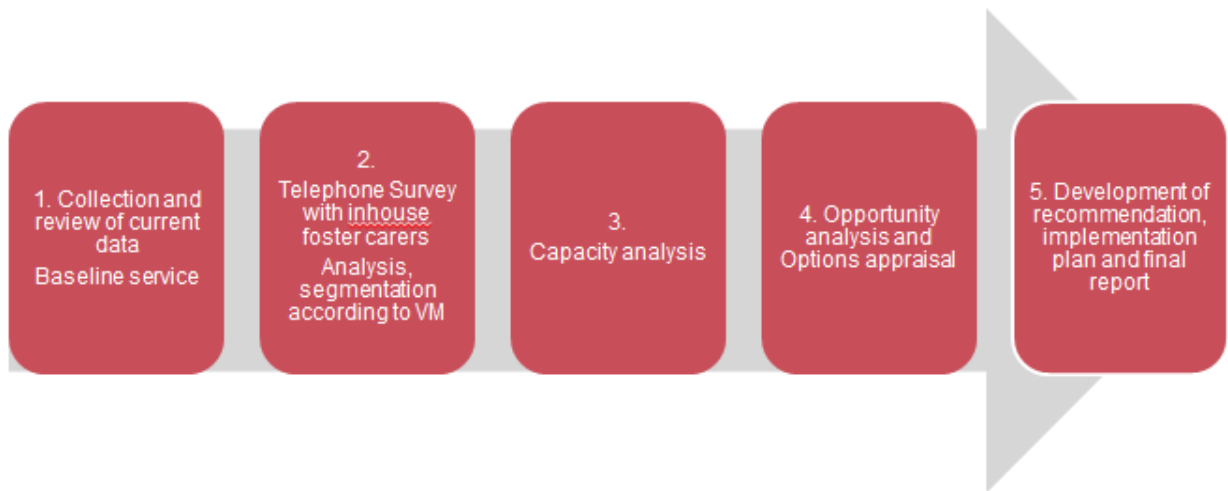
This work confirmed that the service has a low, and reducing, level of local fostering placements and that an immediate strategic and tactical response was required.

5.1 Work carried out



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Fostering Service Review (May to August 2013)



In addition to identifying and appraising options for how the in-house service could be delivered in the future, the Fostering Review also conducted in-depth engagement work – through telephone surveys and focus groups - to enable a better understanding of the needs of foster carers and prospective foster carers. This work canvassed direct feedback on service experience and also applied a psychographic system called ‘Values Modes’ to understand the values and motivations of foster carers. This work revealed a common values set amongst foster carers – a finding since validated by national DfE research – which can be used to target service development, as well as specific and immediate improvement opportunities.

Fostering Implementation Project (October 2013 to January 2014)

The Fostering Implementation Project was subsequently commissioned through iMPower to advance the recommendations of the Review. This work concluded on 31 January 2014 and delivered the following:

- Placements Sufficiency Strategy, including Needs Analysis
- New model for assessment and recruitment of foster carers
- Service performance framework, and
- Continuous Improvement Plan (including pledges from staff and foster carers)

5.2 Placements Sufficiency Strategy

A new Sufficiency Strategy has been developed which sets out the ambition, direction and required actions for placements sufficiency. This includes:

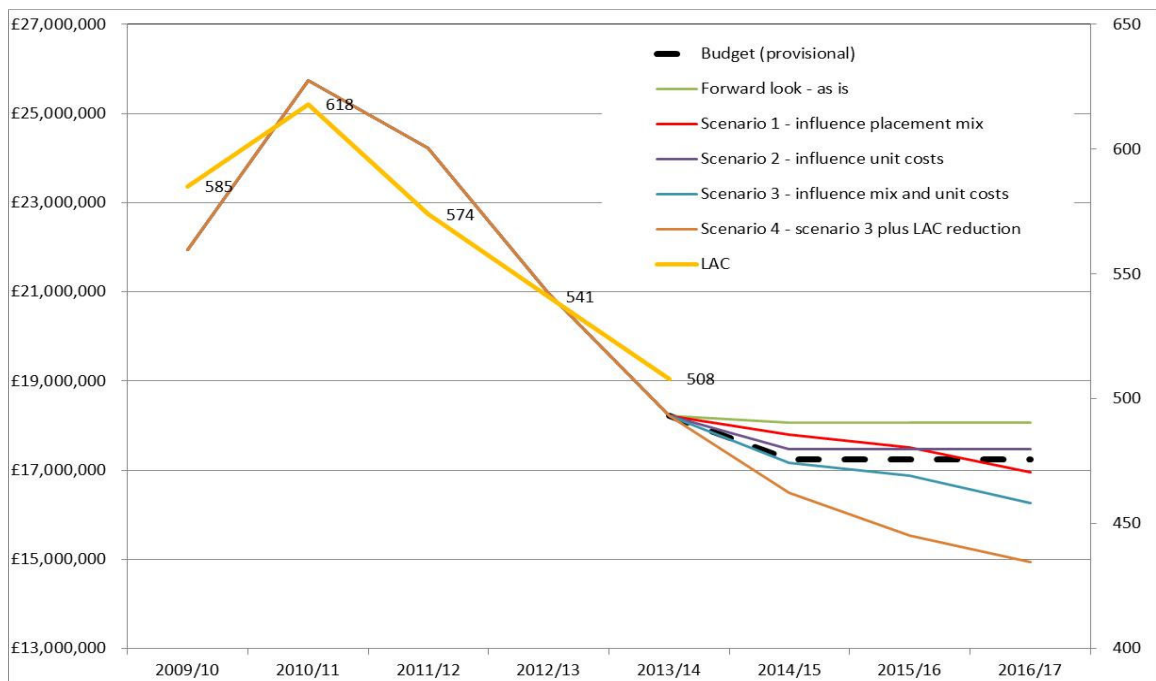


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- Investment in the growth and development of the in-house fostering service to provide greater local family placement sufficiency (across all Children's Services cohorts);
- Transition from 32% in-house fostering placement share to 60% over three years;
- Specific foster carer recruitment targets based around the needs of looked after children;
- Development of a clear specialist foster care offer and foster carer development pathway;
- A general rationalisation of commissioning routes and reinforcement of practice; and
- More active market management, particularly in relation to local residential provision.

The Sufficiency Strategy was co-produced with Finance in order to ensure the financial context is clear, accurate and understood. To this end the document examines a number of impact scenarios (set out in the graph below) in which the effect of changes in the different 'cost drivers' – unit costs, mix of placement types and LAC numbers - can be seen.

In order to achieve short term sustainability, both unit costs and the placement mix must be influenced at pace. A continued reduction in LAC numbers will add further comfort over both the short and long term.





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5.3. New model for recruitment and assessment of foster carers

The new model for the recruitment and assessment of foster carers has now been commissioned and implemented. The external recruitment provider, NRS Limited, was appointed following a process of market engagement and a formal tendering exercise. The partnership is founded on an innovative risk and reward arrangement in which the provider is paid by results.

5.4. Service Performance Framework

Provider performance, in terms of the number and quality of foster carer assessments delivered and the forward 'pipeline' of applicants, will be monitored through a new 'service performance framework'. This framework spans the entire fostering service, including support, supervision, utilisation and retention of foster carers and will be operated through the new Continuous Improvement Plan Project Board (see below).

5.5. Continuous Improvement Plan

The Continuous Improvement Plan (CIP), which is based on and responds directly to what foster carers recently told us, puts foster carers at the heart of the service. Engagement work tells us that:

- Approved foster carers have very mixed experiences of the service and there are opportunities to make them feel more valued;
- Foster carers want to be involved in the fostering service, and this involvement shouldn't start or end with the placement;
- Equally, prospective foster carers would value greater and earlier contact with approved foster carers, highlighting the power of 'peer advocacy' through word-of-mouth referral campaigns;
- Foster carers are already active in and have a deep reach into our communities and are willing to help, along with the Council's partners, generate word-of-mouth opportunities; and
- This principle also applies to support and the Council has an opportunity to help build a community of mutual support in which foster carers have a greater stake.

The plan comprises four elements (project 'workstreams') and will be delivered over 12 months starting in February 2014:

1. Recruitment and assessment (complementing the work of the external recruitment provider);
2. Support;
3. Utilisation; and
4. Specialist Offer.



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6. Comments of the Chief Finance Officer and financial implications

- 6.1** The latest 2013-14 budget for fostering placements is £16.84m comprising £13.821m (82%) independent fostering and £3.019m (18%) in-house. Assuming the numbers of LAC in foster placements and unit costs remain constant, implementation of the transition to 60% in-house foster care would save £3.8m over the 3 year period. Rationalisation of commissioning routes is expected to reduce unit costs from their current levels.
- 6.2** Implementation of the proposed sufficiency strategy, through changing the placement mix and reducing unit costs, is expected to deliver £2.25m savings in order to contribute to the CYPS savings target in 2014-15.
- 6.3** Further analysis will be required to clarify the level of future savings to be delivered through the sufficiency strategy which will be required to contribute to further, challenging Medium Term Financial Planning targets from 2015-16 onwards.

7. Head of Legal Services and legal implications

n/a

8. Equalities and Community Cohesion Comments

n/a

9. Head of Procurement Comments

- 9.1** The External Recruitment Provider was commissioned with the advice and guidance of Procurement and is fully compliant with the Procurement Code of Practice.
- 9.2** A competitive process was undertaken to ensure Value for Money was achieved.
- 9.3** Contract management arrangements for the external recruitment provider are in place, ensuring KPIs are met and allowing early identification of any non-compliance.

10. Policy Implication

- 10.1** The work carried out with regard to fostering supports the Council's wider commitment to accommodating children in family settings, where possible locally, as set out in a number of policies. Those which underpin the Council's approach to the accommodation of children becoming looked after specifically are:
- Placements and Permanency Policy (published 2013), and
 - Family and Friends Policy (published 2013).



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10.2 The Placements Sufficiency Strategy and project activities do not propose to revise these policies but to strengthen their effective delivery whilst securing best value for money.

11. Reasons for Decision

n/a (for information only).

12. Use of Appendices

- Looked After Children Placements Sufficiency Strategy

13. Local Government (Access to Information) Act 1985

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London Borough of Haringey

Looked After Children Placement Sufficiency Strategy 2013/14 – 2016/17

January 2014



Document Control

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Approvals

The signatories below have fully reviewed, and approved, this LAC Sufficiency Strategy.

Name	Role	Signature	Date	Version
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Version History

Version	Date	Author(s)	Summary of Changes
V0.1	10/12/13	EW	
V0.2	16/12/13	CP/EW/AT	Revisions throughout, including to analysis
V0.3	06/01/14	CP/EW/AT	Additions to: <ul style="list-style-type: none"> - Section 2 (Executive Summary) - Section 5 (Introduction) - Section 11 (Action Plan) Corrections to Section 1 (Contents)



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2. Executive summary

This document is Haringey's Placement Sufficiency Strategy.

It sets out how the Council and its partners will help looked after children to achieve successful outcomes through the provision of appropriate care and accommodation, and how available resources will be best used to do so.

The Placement Sufficiency Strategy comprises an important part of Haringey's LAC Strategy, but is only one element in the wider partnership response to the needs of children, young people and families. Education, Health, Housing, Social Work and other partners all play an important part both in the delivery of placement sufficiency and in enabling every child and young person to thrive and achieve their potential.

This paper starts by reviewing who Haringey currently looks after – the profile and characteristics of children in care – and how those children are accommodated. Throughout this review it identifies gaps and opportunities for continued improvement. It ends by defining the actions the Council and its partners are taking and will take to ensure sustainable placement sufficiency in the future.

In summary, recent years have followed a positive trajectory in respect of LAC numbers, placement mix and total cost, and analysis points to scope for further improvements. To provide sufficiency within anticipated budgets, many or all of these improvements must be made at pace.

Since the peak of 638 in May 2011, there has been a strong and consistent reduction in the number of children in care, to 508 in November 2013.

The Borough has also seen some success in the way that children have been accommodated in that a greater proportion of children are now within family or semi-independent placements rather than residential units. As a result of this and other positive factors, fewer placements are now breaking down.

The costs of the main types of placement have remained relatively steady in recent years, and total placements costs have reduced too, in line with the reduction in looked after children and with the more favourable mix of placement types.

What the analysis in this strategy shows is that more can now be done: to reduce the number of children coming into care and increase those returning home; to accommodate looked after children closer to their family homes; and to manage unit costs. All of these opportunities also provide prospects for better use of available resources.



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Firstly, despite the decrease in recent years, the level of looked after children is still higher than that of comparator authorities.

Secondly, despite the move away from residential placements, a high proportion of family placements are with independent providers (60%). Haringey values and encourages the role of the market in providing placement choice, however the current level of reliance on independent provision is one of the highest in the country.

Thirdly, independent provision is not currently commissioned in a way which allows providers or the Council to get the best from the relationship.

This analysis and action plan centres on these 3 key themes, on how the Borough can:

1. Enable further reductions in LAC numbers by supporting positive exits from care;
2. Allow LAC to be accommodated more locally by the development of greater in-house family placement capability and capacity, and
3. Achieve better use of resources by working with the market to proactively shape provision which better meets the needs of Haringey's LAC and enables providers to invest and innovate.

Broadly, this plan involves:

1. Implementing or re-deploying placement supports and expertise further 'upstream' to prevent escalation of need and investment in more effective placement support to enable more children to return home more quickly;
2. A carer-centred transformation and expansion of the in-house fostering service. This includes the testing and development of new service delivery models, investment in supervision quality, carer-led design and delivery of new service initiatives, and the development of a 'specialist' fostering service offer, and
3. The review and rationalisation and framework arrangements and brokerage processes and active development of more mature provider partnerships.

Section 11 sets out the detailed actions and Section 10 the financial context underpinning this strategy. It is clear that these actions must be taken without delay in order to provide greater and sustainable sufficiency. The Council has put in place ambitious plans and processes to ensure they are taken forward and will keep this strategy under close review.

This strategy is set within the context of Haringey's existing placement policies and the analysis and action plan are aligned to those policies and aim to better enable or accelerate delivery of them. The strategy will provide the reference point for commissioning decisions and activity over the next 3 years and as such will be



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reviewed, refreshed and approved annually to ensure that momentum and consistency is maintained, that the Borough can remain agile and responsive to innovation and that progress is monitored at a strategic level.

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3. Context

“We want all of Haringey’s children to have the best start in life so that they can lead successful and prosperous lives in adulthood.”

Councillor Claire Kober, Leader, Haringey Council

Haringey’s Corporate Plan: One Borough, One Future, 2013/14 – 2014/15

Haringey’s vision for *One Borough, One Future*, is set out in the Corporate Plan 2013/14 – 2014/15. Within it are a number of strategic principles, outcomes and priorities. These include:

Principles

1. Investing in prevention and early help – improving the life chances of residents and reducing costs, and
2. Promoting equality – tackling the barriers facing the most disadvantaged, enabling them to achieve their potential.

Outcomes	Priorities
Outstanding for all: Enabling all Haringey children to thrive	Enable every child and young person to thrive and achieve their potential
Safety and wellbeing for all: A place where everyone feels safe and has a good quality of life	Safeguard adults and children from abuse and neglect wherever possible, and deal with it appropriately and effectively if it does occur
A better council: Delivering responsive, high quality services and encouraging residents who are able to help themselves to do so	Strive for excellent value for money

Delivery of the Corporate Outcomes is supported by four corporate programmes, including Haringey 54,000 (‘H54k’). H54k is:

A programme to deliver our vision of ‘Haringey being a place where children and young people are known to thrive and achieve’. It seeks to achieve sustainable improvement in outcomes for children, young people and families with a particular focus on:



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- *ensuring all families can access a high quality educational offer in the borough*
- *promoting resilient families, by acting as a catalyst for a wide selection of high quality universal or targeted borough-based child and family activities, and*
- *providing high quality safeguarding to those who need it.*

In addition, Haringey's Children's Trust outlines how the Corporate Priorities and other partnership objectives will be delivered through the Children and Young People's Plan 2013 – 2016 (the 'CYP Plan'). The CYP Plan aligns with the vision in the Corporate Plan and identifies 5 outcomes and 4 key principles:

Outcomes

1. Quality services
2. Every child has a healthy start in life
3. Thriving families
4. Raised educational attainment
5. Children and young people are safer from the risk of harm

Principles

1. Promoting prevention, early help and intervention
2. Reducing inequality
3. Developing resilience and community participation
4. Ensuring best use of available resources

This combined vision sets the ambition and strategic framework for delivering improved outcomes for the children and young people of Haringey. Both the Corporate Plan and CYP Plan recognise that they are set against a backdrop of reduced and reducing public sector funding settlements and that is why, more than ever, partners across the Borough must work together to prevent need from escalating and to reduce demand for more intensive and costly services.

For Haringey, this means releasing capacity from expensive interventions such as social care and specialist services, including placements for children in care, to provide families with earlier help.

This provides the broad context of this strategy to provide the right placements at the right time for children in care; a Borough-wide commitment to helping families earlier, a need for resource shift away from intensive interventions to support the early help effort and continuing financial pressures across the system.

4. Purpose

The purpose of this strategy is to set out the approach of the London Borough of Haringey to achieving placement sufficiency for the looked after children ('LAC') in our care. Through our strategy, our ambition is to meet the needs of the most vulnerable children in Haringey in the short, medium and long term whilst ensuring best use of available resources.

The strategy supports the implementation of the core priorities of the Corporate Plan and the Children and Young People's Plan, recognising the complex context in which we are operating and focusing on enabling all Haringey children to thrive through the provision of quality services which keep them safe from the risk of harm.

The strategy is built on a detailed analysis of LAC trends to inform our commissioning activity and future arrangements for the commissioning of placements. This analysis also forms the basis of the commissioning plan for how Haringey, along with our partners, intends to meet the 'sufficiency duty' as specified in 'Sufficiency – Statutory Guidance on securing sufficient accommodation for looked after children' (2010).

Overall, this document will provide a common understanding and reference point for key stakeholders, including commissioners, partners, service managers, H54K and the wider market to improve outcomes for LAC in accordance with the Corporate and CYP Plans. This includes:

- how we understand the profile of children who come into care;
- how we forecast the future demand for placements;
- how we ensure children and young people are placed appropriately and without delay; and
- how we develop our services and the market to ensure appropriate and sufficient provision in Haringey.

The scope of this document is focussed on the accommodation of looked after children, however it runs parallel with, and is aligned to, Haringey's strategies to mitigate the number and needs of those looked after children and their needs. These strategies include activities in the sphere of early help, children on the edge of care and permanency.

5. Introduction

There are currently 508 looked after children in Haringey (November 2013).

The policies underpinning the Council's approach to the accommodation of children becoming looked after are:

1. Placements and Permanency Policy (published 2013)
2. Family and Friends Policy (published 2013)

These policies state that the Council is strongly committed to supporting families effectively and, wherever possible, to avoiding the need for children to come into the public care system. When children do become looked after the Council will aim to avoid any drift and make appropriate plans based on a sound and ongoing assessment of the needs of the child. The Council will seek to:

- Return children to their birth families as soon as possible, consistent with the child's needs
- Place children with Family and Friends carers wherever possible and where this is in the best interests of the child
- Always place children in family settings other than in exceptional circumstances
- Provide the right level of practical, social work and financial support to foster carers
- Secure legal permanency through Adoption, Special Guardianship or Residence Order wherever possible for children who cannot be safely returned to their birth families
- Place children in or close to the borough where appropriate to help maintain ties with family, friends, school and community

This strategy does not propose to revise these policies but to review how effectively and efficiently current arrangements achieve strategic and policy objectives and to seek out opportunities for further improvement.

It was developed based on the approach below, a structure which the document also follows:

- Historical evidence base - a local analysis of:
 - Placement demand - the levels, needs and characteristics of LAC
 - Placement supply – the method, mix and cost of provision
 - This section identifies improvement opportunities throughout
- Financial context and scenarios – the financial imperative and an illustration of sustainability options



- Sufficiency actions – a strategic plan responding to the opportunities identified

This strategy is a 'live' document is intended to be flexible and agile to changing circumstances. It will be kept under review and amended as appropriate, for instance as new statutory requirements emerge or as innovative new practices emerge.

The announcement in December 2013 of a new legal duty on local authorities to provide financial support for every young person who wants to stay with their foster parents until their 21st birthday, for example, is currently under consideration by the Council. When the local sufficiency and financial implications of this duty are clarified, they will be incorporated into this strategy.

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6. Summary of current position

Purpose

- ➔ To provide a summary of current placement demand and supply.

Findings

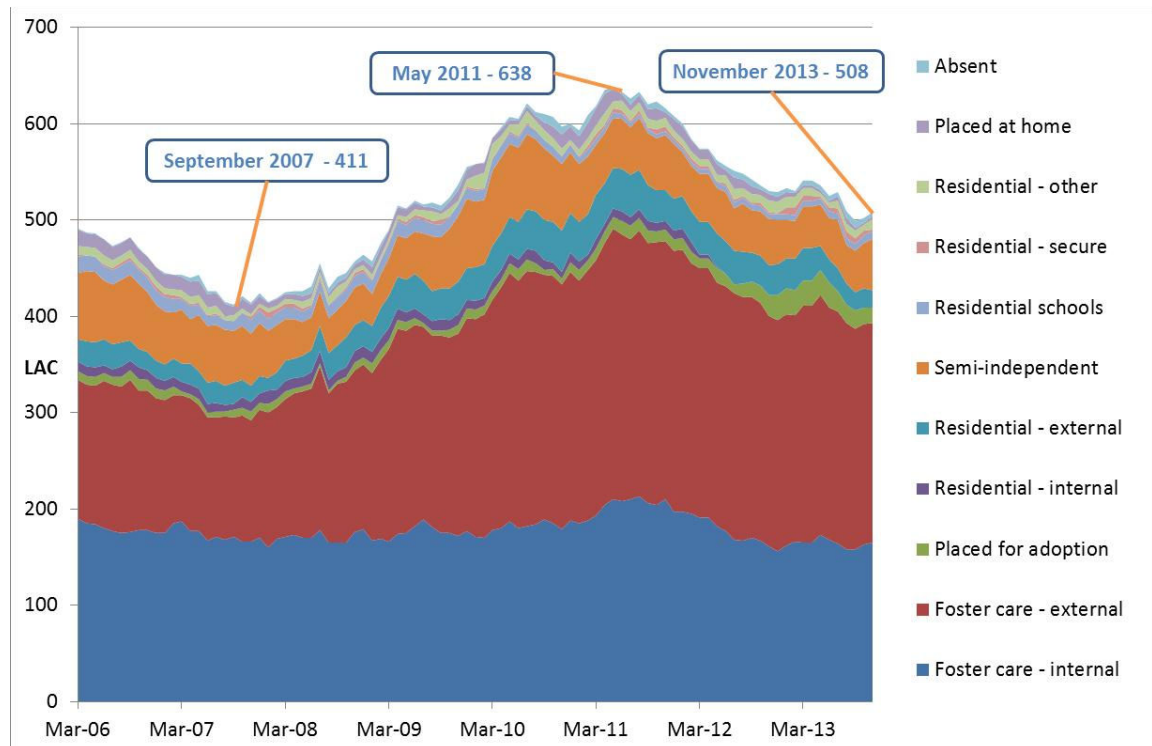
- ➔ Recent years have followed a positive trajectory in respect of LAC numbers, placement mix and cost, and comparator analysis indicates scope for continued improvement
- ➔ Since the peak of 638 in May 2011, there has been a strong and consistent reduction in overall **LAC numbers**, to 508 in November 2013.
- ➔ Even following this reduction, however, the Haringey LAC rate (LAC per 10,000 of children and young people) remains higher than that of statistical neighbours and significantly beyond the local 7 year low of 412 children (September 2007), pointing to opportunities for further and sustainable decreases through effective early help, edge of care and return-home activity.
- ➔ **Placements mix** has improved in recent years too in that a greater proportion of children are now within family placements (use of residential is currently at a 7 year low). Later sections highlight that this appears to have translated into successful outcomes with respect to placement stability.
- ➔ There remains however a comparatively high level of reliance on independent providers for those family placements and a clear opportunity to both place children closer to home and achieve better use of resources through the growth of the in-house fostering service.
- ➔ **Unit costs** have remained relatively steady across the mixed economy of provision over recent years and total placements expenditure has broadly reflected the downward trend in LAC and the re-balancing of the placement mix.
- ➔ Comparative analysis highlights however that costs can be better managed and highlights the case for a greater degree of strategic commissioning and robust contract management.

6.1 LAC population and placement profile

Figure 1: LAC numbers and placement types (March 2006 – November 2013)



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LAC numbers at September 2013 will need to reduce by a further 7.5% (38) to deliver our aspiration of 470 by March 2015

- ➔ With the exception of a 4% increase in LAC numbers between September 2010 and April 2011, LAC numbers have seen a steady decrease over recent years.
- ➔ In the 12 month period ending September 2013, there was an 8% decrease in the LAC population with September 2013 LAC figures reporting 499.
- ➔ The strength of this trend provides comfort it will continue and current aspirations are of a further reduction to 470 by March 2015, following which the level is expected to stabilise.

Figure 2: Placements mix as at year or period end (2006 to date) - proportion



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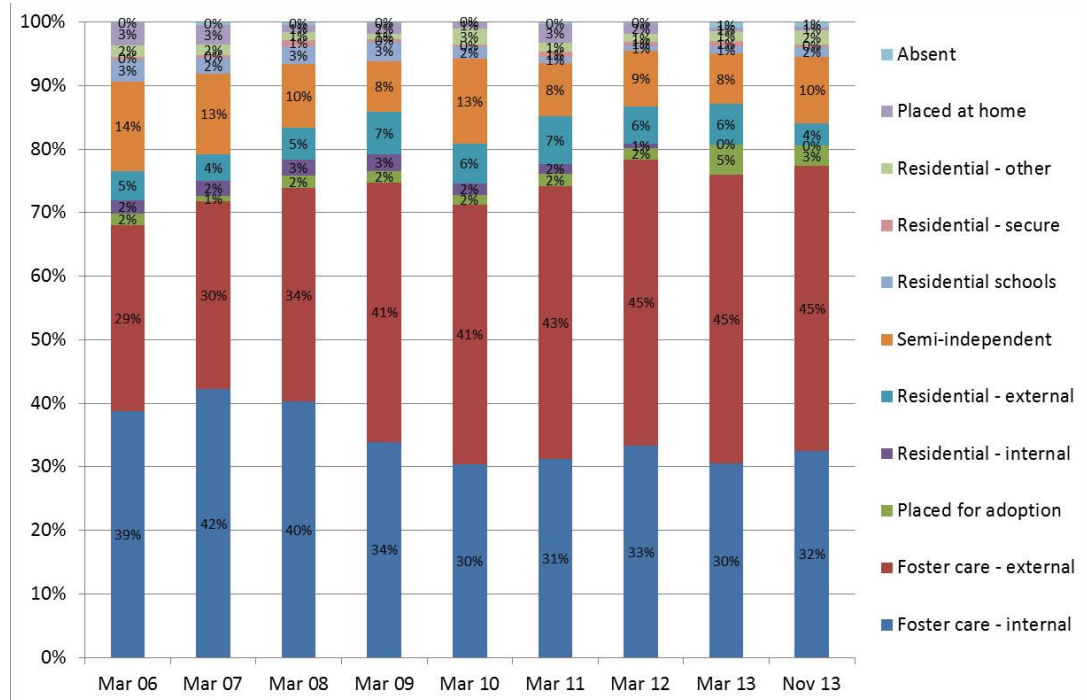
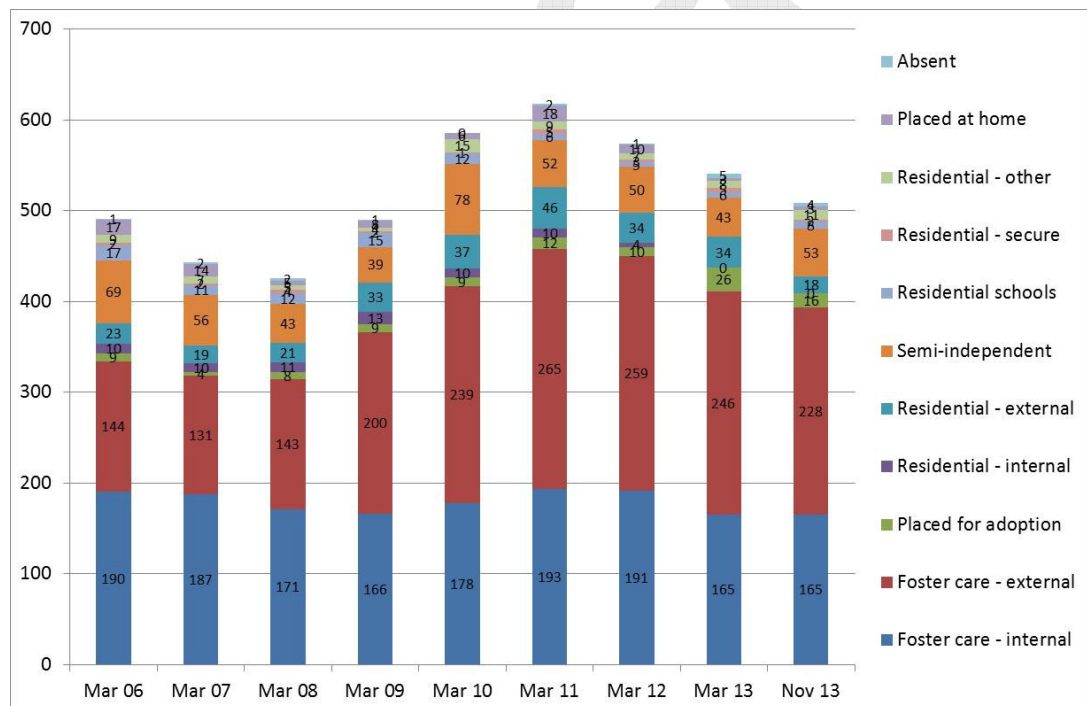


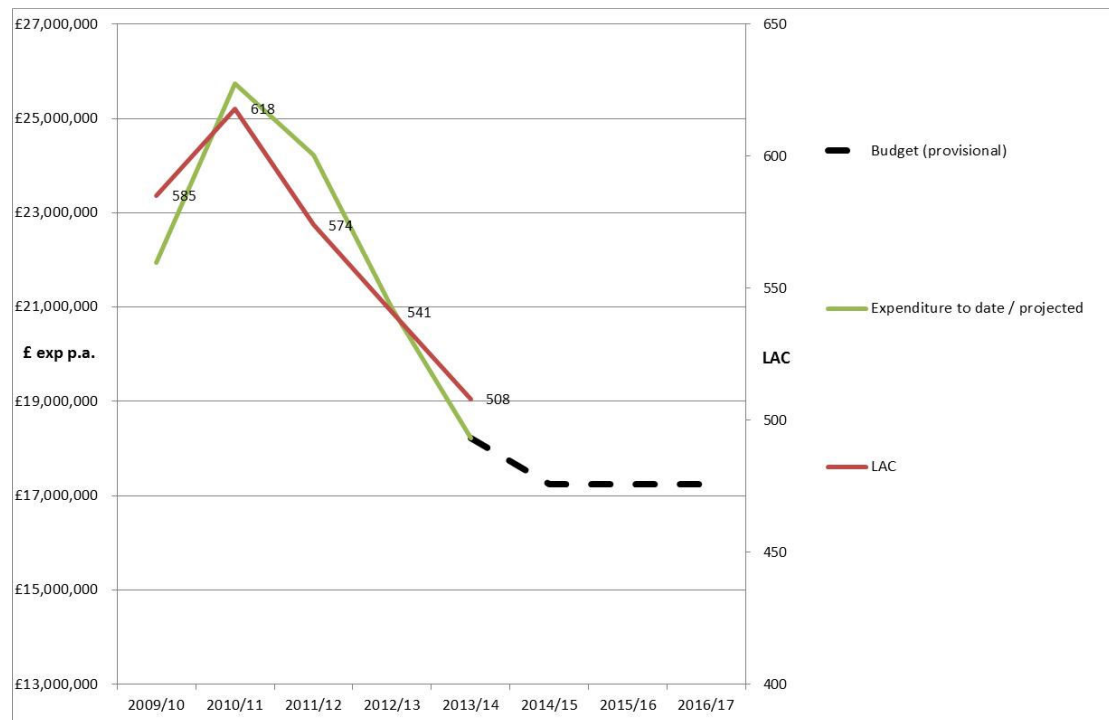
Figure 2: Placements mix as at year or period end (2006 to date) - number



- ➔ Semi-independent provision has played an important role in the step down of placements from residential accommodation
- ➔ Whilst the in-house fostering service has maintained placement share it has contracted in line with LAC reductions since 2010/11



Figure 4: Placements net expenditure and provisional budget (2009/10 – 2016/17)



- ➔ In the past 2 years, overall net spend has decreased at a greater rate than LAC
- ➔ This reflects the changing blend of placements (less expensive accommodation) and the impact of a number of income items (DSG, remand allocation)
- ➔ The unit costs of high volume placements have remained broadly steady through this period (see Figure 5 below).

Figure 5: Placement unit costs (2009/10 – 2013/14 as projected)

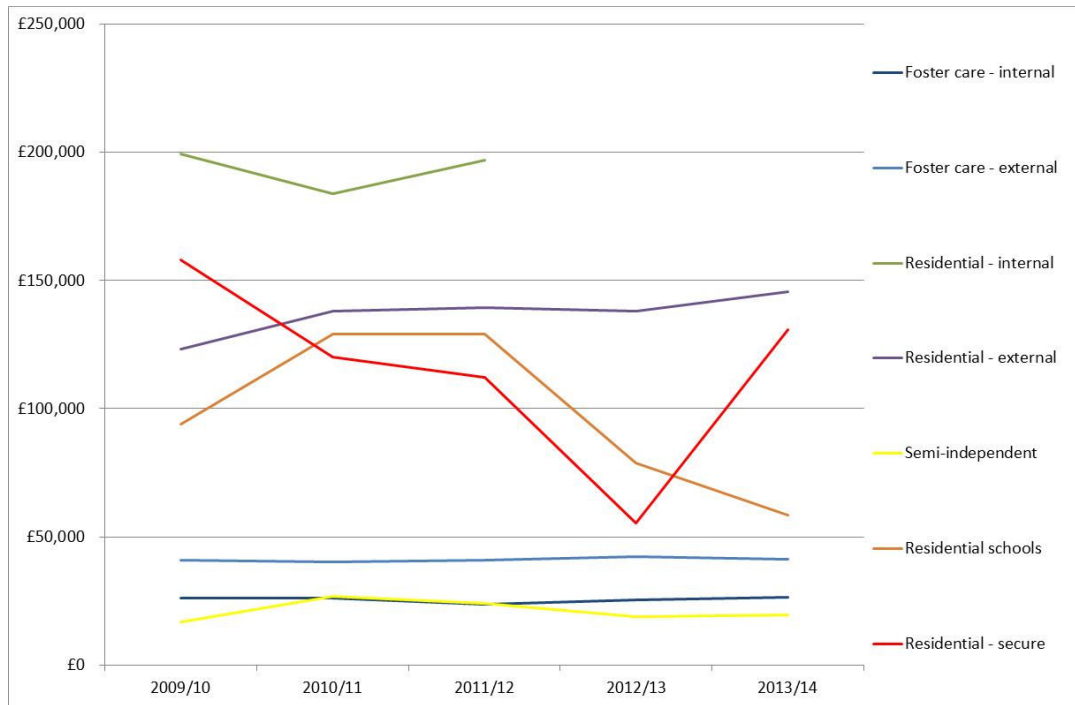
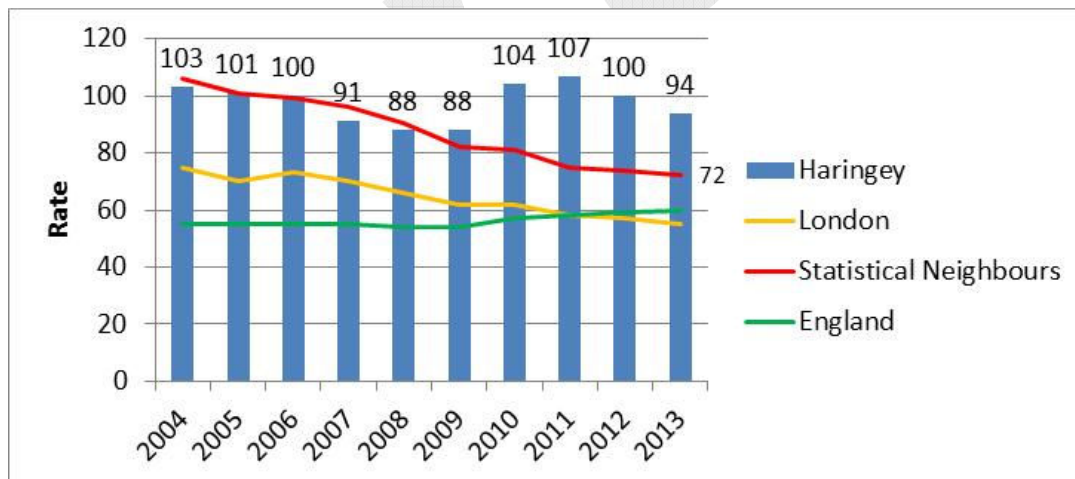


Figure 6: LAC rate, per 10,000 children aged 18 and under



- ➔ Contrary to the national trend, LAC levels in Haringey have fallen back significantly since 2011
- ➔ However the local rate of LAC incidence is still 31% higher than that of statistical neighbours (the average thereof)

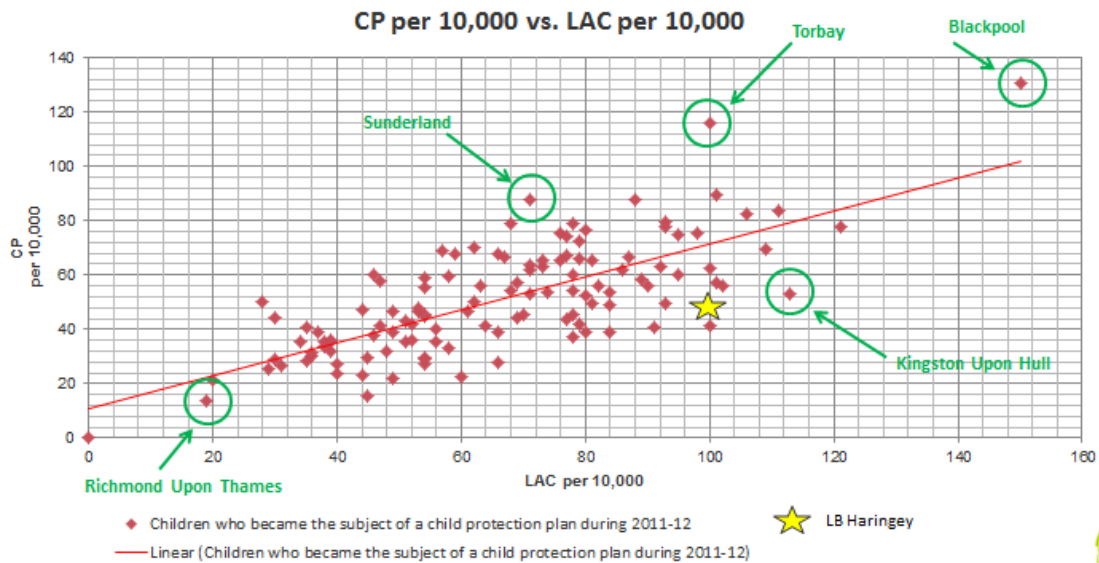


6.2 Pressures on the LAC population

- ➔ Haringey's population is growing. It is projected to expand by 6.6% or 14,900 residents by 2029, according to the ONS projections (2004 sub-national population projections) and by 10.6% or 23,800 residents by 2031 according to the GLA projections 2005 estimates.
- ➔ By 2021, it is anticipated that the Haringey population will be 286,774. This will be made up of 60,664 0 – 17 years old (21.2% against an average in London of 22.6%, and in England of 21.7%).
- ➔ There are approximately 55,600 children and young people under 20 living in Haringey now. While the population of Haringey as a whole is getting relatively older, the numbers of very young children is also predicted to grow.
- ➔ Latest available data highlights that the wards in Haringey with the largest number of children aged under 19 are in the east of the borough, particularly Seven Sisters, Northumberland Park, Tottenham Hale and White Hart Lane. The proportion of children under 5 varies between wards, from 5.5% (Highgate with 565 children) to 8.5% (Northumberland Park with 1,069). This has important implications for service provision, as it creates a greater need in the east of the borough.
- ➔ We are the 13th most deprived borough in the country and the 4th most deprived borough in London (using the average deprivation score). Given additional pressures created by on-going austerity measures and welfare cuts, many of which have only taken effect from the 1st April 2013, prevailing economic factors may increase the likelihood of rising placement demand if our early help and targeted services cannot prevent the escalation of need.
- ➔ Taken together with the current placement cost trend, these demographic, economic and financial pressures present significant challenges to the delivery of placement sufficiency, and a greater imperative to realise improvement opportunities.

Figure 7: Links to the wider system

Source: Department for Education (Sept 2013)



- ➔ Figure 7 highlights that the correlation between LAC and CPP.
- ➔ This suggests an imbalance in Haringey's system of help which favours later intervention and provides further evidence as to the scope for further activity across the Borough to enable the provision of help at an earlier stage and ultimately ensure that fewer children come into care.

7. Needs analysis – placement demand

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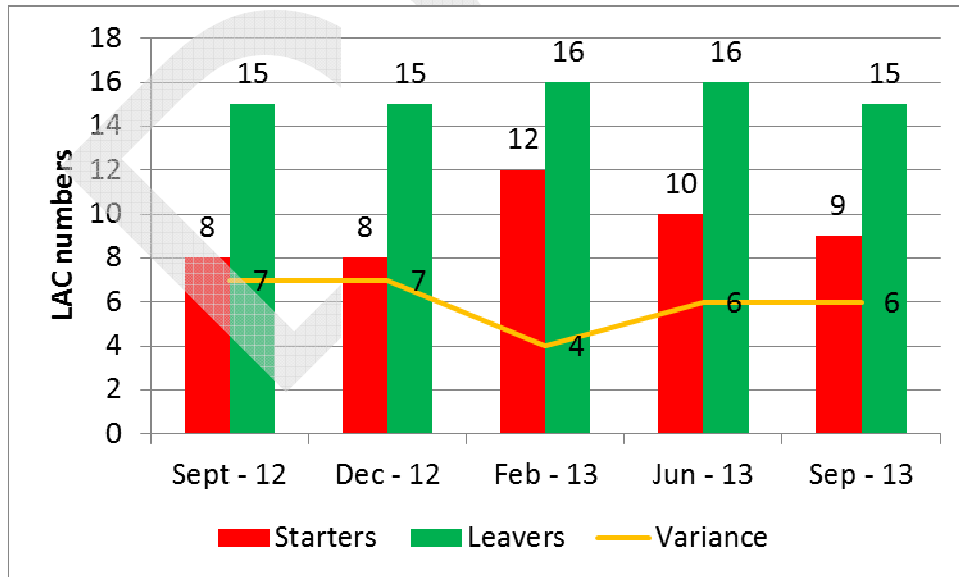
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7.1 LAC profile

Figure 8: LAC starters & leavers (Sept 12 – Sept 13)



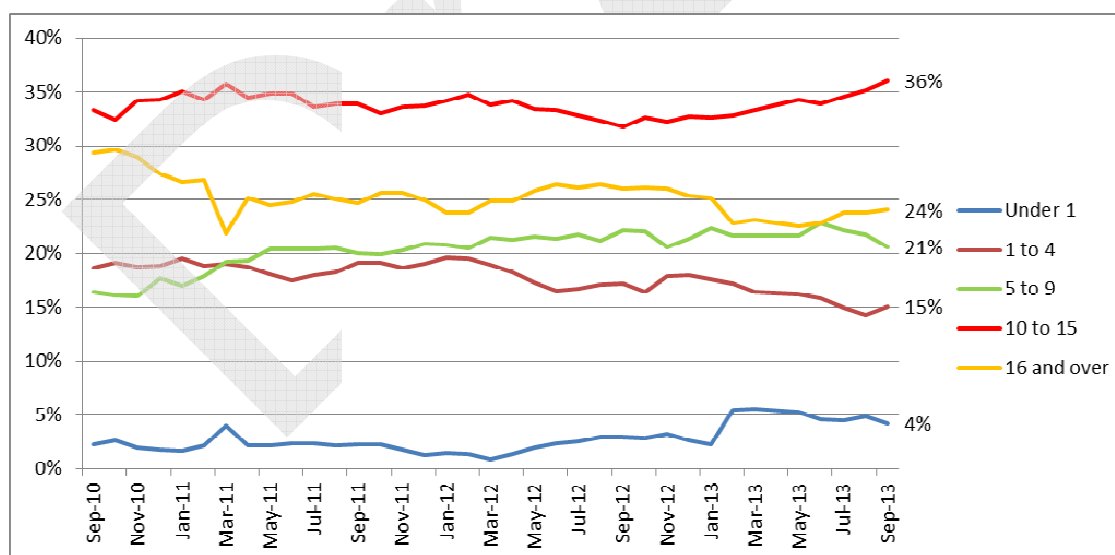
- ➔ The number of starters and leavers for the period September 2012 – September 2013 has remained fairly stable.
- ➔ This provides comfort as to the strength of the underlying trend.



Table 1: Reasons for ceasing to be a child in care (September 2012 – September 2013)

Reason	Number	Percentage
Returned home to live with parents, relatives, or other person with parental responsibility (not under a Residence Order or Special Guardianship Order)	29	38%
Period of being looked after ceased for any other reason	24	31%
Adopted - application for an adoption order unopposed	6	8%
Special guardianship made to former foster carers	6	8%
Special guardianship made to carers other than former foster carers	6	8%
Moved into independent living arrangement and no longer looked after: supportive accommodation providing formalised advice/support arrangements (e.g. most hostels, YMCAs, foyers, and care leavers projects)	3	4%
Sentenced to custody	2	3%
Unknown	1	1%
Total	77	100%

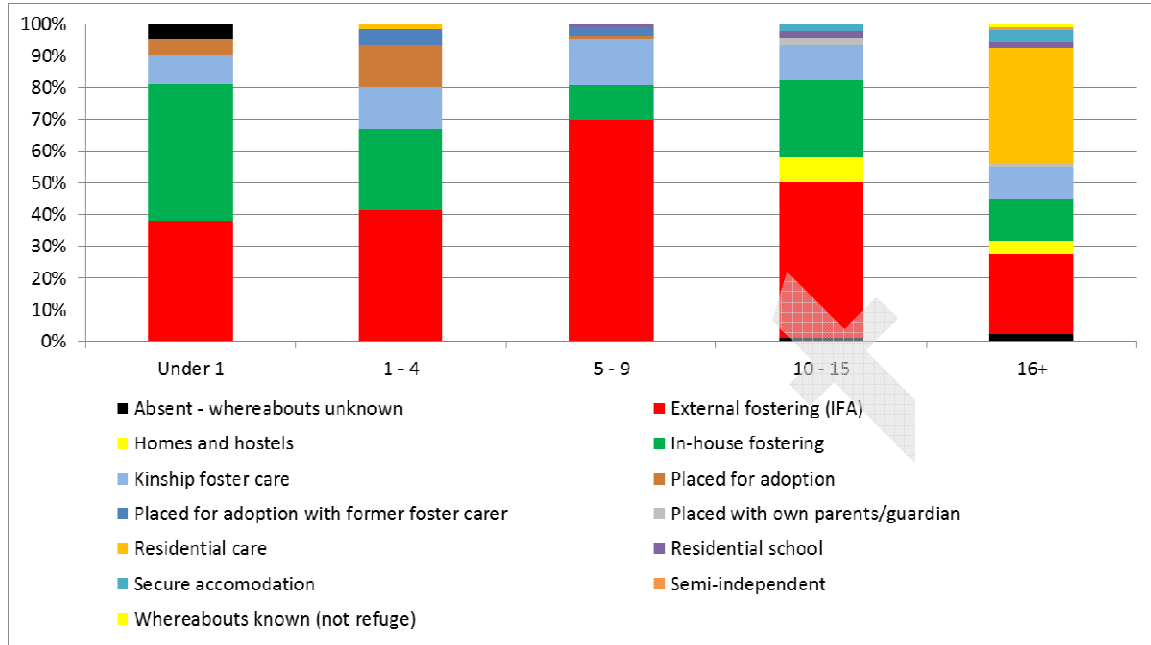
Figure 9: LAC cohort by age (September 2010 – September 2013)



- ➔ The highest proportion of LAC is in the 10 – 15 year old age bracket, with 36% of the overall cohort in this category.
- ➔ In addition, we have seen a steady increase in the 10 – 15 year old age cohort since September 2012.

strain on the placements.

Figure 10: LAC age by placement (September 2013)



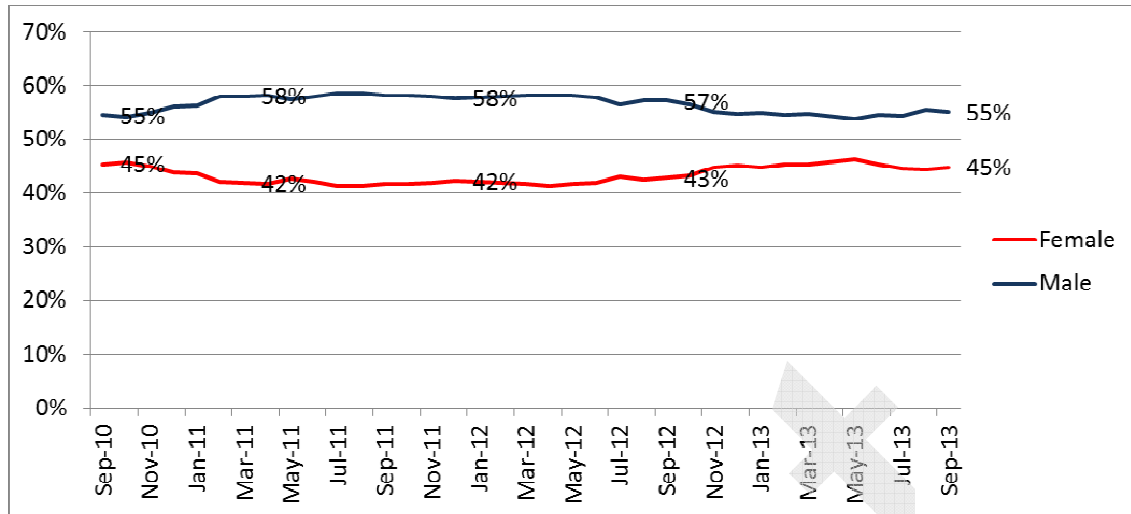
- ➔ As at September 2013, for all age cohorts other than babies and over 16s, IFA represented the most common placement type. This was particularly pronounced in the 5 – 9 age group where 65% of children were placed with IFAs.
- ➔ In the 16+ age cohort, 36% of LAC were placed in residential accommodation. This highlights the importance of developing early pathway plans to ensure alternatives to care are explored and considered where appropriate.
- ➔ The 10 – 15 and 16 years plus are generally considered harder to place and the placement mix of these groups magnifies a vital issue with support services to foster families

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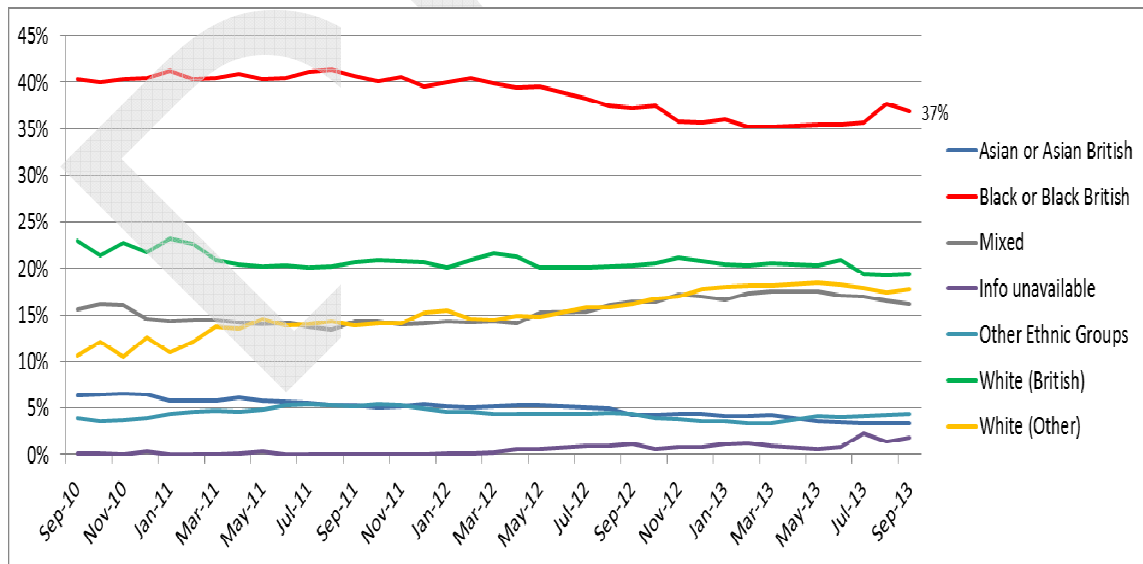
Figure 11: LAC cohort by gender (September 2010 – September 2013)



- ➔ The male/female ratio of LAC has remained stable over recent years with a slightly higher proportion of males (55%) across both agency and in-house placements.

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Figure 12: LAC cohort by ethnicity (September 2010 – September 2013)

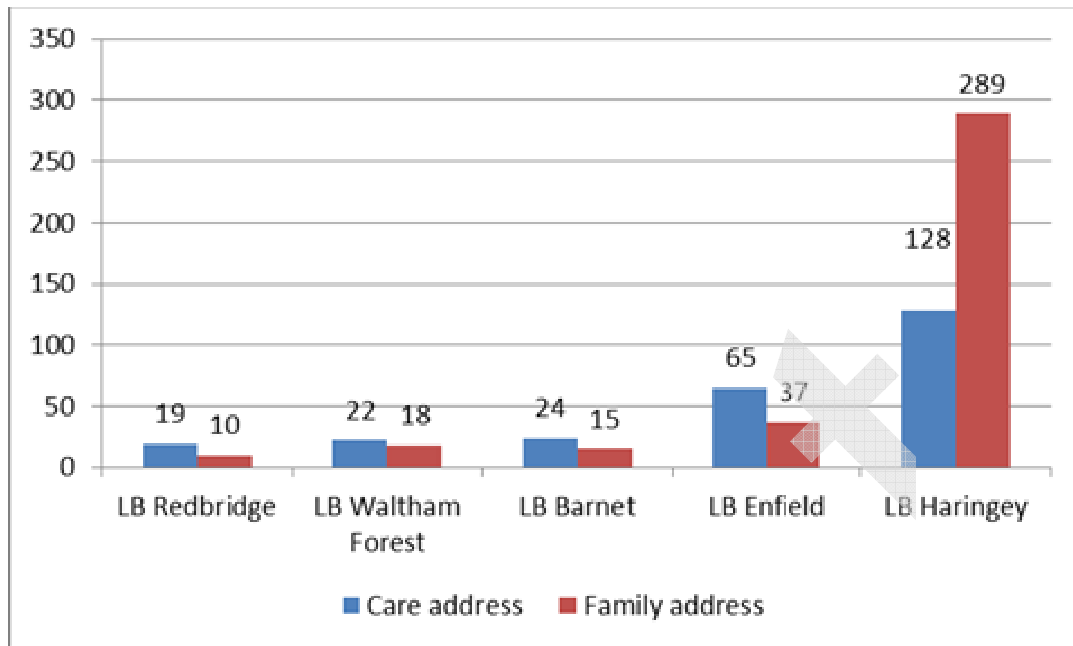


- ➔ The most common LAC ethnicity is 'Black or Black British' (37%).
- ➔ 'White British' represent the second largest cohort (19%).
- ➔ There is a relatively small proportion of 'Asian or Asian British' LAC.
- ➔ The proportion of 'White (Other)' has almost doubled over the past 3 years.



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Figure 13: LAC family and care addresses (highest 5 boroughs, September 2013)

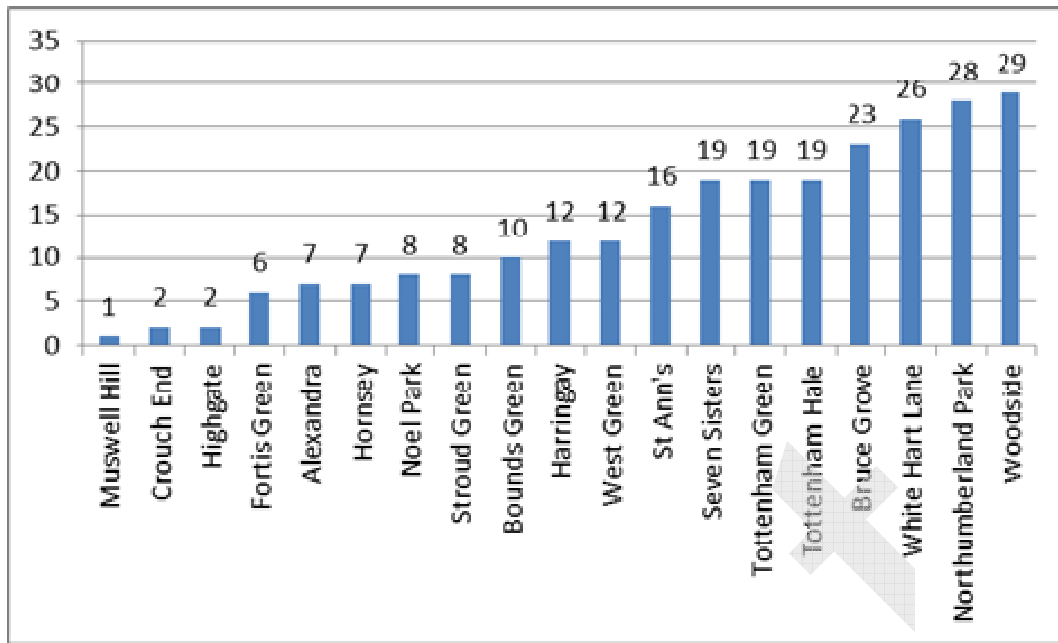


- ➔ In September 2013, LAC family addresses reached across 56 districts whilst LAC were placed across 87 districts.
- ➔ Only around half of the LAC family addresses are in Haringey, the remainder being outwith the Borough.
- ➔ The data also highlights the geographical mismatch between placement and LAC family location and specifically the lack of local carers.

Figure 14: Haringey LAC family current address (September 2013)



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- ➔ This highlights that over 1/3 (37%) of LAC families are in 4 Haringey wards (Woodside, Northumberland Park, White Hart Lane and Bruce Grove).
- ➔ This provides a clear framework for ward-based resource prioritisation and targeting.

Northumberland Park

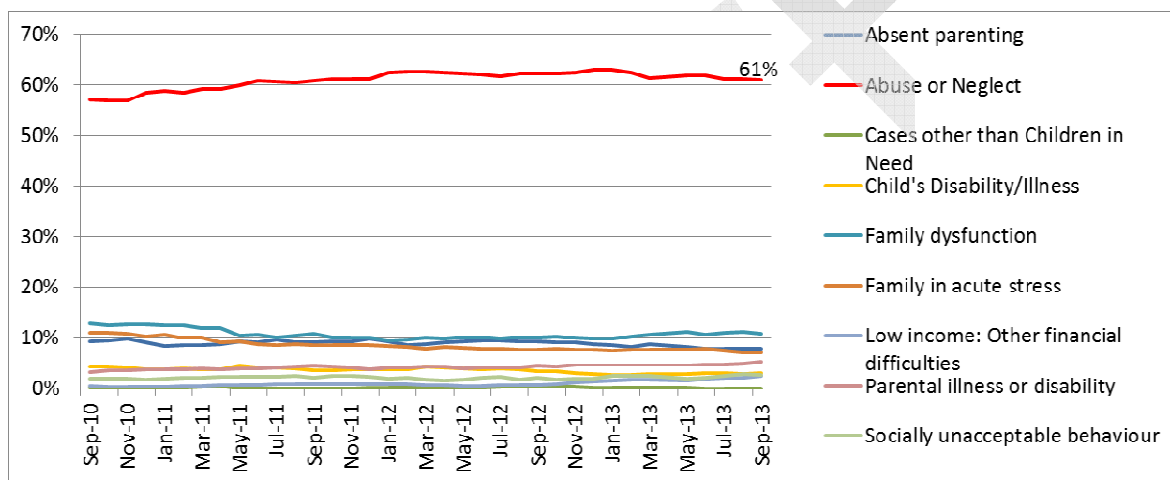


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Sibling Groups

- ➔ There is currently no local dataset on sibling groups.
- ➔ Though further analysis is needed when this data is recorded, experience nationally suggests that placing sibling groups is a challenge for authorities and often involves difficult social work decisions when balancing the need for permanence (for example in adoption for a young sibling) with the need to accommodate siblings in the same placement.
- ➔ Sibling data is therefore important In order to inform sufficiency strategies.

Figure 15: Children in need code of LAC cohort (September 2010 – September 2013)



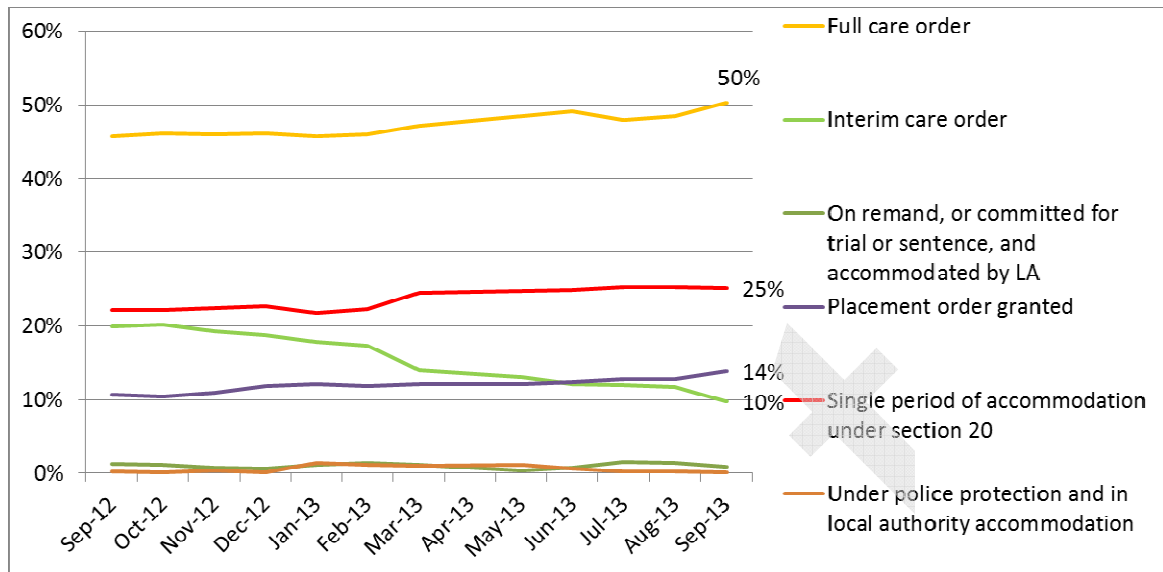
- ➔ Analysis of children in need codes highlight that, as at September 2013, 61% of cases in care were due to abuse or neglect. This represents a 4% increase since September 2010.
- ➔ Of the cases in care due to a child’s disability/illness, 34% are children with learning disabilities and 11% with multiple disabilities.

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Figure 16: Children in care starters by the legal status at the point of becoming looked after (September 2012 - September 2013)



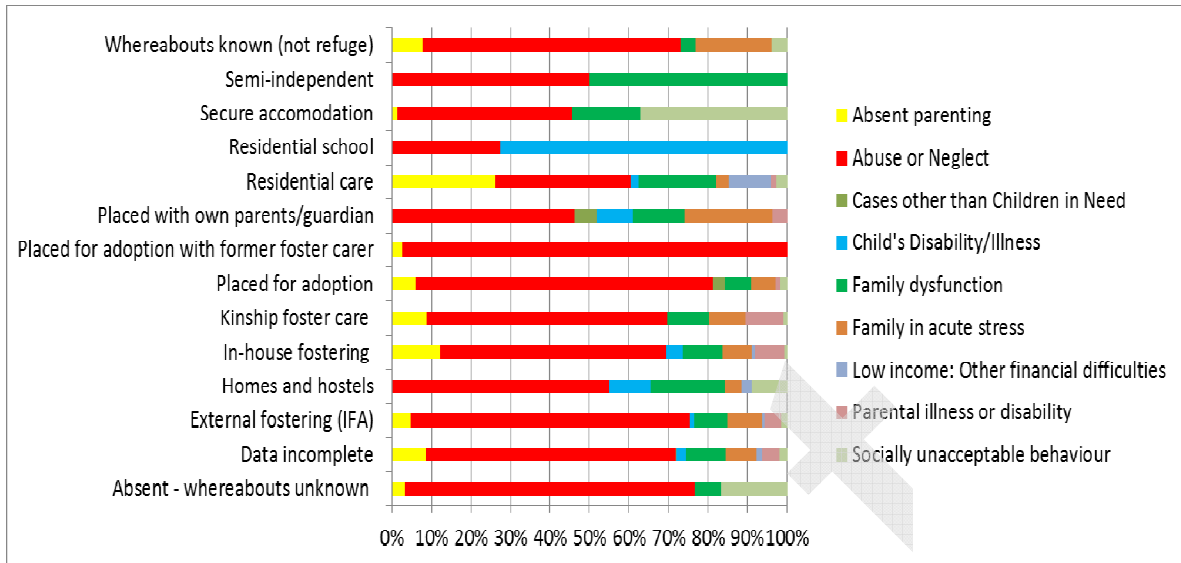
- ➔ In September 2013, 60% of the children becoming looked after were under care orders (full or interim).
- ➔ This is similar to the England average (59% in September 2013)¹.

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¹ Department for Education: Children looked after in England (including adoption and care leavers) year ending 31 March 2013



Figure 17: Needs and placement type (September 2012 – September 2013)



- ➔ The majority of LAC are in care due to abuse or neglect.
- ➔ This holds true across most placement cohorts.

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8. Placement supply analysis

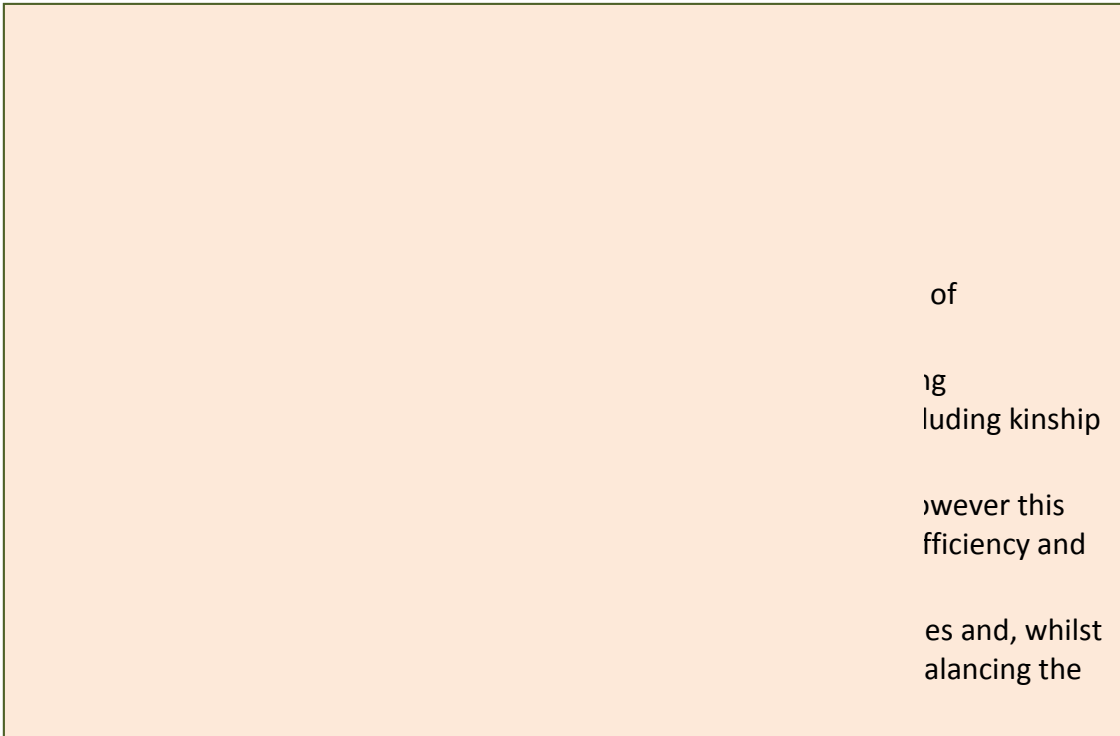
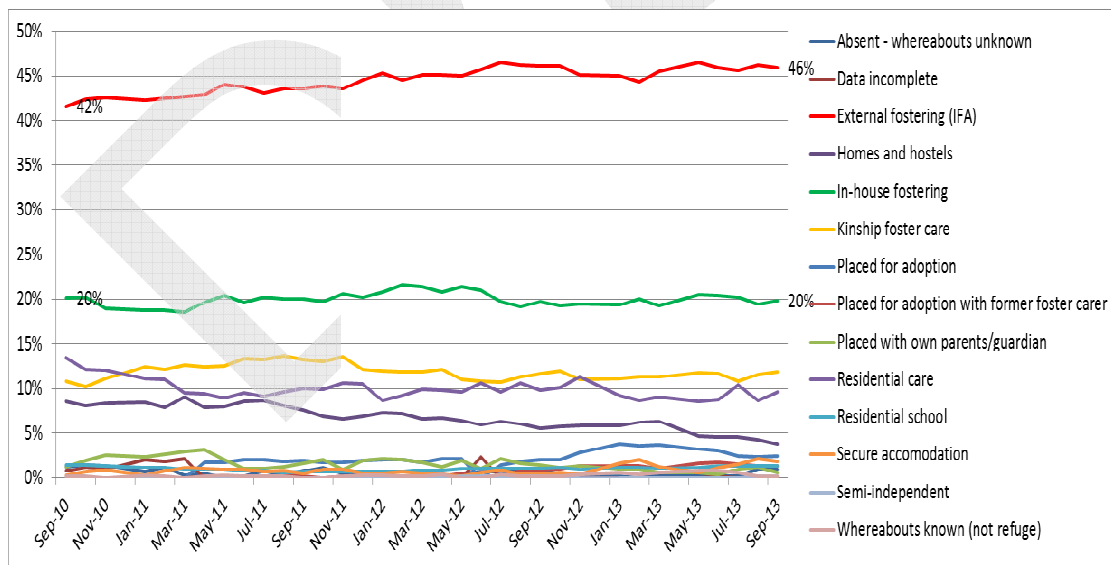


Figure 18: LAC proportions by placement type (September 2010 – September 2013)

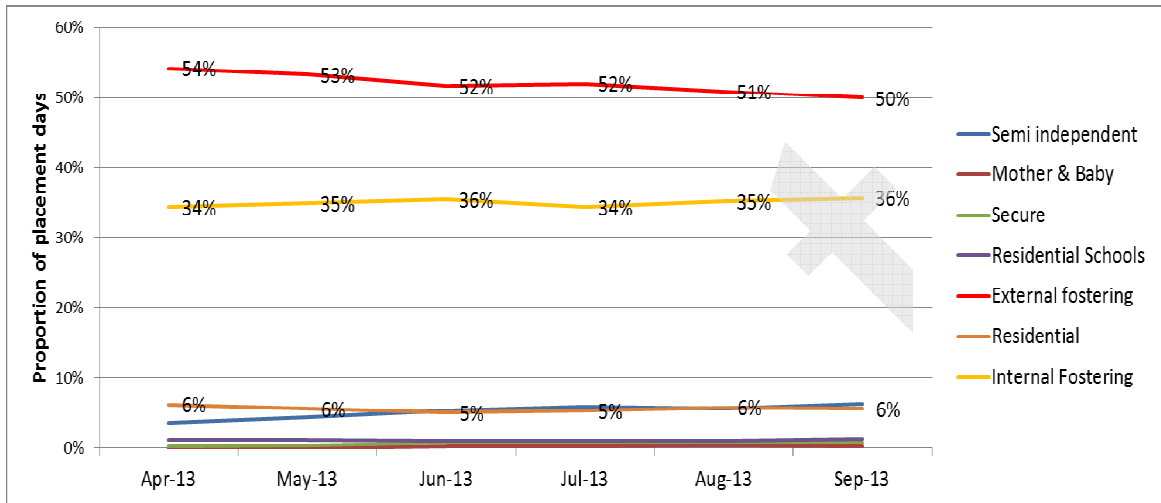


- ➔ In September 2013, in-house fostering (excluding kinship) represented 20% of total LAC placements, compared to the 42% of placements with IFAs.
- ➔ Of the LAC placed in fostering, only 31% were placed with an in-house foster carer (excluding kinship). This compares to the national average of 69%.



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Figure 19: Proportion of placement days by placement type (April – September 2013)



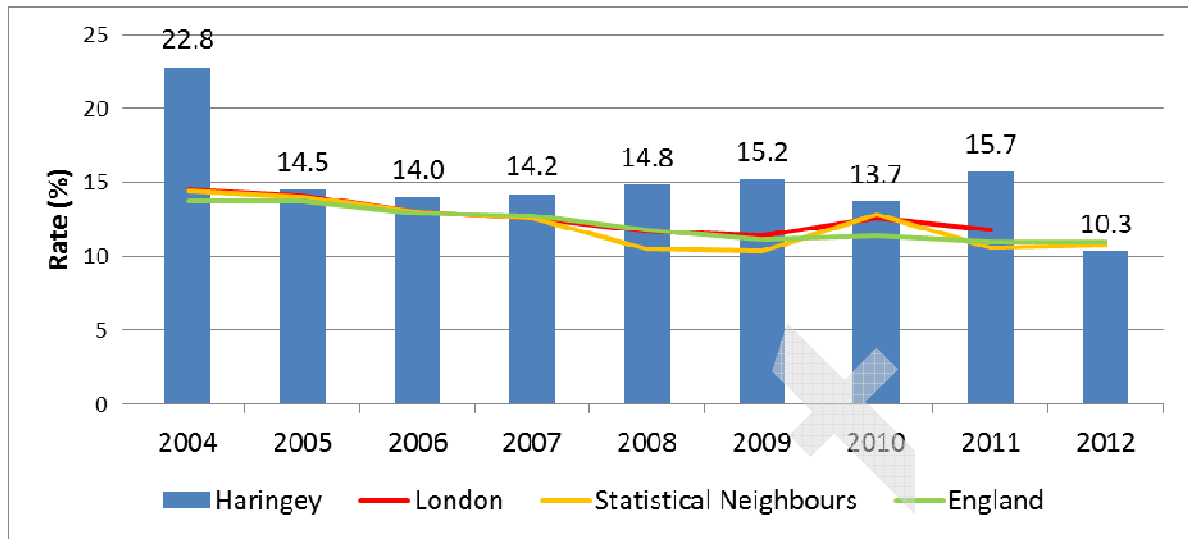
- ➔ External fostering continues to represent the majority of placement days.
- ➔ Since April 2013, there has been a 4% decrease in the proportion of placement days with external fostering agencies.
- ➔ Approximately half of this was taken up by in-house fostering and the remainder by semi-independent placements.

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Figure 20: Placement stability - % of children at 31 March with three or more placements during the year



- ➔ Data provided by the Department for Education ‘Local Area Interactive Tool’ highlights that, in 2012, 10.3% of children had three or more placements during the year. This compares similarly to statistical neighbours.
- ➔ More recent data provided by the Haringey performance team highlights that placement stability continues to improve from 2012 with the latest figure reporting 9% in September 2013.
- ➔ The Corporate Delivery Unit continues to monitor placement stability to ensure that it remains below 10%.

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9. In-house and external capacity

Purpose

- ➔ To understand the current capacity and composition of the in-house fostering service and externally commissioned placements.

Findings

- ➔ Haringey has been able to develop a wide range of provider relationships in order to provide placement choice. There are now opportunities to consolidate this success in the market and to add greater sufficiency through the targeted growth of the in-house fostering service.
- ➔ A large proportion of in-house foster carers are aged between 50 – 59 years, adding pressure to medium term recruitment requirements.
- ➔ White - British and Other – foster carers are under-represented in the in-house service relative to the LAC population. This is mirrored in LAC placement composition and points to an opportunity to target on ethnicity and / or improve carer training and support to meet cultural needs.
- ➔ The in-house fostering service accommodates a significantly lower proportion of children aged 5 – 9 years than the independent sector, and there are currently 39 children under 5 placed with IFAs. This highlights the level of opportunity for the in-house service in the event greater capacity can be developed in the short term.
- ➔ Abuse or neglect is the primary, and growing, LAC need category and IFAs accommodate a greater proportion of these placements. The in-house service will need to continuously develop its specialist support offer in order to meet these needs over the longer term.
- ➔ The level of utilisation of in-house carers suggests there is scope to provide greater sufficiency from the existing foster carer workforce, through enhanced vacancy management and brokerage processes.
- ➔ The volume of spot purchasing and procurement outwith frameworks, especially of residential placements, indicates a refresh of commissioning strategies and contract monitoring processes would provide greater choice, value and assurance.
- ➔ Statistical nearest neighbour cost comparisons, the scale of independent sector business and the wide range of rates also suggest there is an opportunity to develop and leverage more strategic provider relationships.

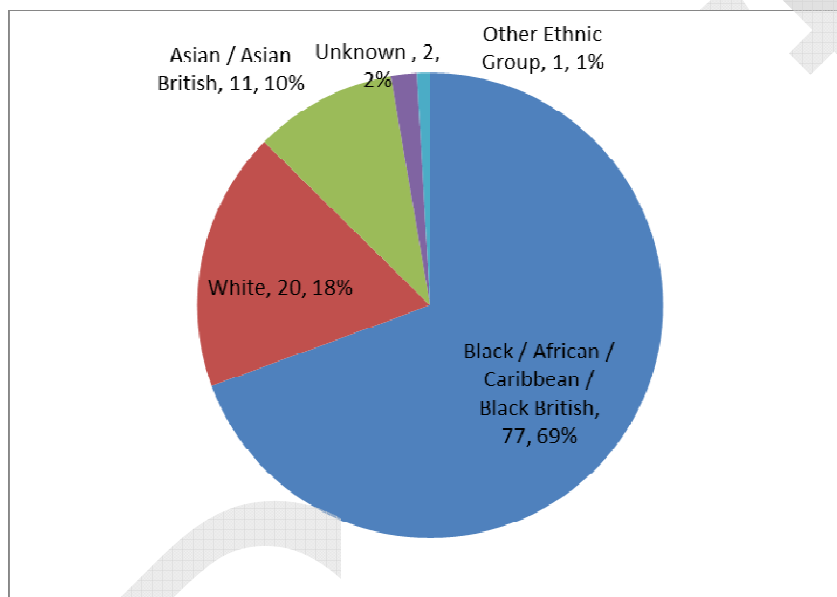


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9.1 In-house fostering service capacity

- ➔ As at 29th October 2013, there were 111 in-house carers.
- ➔ The utilisation of in-house carers (excluding short break) was 72% as at 31st March 2013 which is slightly higher than the national average (69%) but lower than best-in-class (85%).
- ➔ Utilisation is a complex picture, however the overall level indicates scope to enhance sufficiency in the short term through the improvement of vacancy management and brokerage processes.

Figure 21: In-house carers by ethnicity (as at 29th October 2013)

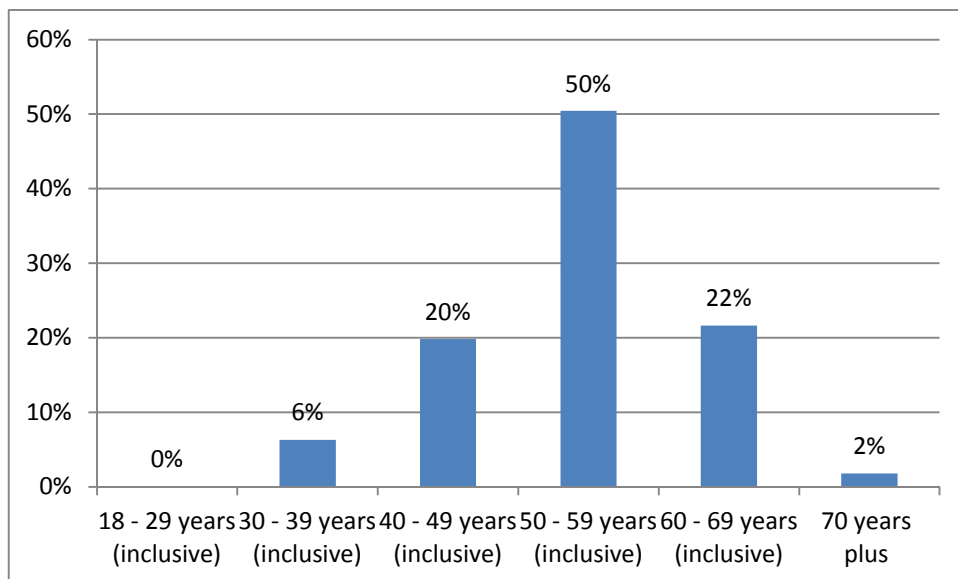


- ➔ Analysis in this document highlights that 37% of LAC are Black or Black British.
- ➔ On the 29th October 2013, the in-house carer register highlighted that the biggest proportion of carers were Black or Black British (69%).

Figure 22: In-house carers by age (as at 29th October 2013)



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- ➔ Half of in-house carers are aged between 50 and 59 years.
- ➔ This compares to a national average of 36% foster carers aged 50 – 59 years.

In-house foster carers have a relatively high age profile and therefore attrition risk. This strengthens the recruitment imperative.

9.2 External capacity

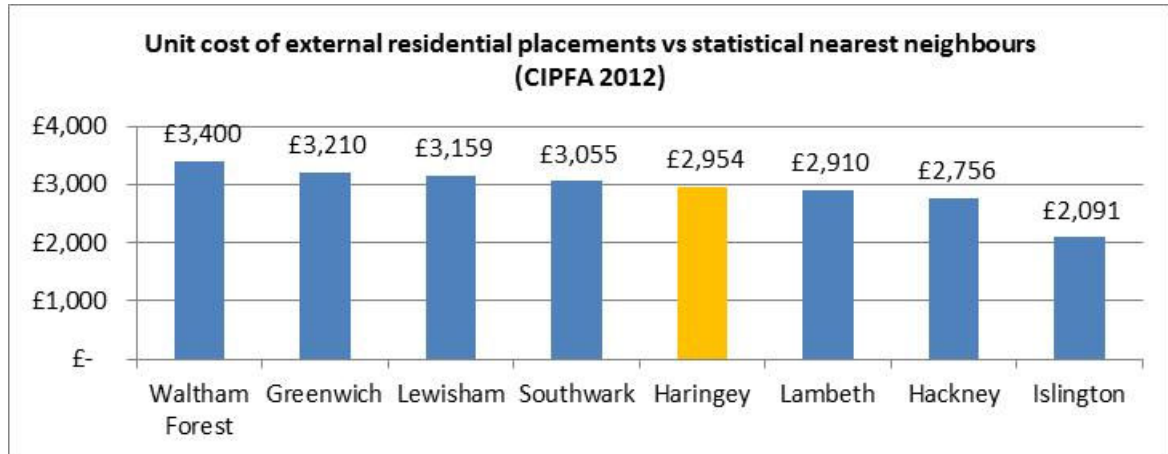
The use of external placements

- ➔ The placements service aims to secure best outcomes and best value.
- ➔ In-house family placement options are always explored however in light of the capacity constraints in the Haringey fostering service, placements are often procured from independent service providers.
- ➔ As this reliance continues, data analysis and interviews with staff have identified a number of challenges with the purchasing of external placements:
 - ➔ There are a number of purchasing 'frameworks' in existence for different placement types: Haringey IFA Framework; Haringey Residential Framework; Haringey Semi-Independent Framework; Pan-London IFA Framework.
 - ➔ Operational staff have noted opportunities to improve outcomes and value across all of these frameworks, including supporting preferred providers to develop greater capacity more relevant to Haringey's specific needs and investment in compliance and quality monitoring.
 - ➔ As a tactical response to these challenges, a growing level of spot purchasing is emerging. This can compound the commissioning issue as provision



becomes more fragmented and there are few formal mechanisms in place to control cost and quality in these instances.

Figure 23: Residential provision – unit cost comparison (September 2012)



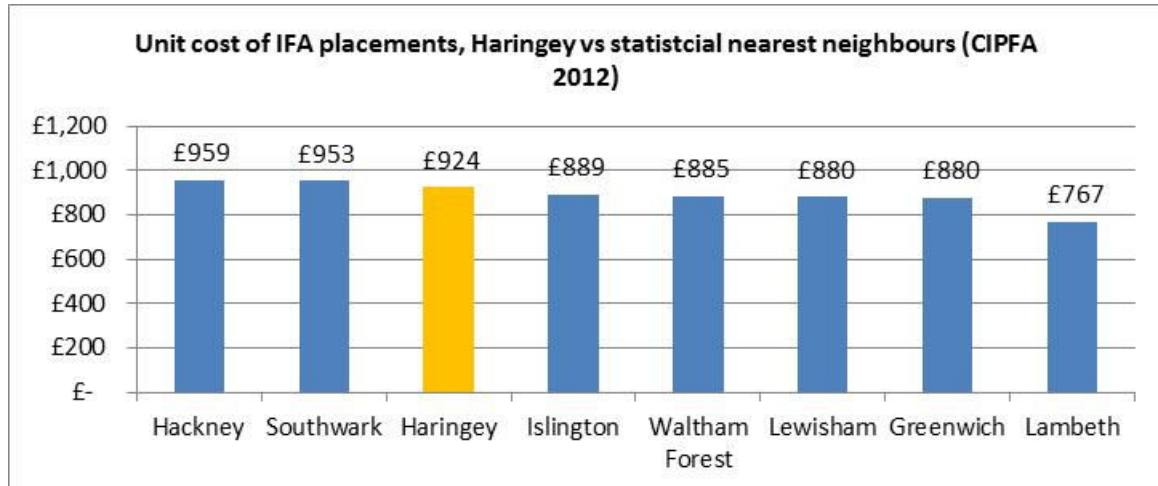
- ➔ In 2012/13 39 residential providers were used.
- ➔ Of these 39 providers, 5 were used for over 1/3 of total residential placements (Little Gems Childrens Home, Hillcrest Residential, Winsbeach Childrens Home, Castle Homes Care and Turning Point Care).
- ➔ Analysis of the 111 residential placements (not clients) used in in 2012/13, split across the 39 providers, suggests that the majority (at least 61%) of these were not procured through a framework, with the rest largely split between the Pan London (21%) and Haringey (17%) frameworks.
- ➔ It would appear this fragmented contract landscape has resulted in assurance risks as it is unclear to officers whether strong contracts are in place and whether these contracts are actively managed through, for example, compliance visits. This is partly due to the lack of capacity in the Placements Team.
- ➔ CIPFA benchmarking data (see above) from 2012 shows that the overall unit cost of Haringey's external residential provision was £2,954, which is a mid-range unit cost compared to the statistical nearest neighbours that took part in the benchmarking exercise.
- ➔ In 2012/13 the weekly unit cost across different providers varied significantly. The highest was £4,200 and the lowest was £1,000. The unit cost of providers on the Haringey framework / contract list was higher (£2,433) than those on the Pan London Framework (£1,854) or those without a contract in place (£1,829).
- ➔ Whilst the costs of placements with different providers will to some extent have been influenced by the needs of the individual placement and the quality of provider, the overall picture suggests that there is an opportunity to develop the market - and therefore the quality and value for money of residential provision –



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by working more closely with a selection of providers or developing alternative models to providing residential placements.

Figure 23: IFA unit costs and use of frameworks (September 2012)



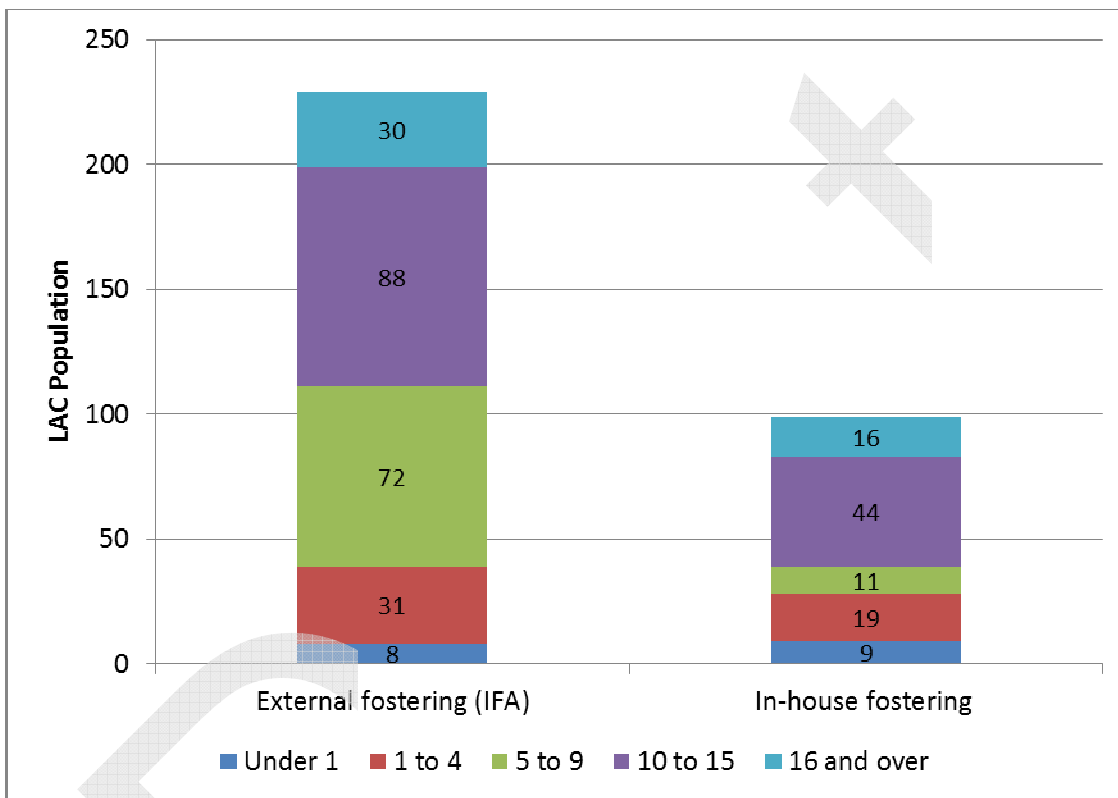
- ➔ 72 IFAs were used in 2012/13.
- ➔ Of the 72, 4 providers accounted for 25% of all IFA placements (National Fostering Agency, Kindercare, Capstone Vision and Integrated Services Programme)
- ➔ Analysis of the 599 IFA placements (not clients) sourced in 2012/13 suggests that the majority of these were procured via the Pan London framework (61%), with a number (24%) placed with providers where a pre-existing contract arrangement did not exist. Very few (less than 15%) were placed via the Haringey fostering framework.
- ➔ As with residential placements, it would appear that provider commissioning and monitoring would benefit from a more systematic approach, so as to ensure information on quality is readily available to aid decisions on placements.
- ➔ CIPFA benchmarking data (see above) from 2012 shows that the overall weekly unit cost of Haringey's IFA provision was £924 (full overhead absorption, including central recharges).
- ➔ Statistical nearest neighbour comparisons, the level of independent sector business, together with the opportunities identified above suggest there is an opportunity to develop more strategic relationships in the market to maximise value.
- ➔ The weekly unit cost of IFA providers also varied widely between £1,400 and £595, with the majority being between £650 and £850 (before overhead absorption).
- ➔ Again, officers believe the commissioning actions referenced above would enable Haringey to more consistently access a better rate card.



- ➔ The findings suggest that there are several opportunities to enhance the IFA market in Haringey, through the development of a new local IFA framework which better leverages the volume of business Haringey places, and with clearer specifications around levels of quality and price for placements.

9.3 Comparison of in-house and external fostering

Figure 24: In-house (excluding kinship) vs. IFA – By Age (September 2013)



	External fostering (IFA)		In-house fostering	
	Volume	%	Volume	%
Under 1	8	3%	9	9%
1 to 4	31	14%	19	19%
5 – 9	72	31%	11	11%
10 to 15	88	38%	44	44%
16 and over	30	13%	16	16%

- ➔ In September 2013, there were 130 more LAC in external provision than internal (excluding kinship).
- ➔ The greatest proportion of LAC placed in fostering are aged between 10-15 across both external (38%) and in-house (44%) fostering.

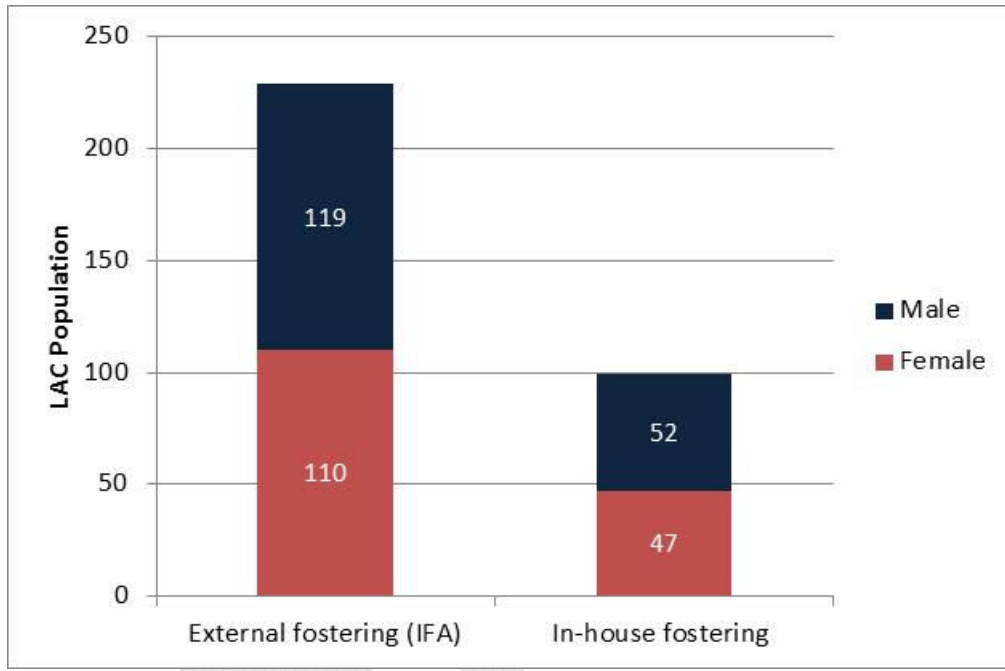


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- ➔ The greatest difference regarding placement ages is in the 5-9 year old cohort, for whom IFAs provide 72 placements against the 11 in-house.
- ➔ There were also 39 children under 5 years placed with IFAs.

This pattern highlights that the level of opportunity available to the in-house service in the event capacity can be expanded.

Figure 25: In-house (excluding kinship) vs. IFA – By Gender (September 2013)



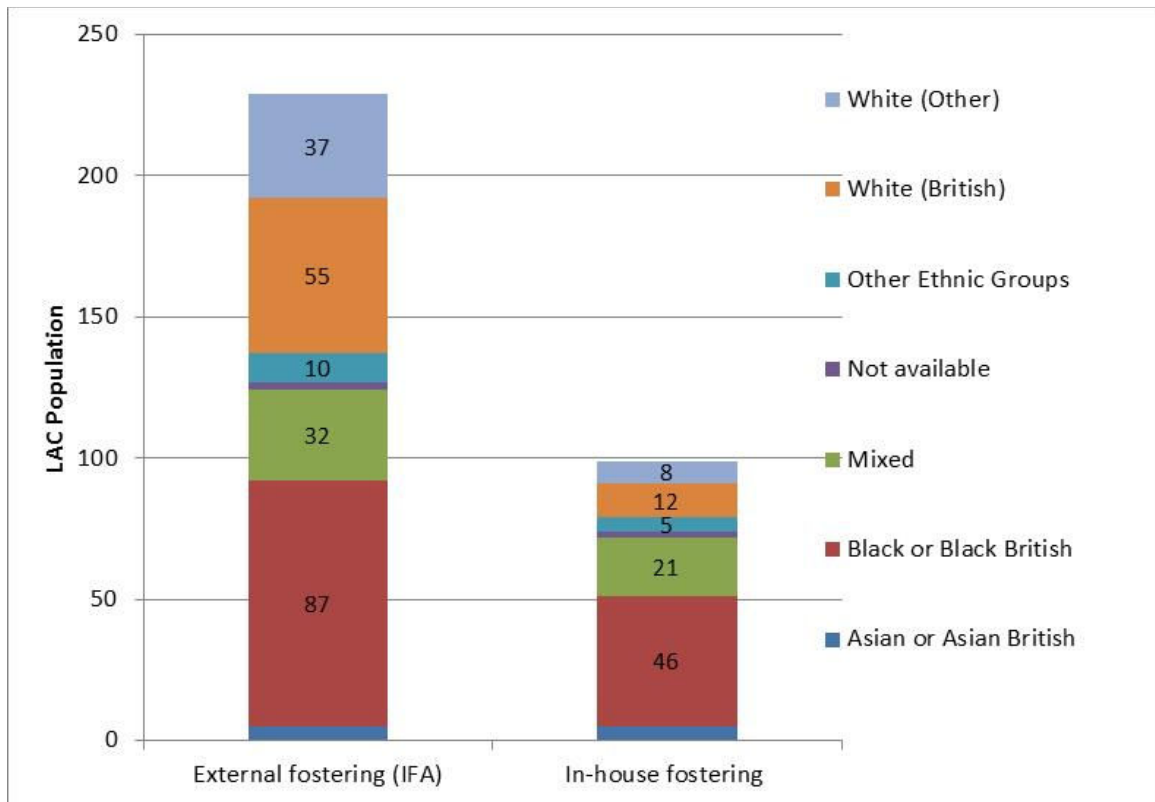
	External fostering (IFA)		In-house fostering	
	Volume	%	Volume	%
Male	119	52%	52	53%
Female	110	48%	47	47%

- ➔ The proportion of LAC by gender is consistent across external and in-house fostering with approximately 52% males.

Figure 26: In-house (excluding kinship) vs. IFA – By Ethnicity (September 2013)



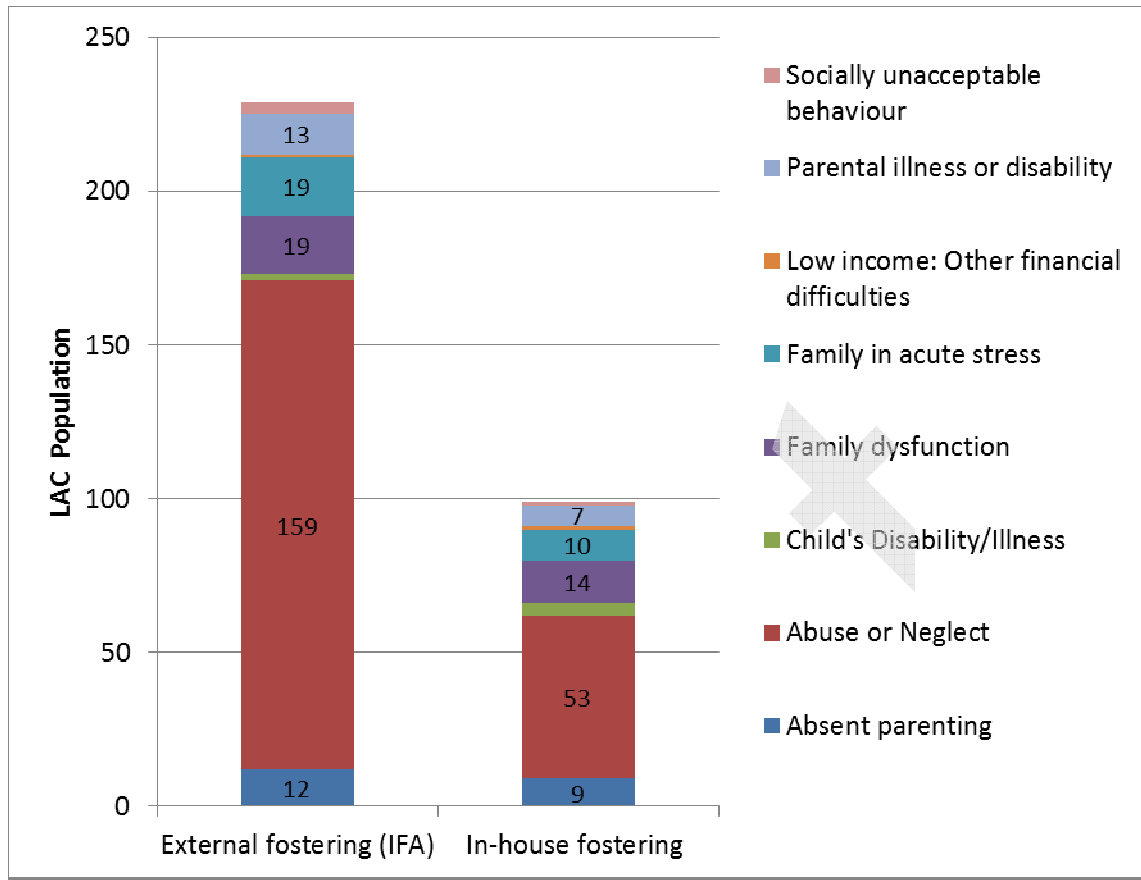
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	External fostering (IFA)		In-house fostering	
	Volume	%	Volume	%
Asian or Asian British	5	2%	5	5%
Black or Black British	87	38%	46	46%
Mixed	32	14%	21	21%
Not available	3	1%	2	2%
Other Ethnic Groups	10	4%	5	5%
White (British)	55	24%	12	12%
White (Other)	37	16%	8	8%

- ➔ The greatest proportion of LAC are Black or Black British in both external (38%) and in-house (46%) fostering.
- ➔ The latter may follow from the ethnic composition of the in-house service outlined above (predominantly Black or Black British with a relatively low proportion of White – British or Other).
- ➔ Consequently, a much greater proportion of IFA placements – 40% compared to 20% of in-house placements – are of White (British or Other) LAC.
- ➔ Whilst ethnic match is not a necessity to meet the cultural needs of children the ethnic composition of the in-house workforce does therefore appear to have a strong bearing on placements.

Figure 27: In-house vs. IFA – By Need (September 2013)



	External fostering (IFA)		In-house fostering	
	Volume	%	Volume	%
Absent parenting	12	5%	9	9%
Abuse or neglect	159	69%	53	54%
Child's Disability/Illness	2	1%	4	4%
Family dysfunction	19	8%	14	14%
Family in acute stress	19	8%	10	10%
Low income: Other financial difficulties	1	0%	1	1%
Parental illness or disability	13	6%	7	7%
Socially unacceptable behaviour	4	2%	1	1%

- ➔ Abuse or neglect represents the primary LAC need category.
- ➔ It would appear IFAs have a higher propensity to accommodate this need.
- ➔ If the in-house service is to grow, it will be important to ensure foster carers have the training, support and resilience to understand and meet these needs.

Average placement distances



Haringey Council

- ➔ The average distance between the foster care household and originating household for children placed with both in-house and IFA carers is 20 miles.
- ➔ The Corporate Delivery Unit have specified, and now monitor the delivery of, a target to reduce the proportion of Haringey children placed over 20 miles to less than 20 miles.
- ➔ In 2013/14 to date this has shown a positive direction of travel - the proportion having reduced from 20% to 19% - and further actions are underway to actively review and relocate distant placements.
- ➔ The need for more local placements again highlights the importance of the development of the in-house service.

Draft



10. Financial context and scenarios

Purpose

- ➔ To outline the financial context and potential impact of sufficiency development activity.

Findings

- ➔ Action is required to ensure sustainability, even in the short term.
- ➔ This action will need to impact across both placement demand and supply – placement mix, unit costs and LAC volumes – whilst maintaining or improving quality and outcomes.
- ➔ In the event LAC volumes do not continue to decrease, financial sustainability will depend on a rapid and significant improvement in both placement mix and unit costs.

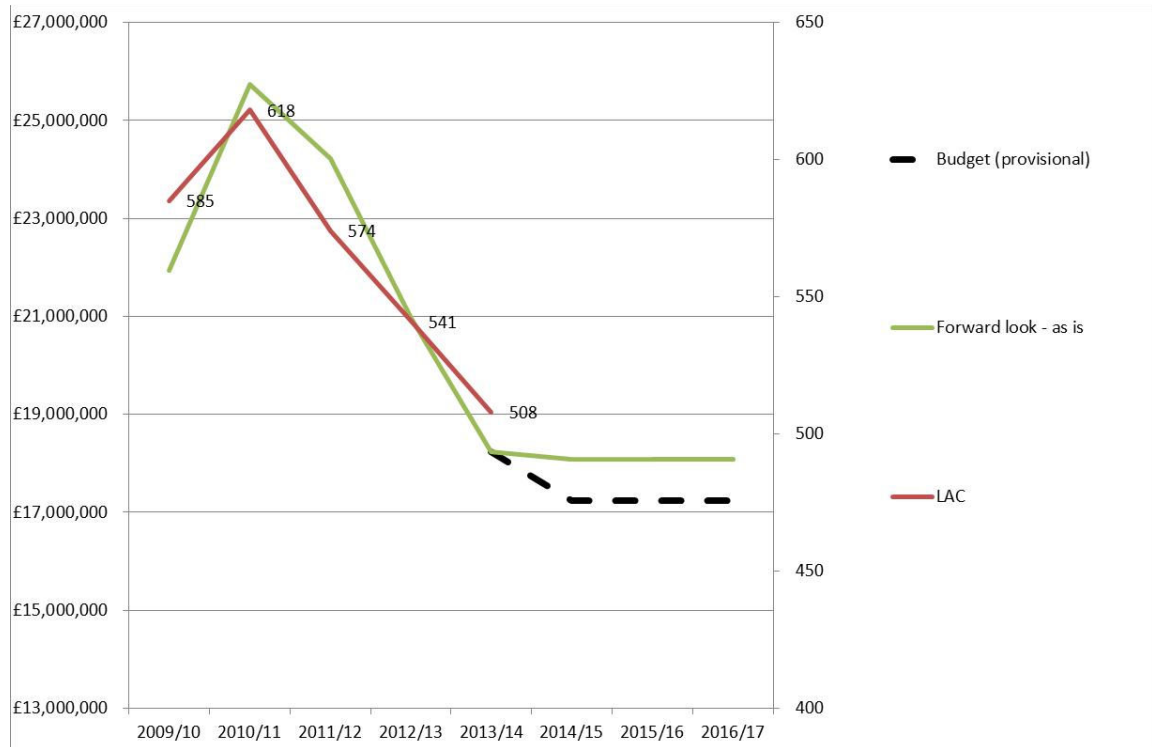
- ➔ The Council aims to secure best use of resources at all times.
- ➔ In the context of placement sufficiency, there are 4 key drivers of sustainability:
 1. Quality and outcomes
 2. Numbers of LAC
 3. Placement mix (blend of placement types), and
 4. Unit costs of placements.
- ➔ Figure 27 highlights that, whilst maintaining or improving placement outcomes, Haringey must continue to influence these drivers in order to provide sustainable sufficiency.

Figure 27: Projected costs and budget assuming key variables (quality, LAC, placement mix and unit cost) are held constant at November 2013 levels

Note: budget estimates are provisional and based on current proposal for 2014/15



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- ➔ The analysis set out in this document highlights a range of opportunities to influence placement mix and unit costs whilst maintaining and improving quality.
- ➔ Through this and other live strategies, the Council also aims to reduce LAC numbers.
- ➔ Based on this analysis, 4 scenarios have been modelled to illustrate the range of opportunity and to inform operational objectives and activity.
- ➔ These scenarios are not targets but serve to highlight potential financial impact and therefore the case for strategic action.

Driver	Scenario 1
Placement mix	Reverse balance of fostering provision between IFA / in-house 3 year transition resulting in 60% in-house (incl. kinship) provision Year 1 45%, Year 2 50%, Year 3 60% Maintain current level of residential provision at 4% of placements (statistical neighbour average of 4.5%) Maintain blend of all other provision
Unit costs	Remain constant at November 2013 levels
LAC numbers	Remain constant at November 2013 levels



Driver	Scenario 2
Placement mix	Remain constant at November 2013 levels
Unit costs	<p>8% reduction in in-house foster care weekly placement costs to £470 per week excluding central and service overheads (statistical neighbour average £475, national average £390) from 2014/15</p> <p>2% reduction in average IFA placement weekly placement costs to £780 per week excluding central and service overheads (statistical neighbour and national average £818) from 2014/15</p> <p>2.5% reduction in average external residential placements weekly cost to £2,732 per week excluding central and service overheads (statistical neighbour average £2,562) from 2014/15</p>
LAC numbers	Remain constant at November 2013 levels

Driver	Scenario 3
Placement mix	As per Scenario 1
Unit costs	As per Scenario 2
LAC numbers	Remain constant at November 2013 levels

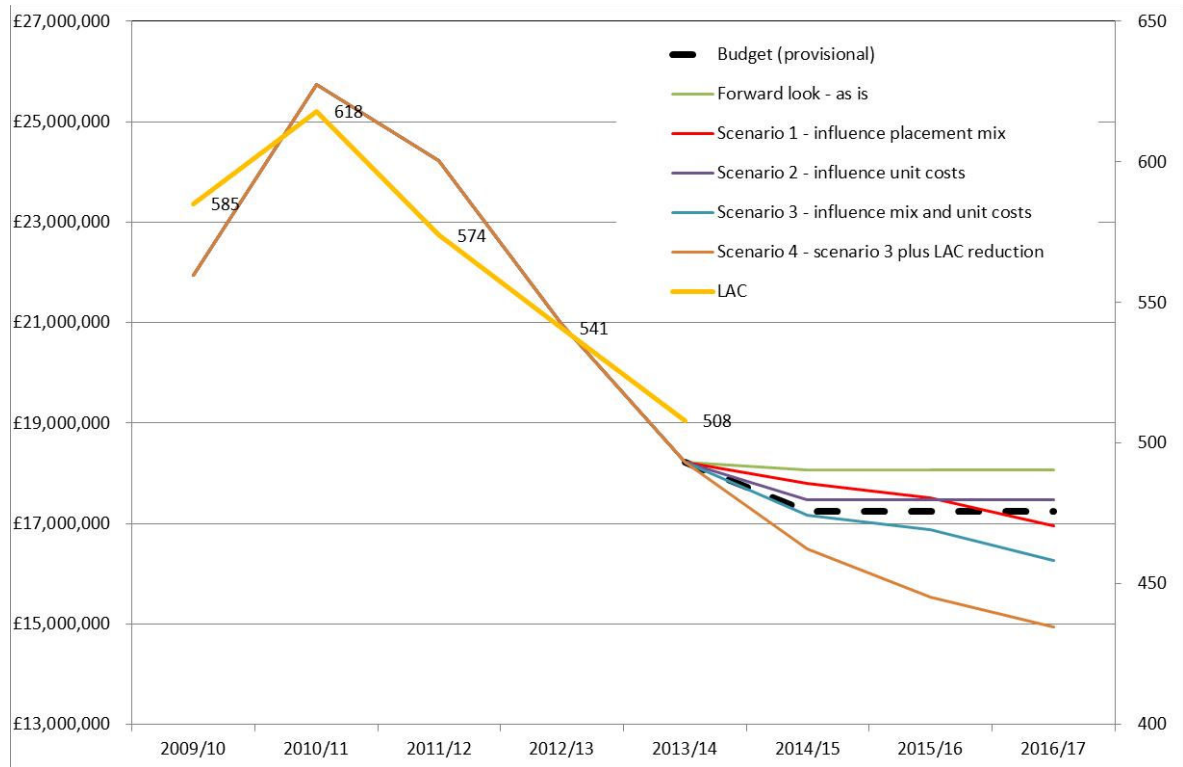
Driver	Scenario 4
Placement mix	As per Scenario 3
Unit costs	As per Scenario 3
LAC numbers	<p>Reduce average in-year LAC numbers to:</p> <p>488 in 2014/15, and</p> <p>470 from 2015/16 onwards.</p>

➔ The financial impact of these changes is shown in Figure 28 below.

Figure 28: Illustrative sufficiency scenarios – financial impact



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- ➔ This illustrates that it is likely measures will be needed that affect both placement mix and unit cost in order to deliver sufficiency and sustainability in both the short and long term.



11. Sufficiency plan

- ➔ This paper has set out the achievements and positive trajectory of Haringey in meeting placement policy objectives and through that, in helping the most vulnerable children in Haringey to thrive and achieve their potential.
- ➔ The number of looked after children has reduced significantly in recent years, placement stability has improved and alternatives to residential placements have been found.
- ➔ Throughout the analysis, this paper has also identified opportunities to deliver greater placement choice and therefore better outcomes for children:
 - ➔ First, there appears to be scope to reduce LAC levels further through a range of preventative activity and work to facilitate positive exits from care.
 - ➔ Second, the in-house fostering service can be grown and developed in response to the needs identified, to allow more LAC to be accommodated more locally.
 - ➔ Third, a strategic approach to commissioning arrangements, again in the context of LAC needs, could enable provider partners to respond more effectively and efficiently to Haringey's requirements.
- ➔ It is also clear from the financial scenarios above that Haringey must act across all of these opportunities to ensure sustainability in the short and long term.
- ➔ The changes which Haringey is making or plans to make in order to do so are set out below.
- ➔ Whilst these actions are articulated within the framework of the sufficiency duty requirements (for ease of reference) they together respond to the opportunities above and aim to further reduce total **LAC levels**, achieve a more localised and sustainable **placements mix** and create the conditions for a better deal with the market (lower external **unit costs**).
- ➔ Broadly, this plan involves:
 - ➔ Linking with other strategies – early help, edge of care and permanence – to explore all practical means for jointly preventing the need for care and, when children do come into care, for supporting and accelerating a positive exit. This involves implementing or re-deploying placement supports and expertise further 'upstream' to prevent escalation of need and investment in more effective placement support which enables more children to return home more quickly;
 - ➔ An ambitious and carer-centred transformation and expansion of the in-house fostering service. This includes the testing and development of new service delivery models, investment in supervision quality, carer-led design and delivery of new service initiatives in direct response to feedback, and the development of a 'specialist' fostering service offer, and



- ➔ A more strategic and proactive engagement with the market to build a more acute understanding of local needs and closer provider relationships which enable investment and innovation to meet those needs. This involves the review and rationalisation and framework arrangements and brokerage processes and playing an active role in developing more mature partnerships.

11.1 Sufficiency Duty requirements

- ➔ The Sufficiency Duty requires that Haringey has systems and processes in place for:
 - ➔ Care planning and assessment for individual children;
 - ➔ Commissioning individual placements;
 - ➔ The strategic analysis of children's needs;
 - ➔ Market management;
 - ➔ Inter-agency collaboration; and
 - ➔ Individual and strategic review of service effectiveness.
- ➔ For ease of reference, the measures Haringey is taking and will take to develop greater and more sustainable sufficiency are set out below according to these requirements.

11.2 Sufficiency action plan

Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
Care planning and assessment for individual children	A robust needs assessment is the starting point for all commissioning and brokerage decisions. A care plan which details the needs of the individual and specifies planned outcomes enables officers to commission and providers to design services around the child and innovate where this will improve outcomes. It in turn enables commissioners to set clear performance expectations. An incorrect decision at this point can lead to inefficient or ineffective service provision. Improvements in the capacity, quality or systems for assessment can have a large impact on both outcomes and resources.	<ul style="list-style-type: none"> ➔ To commission placements right first time by improving the quality and consistency of information captured on the Children & Young Person placements referral form 	<ul style="list-style-type: none"> ➔ To revise the existing Children & Young Person placements referral form ➔ To run a training session with social workers on how to complete the form and ensure consistency of information ➔ To monitor progress in improvements 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CC



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
Commissioning individual placements	<p>The right decision, first time, is the best way to improve placement stability, service efficiency and effectiveness.</p> <p>Decision-making is most effective when it is informed by the strategic assessment, the resource analysis, the individual assessment and the views of the child.</p> <p>A strong and well-informed decision-making process provides the foundation for.</p>	<ul style="list-style-type: none"> ➔ To commission individual placements right first time by reviewing and improving current brokerage processes 	<ul style="list-style-type: none"> ➔ To develop options for enhancing current brokerage arrangements which explores the potential for a single placements team and greater use of 'upstream' data 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ CP ➔ AB
		<ul style="list-style-type: none"> ➔ To improve the matching of placements with in-house carers by developing the current vacancy management system/process, and maximise in-house utilisation 	<ul style="list-style-type: none"> ➔ To review the in-house vacancy management process and ensure there is an 'upstream' and real-time view of future and current placement capacity ➔ To review all vacant placements or those on hold and develop policies and plans to maximise availability 	<ul style="list-style-type: none"> ➔ By end March 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ AB
		<ul style="list-style-type: none"> ➔ To improve the matching of placements with external providers by ensuring that management information informs the brokerage of placements 	<ul style="list-style-type: none"> ➔ To ensure management information on the sub-regional providers (NLSA) is visible to and informs brokerage decisions ➔ To apply this MI blueprint to all other frameworks and provider relationships 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ AB
The strategic analysis of children's needs	Commissioners are dependent on comprehensive aggregate data about the needs of	<ul style="list-style-type: none"> ➔ To develop a detailed commissioning strategy based on an aggregated 	<ul style="list-style-type: none"> ➔ To develop a plan and schedule of activity for ensuring this needs analysis 	<ul style="list-style-type: none"> ➔ By end January 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CP

Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
	looked after children to prepare for the sufficiency duty. The strategic needs assessment is intended to inform the Children and Young People’s Plan and commissioning strategies for a range of services.	needs analysis	<p>is updated and developed regularly</p> <ul style="list-style-type: none"> ➔ To ensure the auditing of case files is fed back to the service at an aggregate rather than individual level 		
Market management	Market management is essential to improve outcomes. Commissioners must have effective relationships with all providers (including private, voluntary and public sector providers) to ensure the markets can be incentivised and guided to provide sufficient and appropriate provision. Commissioners must therefore lead the markets and children’s services system, including universal services and internal services.	<ul style="list-style-type: none"> ➔ To secure better value from the market by establishing effective and fit-for-purpose frameworks 	<ul style="list-style-type: none"> ➔ To establish an approach on the current Haringey & Pan London frameworks and the use of them in the context of the NLSA sub-regional framework ➔ To work with the NLSA to ensure the framework goes live in January 2014 ➔ To work with the placements team to ensure the NLSA framework is embedded as part of the process for commissioning and that tiers of need are effectively mapped and matched to LAC assessments ➔ To work with the NLSA on a longer-term plan which is 	<ul style="list-style-type: none"> ➔ By end January 2015 	<ul style="list-style-type: none"> ➔ CP ➔ AB ➔ TP



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			informed by our LAC sufficiency strategy and performance information coming out of the year 1 ERP contract		
		<ul style="list-style-type: none"> ➔ To engage with high volume / preferred fostering and residential providers and explore mutual opportunities for shared investment (based on guaranteed business) 	<ul style="list-style-type: none"> ➔ To identify providers, share needs analysis and requirements and develop dialogue on options ➔ To test appetite and price points for joint investment in the provision of local Haringey placements 	<ul style="list-style-type: none"> ➔ By end March 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CP
		<ul style="list-style-type: none"> ➔ To develop a wider mix of provision for 10-15 and 16+ year olds who are typically difficult to place 	<ul style="list-style-type: none"> ➔ To develop an options paper for Fireman's cottage (small residential unit vs. semi-independent living)# ➔ To explore with high volume providers specific opportunities for the development of small scale local residential units and for the provision of specialist foster care capacity or foster carer support / training schemes 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CP



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
		<ul style="list-style-type: none"> ➔ To develop the market for residential provision 	<ul style="list-style-type: none"> ➔ To work with the NLSA on a forward plan and approach for the use of residential providers. This will include the NLSA's development of an options paper for the residential market ➔ To prepare a 'requirements blueprint' based on learning from the residential property at Bounds Green ➔ To actively engage the market and explore opportunities for the development of small scale local units 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ CP ➔ TP ➔ AB
		<ul style="list-style-type: none"> ➔ To explore and develop the market for alternative foster carer respite schemes and preferred access of LAC or foster carers to universal services 	<ul style="list-style-type: none"> ➔ To identify options for short breaks e.g. outdoor education / activity centres (Duke of Edinburgh), engage potential providers and prepare an investment case ➔ To engage LAC and in-house foster carers in a process of needs definition, identify low-cost options for arranging priority access to 	<ul style="list-style-type: none"> ➔ By end June 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CP

Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			universal services (in which the Council plays a brokerage role) and prepare a case		
		<ul style="list-style-type: none"> ➔ To test and develop the market for innovative shared or external fostering service delivery models (supervision) 	<ul style="list-style-type: none"> ➔ To plan and conduct a soft-market testing exercise, , including with neighbouring local authority providers, to identify options for shared or external delivery of the fostering supervision function and to ascertain / develop market appetite 	<ul style="list-style-type: none"> ➔ By September 2014 	<ul style="list-style-type: none"> ➔ PMc
		<ul style="list-style-type: none"> ➔ To use the skills/knowledge/relationship of the wider Council (e.g. Housing) to support development of the provider market 	<ul style="list-style-type: none"> ➔ To work with Housing and the capital programme to identify properties which can be developed into flexible step up/down provision ➔ To work with partners e.g. Outreach / Youth Service / Health / CAMHS in the Children’s Trust to explore options for the provision of placement-specific supports (activities, day support, sessional therapies) 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc ➔ CP ➔ Housing (DG)

Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			<ul style="list-style-type: none"> ➔ To work with the Virtual School to consider options for training foster carers in the preparation of PEPs 		
Inter-agency collaboration	<p>Collaboration refers to the extent to which partners work together to secure outcomes through commissioning, for example, pooling budgets between the local authority, youth justice services and the CCG; managing special educational needs services and services for looked after children as one category; and procuring external foster care in a framework across several local areas.</p>	<ul style="list-style-type: none"> ➔ To pool resources through the North London Adoption & Fostering Consortium (NLAFC) 	<ul style="list-style-type: none"> ➔ To work with the NLAFC to ensure the specialist remand and parent and child foster placements are well utilised ➔ To share foster placements across the 6 NLAFC boroughs (Haringey, Islington, Camden, Hackney, Barnet & Enfield) ➔ To utilise the training (skills to foster) courses available through the NLAFC ➔ To explore options for wider consortium recruitment campaigns 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc ➔ PS
	<p>Collaboration enables commissioners to take advantage of increased scale, in particular to reduce back-office costs, align services, increase market power and</p>	<ul style="list-style-type: none"> ➔ To work with the CCG to explore how specialist services can be combined and delivered further 'upstream' in order to prevent escalation of 	<ul style="list-style-type: none"> ➔ To prepare and consider a joint business case for an intensive care service at home for CYP with a diagnosis of autism and LD ➔ To develop an implementation plan 	<ul style="list-style-type: none"> ➔ By end June 2014 	<ul style="list-style-type: none"> ➔ CP

Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
	transparency, and pool commissioning capacity and capability.	complex family needs			
		<ul style="list-style-type: none"> ➔ To improve the quality of information shared with providers 	<ul style="list-style-type: none"> ➔ To identify whether we are sharing the latest LAC review documents with our providers ➔ To support providers to develop their business plans (e.g. recruitment activity) by sharing our findings/action plans with the market 	<ul style="list-style-type: none"> ➔ By end January 2014 	<ul style="list-style-type: none"> ➔ PMc
		<ul style="list-style-type: none"> ➔ To jointly fund placements through the 'complex care panel'. 	<ul style="list-style-type: none"> ➔ To build on the work carried out by the 'complex care panel' to identify placements which can be joint funded (CYPS, SEN, Health). 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc
Individual and strategic review of service effectiveness	There are a variety of commissioning mechanisms and performance management options which can drive particular market behaviours and therefore the efficiency and effectiveness of services. This requires commissioners to be familiar	<ul style="list-style-type: none"> ➔ To include Children & Young People in the performance management of the service 	<ul style="list-style-type: none"> ➔ To work with Aspire in developing options for the inclusion of Children & Young People in the development and performance management of the fostering service 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc ➔ SG
		<ul style="list-style-type: none"> ➔ To increase in-house mainstream foster care 	<ul style="list-style-type: none"> ➔ To implement the recommendations of the 	<ul style="list-style-type: none"> ➔ By March 	<ul style="list-style-type: none"> ➔ PMc



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
	with and to employ more sophisticated techniques to optimise outcomes.	capacity	<p>recent service review (improvement and performance management plan), including the engagement of foster carers in the co-design and co-delivery of the service</p> <ul style="list-style-type: none"> ➔ To procure an external recruitment provider to recruit and assess foster carers more quickly, at greater scale and lower cost ➔ To strengthen supervision and support capacity and capability through the transfer of in-house recruitment and assessment staff 	2014	
		<ul style="list-style-type: none"> ➔ To develop an in-house specialist fostering offer 	<ul style="list-style-type: none"> ➔ To develop a methodology for defining target specialist needs (linked to or based on the NLSA framework tier system), such as offending or sexualised behaviour, severe mental illness or disability ➔ To test the market for external providers to recruit 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			<p>and assess specialist foster carers who can accommodate LAC with challenging behaviour/complex needs (e.g. autism)</p> <ul style="list-style-type: none"> ➔ To develop a targeted recruitment campaign for emergency carers, or incorporate this into the contract of the current ERP ➔ To consider options for differentiated remuneration / recognition systems for specialist foster carers and develop a cost / benefit case ➔ To define the specialist training and development path for current in-house carers and supervisory and brokerage staff ➔ To develop a process for planning, approving and brokering (based on the placement plan) specialist placement-specific support services 		



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			<ul style="list-style-type: none"> ➔ To map and explore potential specialist support service models / options, including multi-dimensional treatment foster care (MTFC), KEEP, the use of Family Link carers and residential workers, and sessional therapists (clinical psychologists, play therapists, psychotherapists, skills coaches, tutors) ➔ To investigate the prospect of a 'Foster Carers' Academy', centred around a residential hub 		
		<ul style="list-style-type: none"> ➔ To implement new supports to enable children to return home 	<ul style="list-style-type: none"> ➔ To conduct a soft market test of post-placement family group conferencing services and complete an investment case 	<ul style="list-style-type: none"> ➔ By March 2014 	<ul style="list-style-type: none"> ➔ PMc
		<ul style="list-style-type: none"> ➔ To explore alternative fostering service delivery models (supervision) 	<ul style="list-style-type: none"> ➔ To develop an options appraisal and business case for the external or shared delivery of the in-house fostering supervision function, the subject to the soft market testing and development exercises 	<ul style="list-style-type: none"> ➔ By December 2014 	<ul style="list-style-type: none"> ➔ PMc



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
			above, and the performance of the new in-house service		
		<ul style="list-style-type: none"> ➔ To improve the contract management of external providers 	<ul style="list-style-type: none"> ➔ To carry out an audit to ensure all providers have a contract with clear quality and cost parameters ➔ To review performance management process on all frameworks (for semi-independent, residential & IFA), including quality assurance visits ➔ To ensure standard of care meetings are held by carrying out a review of terms of reference ➔ To review the current feedback process on the quality of external placements (to brokerage officers and social workers) ➔ To implement additional approval processes for spot purchases 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ AB



Sufficiency Duty	Context	Opportunity	Action	Timescales	Lead
		<ul style="list-style-type: none"> ➔ To ensure value for money from our current providers 	<ul style="list-style-type: none"> ➔ To review the findings from work with the 'value in care' contract and ensure this informs future commissioning arrangements ➔ To determine whether the contract with 'value in care' be extended by conducting an evaluation ➔ To conduct a random sample comparison of contract rates and billings across all frameworks 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ KS
		<ul style="list-style-type: none"> ➔ To raise the profile of the LAC sufficiency agenda across the wider service and Trust 	<ul style="list-style-type: none"> ➔ To develop a plan for a 'LAC sufficiency' event in 2014 (e.g. conference) 	<ul style="list-style-type: none"> ➔ By end February 2014 	<ul style="list-style-type: none"> ➔ PMc ➔ CP
		<ul style="list-style-type: none"> ➔ To identify cases which can be transferred from high cost external placements to in-house provision 	<ul style="list-style-type: none"> ➔ To continue with the external placements review panel 	<ul style="list-style-type: none"> ➔ Ongoing 	<ul style="list-style-type: none"> ➔ PMc

12. Appendix 1: Excerpt from the Children Act 1989

22G General duty of local authority to secure sufficient accommodation for looked after children

- (1) It is the general duty of a local authority to take steps that secure, so far as reasonably practicable, the outcome in subsection (2).
- (2) The outcome is that the local authority are able to provide the children mentioned in subsection (3) with accommodation that—
- (a) is within the authority's area; and
 - (b) meets the needs of those children.
- (3) The children referred to in subsection (2) are those—
- (a) that the local authority are looking after;
 - (b) in respect of whom the authority are unable to make arrangements under section 22C(2); and
 - (c) whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the authority's area.
- (4) In taking steps to secure the outcome in subsection (2), the local authority must have regard to the benefit of having—
- (a) a number of accommodation providers in their area that is, in their opinion, sufficient to secure that outcome; and
 - (b) a range of accommodation in their area capable of meeting different needs that is, in their opinion, sufficient to secure that outcome.
- (5) In this section 'accommodation providers' means— local authority foster parents; and children's homes in respect of which a person is registered under Part 2 of the Care Standards Act 2000."



Haringey Council

Briefing for:	Children and Young People's Scrutiny Panel	Item Number:	
Title:	Early Help Offer for Children and Young People		
Purpose of briefing:	To update the Panel on the development and implementation of Haringey's early help offer for children and young people		
Lead Officer:	Elaine Redding, Interim Assistant Director, Safeguarding and Social Care Services, Children's Service		
Date:	27 February 2014		

1 Introduction

Background

- 1.1 Preventative services will do more to reduce abuse and neglect than reactive services; coordination of these services is important in maximising efficiency to best meet the needs of our children, young people and families. From **a child or young person's point of view**, the earlier any necessary help is offered, the better their life chances are.
- 1.2 Research shows that **help provided early on at any point in a child's life when the impact of disadvantage first appears, is more efficient, effective** and in the longer term, more economic.
- 1.3 **Families and young people have told us that they value help** being given as soon as possible after they encounter problems, rather than leaving matters to escalate to crisis point or become chronic and ingrained. **Where help is provided earlier, families are able to become more self-sustaining and less reliant** on services provided by the council and other agencies, while children and young people will be better able to develop the skills necessary for adult life. Details of the national context are set out in Appendix A.
- 1.4 In addition to supporting children, young people and families when they need it most, **early help is also cost-effective**, with a broad range of pay-offs across the public sector, including better education, improved employment and reduced crime.



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Definition of early help

1.5 We have adopted the definition of early help developed by the [Centre for Excellence and Outcomes in Children and Young People's Services](#):

“Intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early intervention may occur at any point in a child or young person’s life”.

1.6 The following **early help statements are underpinned by the Munro principles**. A good early help offer means:

- Strengthening the capacity of universal preventive services including children’s centres, child care and education settings, leisure and sports settings, school nursing and health visiting, and housing. The aim is to enable as much early help as possible to be accessed and delivered through universal settings.
- Using evidence based methods to work with families and turn around their life course. We will need to adopt a variety of methods, recognising that intervention aimed at a family experiencing domestic violence will be different to a family where child mental health is an issue.
- Well integrated provision to ensure that all services working with a family have the same intentions, and that when the family is 'stepped down', universal and community services are able to respond to their needs.
- Ensuring that when families do need more intensive support, they are quickly and seamlessly offered that support.
- Ensuring resources are targeted on identified need.
- Using holistic approaches and interventions which focus on the whole family.
- Embedding a child and family centred pathway which clearly identifies the routes into and – importantly – out of services and ensures a seamless experience for families.
- Ensuring that all practitioners have a shared vision and understanding, skills and approaches which put the family at the heart of deciding and implementing solutions and interventions.
- Helping families to help themselves by preventing problems from occurring and supporting them to solve their problems early.

Local context



Haringey Council

- 1.7 Haringey Council is committed to improving the life chances of children, young people and families in the borough.
- 1.8 The council's [Corporate Plan 2013-15](#) contains five principles including: *Investing in prevention and early help – improving life chances and reducing costs*. A council-wide working group is identifying prevention and early help services that are currently on offer for all residents. The group will also consider how service provision and delivery can be transformed to ensure a much greater emphasis on avoiding or averting problems in the first place.
- 1.9 The early help offer for applies to all children and young people, irrespective of their starting point and will work to our [Children and Young People's Plan](#) vision that: *Haringey is a place where children and young people thrive and achieve*.
- 1.10 In order to have maximum impact it is important to have transparency about local arrangements to help children, young people and families early, with improved co-ordination amongst statutory partners, support from local practitioners and clarity about local services available to help families.
- 1.11 Haringey Council and its partner organisations recognise that the development of a prevention, early help and intervention approach to services is dependent on the quality of involvement with partners who commission and deliver initiatives locally.
- 1.12 Appendix B shows both individual organisations' and partnership commitment to this approach.

2 Principles underpinning our early help offer

- 2.1 We have developed the following principles to underpin our early help approach; these are aligned to our early help statements and the design of the services, systems and processes to deliver it:
- **Families and communities will be supported to become more resilient and for their children** to have secure attachments through enduring positive relationships with 'built in' help so that they are more able to use their strengths to support themselves and their communities
 - **Help will be there when people need it**, before matters become serious; it will help them to help themselves by finding solutions based on self referral where possible
 - There are **different ways of providing help** and residents will have a choice
 - **People should only have to tell us their story once** and we will treat the information they share with appropriate confidentiality
 - Early help **depends on a partnership approach** and, as a partnership, we will work together with families to develop and deliver a high quality offer that has our residents at its core



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- We will **build trusting relationships** that include challenge and staying with families that need support but are resistant to engagement, as we are **driven by achieving the best outcomes for children**.

3 What we want to achieve with early help

Aim

- 3.1 We want to ensure that Haringey is able to provide effective early help services that support family life and promote the wellbeing of children within their families, whilst safeguarding those children and young people for whom there is no safe alternative.
- 3.2 We will do this by transforming practice in Haringey setting high standards for evidence based practice and performing favourably against national benchmarks by providing effective early help services that support the diverse range of family life and promote the wellbeing of children and young people within their families, whilst safeguarding those children and young people for whom there is no safe alternative.
- 3.3 Early help forms a key strand of the Haringey 54,000 work programme (the Children's Services Transformation programme). The programme covers how the Council and partner agencies will re-design services so that it is easier for families to access support; and for social workers to be supported and have access to good professional development opportunities.

Impact

- 3.4 This early help offer covers those children and young people in Haringey who would benefit most. Where help is needed it applies to children and young people from conception until age 18. It also applies to young people with disabilities and young people who have been in care over the age of 18 who meet the requirements of the relevant legislation up to the age of 25¹.

4 Why we need an early help offer in Haringey²

- 4.1 In March 2013 the population of Haringey was approximately 254,900 with approximately **63,400 0-19 year olds living in the borough** (24.9%). There is a higher population of children and young people in the east of the borough than in the west and the wards with the largest number of 0-19 year olds are Seven Sisters, Northumberland Park, White Hart Lane and Tottenham Hale.

¹ For example the Children (Leaving Care) Act 2000 sets out the criteria under which children who have been in care may be eligible, relevant or former relevant children and entitled to certain specified services between the ages of 18-21, and in some cases until the age of 24. The Children's Social Care Procedures Manual on Haringey Council's Intranet provides up to date information.

² For detailed information about the needs of children and young people in Haringey see: [Children and Young People's Plan: Haringey Council](#)



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- 4.2 In March 2013 the population of Haringey was approximately 254,900 with approximately **63,400 0-19 year olds living in the borough** (24.9%). There is a higher population of children and young people in the east of the borough than in the west and the wards with the largest number of 0-19 year olds are Seven Sisters, Northumberland Park, White Hart Lane and Tottenham Hale.
- 4.3 Haringey is **one of the most diverse boroughs in London** with 80.6% of children in Haringey schools describing themselves as non-White British (London 65%, England 23%). 47.7% of the borough's school population have a first language which is known or believed to be other than English.
- 4.4 In addition to the known 'Toxic 3' – substance misuse, domestic violence and parental mental health – the other priority areas have been recognised by frequent presentation to children's services and are shown below.



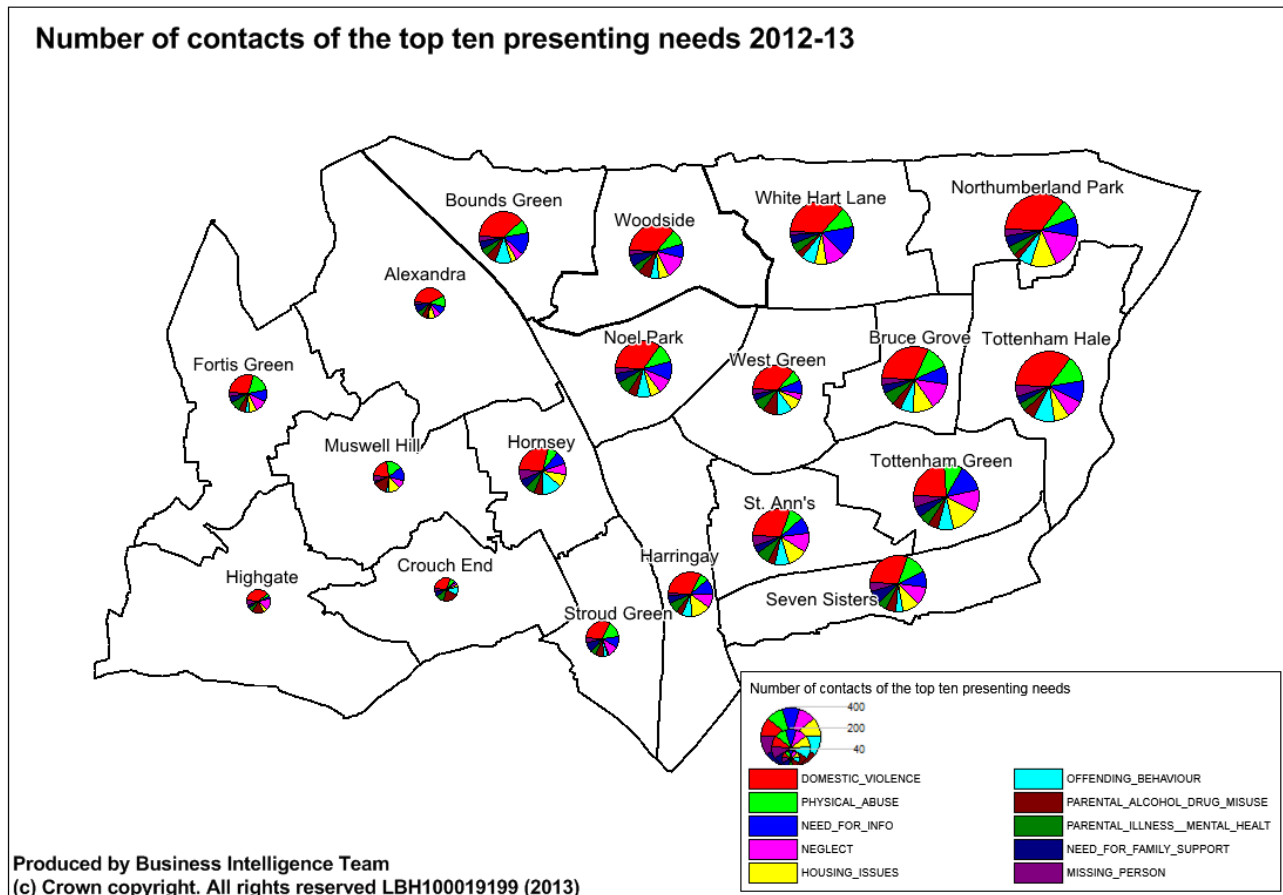
- 4.5 The overall picture in Haringey is one of **increasing demand at a time when funding for public services is reduced and family incomes are under pressure.**



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Health services and schools are seeing increased demand from the growing number of births and school age children and young people and increases in numbers of children and young people with disabilities.

4.6 The top ten presenting needs vary across the borough as shown below.



4.7 In order to address these needs over the last year, Haringey has:

- developed a strong Troubled Families service: Haringey Families First
- a Multi Agency Safeguarding Hub (MASH) in operation
- begun piloting a new early help pathway
- created a new early help team, using a re-crafted Common Assessment Framework (CAF) tool
- revised its operating model for the 'front door', building on customer services transformation
- undertaken diagnostic work to understand who requires early help services, and what are their presenting needs.

4.8 It is intended that the following services will take an early help approach to their delivery:

- children's centres



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- early years and early year's foundation stage
- communication and language development
- learning disabilities and difficulties
- multi-systemic therapy
- teenage pregnancy
- emotional wellbeing and mental health services
- Haringey Families First
- substance misuse services
- domestic and gender based violence services
- Edge of Care Service.

4.9 Each of the services has its own work programme which will incorporate the early help approach.

5 Next steps

- 5.1 We are now piloting an early help approach until the end of April 2014. A dedicated early help team has been established within Children's Services to enable the co-ordination of services and identification of a lead professional for families with additional needs.
- 5.2 The findings from the pilot will be reviewed and evaluated by a group of identified professionals including the Head of Service for Early Help, the Principal Social Worker and the Assistant Director of Children & Families. The learning will be used to support, develop and roll-out a strategic approach to early help provision in Haringey.
- 5.3 The early help approach is due to be implemented in May 2014.



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6 Appendices

Appendix A: The National Context

1. Recent national policy has emphasised the benefits of access to early help for families in preventing further need. They highlight the importance of providing early help as soon as possible to avoid deterioration in the situation which leads to increasing expenditure as the problem becomes entrenched. As a result, local authorities across the country have begun to focus on an early help approach and redevelop their services to be more effective. The most influential policies in the development of Haringey's early help offer have been summarised below.

2. **Graham Allen - Early Intervention: The Next Steps (January 2011)**

Graham Allen (MP) was asked by national government to chair an independent review of early intervention services. The review looked at models of best practice regarding early intervention, how such models could be supported and the institutional arrangements for this.

The review defines early intervention as: *“Those programmes which ensure that babies, children, and young people build the social and emotional bedrock to fulfill their potential and reduce dysfunction. This is a prerequisite to break the intergenerational cycle of disadvantage and underachievement.”*

Graham Allen makes 33 recommendations, the top three being:

- *19 “top programmes” identified in the report should be supported and work undertaken with local areas to explore how they might be expanded. However, this list of 19 should not be regarded as exhaustive or complete: all 19 should be reviewed and reassessed by the new Early Intervention Foundation (proposed below) before a “living list” is evolved.*
- *Early Intervention should build on its local base by establishing 15 local Early Intervention Places to spearhead its development. These should be run by local authorities and the voluntary sector, who are already the main initiators and innovators of Early Intervention.*
- *The establishment of an independent Early Intervention Foundation to support local people, communities and agencies.”*

3. **Professor Eileen Munro – The Munro Review of Child Protection, Final Report, A Child Centered System (May 2011)**

The Munro Review made a number of recommendations which has impacted on the delivery of services to children and families. This review agreed with earlier reviews that there is a growing body of evidence to support early help and emphasised the importance of this provision.

“Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so co-ordinating their work is important to reduce inefficiencies and omissions. The review is



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recommending the Government place a duty on local authorities and their statutory partners to secure the sufficient provision of local Early Help services for children, young and people and families. This should lead to the identification of the Early Help that is needed by a particular child and their family and to the provision of an offer of help where their needs do not match the criteria for receiving children's social care services."

4. **Working Together to Safeguard Families – A guide to inter-agency working to safeguard and promote the welfare of children (March 2013)**

The "Working Together" document provides guidelines for professionals working with children. The new guidelines also emphasise the importance of early help, effectiveness of agencies working together to identify, assess and provide targeted early help services and that the local authority has a duty to promote this under Section 10 of the Children's Act (2004). It also recommends that Local Safeguarding Children Boards (LSCBs) *"should monitor, evaluate the effectiveness of training, including multi-agency training, for all professionals in the area."*

5. **New Ofsted Single Inspection Framework (November 2013)**

Following the implementation of the new Ofsted single inspection framework in November 2013, the decision making and effectiveness at all stages of the child's journey, including early help, will now be tested.

This has introduced a new set of requirements regarding early help for the local authority including:

- children, young people and families are offered help when needs and/or concerns are first identified and, as a consequence of the early help offered, children's circumstances improve and, in some cases, the need for targeted services is lessened or avoided
- the interface between early help and statutory child protection work is clearly and effectively differentiated and that the thresholds operate effectively
- senior leadership will "innovate and promote creative ideas to sustain the highest-quality services, including early help services, for all children and young people"
- the local authority works with partners to plan and deliver early help.



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Appendix B: Local commitments to an early help approach

Organisation	Commitment
Haringey Council's Corporate Plan 2013-15	Principle: Investing in prevention and early help – improving life chances and reducing costs
Haringey Clinical Commissioning Group's prospectus 2013	Priority: Prevention - helping people to live healthier lives is one of the CCG's biggest priorities.
Barnet, Enfield and Haringey Mental Health Trust Strategy 2013-18	Focus: is on actively promoting holistic mental and physical well-being, prevention of ill-health, recovery and enablement, delivered as close as possible to patients' homes.
Haringey Police Safer Neighbourhoods teams	Way of working: Haringey Police have strong links with the community, local authority and other partner agencies, working with them to find long-term solutions to tackle crime and antisocial behaviour at a local level.
Haringey Probation Service Business Plan 2013-14	Commissioning activity: will focus on the development of Intensive Alternatives to Custody (IAC), extending the provision for Restorative Justice (RJ) and mentoring across London.

Partnership	Commitment
Children and Young People's Plan 2013-15	<p>Principle: Promoting prevention, early help and intervention</p> <p>Prevention, early help and intervention both in the early years of a child's life and at any time a problem arises can have a significant positive impact for a child's later life.</p> <p>This approach can help avert emotional and behavioural difficulties; under-attainment at school; truancy and exclusion; criminal behaviour; drug and alcohol misuse; teenage pregnancy, and the need for statutory social care.</p>
Community Safety Strategy 2013-17	<p>Principle: An early intervention and prevention approach:</p> <p>Commissioning projects that help to prevent crime in the first place, by working closely with Children's Services, Public Health, other departments and agencies to evaluate crime prevention programmes.</p> <p>Identifying and co-ordinating prevention work across all services including schools and families via the Families First Initiative.</p> <p>Recognising that prevention is wider than young people and will continue to explore interventions such as target hardening.</p>
Health and Wellbeing	Principle: Prevention which describes those interventions that



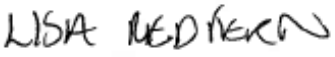
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Partnership	Commitment
<p>Strategy 2012-15</p>	<p>occur before the initial onset of illness or a specific condition. They can be divided into:</p> <p><i>Universal interventions which aim to prevent ill-health before its onset; at any stage of the life course, they can improve quality of life and prevent problems escalating thus avoiding or delaying the need for intensive and more costly interventions or services later on.</i></p> <p><i>Interventions aimed at detecting and treating pre-symptomatic disease that, if left undetected, could become harmful.</i></p> <p><i>Interventions aimed at improving the quality of life for people with various conditions by limiting complications and disabilities, reducing the severity and progression of disease, and aiding rehabilitation or recovery.</i></p>

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Haringey Council

Report for:	CYPS Scrutiny Panel 27 February 2014	Item Number:	
Title:	Early Years Review (Corporate Delivery Unit) and Update on Work to date		
Report Authorised by:	 Lisa Redfern Director, Children's Services		
Lead Officer:	Charlotte Pomery Joint Adult and Children's Interim Assistant Director, Commissioning		
Ward(s) affected: All	Report for: Non Key Decision		

1. Describe the issue under consideration

- 1.1 The Council's corporate priority Outstanding for All, enabling all Haringey children to thrive, will be most effectively underpinned by a strong foundation in early years. Evidence and best practice shows that rounded development in the early years will support children and young people to achieve their full potential. The Early Years Strategy is in development across the Council and with partners and will seek to ensure that this foundation is laid well to achieve the best outcomes for children and young people.
- 1.2 For Children and Young People's Services, Early Years has been identified as one of the five priorities in its Commissioning Framework. To support this priority, a monthly Early Years Partnership Board was established in autumn 2013 which is multi-agency and focused on establishing a good foundation for children in the period from conception through to the age of five.
- 1.3 To ensure early years is implemented effectively in Haringey, the Corporate Delivery Unit was commissioned to carry out a Design Review of early years provision across the Council and its partners responding to the question "How can the council ensure that children in Haringey have a good level of development at Early Years Foundation Stage and are school-ready?" Its wide-ranging report was concluded in January 2014 and is attached to this cover report.



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2. Cabinet Member introduction

Achieving a good foundation in Early Years is fundamental to enabling a child to develop and to achieve its full potential. As Cabinet Member for Children, I endorse the approach and findings of the Design Review and support the actions being taken forward to implement its recommendations.

3. Recommendations

The Children and Young People's Scrutiny Panel is asked to consider the Design Review and to comment on its findings and recommendations.

4. Alternative options considered

The Design Review considered a range of options and the attached report sets these out in detail.

5. Background information

- 5.1 The Design Review identifies a number of key actions which are now being taken forward. The Assistant Directors for Schools and Learning and for Commissioning have a shared priority to drive forward the improvements in early years provision and are currently focused on ensuring the council's programme for free education entitlement for eligible two years old is in place delivering sufficient places of a high quality which are taken up by those who need them. The Early Years Commissioner, working with colleagues on quality, is also prioritising this element of work.
- 5.2 From September 2013, all local authorities in England have had a statutory duty to secure early years free entitlement places for the most disadvantaged two year olds using nationally prescribed criteria. The purpose of this entitlement is to improve educational outcomes for children from the most deprived backgrounds and to ensure more children are school ready. Free entitlement places offer each eligible child 15 hours per week of early education, up to a maximum of 570 hours per year.
- 5.3 To meet this duty, and improve outcomes for the most disadvantaged children, the Council, within the emerging framework of the Early Years Strategy, has developed a plan built around the three core pillars of sufficiency, quality and access. It is now implementing this plan to offer sufficient places, which are of high quality and which are accessible to those families entitled to them. For example, the Council is working to develop the market for childcare and is proactive in identifying sites which can be used for new or expanded provision. A report to Cabinet on 11 February 2014, proposes increasing the rate of funding available per hour to providers participating in the programme. Quality is a prime consideration and officers continue to support the improvement of provision across Haringey's diverse early education and childcare market.



Haringey Council

- 5.4 There are a number of barriers to access which are being addressed through targeted work with families and communities and by ensuring that provision meets a wide range of need.
- 5.5 Children's Centres continue to offer support to this programme and are the pivotal elements of our wider early years model which is based on family focused provision and outreach to the most disadvantaged families who may not otherwise come forward to services. Whilst the current focus of activity is to support the early years programme for two year olds, this can only be effectively progressed by looking at all areas affecting a child's development in its early years.

6. Comments of the Chief Finance Officer and financial implications

- 6.1 There are no direct financial implications arising from this report.
- 6.2 Scrutiny Panel are advised that should Cabinet approve the increase of the hourly rate for two year old free early education to £6 per hour, there will be a financial sustainability issue estimated to be from 2016-17 onwards as demonstrated in the attached Appendix.
- 6.3 The Free Education Entitlement is funded from a ring-fenced allocation within the Early Years Block of the Dedicated Schools Grant. Place led funding for eligible two year olds has been allocated for 2013-14 and 2014-15. Funding will move to a participation basis from 1 April 2016. Underspends arising due to participation levels being lower than Department for Education expectations will be applied and carried forward to fund £6 per hour rate.
- 6.4 The Haringey Schools Forum is responsible for allocating Early Years Block funding and is committed to reviewing all funding within the Block by the end of March 2015 in order to ensure that the £6 per hour rate is sustainable.
- 6.5 Increasing participation of two, three and four year olds will increase resources in the Early Years Block which could be used to mitigate any reductions elsewhere in the Early Years Block required in order to secure sustainability. Increased participation and achieving a good level of development during early years would also be expected to save future costs to both Haringey Council and schools.

7. Head of Legal Services and legal implications

The Head of Legal Services has been consulted on this Report. There are no legal implications arising from the recommendation.



Haringey Council

8. Equalities and Community Cohesion Comments

The focus on early years in Haringey aims to ensure that all children growing up in the borough receive the best start in life. Targeted work with the most disadvantaged families seeks to reduce the gaps in opportunity and school readiness experienced by some children in their first five years. The national programme to deliver free educational childcare places to those meeting nationally set criteria helps to support the Council's focus on improving the outcomes for all children, by targeting those facing most disadvantage many of whom possess many of the characteristics protected under sections 4 – 12 of the Equality Act 2010. This work will therefore contribute to the Council's performance of its public sector equality duty.

9. Head of Procurement Comments

The Head of Procurement has been consulted on this Report. There are no procurement implications arising from the recommendation.

10. Policy Implication

For Haringey, the policy for early years is in line with its Corporate Plan and Health and Wellbeing Strategy objectives to give children growing up in Haringey the best start in life and to deliver high quality services which offer children the chance to thrive. By working in partnership with health, private and voluntary sector partners and schools to support children up to the age of five and their families, the Council believes it can dramatically improve their outcomes. Through focusing on the three pillars of sufficiency, quality and access, the Council can ensure that provision for free early education for two year olds contributes to a solid foundation in early years which will stay with a child throughout their life.

11. Reasons for Decision

N/A – report for information only.

12. Use of Appendices

The Design Review is attached as Appendix 1.

13. Local Government (Access to Information) Act 1985

n/a

Achieving a good level of development at 5 years-old

Final Report

January 2014



Executive summary



- Research demonstrates that the life chances of children are heavily predicated on their development in the first five years of their life¹. The journey for each of the 18,299 under 5s currently in Haringey is, and will be, quite different. However, the government expects children to have a good level of development at the end of the Early Years Foundation Stage (EYFS) and to be 'school-ready' at age 5, placing a challenging responsibility on local authorities to meet the diverse needs of the population.
- This review has identified three factors that will ensure the Council creates the best opportunity for children to achieve these goals, by focusing on improvements that need to be made in how we meet our statutory responsibilities for providing education and development provision. By implementing these recommendations, the Council will improve its performance to levels in line with health colleagues, meaning a more consistent and high quality journey for the child to 5 years old. The key factors highlighted in this review are:
 1. Sufficiency
 - Finding **suitable premises** from which providers can deliver childcare, including seeking delivery through community settings not owned by the Council
 - Going beyond price to **attract the provider market** in new ways, such as collaborative commissioning and funding incentives
 2. Quality
 - Improving the **quality of the workforce** by applying a new standard of professional expectation to the market
 - Improving the **quality of childcare** and early years provision
 - Focusing activity on improving the **outcomes for children**, through payment by results
 3. Access
 - Increasing the **take up of early years provision**, through stronger and more direct marketing
 - **Raising the awareness** of the services that children's centres offer
 - Improving **access to high quality services** for those who need it most
- Underpinning the framework for improvement are two further issues:
 - A need for delivery partners to **collaborate and integrate services** wherever possible, specifically through:
 - The **sharing of information** between professionals supporting children's development to 5 years old
 - **Co-location of professionals** in an accessible setting, namely children's centres
 - An **integrated approach** to supporting all children to 5 years old, identifying opportunities to bring back more universal services
 - Tightening our grip on the **performance** of our childcare and early education provision, through:
 - A new **outcome-focused contract/agreement** with risk/reward elements built in
 - Better **management information** and strong, active **contract management**, that performance manages the provision and applies penalties for poor performance
- Put together, we will not only improve performance but have a better understanding of whether our delivery model, both inside and outside the Council, meets the needs of our residents, or whether a new approach is needed to ensure children of the borough have a good level of development at EYFS and are school-ready.

Methodology



- At the November 2013 stocktake, the Leader and Chief Executive agreed that the Delivery Unit would undertake a design review of the current Early Years provision in Haringey, with the aim of answering the following question:
 - “How can the council ensure children in Haringey have a good level of development at Early Years Foundation Stage and are ‘school-ready’?”
- The review commenced in mid-November 2013 and was carried out over a 6-week period. It consisted of:
 - desk-based analysis of policy/strategy documentation and Haringey’s existing and historical performance against statutory requirements and corporate measures
 - a review of the current government policy position, as well as input from think tanks and charities
 - interviews and workshops with a number of managers from across the council and partner organisations, including the early tears team, public health, social care, school improvement, commissioning and special education needs.
 - interviews with key strategic partners, including health visitors, midwifery, children’s centres, childcare providers and Barnardo’s (lead organisation on the Big Lottery Fund bid)
 - visits / engagement with councils to learn from their success, including Islington, Bexley, Croydon, Barnet, Waltham Forest, Lewisham and Manchester
 - Chris Barnham, former Head of Early Years policy at the Department for Education
- A full list of interviewees can be found in Annex A. We are grateful to everyone who made the time to engage in the review and for their openness and honesty.
- This review has been driven by the performance of Haringey partners in supporting children from conception to 5 years old. Analysis shows that performance against the early education and development elements of the child’s journey is poorer than health and wellbeing-focused elements. As such, the review has focused on how the council can improve performance in these areas both in the short and medium term.
- Our fieldwork did, however, identify some cross-cutting opportunities that support the framework in this review – namely greater collaboration and integration of service delivery and the need for a tight grip on performance to understand the need for alternative delivery models.
- In considering options, the review looked at key interdependencies with the Cordis Bright review from summer 2013, the Big Lottery Fund bid and the Haringey 54,000 programme.

The EYFS profile assesses a range of development characteristics to judge whether a child has a 'good level of development' at age 5 and is 'school-ready'

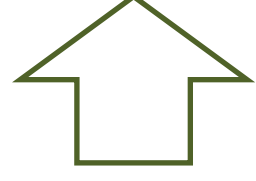


Early Years Foundation Stage Profile

The Early Years Foundation Stage (EYFS) profile requires practitioners to make a best fit assessment of whether children are meeting one of the following levels from 17 early learning goals (ELGs):

- **Emerging** (level 1)
- **Expected** (level 2)
- **Exceeding** (level 3)

The assessment takes place at the end of the EYFS, i.e. at the end of the reception year.



What is a 'good level of development'?

Children will have reached a good level of development in the profile if they achieve at least the 'expected' level (level 2) from 12 of the 17 ELGs in the following areas of learning:

1. **Personal, social and emotional development** (3 ELGs)
2. **Physical development** (2 ELGs)
3. **Communication and language** (3 ELGs)
4. **Mathematics** (2 ELGs)
5. **Literacy** (2 ELGs).

Why is the EYFS profile important?

- Research suggests that a good quality pre-school experience is related to better intellectual and social/behavioural development for children, and that a significant factor is a highly qualified workforce¹
- The EYFS profile has been built on these principles and since 2012 the government has challenged local services to work in partnership to ensure children have a good level of development at EYFS.
- Local authorities have a responsibility to ensure that eligible 2 year-olds and all 3 and 4 year-olds take up their free pre-school place, so it is critical that the Council creates high quality provision and ensures children access it.

1. The Effective Provision of Pre-School Education (EPPE) Project, November 2004

Different strategies and initiatives currently support the child's journey, but governance overlaps and there is no overarching framework that 'knits' these together



Health and Wellbeing Strategy (2012-2015)

- Focused primarily on intervention at conception to 3 years old
- Oversees the delivery of the Healthy Child Programme (national prevention and early intervention programme) to families defined as vulnerable – looking to extend to all five year olds and their families
- Working closely with Whittington Health as an early adopter of health visiting call to action, and aligning increased workforce with CC presence
- Meeting statutory obligations to provide childcare places for eligible 2 year olds

Children and Young People's Plan (2013-2015)

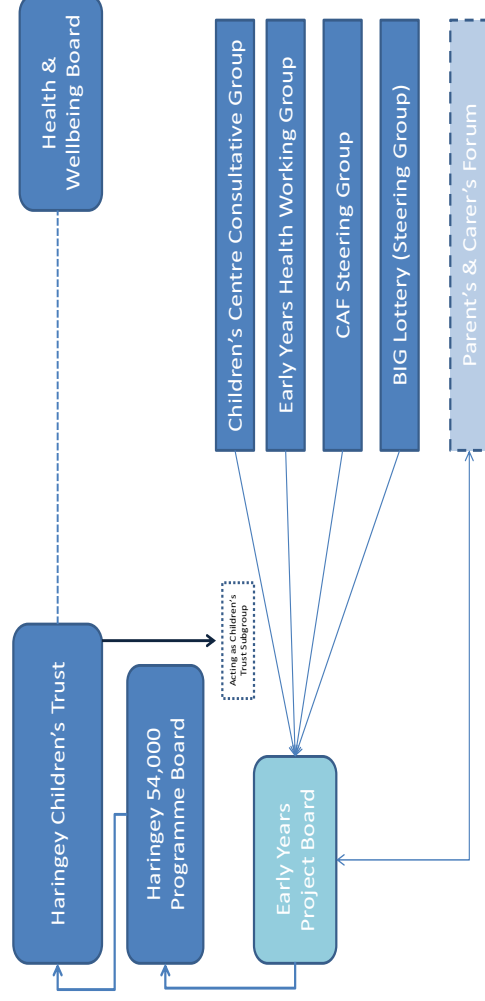
- Seeking to achieve 6 key outcomes for children and young people in the borough:
 1. Quality services
 2. Every child has a healthy start in life
 3. Thriving families
 4. Raised educational attainment
 5. Children and young people are safe from the risk of harm

Troubled Families Initiative

- National initiative to support the most troubled families across the country
- Family-focused – meaning whomever in the family is identified as needing help or support, whole-family situation is assessed and broader support provided

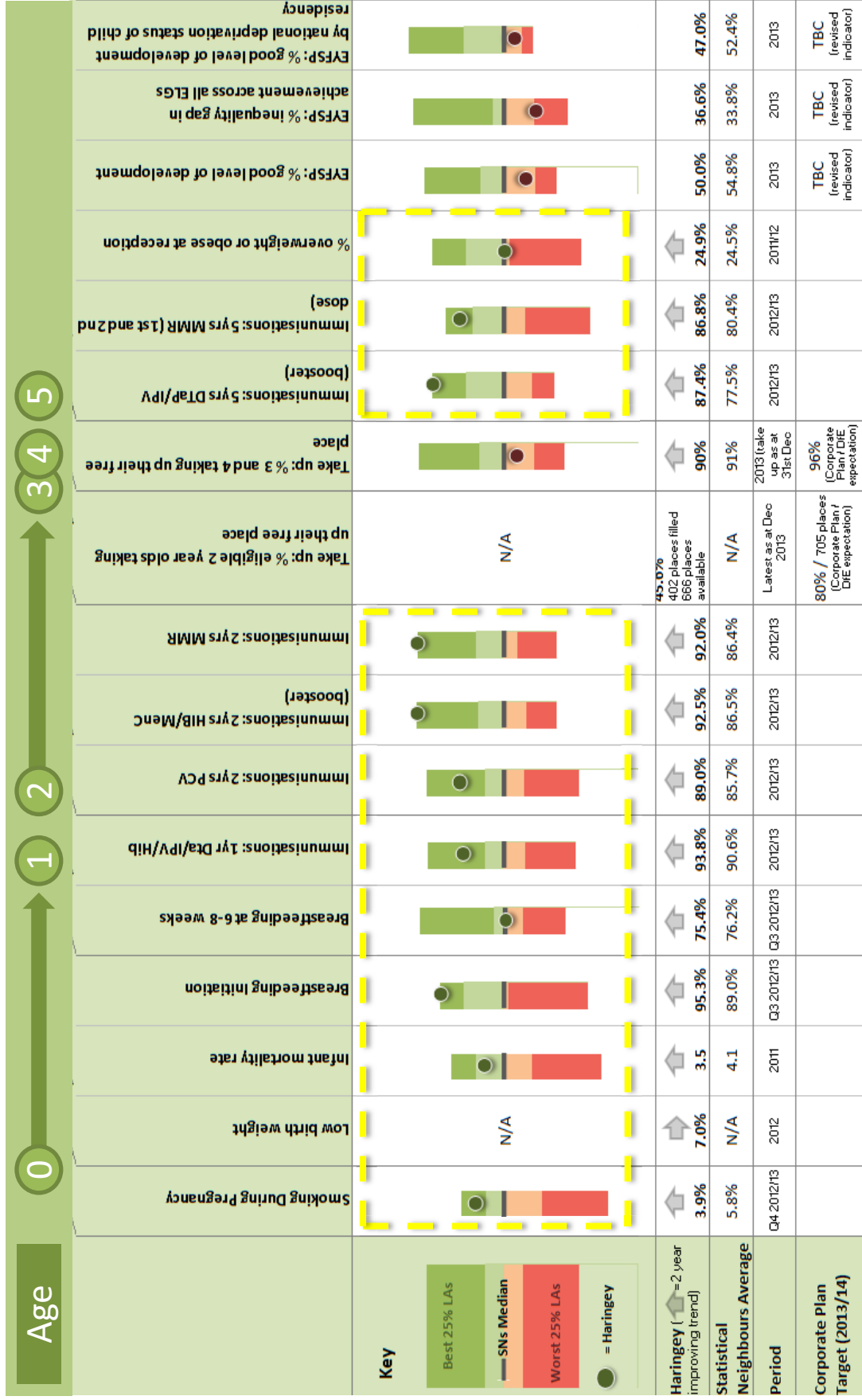
Haringey 54,000 Programme

- Focused on turning Haringey to a model of early help and intervention
- Seeks to ensure children who need support receive this as early as possible and stand the best chance possible at achieving a good level of development at EYFS



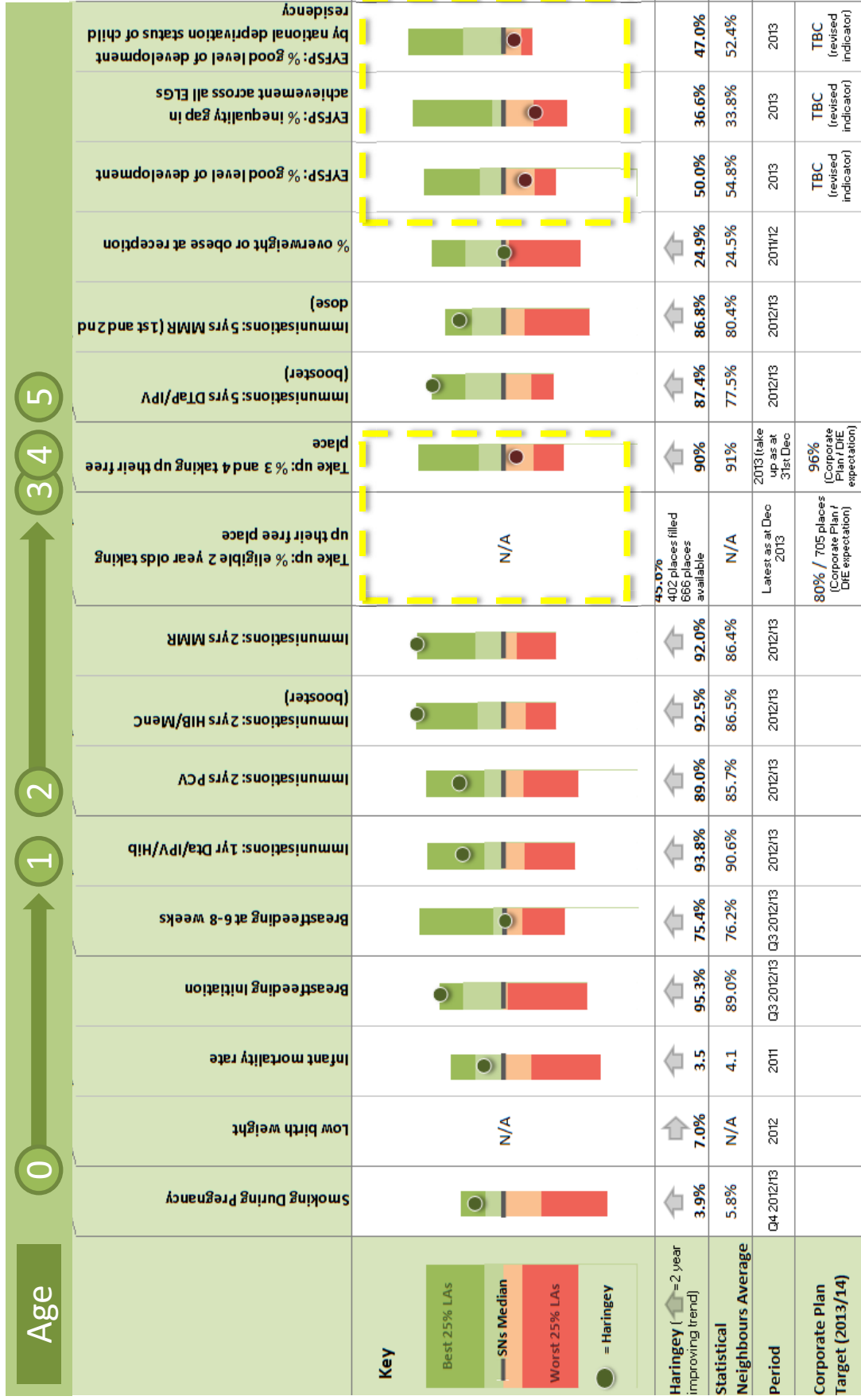
Early Years Project Board – Governance Arrangements (1/2)

There are a range of statutory duties on public bodies from conception to 5 years old. We generally perform well in health-focused areas.....



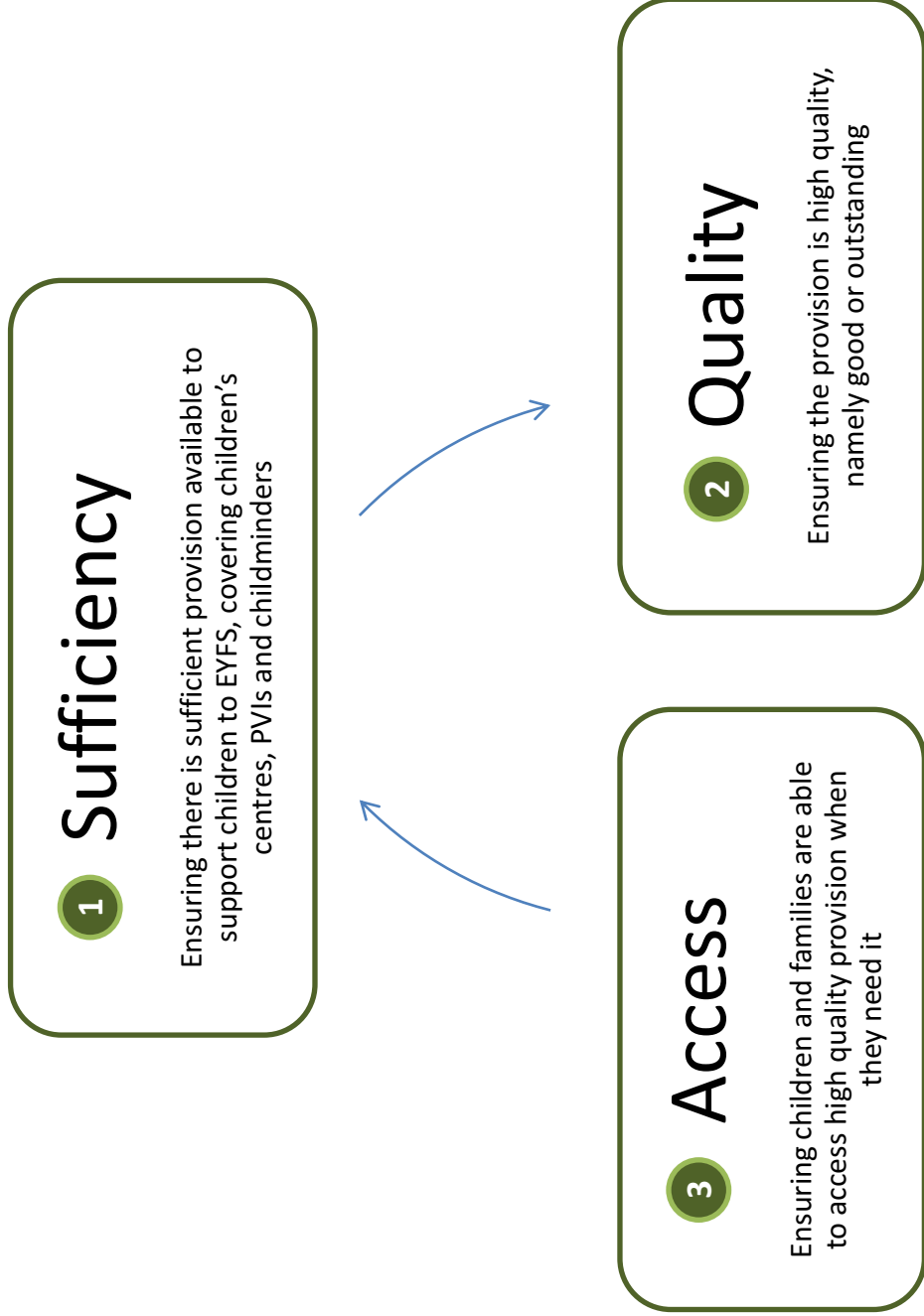
The table above shows Haringey's performance against key indicators along the child's journey from conception to 5 years old, compared to Haringey's Ofsted statistical neighbours (Croydon, Greenwich, Hackney, Hammersmith & Fulham, Islington, Lambeth, Lewisham, Southwark, Waltham Forest and Wandsworth). **Note** – where good performance is low e.g. smoking during pregnancy, infant mortality rate, achievement gap etc, this is taken account of.

.....but less well in early education and development areas, namely the provision of 2,3 and 4 year old childcare places, and attainment at EYFS

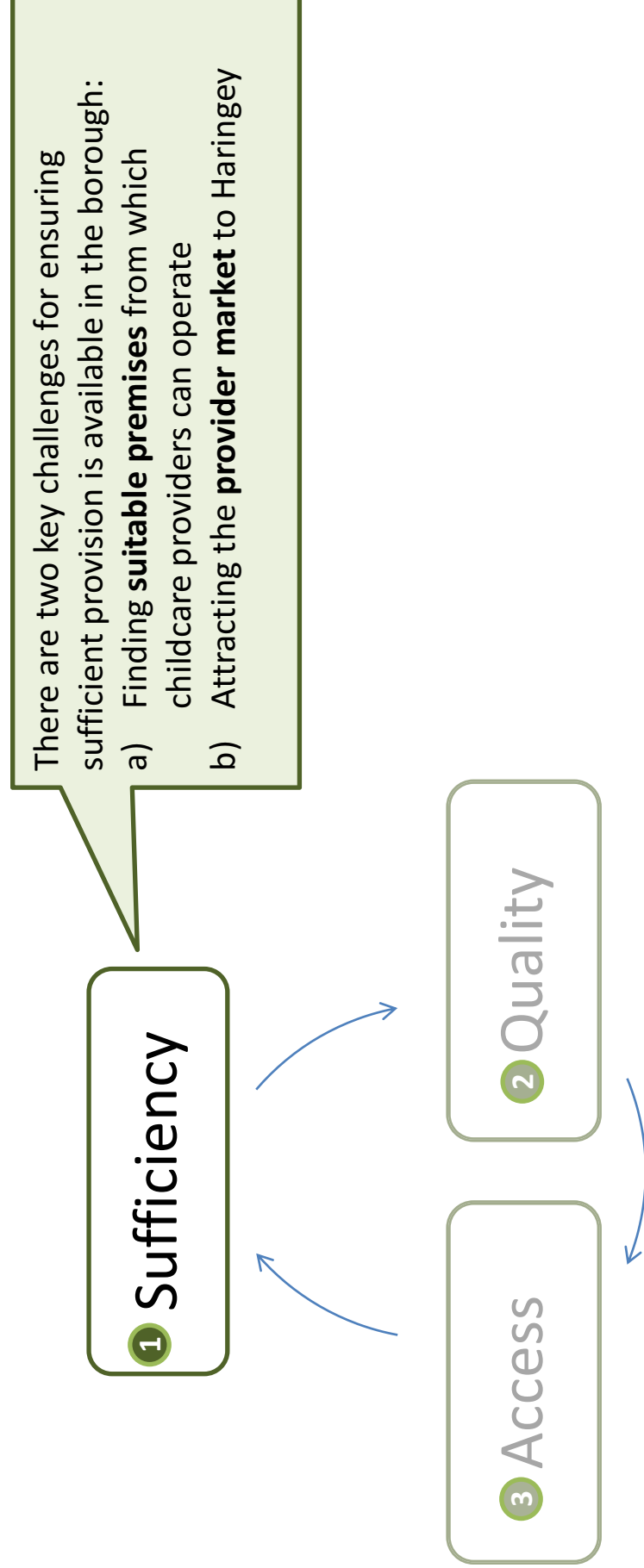


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So this review focuses on how we can improve the Council's performance in delivering high quality early education and development through a framework of ensuring sufficiency, quality and access to provision



1 Having sufficient premises and providers is critical to meeting the needs of eligible 2 year-olds and all 3 and 4 year olds

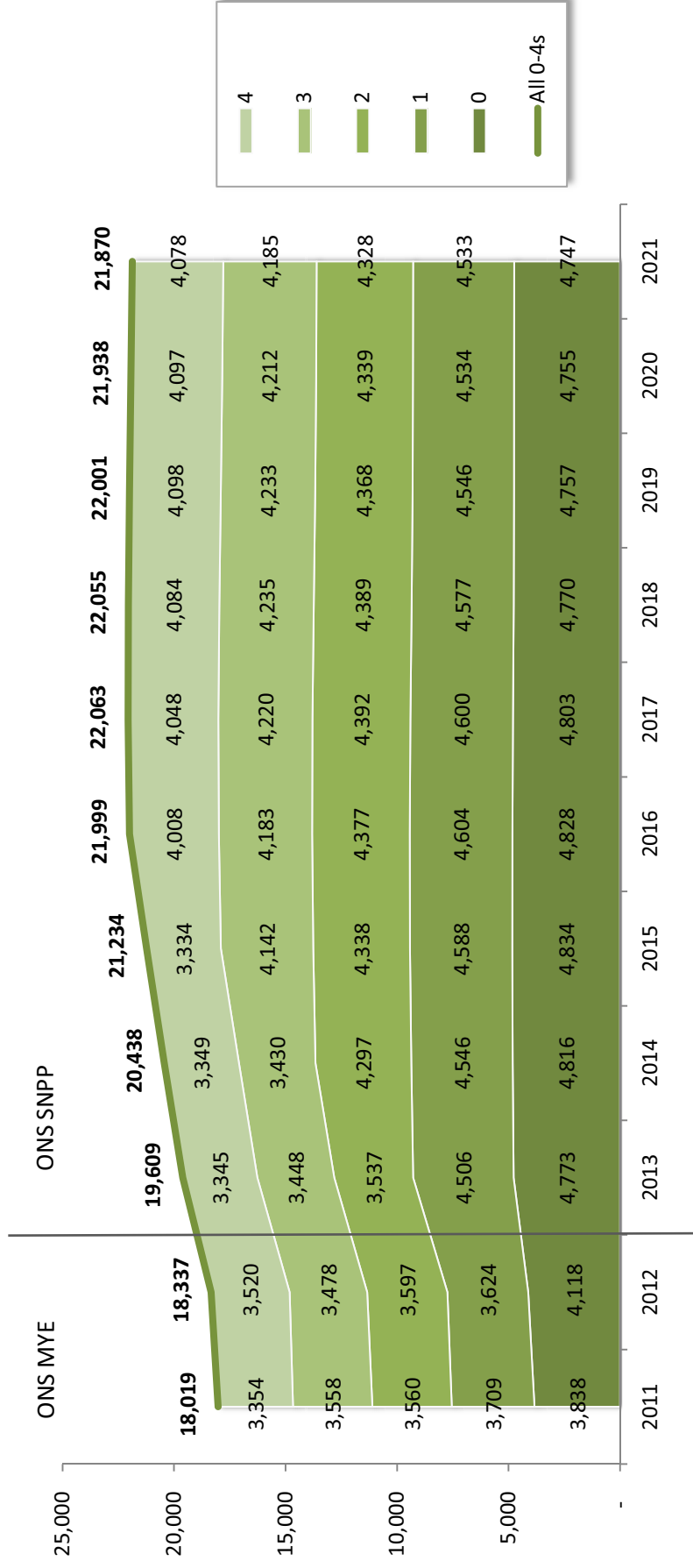


Context: the population of 0-4 year olds is expected to grow by 11% over the next 3 years, meaning a need to plan for greater sufficiency of 2, 3 and 4 year old places now

1



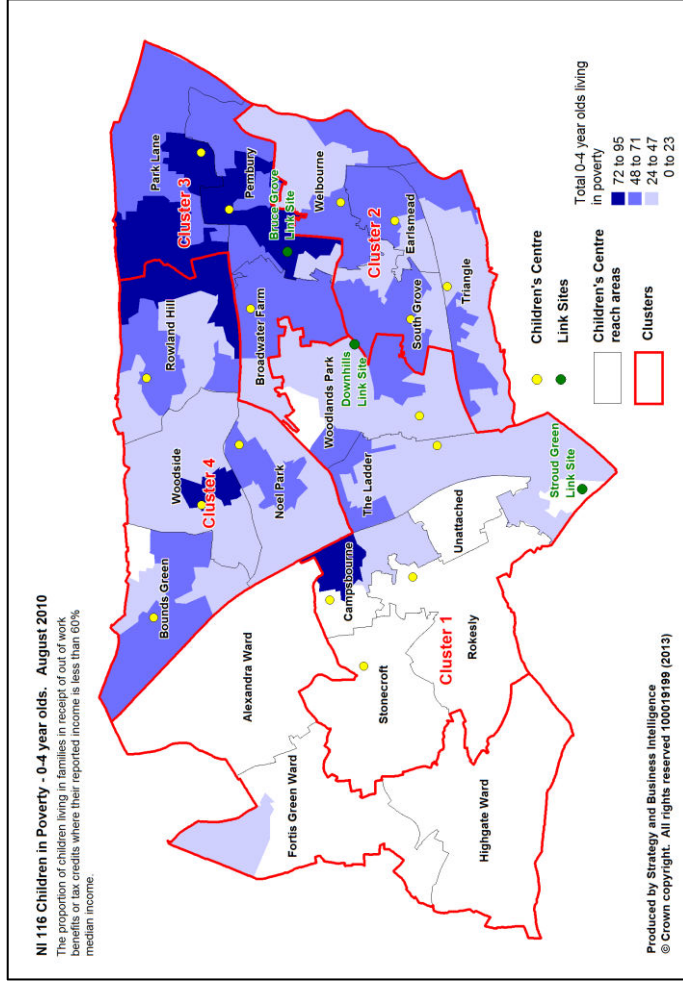
Actual and projected numbers of 0-4 year olds by single year of age, 2011-2021
(ONS Mid-Year Estimates and ONS Sub-National Population Projections*)



ONS states that the 2011 SNPPs include a known over-estimation of the birth rate. The 2012-based projections to be published early in 2014 are expected to be revised downwards.

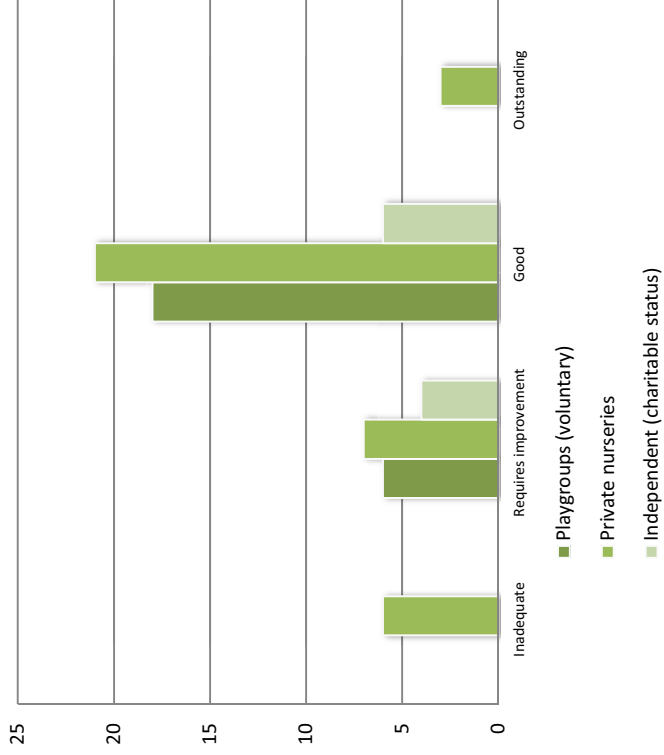
Context: there is an array of childcare provision located in the areas of greatest need and demand, but the quality is mixed and the demand is growing

1



- We have 71 Private, Voluntary and Independents (PVI)s and there is no trend between the type of PVI and the latest Ofsted inspection result.
- We have approx 300 childminders.

Ofsted rating by PVI type

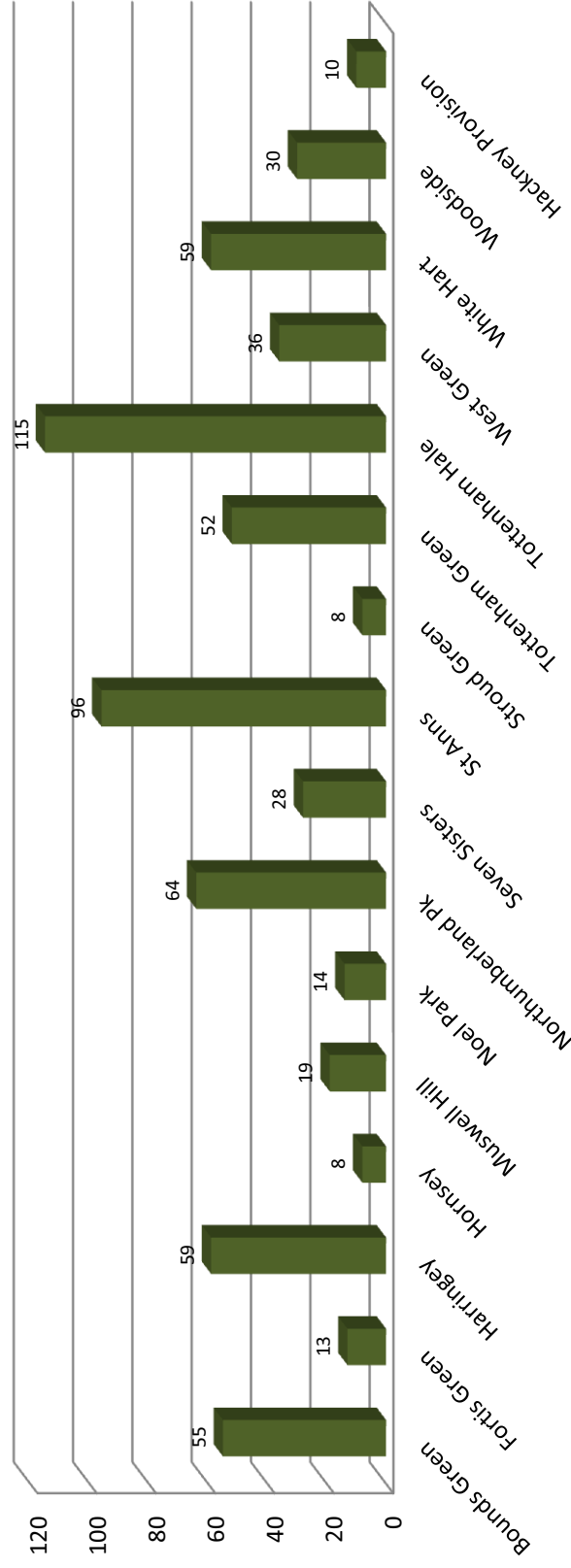


- We have 16 children's centres across the borough, 5 of which are owned by the local authority
- 8 CCs deliver childcare – 4 of which are owned by the LA

Context: we need to find a third more places for eligible 2 year-olds by the end of the 2013/14, and 2.5 times more places for 2014/15



2 yr old places available Sep '13 - Jan '14



Eligibility of 2-year olds – current and future picture

- In 2013/14, 20% of Haringey's 2 year old population are eligible for free childcare places – approximately 891 children. So far, 666 places have been created by the Council, leaving a 25% shortfall
- Current provision is available in 15 of 19 wards (this excludes Hackney provision)
- In 2014/15, eligibility will expand meaning 40% of Haringey's 2 year old population will be eligible – approximately 1790 children.

We are focusing on finding suitable premises from the existing council estate, but we need to go further in order to meet future demand



Finding premises – current picture

- The service is working with the Council's Corporate Property Services to identify existing council premises which could be suitable for providers to deliver the 2 year old provision
- It is not clear how many places will be found, but it is apparent that existing council estate will not meet future demand for 2014/15. We need to think about alternative premises that can be made suitable for providers to operate from.



Waltham Forest's approach to finding suitable premises for the long term

Waltham Forest had a lack of physical space to deliver childcare. They identified suitable privately owned premises and provided grant funding to these premises to deliver 2 year old places. The funding went towards making the building fit for purpose, and to pay the childcare providers (who would rent the space).

- The Council owned very little property that was appropriate for childcare and premises were particularly scarce in the areas of highest deprivation
- They identified places of worship, community centres & scout groups as suitable premises, as these are in the right location with suitable size and facilities. They also already had Class D1 planning permission which is required to deliver childcare.
- The Council set aside funding for the premises to be made suitable to deliver childcare, and invited interest from building owners in the borough, and provided support to landlords on how to complete planning applications.
- **800 places were created for Sept 2013**, which was sufficient to meet the demand for the year
- Now, **26 of the 67 PVI sector providers** currently delivering free 2,3 & 4 year old places in the Borough are delivered from places of worship premises
- An additional 6 providers are currently in the process of registering childcare based in places of worship buildings **creating another 290 places.**

We are about to raise the price per place to £6/hr in order to **attract the provider market**, but this will leave us with tough decisions on future early years spending

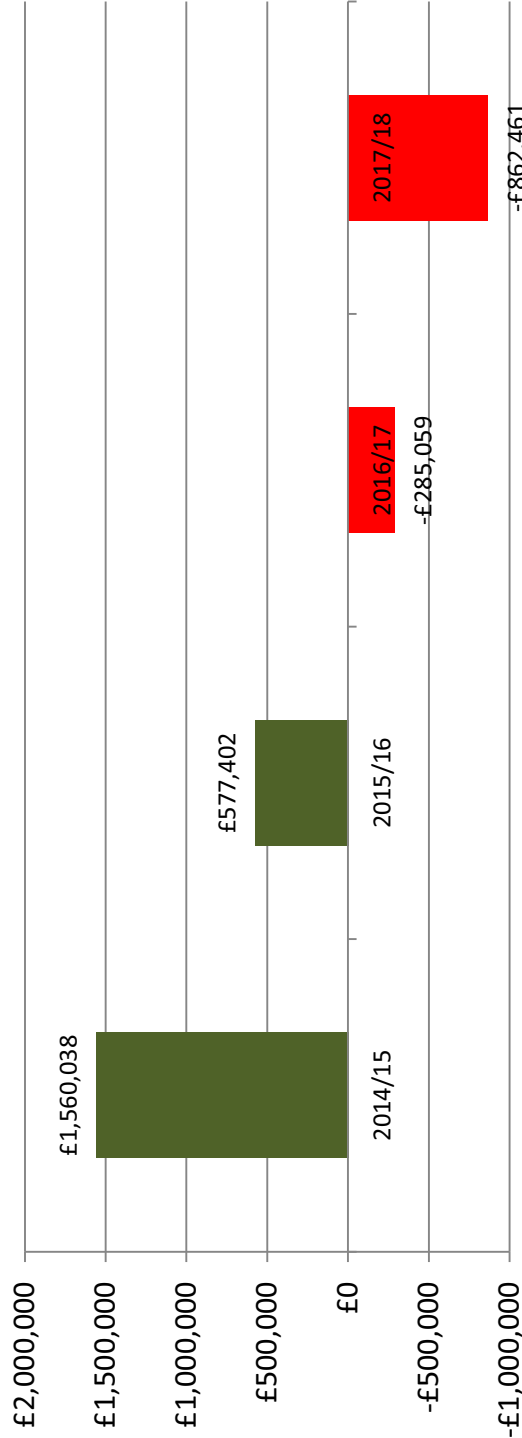
1b



Haringey’s current approach to attracting the market has largely been focused on price

- The service has focused on encouraging existing providers to offer more places, but is now focusing on attracting new providers
- Initial market engagement by the service suggests price is biggest barrier to entering Haringey
- We currently offer £5.18/hr to providers, but neighbouring boroughs offer £6/hr. More detailed market engagement is yet to be undertaken, so it is unclear whether £6/hr will attract sufficient provision.
- A decision will be taken at February 2014 Cabinet to use current DSG underspend to raise the price to 6/hr – this can cover costs until March 2016
- Retaining a £6/hr price will see a significant shortfall by 2017/18

Impact of £6/hr rate per child



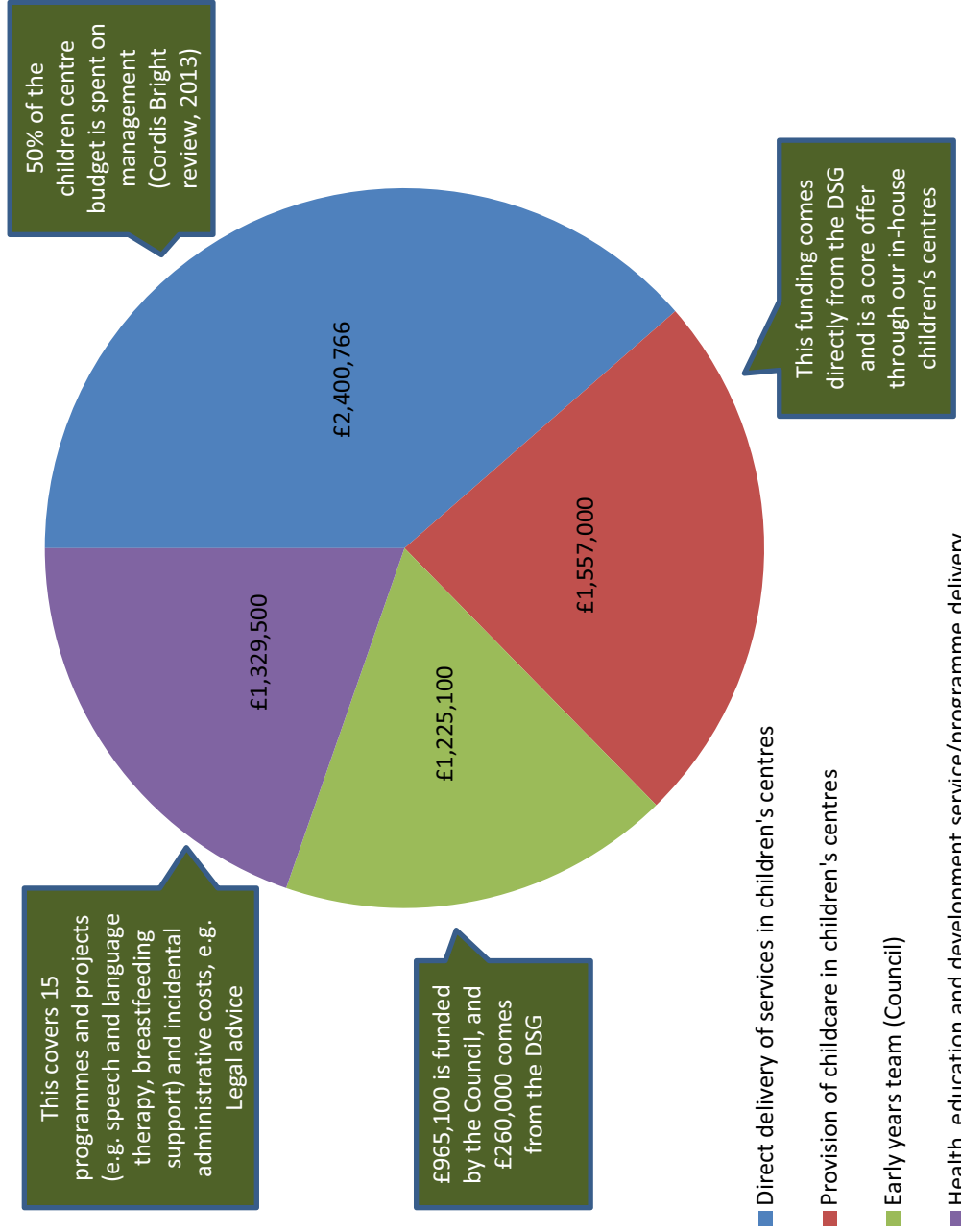
Delivery Unit

33% of the current £6.5m early years budget is spent on the management of children’s centres and the council’s early years team. 25% of the budget is spent on childcare subsidy

1b



Early Years Planned Expenditure 2013/14



Manchester Council took the decision in 2010 to remove itself from direct childcare delivery, in order to save £10m

- Manchester delivered 11% of the childcare provision in the area
- The provision ran at a loss and the quality was worse than PVI providers
- In 2010 it announced that it would be removing its childcare provision, but that PVIs would be invited to operate from the same premises – this ensured sufficiency remained and placed the challenge of ensuring access on the new provider
- The decision saved the Council £10m from a £53m early years budget

But we must go beyond price and think more innovatively about encouraging providers to come to Haringey



Findings from the study 'Foundation Years & Narrowing the Gap: Commissioning Challenges' highlights the importance of market position statements.

- Information and data about the needs and the market itself are key. The Council should consider issuing a **market position statement**, which would include:
 - future demand and take up of different foundation years initiatives (e.g. two year old offer);
 - current supply (identifying strengths and weaknesses);
 - expected funding changes;
 - desirable models of practice;
 - drivers for the market (e.g. business opportunities);
 - scope and support available for innovation and development of a particular market segment;
 - support that providers can expect in order to achieve the desired outcomes;
 - how commissioners intend to behave towards the market in the future



And there are further innovative ways to attract the market....

- Collaborate with other council services to identify **wider commissioning opportunities** for the market in the long term, e.g. Providing adult day care, or delivering training for poor quality providers
- Offer **financial incentives**, e.g. Waltham Forest's support to PVI market to identify suitable premises from which to operate; or Manchester making old in-house premises available and fit for purpose for new market to operate from

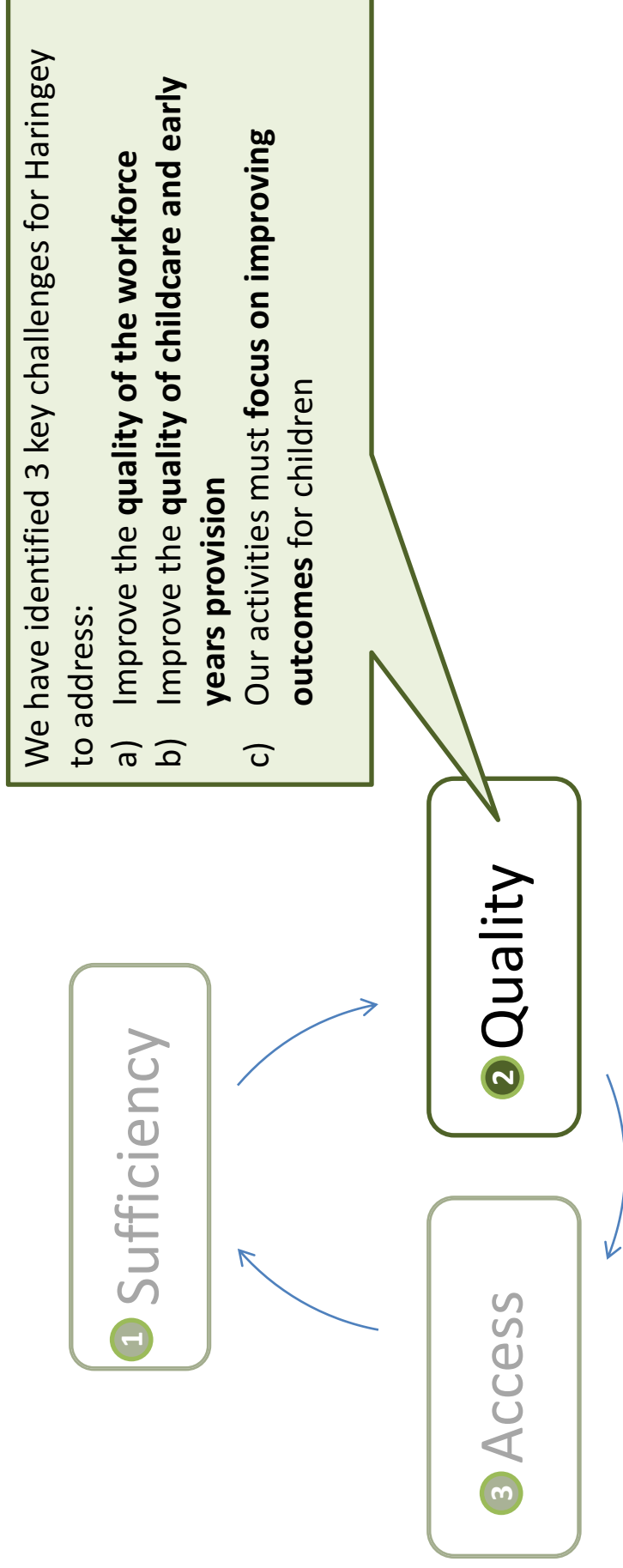
1 Sufficiency – Areas of focus

Area	Short Term	Medium Term
<p>1a Finding suitable premises</p>	<ul style="list-style-type: none"> • Put in place 'new premises 'action plan, which should cover: <ul style="list-style-type: none"> ▪ exhausting final council premises options ▪ immediate engagement with community-based organisations and PVIs to encourage delivery of childcare ▪ re-examining the early years budget to identify incentives for the market, e.g. premises development subsidy 	<ul style="list-style-type: none"> • Identify options for premises on borough borders
<p>1b Attracting the market</p>	<ul style="list-style-type: none"> • Undertake immediate analysis of the future funding gap, to identify whether the £6/hr price can come down as economies of scale are achieved, and how the remaining shortfall can be covered • Ensure the market is primed to engage once February Cabinet decision on £6/hr rate is taken • Re-examine existing early years budget and consider: <ul style="list-style-type: none"> ▪ re-calibrating management spend in children's centres towards service delivery ▪ current early years team spend ▪ whether to retain the childcare subsidy 	<ul style="list-style-type: none"> • Issue a market position statement • Look for wider commissioning opportunities • Consider financial incentives in the review of the early years budget

2 Arguably, quality is the most important element of our strategic framework. **High quality early years provision** has a lasting positive impact on a child's outcomes.



Attending a high or medium quality pre-school has a lasting effect on behavioural outcomes, and pre-school quality is a significant predictor of later Key Stage 2 performance in both English and Mathematics (EPPSE 3 to 16 study, Siraj-Blatchford, I et al, 2011)



2a

The quality of the workforce is key and we do not have baseline information to assess how best to drive up the quality of the workforce that deliver early years provision



National research highlights the importance of quality staff in achieving outcomes for children

The qualification level of staff in the setting improves quality

- Better qualified teams offer higher quality support for older (30 months to 5 years) children developing communication, language, literacy, reasoning and mathematical skills¹

The introduction of a graduate leader improves the quality of provision settings²

Having a qualified teacher in an early years setting has the greatest impact on quality³

- Settings which have staff with higher qualifications (especially trained teachers) show higher quality and children make more progress

Strong and effective leadership makes a setting good or outstanding⁵

- Strong leaders seek external challenge, hold their staff to account, ensure they have a well-qualified workforce and make sure their staff have access to continuing training and professional development
- Strong leaders – and staff – understand the importance of establishing good relationships with parents and of involving them in their children’s learning (emphasised in the Tickell Review)

Desk based analysis has shown that other LAs have more robust MI requirements in their agreements with providers that deliver early education places

- Haringey: no provision within the agreement for the Early Years Free Entitlement for 3 & 4 year olds for receiving information on the qualifications of the workforce
- Wiltshire: “Providers must provide details of the qualifications of their staff to the Local Authority on request
- Gloucestershire: “Providers must complete and return the annual safeguarding audit”

Bexley’s approach to driving up the quality of their workforce

Bexley have done a lot of work to understand the training needs of their workforce, and have rolled out a programme of training aimed at providers (both childminders and PVIs) that are delivering early years provision for 2 year olds. As a result they have seen a positive impact on Ofsted ratings.

We do not hold the data on the qualification level of the workforce

- We do not know how many level 3 qualified early years staff, qualified teachers or graduate leaders there are within settings
- We do not have data on the leadership capacity within settings

- Bexley have a strategic lead for workforce training and development with the Council
- A robust skills audit was carried on a self-assessment basis, and the Council invited expressions of interest for training. These were screened by the Council’s Team based on their knowledge of the provider
- The Council concluded that the most value would come from providing training to those providing the EY education for 2 year olds
- A training provider was appointed to deliver both core / statutory training (safeguarding etc) and individual qualifications
- Good quality contract management information is received from the training provider, which is key to evaluating outcomes and monitoring performance

¹ Evaluation of the Graduate Leader Fund Final Report, Mathers S et al. (2011)
² Effective provision of pre-school education, Sy/Wa, K et al (2004)
³ Getting it right first time, Ofsted, (July 2013)

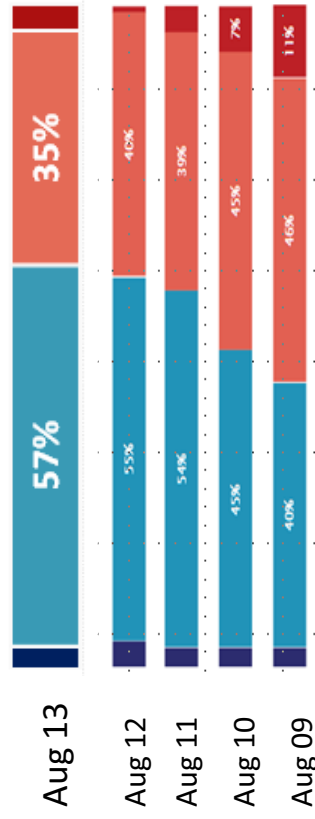
2b

The quality of childcare and early years provision needs to be addressed quickly and the level of ambition needs to be higher



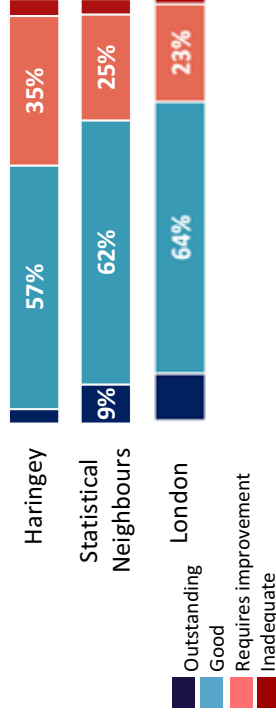
We have made improvements to our overall quality picture....

Haringey – All childcare providers (PVI's and childminders)



...but there is still progress to be made when compared to our statistical neighbours and London

All childcare providers - latest Ofsted rating as at August 2013



- Nearly 40% of all childcare provision requires improvement in quality according to Ofsted - early years settings need to improve faster to ensure that they give children the best start in life
- We need to increase the number of outstanding settings - the expectation needs to be that Ofsted rating of good is not good enough
- Quality needs to be given greater strategic importance, and information on quality should be more visible to members and senior managers
- A decommissioning framework will reinforce the importance of quality - CYPs plan to design a decommissioning framework
- Processes to address Ofsted quality ratings are in place, however the level of scrutiny and challenge to drive progress is unclear

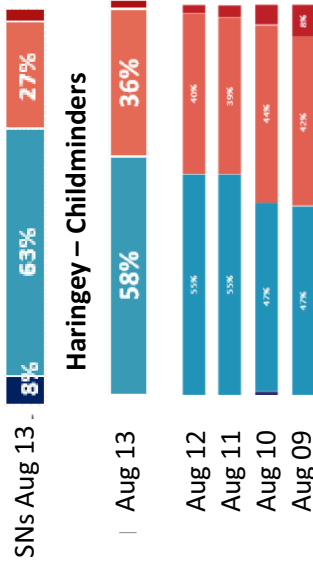
We need to provide both challenge and support to address quality issues

- Where a setting requires improvement, or is inadequate as judged by Ofsted, internal process set out that an officer will visit the site within 10 or 5 working days respectively
- In Bexley, an officer will meet or speak to the Ofsted inspector on the day of the inspection where possible, and always visit the site to agree the action plan the next day
- We need to re-think the models designed to drive quality for children's centres, childminders and PVI's
- Within schools, the government is encouraging outstanding schools/academies to provide support to those that are not performing.

There are different challenges to increasing quality across childminders, PVI's and children's centres



The quality of childminders has improved, but over a third still require improvement. We need a strategy to support this that considers the limited resource in space.



- Only a handful of childminders deliver the EY education for 2 year olds
- 3&4 EY education expanded to childminders in 2013 and uptake has been slow
- The govt is legislating to enable childminder agencies to be set-up through the current children and families bill, and several local authorities are trialling the approach. Agencies support childminders with training and business advice, while making it easier for parents to access home-based childcare. The government hopes the agencies will encourage more individuals into the profession

The service is working to strengthen the contractual arrangements between the Local Authority and children's centres to get more robust management information on a routine basis



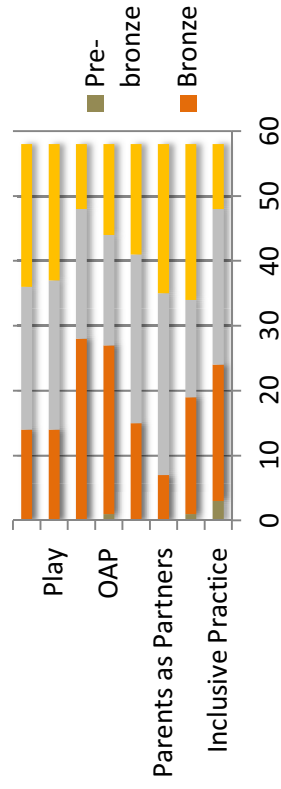
There has been progress in improving the quality of PVIs, but the pace of improvement has slowed which suggests a step-change in our approach is required

PVIs (childcare on domestic and non-domestic premises) - latest Ofsted rating as at August 2013



- We support PVI's through voluntary Quality Improvement Accreditation Scheme
- Of our 71 PVIs, 84% take part in the accreditation scheme (of the 12 that don't, 6 are rated as good by Ofsted, 4 require improvement and 2 are inadequate)
- The scheme highlights the poorest areas of PVI performance are Observation, Assessment and Planning, Inclusive Practice and the Environment.

Haringey Quality Improvement Scheme ratings



Our activities must focus on improving outcomes for the children

2c



<p>National research highlights the importance of outcome focused activity</p> <ul style="list-style-type: none"> • Improvements to the learning and development requirements of the EYFS have been widely welcomed¹, and it is likely that regulation and inspection will move further from focussing on process to outcomes • Children’s Centres should measure and compare outcomes for the children and families they work with over the longer term, at least until the point that the child starts school² • Children’s centres should give greater emphasis to services that will improve child outcomes³ 	<p>Lewisham’s approach to Payment by Results</p> <p>Lewisham use a payment by results (PBR) mechanism with their children’s centres. Whilst they cannot report on the success of model until the next financial year, they have seen a positive impact on the quality of the management information that they receive, and a shift in attitudes towards focussing on outcomes.</p> <ul style="list-style-type: none"> • Improvements have been seen over a 10 month period • The Service ran workshops on focussing on outcomes, and assembled case studies • The PBR comprises of 15% payment based on reaching new targeted families, and 15% on outcomes, which focus on: <ul style="list-style-type: none"> - Improved parenting and attachment - Improved school readiness - Prevention of escalation
<p>Within Haringey, the Cordis Bright Review highlighted that a significantly more rigorous approach to demonstrating outcomes needs to be taken by Children’s Centres</p> <ul style="list-style-type: none"> • There is planning work underway by CYPS to educate Children’s Centres on how to measure impact • Our field work has reinforced this recommendation, as there is still very little measurement of outcomes • There is no mechanism in place to robustly measure the impact of investing the Direct Schools Grant and the Early Intervention Grant in childcare 	<p>1 More Great Childcare, DfE, Jan 2013 2 Best Practice for a Sure Start, July 2013 3 Conception to age 2, Wave Trust</p>

2 Quality: Areas of focus

Objective	Short Term	Medium Term
<p>2a</p> <p>Develop a high quality workforce</p>	<ul style="list-style-type: none"> • Understand the baseline via a skills audit • Produce a strategic training plan which considers sustainability 	<ul style="list-style-type: none"> • “Professionalise the profession”, including development of plans to attract more graduates, support apprenticeships, and build links with Teach First
<p>2b</p> <p>Ensure high quality childcare</p>	<ul style="list-style-type: none"> • Embed robust MI reporting requirements • Design a process for challenging and analysing this data – and ensure strong analytical capability is embedded in CYPs • Design a decommissioning framework • Review the governance arrangements and reporting requirements • Approach outstanding schools to build a support network for PVI's • Learn from childminder agency pilots and consider implementing the model 	<ul style="list-style-type: none"> • Produce a strategic plan which sets out how best we offer support and challenge to Children’s Centres, PVI's and childminders. This should consider: <ul style="list-style-type: none"> - peer-to-peer - expertise across the Council, and from local businesses
<p>2c</p> <p>Focus on improving outcomes</p>	<ul style="list-style-type: none"> • Agree and implement the outcomes framework for children’s centres (which is urgent given the revised Ofsted inspection framework and will also require the local authority to provide substantially improved data, targets and challenge to children’s centres – work underway) 	<ul style="list-style-type: none"> • Pilot a payment by results mechanism

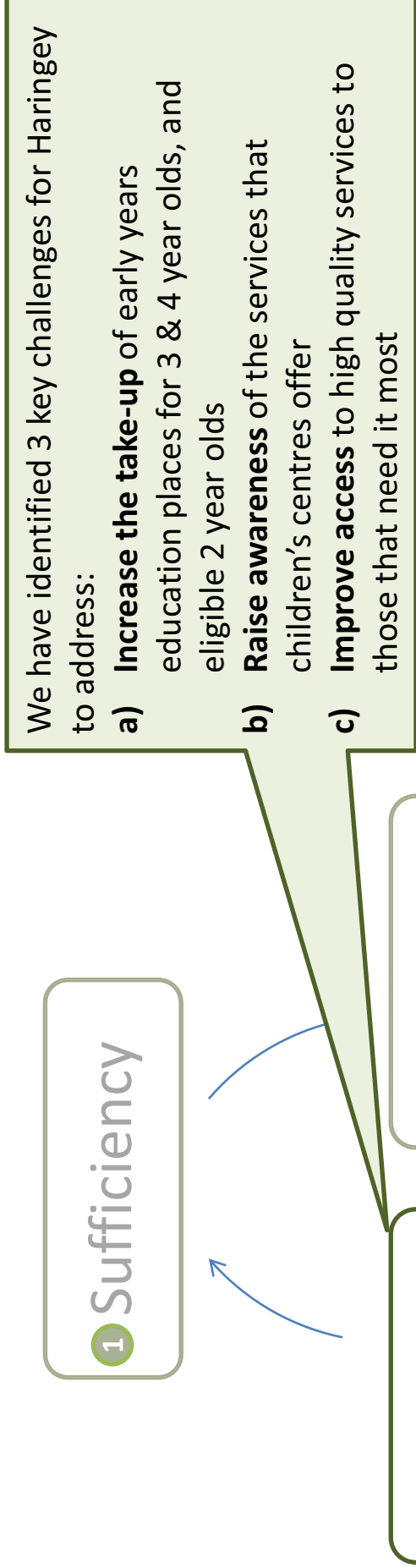
3 Access to services must be improved in order for outcomes to be achieved



The revised Ofsted inspection framework for children's centres (March 2013) emphasises that in order to be 'good' a centre it will need to work with its partners to:

- **know of most (more than 80%) families with young children in their area**, and identify target groups among them (eg. lone parents, low income families, children in need or with child protection plan etc) then,
- within the subset of families who are in those defined target groups, **ensure that a 'large majority' (ie. 65-79%) are registered** with the centre and have access to information, advice and guidance about early childhood services
- have effective strategies to encourage and track participation, ensure take-up of early education etc

We also have a funding pressure to maximise places filled. From 2015/16, 2 year-old funding will be based on the number of places filled, with the first reference point being take up as at January 2015.

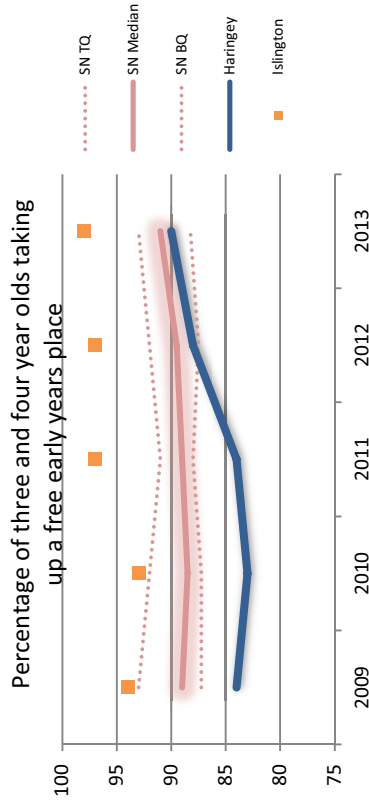


3a

To achieve better outcomes for 5 year olds, we must increase the take-up of our early education places

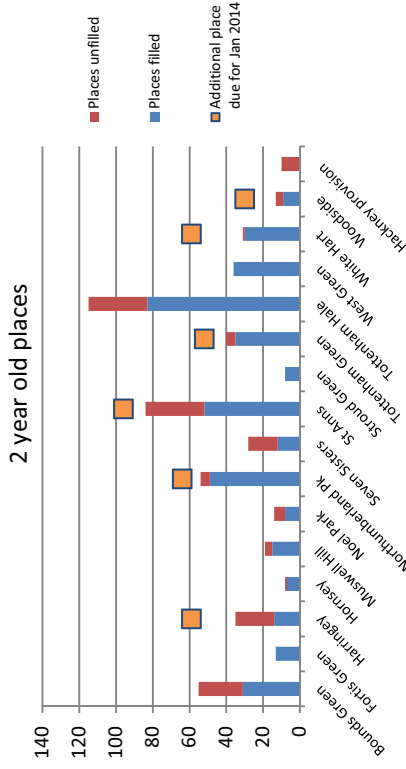


We currently fill 90% of 3 & 4 year old places.



- Our 3 year fill rate is 84% compared to our better performance in 4 year olds of 95%
- Islington, our neighbouring borough, perform very well at take up of 3 & 4 year old. Upon investigation, we found that the rate is lower amongst Islington residents, and that they are a net importer from neighbouring boroughs, including Haringey

We currently fill 71% of 2 year old places. There is a risk that more places will go unfilled as we increase the number of places available



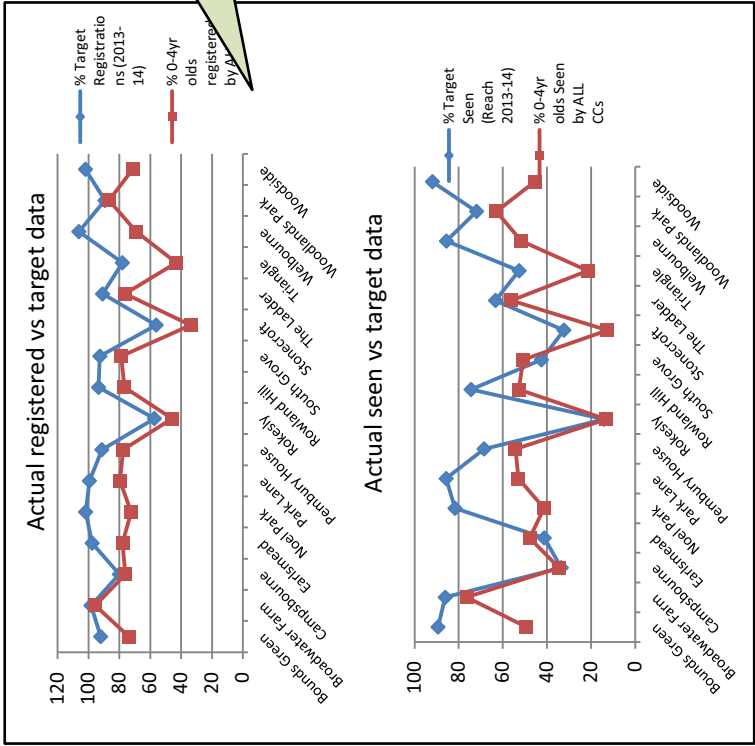
- The number of places provided will be increased by 18% as of Jan 2014
- The number of places are increasing in wards which do not fill the current places that they have available
- 10 places are provided by Hackney providers – yet none are filled
- Securing attendance of 2 year olds is important as research has shown that an earlier start (eg under age 3) is related to better intellectual development

There is little targeted marketing, and a 'one size fits all' approach is too readily taken

- Parents need to have access to **full information** on childcare – local quality, availability and on the positive benefits that it can bring, to ensure that they are making informed decisions about whether to use it (Childcare matters)
- Getting the **timing** right in providing advice and guidance is important, as is recognising that some parents do not understand the developmental needs of their child
- We need to **give parents more choice**, by i) making it easier for quality childminders to operate and grow; ii) encouraging schools to offer more EY places and iii) encourage take-up by PVI's (More Great Childcare)

3b

We need to raise awareness of the services that children's centres offer so that they can maximise the impact they have



Children's centres perform better at registrations than 'seeing' children

- Registered data refers to the number of child registrations, and 'seen' is the number of children that they have engaged with
- The average progress against reach target is 79%, and 75% against seen target
- 3 Children's Centres have seen less than 50% of their target
- There has been a lack of consistent messaging around 'seen' and 'registered'

As highlighted in the Cordis Bright review, the revised inspection framework for children's centres, has significant implications for partnership working, outreach particularly to target families and in ensuring that there is an integrated service offer for all families across the children's centre's reach area. Children's centres have a responsibility to monitor the extent to which target families engage with services on offer, and to promote participation (e.g in early education)

Not all professionals have an up to date understanding of the services that Children's Centres offer, which limits their ability to sign post effectively

- There are very few referrals from Job Centre Plus (links used to be better when Workforce Development Officer was in place)
- Services don't talk to each other very well (Early Help Consultation)
- There is a culture of silo working, and a need for better education on the benefits of working together

We need to target communications regarding universal provision

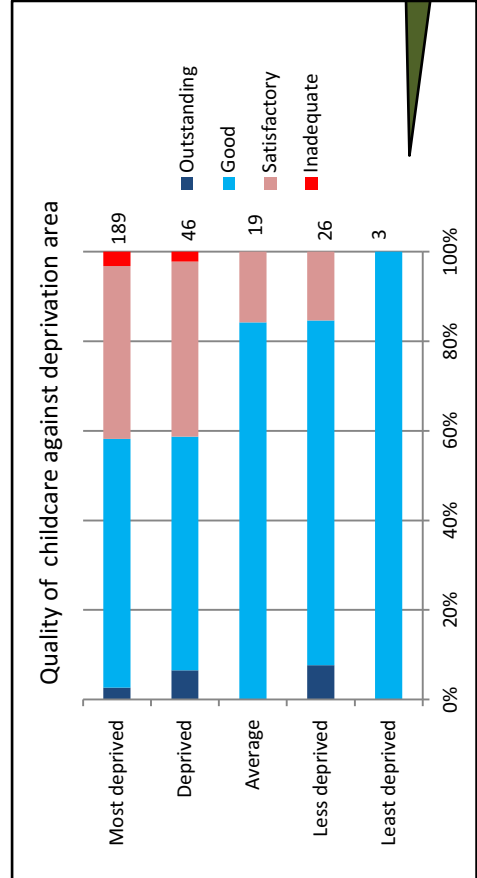
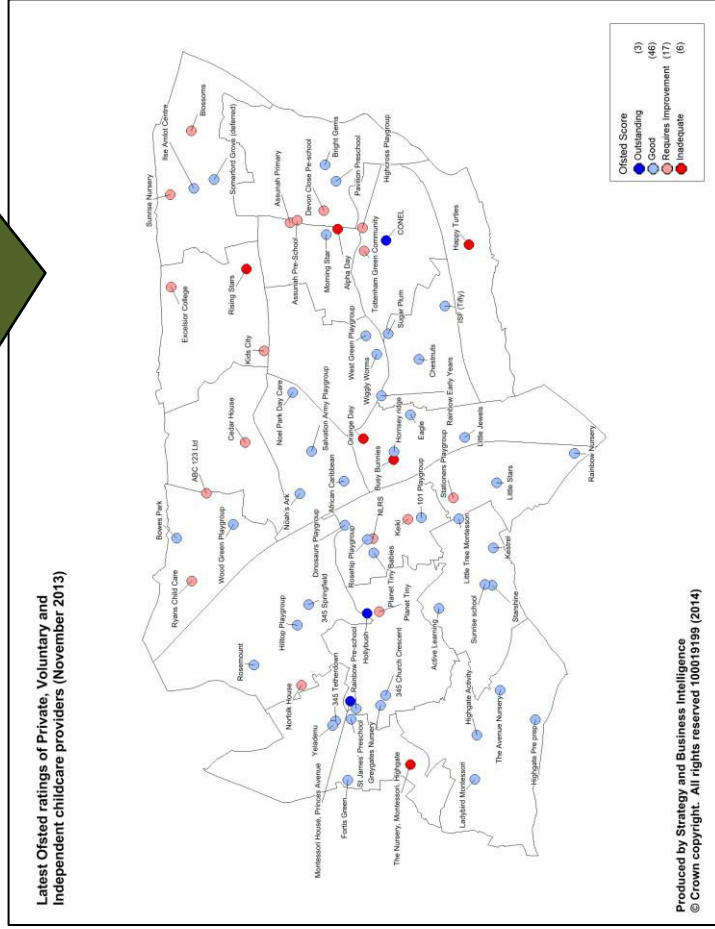
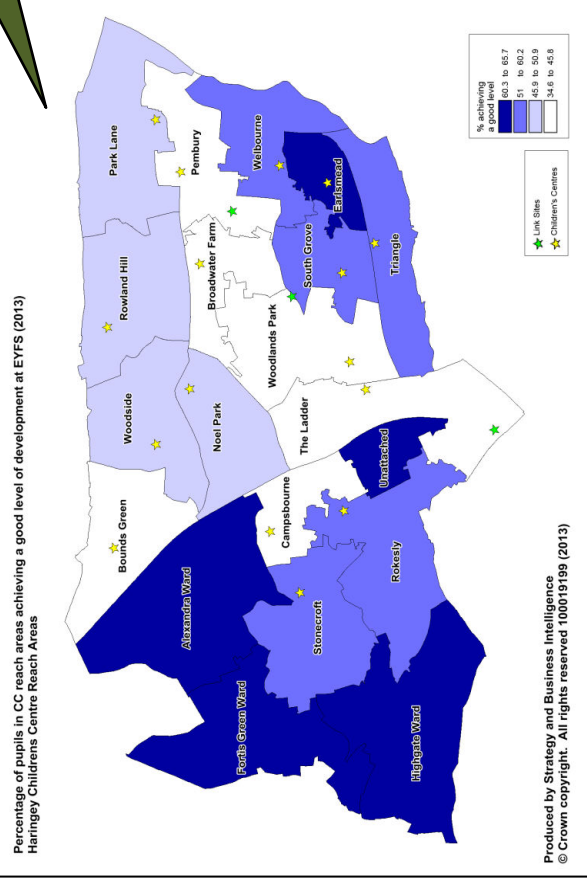
- Capacity issues have been raised as a barrier to achieving better outreach. The Service Area recognise the importance of outreach work and are planning to have a series of road shows to increase the awareness.
- There should be greater emphasis on community involvement as opposed to consultation in service planning and delivery (Select Committee)
- Children's Centres should prioritise high quality outreach and family support to work with the most vulnerable families suffering multiple risk factors (Wave 2)
- The Early Help consultation found that in Haringey there is low service awareness and low confidence/language ability to access services

3c ...and improve access to quality services for those that need it most



Whilst children's centres appear to be located in the places of greatest need, they need to make a greater impact on the development of children

Quality of PVI's is more variable in the East of the Borough, and there is a lack of high quality PVI's in the Tottenham area



In higher deprivation areas we have more childcare, and more childcare of a lower quality



3 Access: Areas of focus

Area	Short Term	Medium Term
<p>3a Increase uptake of early education</p>	<ul style="list-style-type: none"> Put in place a new marketing action plan, ensuring material is less generic and the target audience is better understood – also analyse why Haringey children are using Islington services 	<ul style="list-style-type: none"> Make strategic and operational link with GPs and focus on improving relationships with private nurseries
<p>3b Raise awareness of services children’s centres offer</p>	<ul style="list-style-type: none"> Link services to community centres, leisure centres and libraries Provide residents with a clear picture as to where the children’s centres, nurseries, PVI’s are to support a smoother admissions service Promote efficient and targeted outreach Run refresher training for social workers so they can signpost to children’s centre services on offer and act as advocates for the centres 	<ul style="list-style-type: none"> Ensure health and education/development areas of the early years agenda are strategically and operationally integrated
<p>3c Access to quality services</p>	<ul style="list-style-type: none"> Undertake further analysis on geographical data of PVI’s to inform quality improvement plans and strategies to grow the market Undertake a needs analysis to inform a new approach to encouraging access, underpinned by robust management information which details the needs of the Borough, and be supported by integrated working across partners in Haringey. 	<ul style="list-style-type: none"> Consider wider roll out of the Early Help pilots (subject to evaluation results)

To support the core framework, delivery partners must collaborate effectively to support the child's development and look to integrate the delivery of services



Partners must collaborate effectively to support the child to 5 years-old

- **Sharing information** – sharing of key information/data on individual children is currently ad hoc, and there needs to be a clear protocol in place so that services supporting the child in later years are aware much earlier of the need. This will help with planning and support, particularly where targeted support is needed.
- **Co-location of professionals in children's centres** – this remains a challenge for the borough. Midwives operate regularly out of children's centres, but health visiting presence is more sporadic. This is partly due to the resource challenges in health visiting.
- **An integrated approach to supporting all children** – the majority of resource goes into targeted support to children who need it most, and we have made good progress in establishing the right basis for this, e.g. MASH, Family Nurse Partnership, Troubled Families Initiative. Yet we do not have a clear view of all children in the borough because, for example, health visitors do not have the resource to offer a universal 1 and 2 year health check for all children. If rolled out nationally, the new integrated 2/2.5 year check currently being piloted by Islington could be a valuable checkpoint on the journey of a child to age 5.

Brighton and Hove's approach to integrating services

The health visiting service for the city has been seconded into the Council through a Section 75 agreement and work as an integral part of the children's centre service. This model has delivered value for money, transparent and effective use of resources, and safe evidenced based health care delivery.

- Children's centres are managed as a city-wide service, led by three Neighbourhood Sure Start Service Managers, two with health visitor backgrounds and one from social work
- The integrated children's centre teams are led by health visitors, who supervise outreach workers. In addition there are specialist city-wide teams offering specific support – for example, breastfeeding coordinators to encourage initiation and sustain breastfeeding in areas of the city where this is low. Traveller and asylum seeker families are supported by a specialist health visitor and early years visitor post. Teenage parents are supported by named health visitors and early years visitors at each children's centre.
- The impact is evident in improvements in breastfeeding rates, obesity rates and a sharp rise in the percentage of children living in the most disadvantaged areas who achieve a good **EYFS Profile score – from 33% in 2008 to 55% in 2011**.
- In their most recent Ofsted inspection, it was noted that the health-led model plays a fundamental part in streamlining services and integrating provision. Ante-natal and post-natal services are delivered directly from this Centre. As a result, **the Centre reaches 100% of children aged under five years living in the area** and has made an impressive impact on children's welfare and family well-being.

.....and the council must have a **tight grip** on the performance of children’s centres and the wider provision to drive up quality and attainment at EYFS



The recent All-Party Parliamentary Group report on children’s centres¹ suggests a more holistic role in future, meaning strong performance will become even more important

- **Early intervention** - considering pooled budgets for early childhood health services and children’s centres, working together under one roof and promoting early contact for example through registration of births in centres.)
- **Supporting employment** - supporting parents to consider paths back to work in good time before they may be obliged to seek work by benefit conditions (for example when their youngest child is five). This suggests a full partnership with Jobcentre Plus and wider services to build confidence and skills, and support work experience and volunteering
- **Childcare quality** - irrespective of whether they directly provide childcare, centres can promote access to good-quality care and provide outreach and relevant information to parents. There is also a potentially vital role in fostering quality through support to childminders (possibly increasingly significant for early education for disadvantaged two year olds).
- **Evidence-based practice** - the need to evaluate interventions and review success regularly to inform service planning, with children’s progress tracked at least until they are in school. This requires effective partnership working and information sharing between local authorities, health services and schools in order to target families for help.

We need to have a **tight grip** on the performance of our provision in order to understand whether we can get the best out of the current delivery model, or whether a new approach is required

- **An outcome-focused contract based on risk/reward** – the current targets of registering and seeing children go some way, but we could go further. A contract based on level of assessment at EYFS would focus the provision to perform against outcomes, and attaching payment to these outcomes would provide a strong basis for improvement. Lewisham’s approach is comparable here.
- **Management information** – clear reporting cycles that ensure the council can see real-time performance against contractual targets, in the form of a performance scorecard (e.g. slide 8)
- **Contract management** – a strong and active approach to managing contracts with the provision, using penalty clauses where necessary for poor performance

1. Best practice for a sure start: the way forward for children’s centres (July 2013)

Without a tight grip on current performance, it is difficult to judge whether our current **children centre delivery model** is the right one, but we do know that the model itself is not necessarily linked to high quality provision



Barnet have a mixed model of in-house and school-attached children's centres

- Barnet undertook a review of their early years provision in 2013. Although their demographic is quite different to Haringey, the Ofsted ratings for their provision are similar to ours – a third of their provision is satisfactory or requires improvement
- They are facing the same performance issues as Haringey, so are actively considering centralising the management of their children centres to tighten the grip on performance, before appraising future delivery options.

Barnet Children's Centre Ofsted Ratings as at August 2013



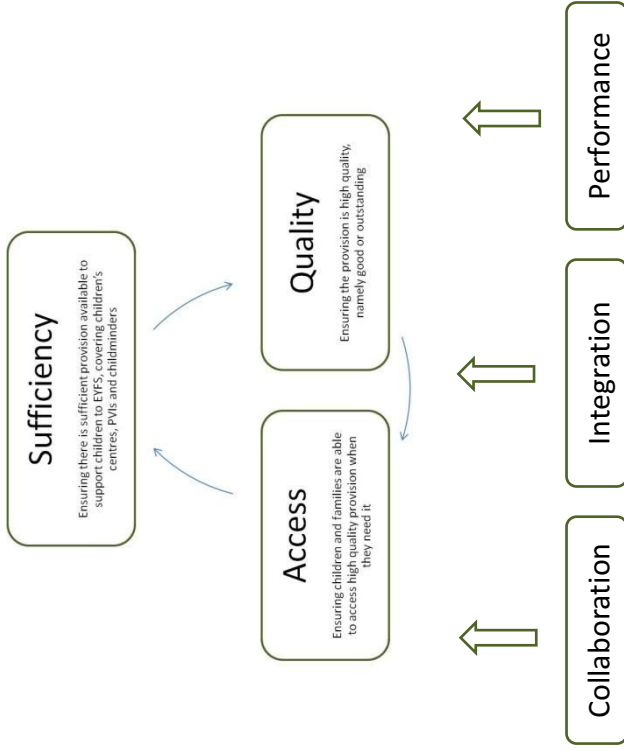
Lewisham have a fully outsourced model, with a mix of providers

- Lewisham have outsourced all of their children centre provision to multiple PVI providers.
- This has enabled them to set a new contractual mechanism including payment by results, allowing for quality to be driven up.
- The performance of their children's centres remains similarly in line with Barnet's in-house model, albeit not all children's centres have been inspected by Ofsted since the new model was introduced

Lewisham Children's Centre Ofsted Ratings as at August 2013



So for children to stand the best chance of achieving a good level of development, we must get more from our current delivery model and bring education and development performance in line with healthcare



Age	0	1	2	3	4	5
Smoking During Pregnancy	3.9%	5.8%				
Low birth weight	7.0%	N/A				
Infant mortality rate	3.5	4.1				
Breastfeeding initiation	95.3%	89.0%				
Breastfeeding at 6-8 weeks	75.4%	76.2%				
Immunisations: 1yr Dta/PV/Hib	93.8%	90.6%				
Immunisations: 2yrs CV	89.0%	85.7%				
Immunisations: 2yrs Hib/Menc (booster)	92.5%	86.5%				
Immunisations: 2yrs MMR	92.0%	86.4%				
Take up: % eligible 2 year olds taking up their free place	N/A					
Take up: % 3 and 4 taking up their free place	90%	91%				
Immunisations: 5yrs Dta/PV (booster)	87.4%	77.5%				
Immunisations: 5yrs MMR (1st and 2nd dose)	86.8%	80.4%				
% overweight or obese at reception	24.9%	24.5%				
EYFSP: % good level of development	50.0%	54.8%				
EYFSP: % inequality gap in achievement across all EIGs	36.6%	33.8%				
EYFSP: % good level of development by national deprivation status of child	47.0%	52.4%				

Key

- Best 25% LAs
- SN's Median
- Worst 25% LAs
- = Haringey

Haringey (1 = 2 year improving trend)

Statistical Neighbours Average

Period

Corporate Plan Target (2013/14)



Haringey Council

Report for:	CYPS Scrutiny Panel 27 February 2014	Item Number:	
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Title:	Multi-Agency Safeguarding Hub (MASH) and First Response Service Information Sharing – Outcome of Audit
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Report Authorised by:	<i>LISA REDFERN</i> Lisa Redfern, Director of Children's Services (Acting)
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Lead Officer:	Iain Low, Principal Social Worker
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Ward(s) affected: All	Report for Non Key Decision
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1. Describe the issue under consideration

- 1.1 As previously reported to Scrutiny Panel in July 2013, following the *AB CD* judgement in March 2013, the Director of Children and Young People's Service commissioned an independent review of S47 Child Protection Investigations conducted between May 2011 and March 2013.

2. Recommendations

- 2.1 Members are asked to note the contents of the independent report by Skylakes attached as Appendix1 and the improvements introduced by the service.

3. Background information

- 3.1 The scope of the specification was to:
- Review the process and procedure followed and whether they follow agreed social work practice and procedure;
 - Review whether parental consent was sought to share information for 10% of the sample. If not, the reasons why and whether relevant records were kept of such decision;
 - Review the decisions made, in particular, on threshold and reasonableness of such decision; and



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- Review whether there were full written records of the enquiries and the outcomes and whether they comply with best social work practice and procedure.

- 3.2 Following a process to identify a suitably qualified organisation to carry out the work, Skylakes (the delivery arm of Sanctuary Health and Social Care Group) was awarded the contract.
- 3.3 A random sample of cases where children or young people had been subject to a S47 Child Protection investigation during the period May 2011 to March 2013 were identified from record held on Framework-i (Haringey's electronic social care records system).
- 3.4 The report identifies a number of areas where practice needed to improve and the table below lays out the actions that have been taken throughout last year and our on-going improvements this year:

Issue Identified	Action Taken by the Service
Letters of acknowledgment to referers not available on file	<p>All referers are contacted by allocated social workers on receipt of the referrals by letter; email or telephone.</p> <p>Standards letters of acknowledgement are sent to all NHS Hospitals.</p>
Chronologies need to be in place on all files	<p>Significant improvement in practice in ensuring chronologies on all files (all cases from First Response transfer with a chronology).</p> <p>Service training on chronologies.</p> <p>'Chronology Days' in Safeguarding and Support to give practitioners protected time to ensure there are up to date chronologies on file.</p> <p>The Haringey Children and Family Assessment Protocol refers to chronologies as a mandatory activity within the assessment process.</p> <p>Practice Development Workshops reinforce the need for chronologies on file and how practitioners can use chronologies with parents(s).</p> <p>From 1 January 2014 – Practice Induction Days for new members of staff will focus on key areas of social work practice including chronologies.</p>



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<p>Consent element needs to be mandatory within FWI</p>	<p>Consent is now a mandatory field in the following templates within the workflow:-</p> <ul style="list-style-type: none"> • Contact • Referral • Strategy Meeting
<p>Recording of management oversight setting out clear justification for sharing information without consent needs to be evidenced</p>	<p>Revised information and protocols for MASH published.</p> <p>CYPS Practice Directive issued to all practitioners and managers regarding information sharing.</p> <p>Reinforced through Service and Team meetings.</p> <p>From 1 January 2014 – Practice Induction Days for new members of staff will focus on key areas of social work practice including chronologies.</p>
<p>Evidence that consent was sought retrospectively</p>	<p>The change in practice and mandatory fields within the workflow (see above) ensures that practitioners do not seek consent from parent(s) retrospectively.</p>
<p>Recorded management over-sight of the conduct of the section 47 investigation</p>	<p>All managers are aware through written guidance and management meetings of the expectation that the section 47 process must have recorded management oversight through the strategy episode.</p>
<p>Detail of the process of the investigation needs to be recorded</p>	<p>The S47 document within the FWi workflow is to be separated from the Child and Family assessment and become a standalone document.</p> <p>This will support better management oversight and recording of S47.</p> <p>The Deputy Heads of Service undertake a monthly audit of the strategy episode to quality assure the recording.</p> <p>Through our QA Framework audits identify good practice and where practice does not meet our standards.</p>
<p>Delays in completing the S47 in 15 days</p>	<p>The S47 document within the FWi workflow is to be separated from the Child and Family assessment and become a standalone document.</p> <p>This will support better management oversight and recording of S47.</p>



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	This change will allow for management information to be made available to managers to track S47 better.
Files did not evidence reference to Achieving Best Evidence (ABE) procedures, risk assessment tools, London LSCB procedures or WT13	<p>Additional training of 10 social workers in Achieving Best Evidence (ABE).</p> <p>Ensuing the correct tools are utilised when working with children and young people in certain situations e.g. Co-ordinated Action Against Domestic Abuse (CAADA) – for Domestic Violence</p> <p>In recording issues around consent, practitioners and managers are referring to and recording <i>Working Together 2013</i> and London LSCB Procedures.</p> <p>The Haringey Children and Family Assessment Protocol (Draft) will reference a range of tools for practitioners to access when carrying out assessments with children and young people in certain circumstances.</p>
Missing information on files Notes of interviews Case history Supervision direction Analysis of information following checks	<p>Monthly reminders are sent by Heads of Service as to the ongoing necessity for the FWi file to be kept up to date.</p> <p>.</p>

3.5 The report also notes many strengths in the work undertaken by the service. There was a strong safeguarding ethos in terms of the timeliness of the response to reported concerns; there was also evidence of the needs of other children in the household being considered. Common Assessment Framework (CAF) assessments were generally of good quality and information gathering and the co-ordination of a response with the police is recorded in a timely fashion. Furthermore the audits on the later cases demonstrated clearer management oversight and specifically addressed the issue of consent and the process to be followed in undertaking the investigations in accordance with best practice guidelines. These improvements are also noted in the Independent Member's report on Section 47 investigations in which she notes that the standard of work was excellent in general.

3.6 Nonetheless, there still remain areas that require continued focus to deliver the uniform standard we require. This will be a key focus of our training and development programme and quality assurance processes this year.



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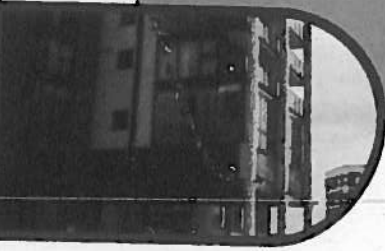
Appendix 1

Skylakes Audit report

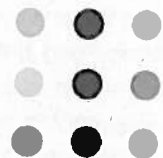
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Skylakes Audit Report

July 2013



Certificate No. 8884
ISO 9001, ISO 14001,
OHSAS 18001



SANCTUARY
SOCIAL SERVICES PROJECTS



1.0 Introduction

1.1 Skylakes is the Social work led delivery arm of Sanctuary Health and Social Care Group providing independent social work services. The service is managed and developed by social work managers who have established their experience within the children's work force across various disciplines. Skylakes' head office is based in Ipswich but it operates services from satellites across the country making the service accessible to over 80 Local Authorities.

Skylakes was commissioned by the Director of the Haringey Children and Young People's Service in June 2013 as an independent agency to conduct a time specific quality assurance review of 400 child records with relevance to the initiation of Section 47 investigations under the 1989 Children Act, following an adverse judgment against the Council in a Judicial Review hearing.

1.2 The High Court's ruling in *AB & Anor, R (on the applications of) The London Borough of Haringey (2013) – Admin EWHC 416 – 13 March 2013* sets the background and context of the audit. Briefly the judgment describes the submission of an anonymous allegation to Haringey's Children and Young People Service and determined :-

- a) That there was never a s.47 enquiry decision, implemented.**
- b) The decision to progress and initiate a S.47 enquiry was unlawful and should be set aside**
- c) The initial data gathering exercise was unlawful.**

As a consequence of the judgement the Director has decided to commission an independent review of S.47 enquiries conducted in the period under examination by the judicial review, between May 2011 and March 2013 to review the scale of the practice, which had been criticised by the judgment. Separately the Director agreed with the Council's Internal Audit Team that they would audit practice for the period after the judgment to report on whether practice was currently compliant with the law. The outcomes of these findings are not part of this audit report.



- 1.3 The specification devised by Haringey Children's services defined the scale and the scope of the audit as –
- To review an appropriate and representative sample amounting to 30% of section 47 enquiries in the First Response service, between May 2011 – March 2013.
 - To review the process and procedure followed and whether they followed agreed social work practice and procedure;
 - To review whether parental consent was sought to share information. If not the reason why and whether relevant records were kept of such decision;
 - To review the decisions made, in particular, on threshold and reasonableness of such decision;
 - To review whether there were full written records of the enquiries and the outcomes and whether they comply with best social work practice and procedure.
-



2.0 The Review Team

2.1 The review team consisted of 3 full time independent Social Care managers. These managers were selected on the basis of their experience in

- performance and service management
- conducting Peer Reviews
- completing Safeguarding audits for LSCBs
- achieving 10 years consistent service in Gateway services

2.2 The review team accessed support from one of the Lead Practitioners from Sanctuary Social Care to maintain the independence and focus of the audit role whilst enabling clear communication lines with the LBH Project Manager.



3.0 Liaison with LBH Employees

The nominated LBH project manager led on the development of the specification and project mobilisation. It was agreed that there would be weekly updates on the performance of the Review Team, the progress of the audits and feedback on the preliminary findings.

LBH and Sanctuary Lead Officers met on 4 key occasions

- 24th June 2013 –Project briefing and mobilisation discussions
- 1st July 2013 – Project start
- 15th July 2013 – Project exit planning
- 15th August 2013 –Project Review with DCS.

The purpose of these meetings constructively:-

- clarified the project goals and deliverables
- identified resource needs leading to weekend access to the building and additional ICS technical support
- Identified key issues and project dependencies – building in a mechanism to review the project plan and resolve potential bottlenecks and impact issues
- Reviewed overall performance and outcomes



4.0 Methodology

4.1 Skylakes appreciates that Children's Social Care has a strong history of practice evaluation and relied on best practice guidelines as governed by:-

- Section 11 of the Children Act 2004, accompanied by statutory guidance on making arrangements to safeguard and promote the welfare of children.
- LBH's own procedures as adopted from London Child Protection Procedures (4th Edition) Working Together to Safeguard Children Guidance, (2013, 2010 & 2006).
- The new inspection framework setting out standards for scrutinising practice, caseloads support for staff and the quality of management oversight.
- Data Protection Act 1998 & Commencement Orders
- Human Rights – Act 1998 and 2000
- Achieving Best Evidence (ABE) , Practice Guidance 2007
- Framework for the Assessment of Children in Need and their Families , 2000[1]

4.2 The quality assurance audit consisted of 400 randomly sampled S.47 investigations initiated during the period of May 2011 – March 2013 with an additional 24 records examined, narrowing the scope of the review on these 24 to:-

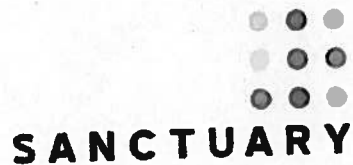
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- determining the recorded evidence of whether parental consent was sought to share information
 - the recording of the reasonableness of the application of threshold
 - the recording of full written records of the enquiries and the outcomes and whether they comply with best social work practice and procedure

The associated file documentation was not considered on the understanding that all relevant information was held on Framework I, (FWi). The audit was desk-based and conducted via access to FWi. It did not include interviews with Council staff or service users and the only direct communications with the nominated practice/ ICS manager was limited to queries regarding familiarisation to FWi and email notifications clarifying safeguarding concerns.



4.3 Skylakes proposed the audit tool attached as Appendix 1. The audit tool criterion was modified from the C4EO approved audit tool. The PSW and Interim Head of Service for the First Response Team were consulted on the audit tool design on the 28th June 2013.

4.4 The audit commenced on the 1/7/2013 and concluded on the 19/7/13, allowing the equivalent of 7 working days for analysis and the drafting of this report.



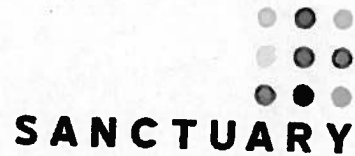
5.0 Findings

5.1 This report is a quantitative analysis of 424 case file audits. The figure of 424 represents the total number of cases reviewed exceeding the contract target of 400.

5.1 (i) It is important to confirm that all of the audits are based on what can be evidenced from FWi. How far this reflected the fieldwork undertaken depended on the quality of the recordings. Whilst almost two thirds of the work reviewed had deficiencies identified in the recordings, more than two thirds met the reasonableness of decision standard in the application and use of the s.47 threshold.

5.1 (ii) Section 47, 1989 Children's Act and associated guidelines, (set out in s.4.1) dictates that a S.47 enquiry/investigation should be initiated in the following circumstances:-

- a) Where there is reasonable cause to suspect that a child is suffering or likely to suffer significant harm in the form of physical, sexual, emotional abuse or from neglect
- b) Following an Emergency Protection Order and /or Police Powers of Protection
- c) Immediately when there is a disclosure, allegation or evidence that a child is suffering or likely to suffer significant harm.
- d) Where there are childcare concerns combined with domestic violence, parental mental illness, parental substance misuse or alcohol misuse such as to cause agencies to reasonably assume the children are exposed to parenting that is not prioritizing their needs and that the inability to meet those needs will lead to impairments in the children's health and development .
- e) Where there are concerns for a pre birth child suggesting s/he is likely to suffer significant harm.



The enquiry should involve an assessment of the child's needs and the ability of those caring for the child to meet those needs. The aim is to decide whether any action should be taken to safeguard the child. The child's parents/carers should be interviewed, as well as the child (unless the child is too young). The assessment will also include information from the child's education establishment, health providers and any other relevant professionals involved with the family.[i]

5.1 (iii) Information sharing

Partnership with parents is one of the principles underpinning the Children Act 1989 and what this means in the context of data-sharing is set out in the statutory guidance 'Working Together, 2010' at paragraph 5.35 -

"The parents' permission, or the child's where appropriate, should be sought before discussing a referral about them with other agencies unless permission-seeking may itself place the child at increased risk of suffering significant harm."

The Data Protection Act requires that personal information is used fairly and lawfully. For information sharing to be lawful, it must comply with the relevant provisions of the Data Protection Act as well the broader legal framework. Child protection investigations are governed by the Children Act 1989 and statutory guidance such as Working Together to Safeguard Children (2010). For information sharing to be lawful, it must comply with the provisions of the Children Act and the associated guidance.

5.2 Summary analysis by stage.

5.2 (i) Referral & response

Most referrals were deemed to be appropriately made with sufficient information. The Screening team appears to generally have made appropriate decisions based on documented risk and progressed cases in a timely manner. In a significant number of cases acknowledgement letters could not be located. Whilst the issue of Acknowledgement letters where is it safe to do so, falls within the Department of Education's guide of 'best practice', this audit accepts that across many Local Authorities this requirement proved to be a labour intensive exercise for many Local Authorities and was later relaxed to reflect the need for local protocols to be developed in the context of available and reasonable resources.



A small number of audits found no evidence of cross reference to previous referrals with 4% of the sample representing issues that appeared to have been assessed or explored previously. In short, the screening and management oversight did not reflect that the current referral concern had already been assessed distinguishing that whilst the referral source was different the concern was the same and had already been assessed.

The courts have long recognised the importance of a chronology in social work decision making. In the 2000 High Court judgment, *Re E and Others (Minors) (Care Proceedings: Social Work Practice)* 2000 2 FLR 254 FD, Bracewell J issued guidelines to social workers which included the recommendation that the key document of every social work file should be a running chronology of significant events kept up to date so as to facilitate identification of serious and deep rooted problems rather than the circumstances triggering the instant referral.

This audit finds that the consistent use of a Social work chronology at the start and the close of Children's Social care involvement may well provide a remedy.

In general, complete and clear factual details were present on the referral forms. With the exception of religion – all other available details relating to the child and family demographics were present on the referral form. The detail regarding professional contacts was less consistent in the referrals sampled pre the introduction of the MASH system. Post MASH the auditors were assured that most cases had names and contact details recorded.

Initial Assessments

A common feature of the s.47 assessment/enquiry practice process involves generating a non effective initial assessment (IA) to activate the strategy discussion which then opens up the CP core episode. However, the audit found that the FWi prompt seeking parental consent was part of the IA process and the First Response Team may wish to consider ensuring that the consent aspect in the IA is included as a mandatory section in the agreed single assessment template, to narrow the potential for recording errors.

S.47 Enquiry /Core assessment

The statutory gateway privilege provided under s. 47 of the Children Act 1989 requires clear decision-making at the point of accepting the referral and agreeing threshold for s.47 the absence leads to vulnerability for challenge on the grounds of lawfulness. Working Together 2010 provides in sub sections 5.56 – 5.59:-



- decide whether section 47 enquiries should be initiated and therefore a core assessment be undertaken under section 47 of the Children Act 1989, or continued if it had already begun under section 17 of the Children Act 1989;
- plan how the section 47 enquiry should be undertaken (if one is to be initiated) including the need for medical treatment and who will carry out what actions, by when and for what purpose;
- agree what action is required immediately to safeguard and promote the welfare of the child, and/or provide interim services and support. If the child is in hospital decisions should also be made about how to secure the safe discharge of the child;
- determine what information from the strategy discussion will be shared with the family unless such information sharing may place a child at increased risk of suffering significant harm or jeopardize police investigations into any alleged offence(s); and
- determine if legal action is required.
- agreeing a plan for how the core assessment under section 47 of the Children Act 1989 will be carried out – what further information is required about the child(ren) and family and how it should be obtained and recorded;

Further, Working Together, (s.5.35) notes that:-

"The parents' permission, or the child's where appropriate, should be sought before discussing a referral about them with other agencies, unless permission seeking may itself place the child at increased risk of suffering significant harm."

Skylakes suggests that the following should be treated as the threshold test: will seeking consent place the child at increased risk of suffering significant harm?

In this context the audit reports the following -:

- a) Recorded management oversight setting out clear justifications for sharing information without consent at the start of the S.47 enquiry could only be evidenced in 32% of the cases reviewed. The audit found that the investigating Social worker later secured consent but not before checks had been undertaken.



- b) 6 of the cases submitted for review fell outside of the audit timetable commencing in May and June 2013, post judgment. It is important to note that all 6 of those cases had clearer management oversight and specifically addressed the issue of consent and the process to be followed in undertaking the investigations in accordance with best practice guidelines.
- c) Recorded management oversight of the conduct of the s.47 enquiry was noted on 42% of the cases reviewed. The audit found that the lack of consistent, detailed management recordings in this respect had a correlation with the low percentage of cases that had full recordings capturing the outcome of the S.47 enquiries. The cases where the management oversight was evident, directive and followed established procedures appeared to encourage more detail recordings of for example.
- the initial child interview
 - observations from the referrer and or professionals involved
 - ABE summary outcome and
 - CP medicals
- d) Best practice [2] suggests that the way in which interviews are conducted can play a significant part in minimising any distress caused to children, and increases the likelihood of maintaining constructive working relationships with families. The lack of detailed case records precluded the auditors from assessing the extent to which the quality of practice assisted with the eventual outcome.

Service User Contact/ Involvement of the Child

The majority of the cases sampled, (83%) contained reference to the child being seen, and where appropriate (in terms of age and understanding) having been seen alone. This is a strength and the theme was pronounced throughout the audit findings. Some of the assessments however did not reflect a clear sense of the child and appeared to focus more on the adult description of the events rather than a more objective finding based on observation and interview of child/ren. That said, the final outcome of the core assessments reflected the necessary degree of challenge regarding the parental position and did not appear to reflect a collusive standpoint. The social work recordings denoted an ethos/intent of protecting children and evidenced rapid response from the Child abuse investigating team (CAIT) and Social care. This was judged as evident in two thirds of the cases audited.



Adherence to Procedure/Timescales

The records contained little by way of detail about the process of the investigation - this may be located elsewhere in the file but was not obvious to the audit process. There were examples of investigations being completed outside statutory timescales with insufficient clarity around why delay occurred and what interim safeguarding measures had been put in place. For example, s.47 investigations should be conducted within 15 working days, if the circumstances dictate then the findings and the needs can be subject to an updated strategy discussion to plan the next phase of any investigations. It is important to say that closer examination of the files allows some assumptions to be made regarding the reasons but this audit notes the need for this to be made explicit in the recordings, given the rapid response of the initial intervention. A stronger focus on management recording will assist in addressing this issue.

Feedback to Service User/Referrer

There was evidence, (73%) within the assessment and case notes of feedback to the parents or other relevant professionals involved.

The audit could not conclusively determine whether established procedures had been followed in relation to case closures at the end of a s.47 enquiry because of the lack of detailed recordings. The audit drew no concrete assumptions between the case closure rate without recorded management directions on the conduct of the investigations and the numbers from the sample that led to an outcome of 'not substantiated'. In short the sample reviewed where cases were closed did not appear to advance or meet the threshold for services at s.17. The audit sample did not evidence the development of Child in need plans or signposting for intervention at Tier 2. This may need closer examination to explore the cases where there was a determination of no further action for Children's Social Care and eliminating the need for step down intervention to a Tier 2 provider.



6. In relation to the specification

The audit was required to address the following specific points:-

To review an appropriate and representative sample amounting to 30% of S.47 enquiries in the First Response service between May 2011 – March 2013.

The original spreadsheet contained the details of 450 children. It should be noted that 6 of the cases fell outside the audit timeline as they commenced after the 31st March 2013 and a further 10 appeared not to have an actual s.47 episode. These are recorded as 'S.47 no longer required'.

Audits were completed on 424 cases randomly selected from the provided spreadsheet. Based on the information shared in the mobilisation meeting on the 24th June 2013 this represents the 30% sample of the S.47s initiated between May 2011 and March 2013.

To review the process and procedure followed and whether they followed agreed social work practice and procedure;

The audit noted that whilst some of the social work recordings were detailed there appeared to be limited reference to ABE procedures; risk assessment tools, London Child Protection Procedures and Working Together to Safeguard Children, 2010. The recordings were in the main child centred, attempted to address the referral concerns and the evidence for the cases jointly worked with CAIT demonstrated immediate safeguarding actions.

The audit could not comment on the application of the LADO process, as it is not uncommon for the detail records of LADO Professional Strategy Meetings to be recorded separately.

To review whether parental consent was sought to share information for 10% of the sample. If not the reason why and whether relevant records were kept of such decision;

The audit notes that this was a clear area of vulnerability. The audit could not conclude that the indicators of unlawful data gathering were clearly demonstrated, but the lack of recordings setting out the management oversight prior to completing checks is a cause for concern. In the 6 cases reviewed where s.47 were initiated post March 2013 there were clear signs of improvement. For example, appropriate clarifications held within the confidentiality of the 'fire wall' of the MASH; recordings setting out further risk to the child if



parental consent was sought; reference to Fraser competence and the right of the young person to determine when a parent should be notified and the parental and young persons views regarding compliance to medicals.

The vulnerability relates to the timing of when consent was sought and the sample set out evidence that consent was sought in the main after checks undertaken. Consent forms appeared to have been signed in retrospect. Notwithstanding the vulnerability the target of 10% was satisfied. .

To review the decisions made, in particular, on threshold and reasonableness of such decisions;

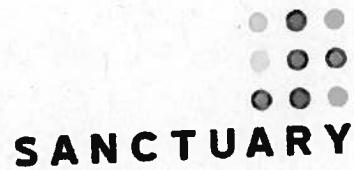
From the overall sample the auditors were satisfied that the case circumstances at the point of referral in the main established the concern for significant harm or likelihood of significant harm threshold and justified either a joint investigation or a S.47 single agency enquiry. The audit noted that only 23% of the cases reviewed lacked sufficient clarity to justify the threshold for immediacy and significant harm in the professional judgement of the auditors with 68% of the cases reviewed meeting the s.47 threshold with recorded proportionate decisions on the case file.

The question of reasonableness is more complex and for the 23% of the cases that lacked sufficient clarity the audit noted that it might have been more appropriate to provide support to the family under S.17 of the 1989 Children Act without using the more authoritative safeguarding approach employed under s.47.

To review whether there were full written records of the enquiries and the outcomes and whether they comply with best social work practice and procedure

This audit found that the lack of detailed written records was an area of vulnerability. The percentage of cases with limited or no full written records of the s.47 enquiry in the period May 2011- March 2013 was significant, (59%). Missing information included

- notes of interviews with the child and the parents
- reference to case history and previously initiated case chronologies
- supervision direction
- analysis of the information received following checks, for example a theme of 'health visitor no concerns' rather than details of when the child was last seen, observations of parenting afforded and general health care pre and post birth



In a high proportion of cases reviewed it was the view of the auditors that there was a strong safeguarding ethos in terms of the timeliness of the response to reported concerns and allegations with the index child being seen within 24 hours of the referral decision. There was also evidence of the needs of other children in the household being considered.

CAF assessments seen were generally of good quality and informed the enquiry and assessment process. The audit found that the use of a written agreement linked to utilising the influence and services of partner agencies was a useful social work safeguarding tool. Clarity and consideration needs to be given to ensure primary carer/s understand that signing the document may also infer consent to share personal and sensitive information.

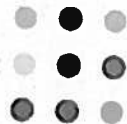
Referrals meeting the threshold for a child protection enquiry were responded to promptly and information gathering and the co-ordination of a response with the police is recorded in a timely fashion albeit lacking the detail of the agreed plan on FWi. The auditors suggest that the plans to further develop FWi should assist duty managers to consistently record the application of threshold for initiating s.47 and ensure the issue of consent is addressed before checks are undertaken. The audit noted that only 23% of the cases reviewed lacked sufficient clarity to justify the threshold for immediacy and significant harm in the opinion of the auditors.

An analysis from this sample noted that the cases were closed with no step down plan. Details of these cases are being provided to the Director for further review in parallel and to inform the mechanisms already in place to increase the Child Protection risk and investigative training for managers and social workers. This should also consider ABE training as the audit evidence suggests that only in a minority of cases was reference made to preparation for initial or ABE interviews. For example the case notes largely reflect narrative on the events as opposed to reflection and analysis on why children retract reliability, memory and linguistic capabilities and how these impacts on disclosures. Further, the auditors note that the Director of Children's services plan to expand on 'what works for practice developments' opportunities will address and generate learning and reflection on pertinent practice issues governed by the Data Protection & Human Rights Acts.



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SANCTUARY
SOCIAL SERVICES PROJECTS



Haringey Council

Report for:	Children and Young People's Scrutiny Panel – 27 February 2014	Item Number:	
Title:	Two-year-old Early Entitlement – Conclusions and Recommendations of Children and Young People's Scrutiny Panel Project		
Report Authorised by:	Cllr Martin Newton Chair, Children and Young People's Scrutiny Panel		
Lead Officer:	Rob Mack, Senior Policy Officer (Scrutiny)		
Ward(s) affected:	Report for Key/Non Key Decisions:		

1. Describe the issue under consideration

1.1. The Panel has been undertaking an in-depth piece of work on the two-year-old early entitlement. This report outlines the conclusions and recommendations from this piece of work.

2. Cabinet Member introduction

N/A

3. Recommendations

That the following be recommended on behalf of the Panel to the Overview and Scrutiny Committee, as outlined in Section 6 of the report:

- (i) That further intensive work be undertaken with childcare providers to develop the two-year-old early entitlement scheme, particularly where they have expressed an interest in expanding, with a proactive approach adopted.
- (ii) That action be taken to enhance the status of childminders so that they are encouraged to provide places as part of the entitlement and parents are more likely to consider using them. This could be done through, for instance, improved training arrangements and the development of links with Children's Centres. In addition,



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consideration could be given to forming them into groups/cooperatives. Childminding could also be promoted in Haringey People.

- (iii) That further consideration be given by C&YPS to the transition process for provision for three-year-olds, with a view to identifying how available funding streams can be most effectively exploited.
- (iv) That work is undertaken to identify potential sites through liaison with Ward Councillors and that consideration is given to a wider call for suggested sites which could be promoted through residents associations, the Council's website and Haringey People.
- (v) That childcare provision be prioritised when considering the future use of empty Council premises and properties.
- (vi) That communication with parents and carers be improved, including:
 - More user-friendly and attractive letters, with a named contact; and
 - A Freephone contact number that is also free from mobile phones.
- (vii) That work be undertaken with NHS commissioners to facilitate the involvement of Health Visitors in promoting the two-year-old early entitlement by providing information to parents during their visits. This should be built into protocols as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer.
- (viii) That work to promote the entitlement be extended to other professionals in contact with expectant mothers and mothers with very young children, who should be encouraged to disseminate information on the two-year-old entitlement.
- (ix) That work is undertaken to look at setting up 'Playground Champions' within infant and primary schools as a means of promoting the scheme.
- (x) That the model used by the School Admissions service should be the template for arrangements to allocate places and fill vacancies for the two-year-old early entitlement.
- (xi) That mapping should be published which shows levels of take up, available places and children awaiting placement in each ward. A system of tracking outcomes should also be developed. This could include case studies.

4. Other options considered

N/A

5. Report

Introduction



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- 5.1 The Panel has been undertaking an in-depth piece of work on the two-year-old early entitlement and its implementation within Haringey. From September 2013, all local authorities in England have had a statutory duty to secure free part time early education for the 20% most disadvantaged 2 year olds. This will be extended to the 40% most disadvantaged in September 2014. Children whose parents meet the eligibility criteria will become eligible for a place from the start of the term after they turn two years old until the start of the term after they turn three.
- 5.2 The overall aim of the scheme is to improve outcomes for two-year-olds who have been identified as potentially benefitting from access to high quality early years and childcare provision. The entitlement is for 570 hours per year, which equates to 15 hours per week for term time only. The national eligibility criterion are as follows:
- Children looked after by Local Authorities;
 - Children meeting the criteria for entitlement to Free School Meals (FSM), where the child's parents are in receipt of any one or more of the following support payments;
 - Income support (IS);
 - Income-based jobseeker's allowance (IBJSA);
 - Income-related employment and support allowance;
 - Support under Part 6 of the Immigration and Asylum Act 1999;
 - The guarantee element of State Pension Credit;
 - Child Tax Credit but not to Working Tax Credit and have an annual income not exceeding £16,190 (as of 6 April 2012), as assessed by Her Majesty's Revenue and Customs;
 - Entitled to Working Tax Credit four week run-on; and
 - Universal Credit.
- 5.3 The additional eligibility criterion for Phase Two will be as follows:
- Children in families receiving Working Tax Credits or Universal Credits and with annual gross earnings of no more than £16,190 a year;
 - Children receiving a current statement of SEN or an education, health and care plan;
 - Children attracting Disability Living Allowance; and
 - Children leaving care through special guardianship or through an adoption or residence order.
- 5.4 Local authorities have the discretion to agree their own local criteria, which will allow vulnerable and disadvantaged children whose parents do not meet the eligibility criteria to access a place.
- 5.5 The Department for Education (DfE) estimated that in Haringey, 882 two-year-olds would become eligible for a place from September 2013 and that would increase to approximately 1790 children from September 2014. The DfE is supplying local authorities with a termly list of parents who have a child they believe may be eligible for a place. This is based on benefits data held by the Department of Work and Pensions.



- 5.6 Nationally, 130,000 children qualified for the two-year-old offer in September 2013, with an estimated 26,761 (20.5%) of these in London. The high levels of poverty in some London boroughs mean that very high percentages of children within them can qualify for the entitlement. This figure is as high as 80% in some boroughs. From September 2014, 285,000 children in total will qualify for the scheme, with an estimated 50,373 (17.6%) children in London.
- 5.7 London boroughs have been allocated £86 million for the offer. This works out as an average hourly rate of £5.71 (£5.28 in Haringey), assuming all the money is transferred over to providers. However, this is below the rate that was provided for the pilot projects, which had been £6.00 per hour. No specific funding has been provided to cover the local authority costs of administering the new duty. The revenue funding allocation forms part of the ring-fenced Dedicated Schools Grant (DSG) in 2013-14. The DfE has also provided capital funding allocations. Guidance on expectations of how funding should be allocated to providers was issued by the DfE in November 2012, which included a requirement on local authorities to fund places through an Early Years Single Funding Formula (EYSFF).
- 5.8 As part of the 2013/14 budget process, the Council's Cabinet endorsed the Haringey Schools Forum recommendation to ring-fence funding for the two-year-old entitlement. The revenue funding comprised of:
- £2.656 million revenue funding for statutory place provision; and
 - £1.043 million trajectory funding to support the expansion of the programme.
- 5.9 Trajectory funding has been provided to develop the infrastructure required to support both phases of the programme and can be used for a range of purposes, including to:
- Develop systems for the allocation of places and payments to providers;
 - Further develop systems for tracking the progress of children;
 - Improve the quality of provision so that more providers are good or outstanding;
 - Stimulate the local market and encourage new providers to set up;
 - Support the sustainability of new providers to deliver good quality places by initially funding on planned places rather than actual participation. From April 2015, Councils will only be able to fund settings based on actual participation; and
 - Promote and advertise the programme and deliver outreach to families.
- 5.10 The DfE provided capital funding for Haringey of £736,659 to support the expansion of the programme. The Cabinet noted the comments of the Chief Financial Officer that this was an extremely modest amount taking into account the work that was required. The criteria for allocating this funding are:
- Need for places in the area;
 - Number of new places that the setting will offer; and
 - Value for money e.g. number of places delivered compared to cost of adaptations.
- 5.11 Funding is currently provided on a full participation model but from 2015 this will change to a funding model based on actual participation levels.



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- 5.12 Haringey's Schools Forum appointed an Early Years Working Group, comprising of forum members, Headteachers and Governors, to work with officers to develop the formula. The formula was required to use a base hourly rate and could also include a quality supplement. The Council currently receives funding based on a notional rate of £5.28 an hour.
- 5.13 The Early Years Working Group consulted with potential providers for their views. In particular, it looked at what places might be available and what providers considered to be a reasonable rate. The results of the consultation were inconclusive due to the low response rate but feedback from the majority of those who did respond suggested that very few providers felt able to deliver places for less than the funded rate of £5.28. Most respondents indicated that a rate of £6.00 per hour would be most appropriate but it was not considered possible to fund all potential eligible places at this rate within current levels of funding.
- 5.14 The Cabinet meeting of 9 July 2013 agreed that the Council would adopt a formula model underpinned by the following approach:
- A flat rate for all types of providers;
 - A modest top slice of 2% on the rate to meet the cost of administering the programme; and
 - Maintaining existing levels of provision by continuing to fund an existing, fixed number of places at the current provider rate (£5.74) to the end of March 2013.
- 5.15 The flat rate that was agreed for all providers was £5.18 per hour and reflected a 2% top slice on the funded rate of £5.28. It was acknowledged that this was a challenging rate for maintained childcare provision and some private providers. It was therefore also agreed that further work would be done to support some providers to develop sustainable models for the delivery of places at this funding rate. It was noted by Cabinet that there was a risk that there may be a statutory requirement for a flat rate from September 2014.
- 5.16 In December 2013, the DfE announced the two-year-old funding allocations for each local authority for 2014-15. The basis on which the funding allocation has been calculated for Haringey is split between 891 children for the first term of the 2014-15 financial year and 1790 for the remaining two terms. Funding allocations have been based on estimates for children meeting the economic criteria only (i.e. children from families meeting the benefits-related criteria also used for free school meals or children whose parents are in receipt of working tax credits and earning under £16,190)
- 5.17 Numbers used to calculate funding allocations do not include children eligible under non-economic criteria (i.e. looked after children, children with special educational needs, children from asylum seekers, adopted children) and the DfE's expectation is that funding for those children meeting the non-financial eligibility criteria is provided through the allocation of trajectory funding.

Panel Project

- 5.18 The Panel's project began in September and has looked in detail at plans by the



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Council to implement the early entitlement offer and, in particular, ensuring that there are sufficient high quality places available for two-year-olds in all areas of the borough where they are needed and that take up levels meet targets. In addition, it also looked at the transition process for places for three-year-olds. The objective of the project was to make recommendations for endorsement by the Overview and Scrutiny Committee and submission to the Cabinet on potential measures that could be taken by the Council and its partners to improve support for the most disadvantaged children and maximise the benefits and outcomes of the new entitlement.

5.19 The terms of reference were as follows:

“To consider and make recommendations to the Overview and Scrutiny Committee on local arrangements to implement the early entitlement offer for two-year-olds and, in particular, measures to ensure that;

- Sufficient high quality places are available for two-year-olds in all areas of the borough where they are needed;
- Take up levels meet targets;
- There is a smooth transition to provision for three-year-olds.”

5.20 The work of the Panel was informed by evidence from a number of sources:

- The Children and Young Peoples Service (C&YPS) provided briefings to the Panel on progress with implementation locally;
- London Councils made a presentation to the Panel and answered questions on the specific research that they have commissioned on the issue and the implementation of the entitlement across London;
- Local providers from across the borough, including maintained and independent ones, on the challenges that they face; and
- The Chair of the Early Years Working Group of the Schools Forum on the work undertaken by them on the issues and the conclusions that they reached.

6. Conclusions and Recommendations

6.1. For the two-year-old entitlement to be effectively implemented, it is dependent on the following:

- Enough places of the required quality being available for children eligible for a place; and
- Parents and carers taking up the places to which they are entitled to in sufficient numbers.

6.2. 666 places have been established in Haringey to date for eligible two-year-olds. The number of children taking up their entitlement in Haringey has increased from 266 at the end of the pilot to 423 of the 882 who are eligible by December 2013.



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- 6.3. The number of children that will be eligible for a place in the next academic year (2014-15) will be 1790. Whilst the aspiration is that all eligible children will take up their two-year-old programme place, the DfE has anticipated that 80% of all eligible children will actually take up a place. If this was the case, a minimum of 1432 places would be required.

Challenges

- 6.4. In ensuring that sufficient places are available and take-up levels meet the anticipated level, there are some specific challenges that all London boroughs are facing to some extent. A number of these are particularly relevant to Haringey.
- 6.5. There are currently insufficient providers within the capital that meet the necessary quality threshold. The Panel notes the view of London Councils that funding from government is not sufficiently high enough to offer a competitive hourly rate to attract many providers to expand or set up new provision to provide additional places for two year-olds. Their research has found that a rate closer to £8 is required. There are additional costs associated with looking after two-year-olds. It is not possible, for instance, to use the same toys as for three-year-olds. There are also additional costs associated with children with additional needs, such as family support, disability, attending conferences, reviews.
- 6.6. A proposal to increase the current place funding rate from £5.18 per hour to £6.00 per hour was approved by the Council's Cabinet on the 11th February 2014. This was strongly supported by the Overview and Scrutiny Committee and will bring the funding rate in line with the minimum rate being paid by many neighbouring local authorities and encourage more childcare providers to participate in the scheme. This has been made possible due to underspends arising from low participation in the Dedicated Schools Grant (DSG). Although this will be sufficient to fund the increase for the next two years, after this time additional resources will need to be identified.
- 6.7. The Panel noted that families from minority ethnic communities are less likely to take up early entitlement places and that parents/carers from such communities were also generally less likely to place their children in early years settings. London has a higher percentage of families from ethnic minorities than other regions and boroughs are therefore likely to have greater challenge in ensuring that places are taken up. In addition, residential mobility in London is the highest of any English region. Amongst other things, this can result in extra costs to local authorities and early years' providers, including additional costs of enrolment outside normal cycles.
- 6.8. The anticipated take-up rate of 80% has also proven to be a very challenging target for London boroughs so far. The Panel noted that anecdotally, according to London Councils, take-up of the entitlement across London was likely to be below the government target of 80% and that average take up rate was likely to be approximately 50%, although some authorities may achieve higher.

Provision of Places



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- 6.9. Officers from C&YPS estimate that significant numbers of additional places will be required in some wards to provide enough places from September 2014. The largest numbers of places required are in the following wards:
- Bruce Grove
 - Northumberland Park
 - Seven Sisters
 - Tottenham Hale
 - White Hart Lane
 - West Green
 - Tottenham Green.
- 6.10. Work is being carried out by the Children and Young Peoples Services (C&YPS) to develop provision for the scheme across the early years sector and maximise the capacity of current providers to expand. This will take into account the need to ensure effective transition for two-year-old children once they reach the term after their third birthday and become eligible for a universal three and four-year-old free entitlement place.
- 6.11. The Panel received evidence from providers who were restricted in their capacity to offer places due to lack of physical capacity and were keen to expand. As previously mentioned there is some limited capital funding available to assist with this.
- *1. The Panel recommends that further intensive work be undertaken with childcare providers to develop the two-year-old early entitlement scheme, particularly where they have expressed an interest in expanding, with a proactive approach adopted.*
- 6.12. The Panel noted that there are currently only 13 childminders offering 43 places within the borough in total as part of the scheme. In addition, there are comparatively fewer childminders than elsewhere and, in addition, some parents and carers can be reticent to use them. Work is being undertaken by C&YPS to encourage more good and outstanding childminders within the borough to participate in the programme. Childminders are also being provided access to training and business support.
- *2. The Panel recommends that action be taken to enhance the status of childminders so that they are encouraged to provide places as part of the entitlement and parents are more likely to consider using them. This could be done through, for instance, improved training arrangements and the development of links with Children's Centres. In addition, consideration could be given to forming them into groups/cooperatives. Childminding could also be promoted in Haringey People.*
- 6.13. The Panel noted the suggestion from London Councils that moving three-year-olds from Private, Voluntary and Independent (PVI) providers to schools, thus freeing up space for two-year-olds, could assist in maximising available spaces. In addition, effective liaison with Primary schools is important in order to encourage children to move onto nursery classes therefore liberating places for two-year-olds in PVIs. However, evidence from a local provider suggested that such moves could have the



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potential to impact adversely on providers as three and four-year-olds are more lucrative sources of income for them than the two-year-old entitlement.

- *3. The Panel recommends that further consideration be given by C&YPS to the transition process to provision for three-year-olds, with a view to identifying how available funding streams can be most effectively exploited.*

6.14. Plans to develop further the childcare market in the borough are also being implemented by C&YPS and include the commissioning of additional places from new providers and the establishment of cross-borough protocols. Planned market expansion and engagement activity includes targeted work with schools and childminders to support the development of good quality places, particularly in areas where we anticipate the highest demand for places.

6.15. In order to assist in developing additional provision to meet the number of places required, the Panel would emphasise the need for services to liaise closely with people who have local knowledge in order to assist in identifying potential sites for provision. For example, Panel Members have suggested a number of potential premises for provision through their knowledge of their local area. Ward Councillors are particularly well placed to assist. In addition, a wider call for suggestions for sites might assist in identifying sites with potential. Childcare provision could also be prioritised when considering the future use of empty Council premises and properties.

- *The Panel recommends;*
 - *4. That work is undertaken to identify potential sites through liaison with Ward Councillors and that consideration is given to a wider call for suggested sites which could be promoted through residents associations, the Council's website and Haringey People.*
 - *5. That childcare provision be prioritised when considering the future use of empty Council premises and properties.*

Take Up

6.16. Haringey's current level is approximately 48%, which is very close to the average. However, the Panel is of the view that the borough should aspire to be better than the average for London, particularly in the light of the challenges that it faces and the work that is being undertaken as part of the Haringey 54000 scheme. In addition, revenue funding will be dependent on participation levels in future years and therefore any underachievement will have an impact on resources for the scheme.

6.17. Termly lists of potentially eligible families are provided by the DfE. The eligibility checking system that the Council currently uses to check these lists will be enhanced from April 2014 to enable checking of families who may meet the Working Family Tax Credit criteria. This will support plans for the early introduction of this eligibility criteria which it is anticipated will increase access to, and the take-up of, the scheme.



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- 6.18. The Panel concurs with the view of C&YPS that active engagement with parents and carers to encourage more children to benefit from the free entitlement is required. Promotion of the two-year-old offer will be a top priority for the borough in the coming months, with the launch of a marketing and awareness-raising campaign, including parent road shows and established information points at key locations in the community. Action is also being taken, together with partners, to improve communication. As part of this, a marketing day is being held.
- 6.19. The Panel is of the view that communication with parents and carers needs to be reviewed to ensure that its effectiveness is maximised in order to encourage further those entitled to free places to take them up. The Panel feel that personalised letters to parents and carers could help promote higher levels of response. It suggests that a Freephone number would assist residents who needed advice and information and that this should also be free for people using mobile phones.
- *6. The Panel recommends that communication with parents and carers be improved, including:*
 - *More user-friendly and attractive letters, with a named contact; and*
 - *A Freephone contact number that is also free from mobile phones.*
- 6.20. The Panel believes that all professionals in contact with expectant mothers and mothers with very young children should be encouraged to disseminate information on the two-year-old entitlement as a means of promoting the scheme. Health visitors could play a particularly important role and this should be built into protocols, particularly as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer. In addition, “playground champions” could also be identified to promote the scheme to parents and carers who might be entitled.
- *The Panel recommends:*
 - *7. That work be undertaken with NHS commissioners to facilitate the involvement of Health Visitors in promoting the two-year-old early entitlement by providing information to parents during their visits. This should be built into protocols as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer;*
 - *8. That work to promote the entitlement be extended to other professionals in contact with expectant mothers and mothers with very young children, who should be encouraged to disseminate information on the two-year-old entitlement.*
 - *9. That work is undertaken to look at setting up 'Playground Champions' within infant and primary schools as a means of promoting the scheme.*
- 6.21. The implementation of the scheme initially relied on self-referral for the allocation of places, with parent/carers receiving letters informing them of their entitlement which they could then take to providers who were offering places. The Panel received



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evidence from providers that there had been a lack of awareness of where there were vacancies. In addition, whilst some providers were oversubscribed, others in the same area had vacancies.

6.22. The Panel is of the view that self-referral has not proven to be effective in allocating places and that it is important that the process is managed. It notes that C&YPS has been addressing this issue. The Panel feels that much could be learnt from the very effective and efficient way that school admissions are administered and suggests that this could be the template for good practice.

- *The Panel recommends:*
 - *10. That the model used by the School Admissions service should be the template for arrangements to allocate places and fill vacancies for the two-year-old early entitlement; and*
 - *11. Mapping should be published which shows levels of take up, available places and children awaiting placement in each ward. A system of tracking outcomes should also be developed. This could include case studies.*

6.23. London Councils research has identified the need for a flexible approach to deliver long term improved outcomes for the most disadvantaged two-year-olds that also included working with the family. They are of the view that the government should relax the requirement to only provide 15 hours of funded childcare for the most disadvantaged children and allow flexibility for an alternative model whereby local authorities would instead be allowed to make two offers to parents, based on 15 hours funded childcare:

- 10 hours of early education, plus additional home learning and parenting, developing the model trialled by the Royal Borough of Greenwich and in more local authorities in the 2009 offer. Evidence had so far suggested it was the model that delivered the best long term outcomes; and
- 15 hours of early education.

6.24. To date, the DfE had rejected any calls for greater flexibility in the programme. The Panel endorses London Councils proposal that flexibility should be built into the scheme so that the hours can be used in innovative ways that maximise outcomes.

7. Comments of the Chief Finance Officer and financial implications

Funding for the free early education offer for two-year-olds is provided through the Dedicated Schools Grant. As explained in the body of the report, this funding has been ring-fenced within the Early Years Block. Through modelling take-up from September 2013, it became clear that significant underspends would occur in 2013-14 and 2014-15 as a result of low take-up. In order to support increasing the supply of places, Cabinet has now approved an hourly rate of £6 per hour. This exceeds the £5.28 per hour funding provided with the result that a funding gap is projected by 2016-17. Schools Forum has



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committed to continuing to fund a rate of £6 per hour through a combination of increasing 3 and 4 year old participation and reductions in other Early Years Block budgets.

Whilst the recommendation to focus limited capital funding on increasing places through expansion is supported, members should note that it is increased participation that will ultimately maximise future funding and outcomes for vulnerable children.

Although the specific cost of the recommendations are unclear, it is anticipated that they would be met through two-year-old participation and trajectory funding.

8. Head of Legal Services and Legal Implications

From 1st September 2013 as a result of section 7 of the Childcare Act 2006 and the Local Authority (Duty to Secure Early Years Provision Free of Charge) Regulations 2012, the Council has had the duty to secure for all eligible two-year-olds in its area free early education for 570 hours a year over no fewer than 38 weeks of the year. Children are eligible for such education if they are looked after by a local authority or if they come within the criteria used to determine eligibility for free school meals. One of the aims of the recommendations in this report is to ensure that the Council complies with this duty by putting forward measures to ensure that sufficient high quality places are available for two-year-olds in all areas of the borough where they are needed.

9. Equalities and Community Cohesion Comments

- 9.1. The report concerns the implementation of the two-year-old early free entitlement, which aims to improve outcomes for identified two-year-olds who would benefit from access to high quality early years and childcare provision. The scheme is particularly targeted at the most disadvantaged children from within the community. The recommendations within the report seek to enhance the effectiveness of the scheme and maximise its effectiveness in addressing disadvantage.

10. Head of Procurement Comments

- 10.1. N/A

11. Use of Appendices

N/A

12. Local Government (Access to Information) Act 1985

**Children and Young People's Scrutiny Panel
Work Plan 2013-14**

Future Meetings:

- *Strategies;*
 - School Improvement
 - Strategic Place Planning
 - Children and Young People's Plan
- *Other Issues:*
 - Aspirational Advice to Young People in Schools
 - School Improvement – Academies and Role of Sponsor
 - Professional Development Centre – Future Plans
 - SEN Transport Savings
 - Education Attainment – Closing the Gap with other London authorities
 - Commissioning of High Quality Services – Update
 - Rhodes Avenue School – Overspend on Building Works
 - Haringey Families First – Update on Interventions
 - Pupil Premium – Update
 - Progress with partnership arrangement with Highgate School
 - School Expansion – Further Update
 - Commissioning of Children's Services

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