

MEETING:	Overview and Scrutiny Committee
DATE:	Tuesday, 17 October 2017
TIME:	1.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

AGENDA

Administrative and Governance Issues for the Committee

1 **Apologies for Absence - Parent Governor Representatives**

To receive apologies for absence in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

2 **Declarations of Pecuniary and Non-Pecuniary Interest**

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

3 **Minutes of the Previous Meeting** *(Pages 3 - 8)*

To approve the minutes of the previous meeting of the Committee held on 27th September, 2017 (Item 3 attached).

Overview and Scrutiny Issues for the Committee

4 **Special Educational Needs and Disability (SEND) Local Area Inspection and Barnsley Self-Evaluation** *(Pages 9 - 18)*

To consider a report of the Executive Director Core Services and the Executive Director People in respect of the SEND Local Area Inspection and Barnsley Self-Evaluation

5 **Update on Family Centres** *(Pages 19 - 30)*

To consider a report of the Executive Director Core Services and the Executive Director People in respect of an update on Family Centres in Barnsley.

6 **Exclusion of the Public and Press**

The public and press will be excluded from this meeting during consideration of the items so marked because of the likely disclosure of exempt information as defined by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, subject to the public interest test.

7 **Children's Social Care Reports** *(Pages 31 - 72)*

Reason restricted:

Paragraph (2) Information which is likely to reveal the identity of an individual.

Enquiries to Anna Marshall, Scrutiny Officer

Phone 01226 775794 or email annamarshall@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors W. Johnson (Chair), P. Birkinshaw, G. Carr, Charlesworth, Clarke, Clements, K. Dyson, Ennis, Franklin, Frost, Gollick, Daniel Griffin, Hampson, Hand-Davis, Hayward, Lofts, Makinson, Mitchell, Phillips, Pourali, Sheard, Sixsmith MBE, Tattersall, Unsworth, Williams and Wilson together with co-opted Members Ms P. Gould, Mr M. Hooton, Ms J. Whitaker and Mr J. Winter and Statutory Co-opted Member Ms K. Morritt (Parent Governor Representative)

Electronic Copies Circulated for Information

Diana Terris, Chief Executive

Andrew Frostdick, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement and Communications

Ian Turner, Service Director, Council Governance

Press

Paper Copies Circulated for Information

Majority Members Room

Opposition Members Rooms, Town Hall – 2 copies

Witnesses

Item 4 (1.00 p.m.)

Rachel Dickinson, Executive Director, People Directorate, BMBC

Margaret Libreri, Service Director, Education, Early Start and Prevention, People Directorate, BMBC

Richard Lynch, Head of Service, Commissioning, Governance & Partnerships, People Directorate, BMBC

Sue Day, Interim Service and Strategy Manager, Assessment and Referral Service, People Directorate, BMBC

Liz Gibson, Virtual Headteacher for Looked After Children, People Directorate, BMBC

Karen O'Brien, Designated Clinical Officer for SEND, Barnsley CCG

Cllr Margaret Bruff, Cabinet Spokesperson - People (Safeguarding)

Cllr Tim Cheetham, Cabinet Spokesperson – People (Achieving Potential)

Item 5 (1.45 p.m.)

Rachel Dickinson, Executive Director, People Directorate

Margaret Libreri, Service Director, Education, Early Start and Prevention

Nina Sleight, Head of Early Start, Prevention and Sufficiency

Claire Gilmore, Early Start & Families Strategy and Service Manager

Laura Hammerton, Family Centre Development Manager

Cllr Margaret Bruff, Cabinet Spokesperson - People (Safeguarding)

Cllr Tim Cheetham, Cabinet Spokesperson – People (Achieving Potential)

MEETING:	Overview and Scrutiny Committee
DATE:	Wednesday, 27 September 2017
TIME:	2.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

MINUTES

Present

Councillors W. Johnson (Chair), P. Birkinshaw, G. Carr, Charlesworth, Clarke, Clements, K. Dyson, Ennis, Franklin, Gollick, Daniel Griffin, Hampson, Hand-Davis, Hayward, Lofts, Phillips, Pourali, Sheard, Tattersall, Unsworth, Williams and Wilson together with co-opted members Ms P. Gould and Mr J. Winter.

27 Apologies for Absence - Parent Governor Representatives

Apologies for absence were received from Kate Morritt in accordance with Regulation 7(6) of the Parent Governor Representatives (England) Regulations 2001.

28 Declarations of Pecuniary and Non-Pecuniary Interest

Councillors Tattersall, Charlesworth, G. Carr and Wilson declared non-pecuniary interests in relation to their membership of the Corporate Parenting Panel, in so far as discussion on minute 31 related to this.

Councillor Lofts declared a non-pecuniary interest in relation to his membership of the Adoption Panel, in so far as discussion on minute 31 related to this.

29 Minutes of the Previous Meeting

The minutes of the meeting held on 12th September, 2017 were approved as a true and correct record.

30 Visitor Economy Strategy for Barnsley 2017-2020

The following witnesses were welcomed to the meeting:-

- Councillor Roy Miller, Cabinet Spokesperson Place Directorate
- Phillip Spurr, Service Director, Culture, Housing and Regulation
- Sue Thiedeman, Head of Culture and Visitor Economy
- Lynn Dunning, Group Leader - Arts and Heritage
- Devinia Skirrow, Communications and Marketing Business Partner
- Matthew Mitchell, Arts and Events Manager
- Paul Clifford, Head of Economic Development

Councillor Miller introduced the item, referring to work undertaken as part of the Visitor Economy in Barnsley. This included attractions across the borough, and Barnsley was leading in its ownership and transformation of museums.

The transformation that had taken place over the past 10 years was praised, but it was noted that work is still required in order to ensure the borough was attractive to people coming to Barnsley. The need to promote Barnsley and be proud of the

borough was stressed, as was the need to generate more income to fund attractions in future.

As each day visitor spent an average of £21 per visit, the economic benefits of the improvement of the visitor economy were also noted.

Questions were asked in relation to the Strategy and the following matters were highlighted:-

- Growth in the Visitor Economy may put pressure on infrastructure, for example access/egress to Cannon Hall. It was noted that car parks at Cannon Hall are not yet at capacity, but people use Cawthorne Village to avoid charges. This is an issue which has been considered by highways, yet potential solutions could impact on village businesses. For larger events appropriate traffic management solutions were put in place. Members noted that plans were in place to improve car parking at Elsecar.
- Questions were raised around how Members could be involved in the development and management of sites, and witnesses welcomed the input of Members. Updates were given relating to the ambitions for both Worsbrough Mill and Barnsley Main sites, however it was noted that both would require significant investment to make these a reality.
- Branding was discussed in some depth, and this included Pennine Yorkshire, Welcome to Yorkshire and the Peak District. It was acknowledged that branding was a challenge, but was one way in which people's perceptions of Barnsley could be challenged. The Tour de Yorkshire was highlighted as an example of how perceptions could be challenged via the media, and through the first-hand experience of visitors. Members noted that a marketing post had been created 3 years ago, and this was essential for raising awareness of the offer within and outside Barnsley.
- The offer from Welcome To Yorkshire was discussed, which included training, and inclusion on their website and an option to purchase publicity. It was stressed that officers worked hard to maximise the benefits of membership and gain the best value for money possible. Members heard how significant numbers of those accessing webpages related to Barnsley's attractions were directed from Welcome to Yorkshire.
- Questions around the safety of visitors at attractions or events were posed. Members heard how robust procedures were in place, which included input from blue light services, in order to ensure safety. Challenges within the Town Centre were noted, and Members were assured that a number of measures were in place in order to address Anti-Social Behaviour, in order to help visitors receive a positive experience.
- The need to ensure gateways to the town were attractive in order to give the best visitor experience was noted. Those present heard how new teams had been engaged which would concentrate on cleaning and enhancing gateways.
- The meeting discussed the expected increases in jobs as the visitor economy expanded, noting that numbers employed directly by BMBC were relatively low, but expansion in associated hospitality and creative industries were acknowledged. It was noted that the Visitor Economy Strategy aligned with the Jobs and Business Plan, and officers had positive relationships with Barnsley College to ensure appropriate training was offered to support employment in any expanding areas. It was noted that a number of relief

contracts were in place to support events, and peaks and troughs at attractions as was normal in the sector, but these did offer regular work.

- Members noted that, where possible, external funds were maximised and a number of delivery staff were employed using this finance, as well as through income from attractions.
- With regards to consulting and responding to equality groups, it was noted that many had been engaged to date in drafting the strategy, and that an ongoing equalities action plan would be maintained. In addition a number of equality groups had engaged directly with attractions in order to ensure the visitor experience was positive for all.
- The ability for staff employed at attractions and organisations involved in hospitality to speak languages other than English was unknown and it was suggested that this may be an item for the Visitor Economy Forum to consider.
- Performance indicators within the document were discussed, and the use of footfall counters mentioned. It was noted that it was difficult to use these at in parks due to the complexity of access points, and also due to the availability of resources.
- The commitment of staff, and their ability to deliver within the current financial climate and pressures on resources was praised by both senior officers and Members.

RESOLVED:-

- (i) That the report be noted;
- (ii) That the witnesses be thanked for their attendance and contribution.

31 The Continuous Service Improvement of Children's Social Care and Safeguarding Services

The following witnesses were welcomed to the meeting:-

- Councillor Margaret Bruff, Cabinet Spokesperson, People (Safeguarding)
- Rachel Dickinson, Executive Director, People
- Keely Boud, Social Work Team Manager
- Andrew Veal, Social Work Team Manager
- Antonia Williams, Social Worker
- Steve Guirey, Social Worker
- Alice Darby, Social Worker

The Executive Director, People, gave a brief introduction and gave apologies from Mel John-Ross, Service Director, Children's Social Care & Safeguarding, who had been instrumental in realising the improvements seen.

A presentation was given and Members were reminded of the 2012 Ofsted inspection, which found that children were safe but judged the overall effectiveness of safeguarding services in Barnsley as being 'inadequate'.

In 2014 Ofsted judged the overall effectiveness of services for children needing help & protection and children looked after as 'requiring improvement' but good for care leavers.

The presentation went on to highlight the differences in experience from the viewpoint of a child experiencing the service in 2012 and 2016/17. Improvements had meant that children are now more likely to get the right service at the right time. A service review and additional staff as part of the Integrated Front Door meant children are now ready to be received and responded to without delay, with assessments completed in a timely manner.

There is additional management oversight and scrutiny, and cases are audited regularly. Senior management now meet with social workers and talk directly to children. An effective recording system is now in place, as are performance management and quality assurance systems. Constant oversight is provided through the Council, Barnsley Safeguarding Children's Board, and Barnsley Children and Young People's Trust.

Children in care in 2017 are now much more likely to have a health assessment and dental check, and Personal Education Plans (PEPs) are completed termly, rather than once a year. 96.8% of children in care also had their care plans reviewed on time, which had led to better outcomes for children.

For children in 2017, placements were much more likely to be stable, with stability much better than statistical neighbours and nationally, meaning children are less likely to move placements.

However it was noted that challenges remain; with only 42% of care leavers aged 18-21 years entering education, employment or training.

Questions were asked in response to the report and presentation and the following points were noted:-

- With regards to those leaving care not in education, employment or training, ensuring school placements were sustained and were stable was seen as paramount to ensure the best outcomes for young people.
- Members acknowledged that Academies within the borough had adopted their own approaches to discipline, however it was suggested that Ofsted was now looking at inclusion in a different way. Members noted that PEPs were reviewed termly, and attendance reviewed monthly. This allowed issues to be raised more immediately, in order to avoid situations such as exclusion.
- Members noted that all schools within the borough had signed up to the Fair Access Protocols, for those at risk of permanent exclusion. The Protocol had been subject to peer challenge, and, subject to approval by schools, it was expected that this would be amended to reflect suggested improvements. It was acknowledged that maintaining children in school placements was important, and moving schools and increasing travel time could put additional pressure on the child. Members noted the rise of children being educated at home, and it was acknowledged that this was not very well regulated.
- With regards to ensuring progress was maintained, Members heard how a culture of improvement had been embraced with everyone being more self-aware, and taking responsibility. The input of Members and a focus on performance had assisted this.
- Members discussed visits to school. It was noted that where and when visits were conducted was subject to appropriate consideration of risk and safety, acting in the best interests of the child. Occasionally this meant meeting within school time, but could also mean before 9.00am or after 5.00pm, this

could also include travelling to visit children placed out of the borough. The impact of this on workloads was acknowledged, as were the reasons behind this. Members noted that comparatively small numbers of children were placed outside the borough.

- With regards to workloads and how manageable they were for officers, it was noted that caseloads are bigger than was desirable, which can cause stress and challenges but this was under constant consideration in order to be managed most effectively. The ongoing recruitment process, together with the avoidance of using agency staff, and the permanent nature of the workforce including management had provided stability and more effective ways of working.
- With reference to the report circulated, it was suggested that phrases within could be more specific in order to aid scrutiny. It was noted that much of the additional specific detail was contained in background reports, which could be circulated to Members to assist.

RESOLVED:-

- (i) The content of the report and presentation be noted; and
- (ii) That the witnesses be thanked for their attendance.

32 Arrangements for Discharging the Statutory Role of Director of Children's Services: Local Test of Assurance

The following witnesses were welcomed to the meeting:-

- Councillor Margaret Bruff, Cabinet Spokesperson, People (Safeguarding)
- Rachel Dickinson, Executive Director, People

The attention of Members was drawn to the report circulated, and Members were reminded of the restructuring which had combined the duties of the Director of Children's Services and Director of Adult Social Services. Where Council's had added duties to the Director of Children's Services, a test of assurance should be undertaken.

An external assessment was undertaken by Peter Dwyer, then the Corporate Director – Children and Young People's Service for North Yorkshire County Council, an authority rated as 'good'.

The assessment considered various sources of information, including the self-assessment undertaken, a range of documents, information on the Council's internet pages, and interviews with officers.

The assessment presented two recommendations, the first relating directly to Overview and Scrutiny and the need to ensure the focus on Children's Services is not lost; the second relating to reliance on high quality officers and the need to ensure this is maintained through succession planning and strong recruitment processes.

Members asked a number of questions on the report and the following points were noted:-

- There is no requirement to repeat the assessment, however it may be wise to repeat the exercise should the duties assigned to the post acting as Director of Children's services significantly change.

- With regards to the focus of the Overview and Scrutiny Committee, the current arrangements, with a wider membership than previously, were considered beneficial to providing an appropriate level of oversight and challenge. It was suggested that this needed to be maintained.
- Whilst the need for focus on Children's Services was acknowledged, Members discussed whether current arrangements allowed appropriate time to focus on other issues. It was suggested that this would be considered in more detail in a review of the current arrangements.
- It was agreed that whatever structures were adopted, they needed to be carefully balanced to ensure that they added value, and took account of wider arrangements.

RESOLVED:-

- (i) That the report be noted; and
- (ii) That thanks be given to the witnesses for their attendance.

Item 4

Report of the Executive Director Core Services and the Executive Director People, to the Overview and Scrutiny Committee (OSC) on 17th October 2017

Special Educational Needs & Disability (SEND) Local Area Inspection and Barnsley Self-Evaluation

1.0 Purpose of the Report

- 1.1 The purpose of this report is to inform the Overview & Scrutiny Committee of the national arrangements for Special Educational Needs & Disability (SEND) Local Area Inspections, which are carried out jointly by the Office for Standards in Education, Children's Services and Skills (Ofsted) and the Care Quality Commission (CQC).
- 1.2 In addition, the report outlines the strengths and priorities for improvement in Barnsley, which have been identified as a result of self-evaluation of local arrangements in meeting responsibilities for children and young people with SEND.

2.0 Introduction and Background

- 2.1 The purpose of the Local Area Inspections is to evaluate how local areas are discharging their duties in relation to SEND. These duties are contained in the Children and Families Act 2014 and elaborated on in the statutory guidance, 'Special Educational Needs and Disability Code of Practice: 0-25 Years' (the Code of Practice). These duties came into force in September 2014.
- 2.2 Inspections of Local Area arrangements for SEND began in May 2016 and to date 39 local areas have been inspected. All local areas will be inspected at least once over a five-year period. The outcomes of the inspection are published in a letter which sets out strengths and priorities for improvement. Depending on the outcomes the local area may be required to provide a written statement setting out the actions that it will take to address priorities identified, and the timescales for taking that action. A written statement will be required in the event that inspectors identify concerns in relation to a failure of the local area to meet its duties under the Children and Families Act 2014, or in relation to illegal practices.
- 2.3 The Inspection Framework emphasises that Local Area Inspections evaluate the effectiveness of all relevant partners in the local area in fulfilling their responsibilities for SEND, not just the local authority. The inspection therefore evaluates the contribution and impact of the local authority, the Clinical Commissioning Group (CCG), Public Health, NHS England specialist services, early years settings, schools and further education providers. In the event that an action statement needs to be submitted following an inspection, the report will make clear which partner agencies are responsible for preparing and submitting the statement.
- 2.4 The inspection focuses on three broad areas:
 - The effectiveness of the local area in **identifying** children and young people who have special educational needs and/or disabilities
 - The effectiveness of the local area in **assessing and meeting** the needs of children and young people who have special educational needs and/or disabilities
 - The effectiveness of the local area in **improving outcomes** for children and young people who have special educational needs and/or disabilities.

2.5 The inspectors will consider evidence particularly in relation to:

- The accuracy of the local area's self-evaluation
- The extent to which outcomes for children and young people are improving
- The efficiency of identification of special educational needs and disabilities, and the timeliness and usefulness of assessments
- How well local agencies and bodies co-ordinate their work to assess needs and provide support
- How well the local area engages with children and young people, and parents/carers, to inform strategic commissioning of services
- How well the local area involves individual children and young people, and parents/carers, in the process of assessing their individual needs
- How well the local area communicates with children, young people and their parents/carers to ensure they are clear about assessment processes and criteria for decisions
- The extent to which the local area gives due regard to its duties under the Equality Act 2010 to children and young people with special educational needs and/or disabilities

2.6 During the inspection, inspectors will visit providers such as childcare and education settings and specialist services. They will meet with elected members, key officers from health, education and social care, and seek the views of parents, carers and young people on their experience of services. They will also review a sample of children's and young people's casework.

3.0 Current Position – National Context

3.1 The Framework for SEND inspections is relatively new and there is no single clearly defined data-set that the local area is required to produce for inspection. The inspection also focuses on children and young people 0-25, so inspection reports cover a wide range of provision and services. These include universal, targeted and specialist services that children and parents come into contact with pre-birth and into adulthood. These features present some challenge in predicting the specific key lines of enquiry inspectors are likely to follow. However we can use learning from inspections in other areas and our knowledge of local issues and priorities, to anticipate what the inspection will cover.

3.2 The elements which feature in most or all inspections which have taken place to date include:

- The understanding of leaders locally of the needs of children and young people in their area; how they use and share this knowledge to commission the right services; how they know what progress is being made in meeting needs and how services make a difference to outcomes
- How well education, health and social care work together at a strategic planning and commissioning level
- The contribution of 0-19 Healthy Child Programmes, paediatric services, social care early years settings and schools to identifying and meeting needs, and how well different services share information on identified needs
- Transition arrangements for young people aged 16-25
- The quality of support provided by schools for children and young people identified as requiring SEN support, but not with an Education, Health and Care Plan (EHCP)
- Access to and the effectiveness of the local ASD (Autistic Spectrum Disorder) pathway
- Timely access to services such as Child & Adolescent Mental Health Services (CAMHS), Speech and Language Therapy, Occupational Therapy

- The percentage of EHCPs issued within the 20 week statutory timescale
- Arrangements for and quality of co-production with young people and parents at a strategic, operational and individual level
- Feedback from children, young people and parents on their experiences of systems, services and provision; the extent to which child and parent voice is evident in plans, systems, processes and provision
- Workforce development across all agencies in relation to SEND and the understanding of the workforce about their responsibilities in relation to SEND
- The quality of the Local Offer, how this is promoted, and the extent to which parents/carers and the workforce are aware of the Local Offer

3.3 In the local areas which have been required to submit a written statement of action following inspection, the issues identified requiring specific action are summarised below:

- Pace and planning in implementation of SEND reforms
- Strategic leadership and governance
- Poor joint commissioning arrangements
- Ineffective promotion and understanding of the local offer
- The capacity of mainstream schools to identify and meet needs of an increasing SEND population, particularly those with autism
- Low incidence of identification at SEN support stage in schools or settings, indicating lack of early identification
- Education outcomes for children at the SEN support stage
- Absences and exclusions for pupils with SEN in mainstream schools
- Poor progress of SEND pupils at key stages 2 and 4
- The timeliness of response to children, young people and their families in need of significant help and support, particularly those with autism
- The capacity of the Designated Medical Officer (DMO)/ Designated Clinical Officer (DCO) role
- The contribution of health providers to EHCPs
- Use of management information to provide an overview of Local Area effectiveness
- Lack of effective co-production with parents; poor communication with parents
- Quality of EHCPs
- Access to / waiting times for services such as audiology, speech and language therapy, CAMHS etc.

4.0 SEND Population in Barnsley

4.1 In January 2016, Barnsley's SEND population in a nursery or statutory school setting was 14.9% compared with 14.4% nationally. This includes:-

- children and young people who have a statutory EHCP or 'Statement of Special Educational Needs' (herein referred to as a 'Statement')
- children without a statutory plan but identified as having a special educational need and/or disability but the level of need can be supported without the need for a statutory plan This group is categorised as 'Special Educational Needs (SEN) Support'.

4.2 Across All English authorities, the proportion of pupils with Statements or EHCPs ranges from 0.3% to 4.5%. In Barnsley 3.8% of children and young people have an EHCP or a Statement compared to an average of 2.8% in All English authorities.

4.3 There are currently 3,771 children and young people identified as SEN Support in Barnsley primary and secondary schools. Across all English local authorities the

proportion of children and young people designated 'SEN support' ranges from 6.5% to 19.4%. In Barnsley 11.1% of children and young people are identified as 'SEN Support', compared to an average of 11.9% in All English authorities (*comparator data from the Department for Education [DfE] January 2016 School Census Special Needs & Disabilities in England SFR29/2016, which covers Nursery to Year 11*).

- 4.4 In April 2017 the total SEND population (those with EHCPs, Statements or SEN Support, including post-16) was profiled across key stages of education stages as follows:

Category	Cohort	Number
Early Years	2,3 & 4 year olds (please note that Primary figures also include some 4 year olds who have started in Reception)	800
Primary	Reception to Year 6	2,972
Secondary	Year 7 to Year 11	1,294
Post 16	16 – 25	3,650

- 4.5 Requests for Statutory Assessments of Need and the number of EHCPs has significantly increased over a 3 year period which, in turn has placed a considerable pressure on resources and allocated funding.
- 4.6 In 2014 the authority was responsible for maintaining 1,216 Statements. By June 2017 this figure had increase to 1,726 Statements or EHCPs. Some of this increase is accounted for by the inclusion of 16-25 year olds and the transfer of Learning Disability Assessments (for 16+ year olds) to EHCPs, which authorities were required to do by December 2016. However a significant part of the increase is due to increased demand and new EHCPs issued. Between June and September 2017, for example, the number has increased by 59, to 1,785 Statements and EHCPs. Approximately 36 % of these young people are placed in specialist provision and 64% in mainstream schools or settings.
- 4.7 In June 2017 there were 105 pupils placed out of Borough in independent provision. Placements made for September 2017 increased this number to 136. Approximately 90 pupils are placed outside of Barnsley in other Local Authority mainstream and special schools or academies.
- 4.8 In mainstream primary schools the most prevalent special need identified is moderate learning difficulties, followed by speech, language and communication needs. The third most prevalent need is social, emotional and mental health.
- 4.9 In mainstream secondary schools the most prevalent need identified is also moderate learning difficulties, followed by social, emotional and mental health. The third most prevalent need is specific learning difficulties, though the percentage in Barnsley is significantly lower than the prevalence of specific learning difficulty nationally.
- 4.10 In special schools the most prevalent need identified is severe learning difficulty, with the second being autistic spectrum disorder. The third most prevalent need is social, emotional and mental health.

5.0 Barnsley Local Area Arrangements & Planning for Improvement

- 5.1 Since April 2015 a core set of improvement priorities for SEND were identified and agreed across the local area partnership, and within the Children Young People and Families' Trust. These are:

- Build capacity in mainstream schools and settings to meet special educational needs
 - Review specialist SEN places and provision that is currently commissioned and assess match to need
 - Develop a commissioning strategy and plan for specialist provision
 - Implement an action plan to ensure transfer of Statements to EHCPs by 2018
 - Improve efficiency of production of EHCPs to ensure children's needs are met promptly
 - Develop a participation plan to strengthen children and young people's, parents' and carers' participation, and co-production
 - Develop arrangements in relation to personalisation and personal budgets
- 5.2 A key element of the inspection is the local area's self-evaluation of the effectiveness of its local arrangements in meeting SEND responsibilities. The extent to which leaders have an understanding of strengths and priorities, and the accuracy of its self-evaluation is critical to the overall outcome of the inspection.
- 5.3 Since the introduction of SEND inspections, partners have worked to develop a self-evaluation form, intended to capture key information about SEND arrangements in Barnsley. Using learning from the first year of inspections we are currently refreshing the self-evaluation to improve the rigour of the evaluation of impact and effectiveness of local area arrangements. This will be followed by a refresh of the improvement planning for SEND, to ensure this reflects priority areas for development in the Self Evaluation document.

6.0 Areas of Strength

- 6.1 From the evaluation to date, the following areas of strength have been identified:-
- 6.2 **Leadership & Governance** - There are clear partnership governance and accountability arrangements in place through the Children, Young People's and Families Trust. The Trust is the local partnership that brings together organisations responsible for providing services for children, young people and families in the borough, such as the Council, NHS organisations, Education establishments and the Police. The local authority and its partners have identified and agreed SEND arrangements as a key local area priority. Delivery of services and arrangement to identify and meet SEND related needs are monitored by the Trust, as well as by scrutiny groups and lead members. A multi-agency SEND strategy and operations group is in place to drive agreed action plans.
- 6.3 **Joint Commissioning** - Barnsley Children, Young People's and Families Trust has joint commissioning arrangements in place which are facilitated by the Trust Executive Commissioning Group. The Trust reports to the Barnsley Health and Wellbeing Board. Services jointly commissioned include: Speech and Language Therapy, CAMHS, Occupational and Physiotherapy, and Children's Continuing Care.
- 6.4 **Early Years Provision** – 96% of childcare and early years providers are rated good or outstanding by Ofsted. There is strong engagement of the sector in workforce development activity related to SEND and a good level of support is provided to the early years sector to meet their responsibilities. It is a requirement within local funding agreements for early years provision that providers refresh their Special Educational Needs Co-ordinator (SENCO) training at least every three years. SENCOs are responsible for co-ordinating additional support for pupils with SEN and liaising with their parents/carers, teachers and other professionals who are involved with them.
- 6.5 **EHCPs Issued Within Statutory Timescales** - The percentage of EHCPs issued within the 20 week statutory timescale is currently in line with national percentages

(approximately 65%). This has improved from a very low base when less than a third were issued within timescales. The authority is also on track to meet the Department for Education's (DfE) deadline of 1st April 2018 for transferring all old style Statements to EHCPs.

- 6.6 Virtual School for Looked After Children (LAC)** - The Virtual school for LAC has effective arrangements in place for tracking and supporting improved provision and outcomes for LAC with special educational needs. Bespoke provision is commissioned as appropriate to ensure children remain in education and make progress in their learning. There is also a good level of challenge to education providers and partners to ensure Personal Education Plans (PEPs) include appropriately ambitious targets and suitable provision to meet children's needs.
- 6.7 Development of Partnership Working Across Agencies** - There are effective working relationships between key partners e.g. via the CCG Designated Clinical Officer (DCO) role and the Barnsley Alliance schools' partnership. The establishment of the SEND strategy group has increased the role of schools in planning for improvements in SEND arrangements and there is increased focus on SEND in headteacher and school partnership meetings. There are emerging models of integrated service delivery, for example Learning Disability Nurses deployed alongside the Disabled Children's Team, Speech and Language Therapy (SALT) provision in schools and joint delivery of Health, Education and Social care programmes through Family Centres, and a 0-25 Early Help model.
- 6.8 Roll-out of Prevention and Early Intervention Programmes for Mental Health** - In response to growing identification of emotional and mental health needs and increasing demand on specialist services, two programmes are being successfully rolled out in primary and secondary schools to give children and young people, and their families, earlier access to support. Mindspace (formerly 4:Thought) works across secondary mainstream schools. Mindspace is commissioned by the CCG as part of the local Future in Mind Transformation plan, but is school-led. It has a single point of access with the CAMHS service, enabling both step-up from Mindspace to CAMHS or stepdown from CAMHS to Mindspace. Approximately 200 young people and 63 parents accessed the service. For primary-aged children the focus has been on implementing a resilience model, through the THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) programme, led by Public Health. The aim of the programme is to improve social and emotional health and resilience through a whole-school approach. To date 28 schools have accessed training with a further two phases of training planned.
- 6.9 Information and Advice Services for Parents/Carers** - SENDIASS (the Special Educational Needs & Disability Information, Advice and Support Service) provides, on behalf of the local authority, independent advice and advocacy services to parents and carers of children and young people aged 0-25 in relation to SEND issues. The service supports parents through the statutory EHCP process, in meetings with schools and services and in advocating for children, parents and carers to ensure they are involved in decisions about how their needs are met. Parents/carers express a high level of confidence in the service and the quality of support provided. Universal advice and signposting to services is provided through the Families Information Service (FIS) and the Family Services Directory, giving families a single point of access to information about services. FIS also supports families' access to short breaks provision and can provide tailored support for families with a child or young person with SEND.

7.0 Areas for Development & Key Lines of Enquiry

7.1 From the evaluation to date, the following areas for development and key lines of enquiry have been identified:-

7.2 **Improving the Education Progress of Children and Young People with SEND** - In early years and primary the gaps between pupils with SEND in Barnsley and pupils with SEND nationally are broadly similar to the gaps between non-SEND Barnsley pupils and their peers nationally, though 2016 phonics outcomes showed a wider gap.

At Key Stage 4 the gap between SEND and non-SEND pupils achieving the 5 A* to C benchmark widened in 2016. Only 11% of SEND pupils in Barnsley achieved the basic (A*-C in English and mathematics) compared with 23% nationally. However, while pupils with a Statement or EHCP performed broadly in line with their peers nationally, the gap for pupils on SEN Support was significant. Fewer than 12% of Barnsley SEN Support pupils achieved the basics compared with 27% of their peers nationally.

7.3 **Building the Capacity of Mainstream Schools and Settings to Identify Needs Earlier and Provide Effective Support at the SEN Support Stage** - Outcomes for pupils at SEN support stage indicate a need to improve schools' capacity to meet these pupils' needs. The high percentage of pupils with a Statement or EHCP in Barnsley, and the growing demand for EHCP assessments is also a potential indication of the need for better support, earlier intervention and a more graduated response to children's needs, to prevent escalation to an EHCP and increasingly specialist provision.

7.4 **Reducing Exclusions and Improving School Attendance of Children and Young People with SEND** - Pupils with SEN are more likely to be excluded from school than their non-SEN peers. In Barnsley the data indicates a particular issue in relation to pupils on SEN support. National data (2014-15) for SEN support pupils indicated a slight increase in rates for at least one fixed term exclusion to 5.6%. In Barnsley the increase was greater, to 8.5%. Data for 2015/16 shows a rise to 11%.

7.5 **Developing Co-production and Effective Participation of Young People, Parents and Carers in Shaping and Improving Local Arrangements** - There is currently no Parent-Carers Forum in Barnsley or an agreed delivery model for parent/carers engagement. A number of parent support group meetings have been attended, and events organised to get feedback from parents and carers, including the annual SEND information day; SEND Talkabouts; and a recent SEND conference. Sessions have also been held for parents/carers and young people to get feedback on the Local Offer website and options for its redesign. It is clear that current arrangements and resources for facilitating parent/carers and young people's participation are not satisfactory. Options for resourcing and developing a new model, supported by partner organisations, are under discussion, and parents/carers will be invited to participate in commissioning any new arrangements.

7.6 **Improving Data Sharing Across Partners so that Needs are Identified and Met at the Earliest Opportunity** - Effective data sharing is essential to early identification of needs; timely access to the right support and for forecasting and planning to meet future needs. Data sharing systems across services do not always currently support speedy and efficient sharing. This will improve during 2017-18 with improved access across health and local authority data.

7.7 **Develop More Coherent and Co-ordinated Planning for Transition for 16-25 Year Olds** - Transition to post 16 education provision and across services for young people with SEND, and for their families can be complex, not least because transition points or ages

between 16 and 25 vary according to the services involved. Feedback suggests it can be challenging for young people and families in terms of negotiating the system; engaging with multiple services; actively participating in decision-making; and securing the right support and provision to enable them to achieve independence and progress to the right education, training or employment.

- 7.8 **Improving Access and Waiting Times for Support Services** - Although improving, waiting times for CAMHS treatment are still too long. For SALT, performance in relation to waiting times is good, but parents have expressed concern about how the service is delivered, which is described as the 'episodes of care' model. This means that children can be discharged after a period of time although the child may continue to need additional support with speech and language.
- 7.9 **Develop Quality Assurance Framework to Monitor and Improve the Quality of EHCPs** - Significant improvements have been made in relation to the timeliness in the issuing of EHCPs and the rate of transfer from old style Statements to EHCPs. The next priority is to ensure plans are consistently of the right quality to support improvement in outcomes for children. A quality assurance and audit system will be developed with a particular focus on the quality of partner contribution to the assessment and planning process; the extent to which the voice of the child and parent/carer is evident and evidence of co-production; the views of the child, young person, parent or carer on the EHCP process; and the extent to which the plan supports improved outcomes.
- 7.10 **Develop Quality Assurance and Performance Management Across Partnership Services and Provision to Improve How We Can Evidence Impact on Improving Outcomes** - Partners currently have good oversight of service performance in terms of demand; timely access to and engagement with services, and levels of activity. Individual services will hold data and evidence on the impact of their services on improving outcomes for children, young people and families. An area for development is to improve how we can systematically evaluate and evidence how local area arrangements are contributing to improving outcomes, using a range of both quantitative and qualitative data.

8.0 Invited Witnesses

8.1 The following witnesses have been invited to today's meeting:

- Rachel Dickinson, Executive Director, People Directorate, BMBC
- Margaret Libreri, Service Director, Education, Early Start and Prevention, People Directorate, BMBC
- Richard Lynch, Head of Service, Commissioning, Governance & Partnerships, People Directorate, BMBC
- Sue Day, Interim Service and Strategy Manager, Assessment and Referral Service, People Directorate, BMBC
- Liz Gibson, Virtual Headteacher for Looked After Children, People Directorate, BMBC
- Karen O'Brien, Designated Clinical Officer for SEND, Barnsley CCG
- Cllr Margaret Bruff, Cabinet Spokesperson - People (Safeguarding)
- Cllr Tim Cheetham, Cabinet Spokesperson – People (Achieving Potential)

9.0 Possible Areas for Investigation

9.1 Members may wish to ask questions around the following areas:

- How confident are you that we are identifying children and young people with SEND in a timely way?
- How well do we meet the needs of these children, young people and their carers and how do we know that?
- How do you use intelligence and trends to drive improvement and plan for future demand on service providers?
- To what extent is there good practice in relation to ensuring the voice of the child and their parents/carers is evident in assessments and plans?
- Which area for improvement if addressed would have the greatest impact and why?
- If the inspection was to happen now, what do you think the outcomes would be and why?
- What is being done in terms of supporting schools to alleviate pressure points from the increasing number of SEND children and young people and how does this apply to academies?
- What are the pressure points in terms of health services, particularly in relation to the capacity of the Designated Medical Officer, the Designated Clinical Officer and Educational Psychologists?
- How robust are performance management frameworks and data sharing protocols across all organisations?
- What is in place to support young people with SEND when they leave secondary education?
- Is there a particular group of children and young people with SEND who are not as well served as they may be?
- How can Members directly influence their local education settings and school governing bodies to improve SEND provision?

10.0 Background Papers and Useful Links

- Government SEND Documentation:
<https://www.gov.uk/topic/schools-colleges-childrens-services/special-educational-needs-disabilities>
- SEND: Supporting Local and National Accountability:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/416347/Accountability_Publication.pdf
- SEN Statistics:
<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

11.0 Glossary

ASD - Autistic Spectrum Disorder
CAMHS - Child and Adolescent Mental Health Services
CCG - Clinical Commissioning Group
CQC - Care Quality Commission
DCO - Designated Clinical Officer
DfE - Department for Education
DMO - Designated Medical Officer
EHCP - Education Health and Care Plan
FIS - Families Information Service
Ofsted - Office for Standards in Education, Children's Services and Skills
LAC - Looked After Children
PEP – Personal Education Plan
SALT - Speech and Language Therapy
SENCO - Special Educational Needs Co-ordinator
SEND - Special Educational Needs and Disability
SENDIASS - Special Educational Needs & Disability Information, Advice and Support Service

12.0 Officer Contact

- Anna Marshall, Scrutiny Officer (01226 775794)
- Margaret Libreri, Service Director, Education, Early Start and Prevention (01226 773211)

9th October 2017

Item 5

**Report of the Executive Director Core Services
and the Executive Director People,
to the Overview and Scrutiny Committee (OSC)
on 17th October 2017**

Update on Barnsley Family Centres

1.0 Introduction and Background

- 1.1 On the 9th September 2015, Cabinet agreed to implement a new model of Early Help for families through a network of Family Centres, supporting children pre-birth to 19 years old (25 years old if the young person has a disability) and their families. This ensured that the Council achieved the Future Council saving of £2.5 million during the period April 2015/16.
- 1.2 The Family Centre service built on strengths, expertise and infrastructure of the Children's Centres programme to ensure that:
- Family Centres provide a range of Early Help services for families with children pre-birth to 19 years old (25 years old if they young person has a disability) through a streamlined pathway
 - Services include support with physical and emotional health, practical advice on keeping children safe, developing social networks through groups, support with education and learning, parenting, positive family routines, home and money, work, training and volunteering
 - Family Centres are based in areas where there is a high level of need with the continuation of some services for all families delivered in partnership with health and education
 - Family Centres are aligned to Area Councils
 - Services work in a whole family way and are targeted according to need with a focus on early intervention and prevention. This is underpinned by a strengths based approach building family resilience and aspirations
 - Family Centres are non-stigmatised gateways to service for all families in their local community. Targeted interventions and outreach services are vital in supporting families who need it most in order to narrow the gap in outcomes between those experiencing the most disadvantage and the rest
- 1.3 In January 2017, the 'Support to Families in Barnsley: Troubled/Think Families Programme and Family Centres' report was presented to the Overview & Scrutiny Committee. The report provided an overview of the relevant services and gave Members opportunity to provide scrutiny to this work.

2.0 Current Position

- 2.1 This report serves to update the Committee on progress since the report presented in January 2017 and provides data and information on a borough wide and area basis as well as providing detail relating to the following overarching themes:-
- Overall high numbers of children, young people and families are accessing early help through Family Centres and the Targeted Youth Support service with the greatest number of families having children in the 5 to 11 years old age range. This is a positive development as this age range was not largely provided for by the Children's Centre programme

- Early help activity initiated and led by a range of agencies has increased since the 1st April 2016, since the introduction of the new model of early help through Family Centres including the borough wide co-ordination by this service
- Over 1,000 referrals have been received through the Early Help Panel (Family Centres and Targeted Youth Support service) leading to extra support to families as part of a Team around the Family as a result of a thorough Early Help Assessment and active Early Help Plan
- The step down arrangements with Children's Social Care has been strengthened to support families to sustain the gains they have made during a statutory intervention
- Weekly professional early help and social care consultation has been implemented along with Public Health Nursing Service representatives to provide support and guidance to early help practitioners to ensure that families receive the right support at the right time and further embed understanding of thresholds
- Clear governance arrangements are in place (see Appendix 1 - attached), through local Family Centre Advisory Boards aligned to Area Councils, and borough wide through the Early Help Steering Group for Children and Families which reports to the Stronger Communities Partnership. The steering group also provides reports to the Children and Young People's Trust and Barnsley Safeguarding Children's Board. There is a strategic fit with the recently approved All Age Early Help Strategy 2017/2020
- A performance management framework is in place with multi-agency partners which continues to be developed to ensure there is an evidence base of impact using short, medium and long term indicators. This information is used as a basis on which agencies are holding each other to account, including quality assurance through multi-agency audit
- A multi-agency workforce development programme has been implemented and continues to be developed including the introduction of Early Help Champions

3.0 Access to Early Help

- 3.1 It is evident that families continue to engage with services delivered through Family Centres and it is notable that the highest rate of registrations are for families with children aged 5 to 12 years. Focused work is being undertaken in partnership with secondary schools to engage with families with teenagers, not withstanding that young people do choose to self-refer to the Targeted Youth Support service.

Family Centre Registrations at end of Q4 2016/17 (the number of registrations are taken at a point in time and not cumulative)	0 to 4 years	5 to 12 years	13 to 19 Years*	Total
Catchment Area				
Dearne	959	1,257	379	
Central	1,643	1,659	458	
North	1,068	1,203	340	
North East	1,423	1,708	381	
South and Penistone	1,042	1,224	216	
Total	6,135	7,051	1,774	14,960

- 3.2 In addition to children and young people reached through Family Centres, an integral part of the offer is through the Targeted Youth Support service where young people can access Early Help through targeted group provision and as part of a team around the family.

Targeted Youth Support service (cumulative data up to Q4 2016/17)	Young People Registrations at end of Q4 2016/17	Young People Attendances at end of Q4 2016/17
Catchment Area		
Dearne	358	4,449
Central	546	3,293
North	245	1,814
North East	316	7,772
South and Penistone	1,081	12,875
Borough wide service (Targeted Groups in Schools and Learning Disabilities/Delay)	541	3,327
Total	3,087	33,530

- 3.3 Families registering with Family Centres can access a range of group/programme based early help services which allows for greater efficiencies in supporting a larger number of families as part of a group as well as developing positive peer support networks. In addition, a team is formed around families who may need more tailored support from a number of agencies. Broadly speaking, Early Help can be categorised as:

Outreach: reaching out to ensure engagement with children and families experiencing the most disadvantages that may not self-refer or find services easy to access

Health: evidence based provision including Having a Baby, Baby Massage, Healthy Start, Infant Feeding Support, Cook and Eat, Healthy Lifestyles and Physical Activity and Busy Feet

Work and Finance: evidence based provision including Journey to Work and Adult Learning

Family Support and Parenting: evidence based provision including parenting programmes e.g. Webster Stratton, Solihull and family support as a team around the family

Engagement: including participation and influence e.g. parent/carers forums

Access by type of Early Help through Family Centres at the end of quarter 4 2016/17	
Type	Families
Outreach	4,055
Health	2,263
Work and Finance	549
Family Support and Parenting	2,094
Engagement	1,819
Total	10,780

- 3.4 Young people registering with the Targeted Youth Support service access a range of targeted groups within localities, and borough wide through schools, and a specific service for young people with Learning Disabilities/Delay. Early help for young people is categorised by the following curriculum areas:

Be Healthy:

- Physical health (fitness, healthy lifestyles, sports leadership accredited courses)
- Mental and emotional health (self-awareness, esteem and image, emotional support, stress management, tools and techniques, Motiv8 programme)
- Sexual health (contraceptive advice, sexually transmitted disease screening, access to health services, adolescent development, relationship and assertion, sexual responsibility)

Stay Safe:

- Signposting to support agencies, internet safety e.g. Child Exploitation and Online Protection Centre (CEOP) resource and education
- Risky behaviours, safety and emergency services
- Safe from bullying and discrimination including awareness, education and support

Enjoy and Achieve:

- Personal and social development and positive recreation time e.g. practical activities, trips and visits, teamwork skills, communication, interaction, social and interpersonal skills
- Life skills, cooking, money handling
- Support, information and guidance
- Accredited awards e.g. I Know I Can, Sports Leadership, John Muir Award (outdoor education)

Make a Positive Contribution:

- Engagement in decision making and support for the community and environment e.g. voice and influence activity, citizenship, campaigning, democracy through the Youth Council structure
- Engagement in law abiding and positive behaviour in and out of school e.g. volunteering programmes, peer mentoring, environmental improvements, restorative justice programmes

Economic Wellbeing:

- Access and referral to other services e.g. Targeted Information, Advice and Guidance, benefits, housing, homelessness
- Ready for employment and the world of work e.g. independent living skills, budgeting, CV and interviewing skills, preparation for learning and work.

Access by type of Early Help through the Targeted Youth Support service at the end of quarter 4 2016/17*	
Type	Young People Cumulative Attendances at end of Q4 2016/17
Be Healthy	10,595
Stay Safe	6,376
Enjoy and Achieve	8,187
Make a Positive Contribution	7,044
Economic Wellbeing	1,328
Total	33,500

**Data does not include those attendances in the Youth Council and vote in the Make Your Mark campaign every year.*

- 3.5 In addition to the provision of targeted groups, the Targeted Youth Support service is responsible for undertaking the return home interviews as part of the borough wide

provision relating to children missing from home or care. 351 return home interviews were conducted with children as at quarter two 2017/18

3.6 Family Centres and the Targeted Youth Support service are key partners in the delivery of early help where a team around the family is required to meet some of the complex challenges faced by some families. Through the streamlined Early Help pathway agencies can refer for extra Early Help support for children, young people and families where a specific role for the Family Centre or Targeted Youth Support service has been identified. In order to manage this effectively an Early Help Panel was established on the 1st April 2016 where partner agencies refer for specific family support through Family Centres or the Targeted Youth Support service. In year 1 of implementation, the Early Help Panel received 1060 referrals from partner agencies. In the 6 month period between the 1st April 2017 and 30th September 2017 a further 538 families have been referred; a total of 1598 in the 18 month since inception.

3.7 In addition, through strengthened step down arrangements with Children's Social Care, Family Centres are key partners in ensuring that families sustain the gains they have achieved following Social Care intervention and support. The step down protocol has been piloted with an official launch of the final agreement in April 2017 where data will be collated to develop understanding of the impact of the new arrangements.

4.0 Co-ordination of Early Help Assessments and Plans

4.1 On the 16th March 2016 the Early Start and Families service became responsible for the borough wide co-ordination of Early Help Assessments and Plans on behalf of partner agencies. Early Help is the responsibility of all agencies across Barnsley and whilst Family Centres and the Targeted Youth Support service are direct deliverers of Early Help, the service also co-ordinates the Early Help activity generated by other agencies. The multi-agency Early Help Steering Group for Children and Families has worked towards an agreed action plan, stemming from an independent peer review, in order to further improve, collaborate and hold each other to account for performance and outcomes.

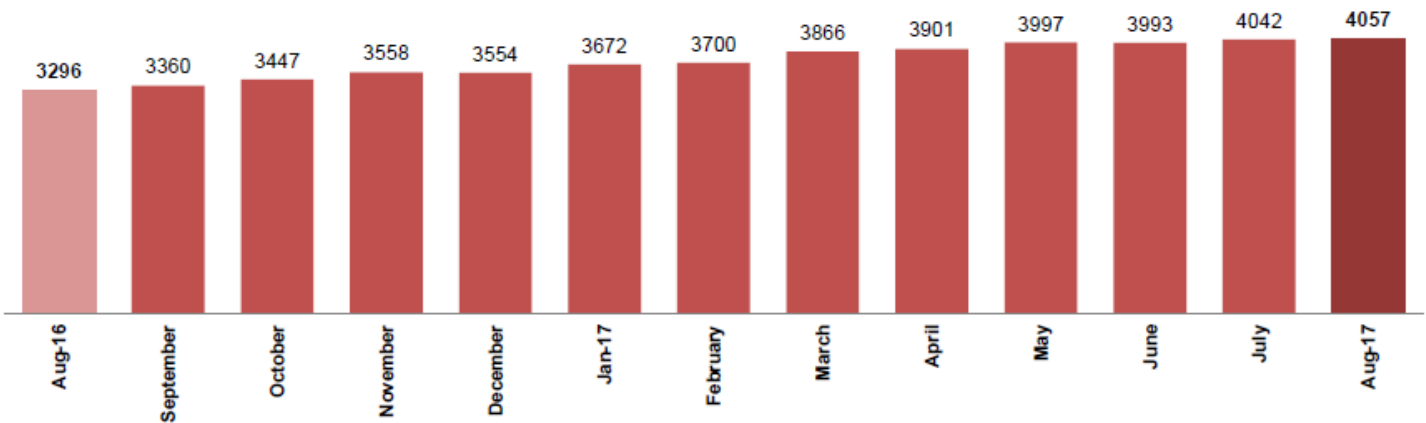
4.2 Children's Social Care previously held this responsibility and as part of the transfer, the service has reviewed and updated the framework for co-ordination including:

- Tracking of Early Help Assessments and Plans
- Performance management and quality assurance
- Workforce development
- Information, advice and guidance including the web based Early Help Toolkit
- Communications and raising the profile and understanding of Early Help
- Development of Early Help champions
- Strengthened arrangements with Children's Social Care including step down and weekly professional consultation open to all agencies

4.3 There has been an increase in multi-agency Early Help activity across the borough when considering the number of Early Help Assessments and plans initiated and progressed. This provides targeted one to one support to families who need additional support as part of a team around the family.

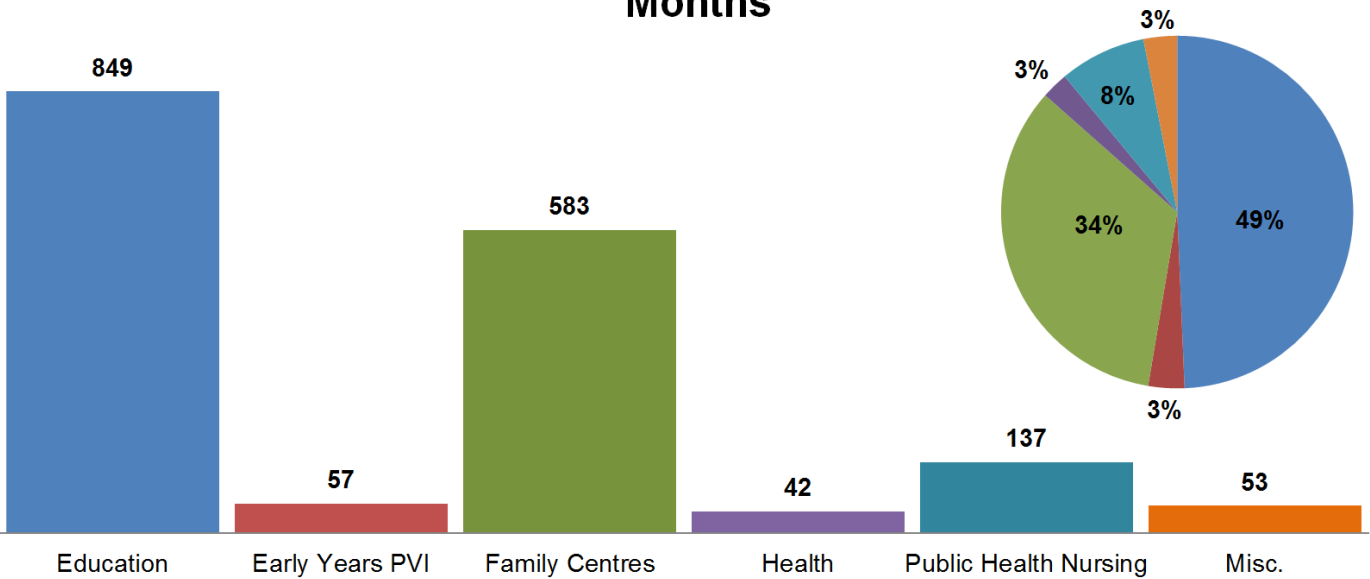
-3296	Aug 16
4057	Aug 17
761	Increase

Active Early Help Assessment Cases Monthly



- 4.4 One of the key aims of the service is to increase, encourage, support and challenge agencies to ensure that they undertake their own role as part of the partnership delivering Early Help to families. To support this, during the last 12 months work has been undertaken with BMBC Performance to develop more granular reporting of Early Help activity. This includes analysis of which agencies are initiating Early Help Assessments, pulling together a team around the family and progressing active plans focused on achieving positive short, medium and long term outcomes.
- 4.5 The chart and table below show the number of Early Help Assessments initiated by agency during the period 1st September 2016 to 31st August 2017. Family Centres (583) along with Primary Schools (694) are the agencies leading the most Early Help Assessments and plans. Secondary Schools (113), Health Visitors (106) are the next greatest instigators:

Active EHA's Source of Referral within the past 12 Months



Organization	Service Area	Sep	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Year to Date
Education	Inclusion Services	0	0	0	0	0	0	0	0	0	0	0	0	0
	Further Education	0	0	0	0	1	0	0	0	0	0	0	0	1
	Primary School	49	58	85	31	101	49	91	21	73	87	49	0	694
	Secondary School	3	17	13	4	6	6	20	3	14	19	8	0	113
	Specialist Education Setting	0	0	0	2	13	9	6	7	0	4	0	0	41
Early Years PVI	Day Nurseries	2	0	0	0	2	0	6	2	1	7	14	2	36
	Early Years Settings	0	0	7	1	1	3	6	0	3	0	0	0	21
Family Centres	Family Centre Early Help Support	40	30	43	8	56	61	68	42	56	49	55	49	557
	Family Centre Sessional Care	0	0	10	0	0	1	3	3	0	9	0	0	26
Health	Barnsley Hospital	0	2	0	0	4	0	0	0	0	0	0	0	6
	Child Adolescent Mental Health Service (CAMHS)	0	0	5	0	2	1	1	0	0	0	0	0	9
	Community Nursing Team	0	0	0	0	0	0	0	0	0	0	0	0	0
	General Practitioner	0	3	0	0	0	4	0	0	0	0	0	0	7
	Midwife	0	0	0	0	3	6	7	1	2	1	0	0	20
Public Health Nursing Service	Community Nursery Nurse	1	0	4	0	3	2	1	2	4	2	4	0	23
	Health Visitor	0	1	7	2	4	19	13	4	13	30	9	4	106
	School Nurse	0	0	0	0	0	2	4	0	2	0	0	0	8
Misc.	Education Welfare Service	0	3	0	0	0	2	0	0	0	0	0	0	5
	Family Intervention Service	7	9	2	0	10	4	2	0	7	0	0	0	41
	Multisystemic Therapy (MST)	0	3	0	0	0	0	0	0	0	0	0	0	3
	Police	0	0	0	0	0	1	0	0	0	0	0	0	1
	Other	0	0	0	0	0	0	2	0	1	0	0	0	3
Total		102	126	176	48	206	170	228	85	175	208	139	55	1721

- 4.6 A further focus of analysis is the inter-relationship between Early Help and statutory interventions led by Children's Social Care. Early indications suggest that since the launch of the new model on the 1st April 2016 there has been an increase in Early Help activity and a decrease in children subject to statutory interventions; however this needs further analysis over a longer period. The data below is at the 10th August 2017:

Age of children	0-5 years	6+ years	All children
Children on Child Protection Plans	124	102	226
Children that are deemed Child In Need	409	773	1,182
Children with Early Help Assessments	1,856	2,322	4,178
Children Looked After	79	196	275

5.0 Making a Difference – Governance and Performance Management

- 5.1 Family Centre Advisory Boards receive detailed data and intelligence regarding children and families in their community including key demographics. This data, coupled with local intelligence, is used to set local targets and forms the basis of the Self Evaluation Framework and action plan. The multi-agency Advisory Boards are the main vehicle for providing local support and challenge to Family Centres in order to ensure that performance targets are met and outcomes for children and families achieved.
- 5.2 As Early Help is every agency's business, the governance arrangements extend to multi-agency partnerships across the borough. The Early Help Steering Group for Children and Families reports to the Stronger Communities Partnership as well as the Barnsley Children's Safeguarding Board and Children's Trust Executive Group. The Early Help Steering Group is accountable for the delivery of the multi-agency action plan; a key strand of which is performance management.

- 5.3 From the 1st April 2016 the group has worked to develop a framework to drive improvements and ensure a positive impact on outcomes. This enables agencies to better align resources and fulfil their commitment to constructively hold each other to account. At each steering group meeting an Early Help performance report is shared which includes data in relation to Early Help Assessments and Plans. This has been continuously improved over the year 2016/17 and is now being effectively used to better understand Early Help in Barnsley and how to best maximise impact and outcomes. This report largely focuses on quantitative measures and activity which may lead to key lines of enquiry or investigations as a group. For example most recently the group agreed to undertake a deep dive in their own respective organisation as to the pattern of Early Help activity and Children's Social Care interventions in relation to three areas of the borough.
- 5.4 As part of developing a performance management framework the group has considered how best to develop an understanding of longer term measures of the impact of Early Help and agreed a quarterly report which focused on 'bellwether indicators' (those that indicate leads or trends) including:
- Attendance in primary schools and secondary schools
 - Persistent absence in primary and secondary schools
 - Number of 16-18 year olds not in education, employment and training (NEETs)
 - Take-up rate of two year old entitlement
 - Troubled families - number of families engaged as a proportion of total target number of families and number of families demonstrating significant and sustained improvement
 - Number of children who are school ready as measured by the Early Years Foundation Stage profile
 - Number of fixed term exclusions expressed as a % of primary and secondary school population
 - Number of primary and secondary with 1 or more fixed term exclusions as a % of school population
 - First time entrants to the Youth Justice system (aged 10-17 – rate per 10,000)
 - Number of contacts to Children's Social Care
 - Rate of referrals to Children's Social Care per 10,000 population under 18
 - % of Children's Social Care referrals going on to assessment
 - % of Children's Social Care assessments ending in no further action
 - % of re-referrals (in last 12 months) to Children's Social Care
- 5.5 Quality is assessed through multi-agency audits which from 2017 will form part of the mainstream programme of audit under the Barnsley Safeguarding Children's Board. Following the audits undertaken by the group; an action plan is agreed and monitored through the steering group. The focus of audits during 2016/17 has included:
- Cases that were referred to Children's Social Care but were deemed not to have met the threshold for Social Care intervention
 - Quality of Early Help Assessments
 - Cases stepping down from Social Care
- 5.6 All Early Help cases with an assigned Family Centre, Family Support Worker conduct a case closure summary similar to a case study which identifies learning points. The Early Help Steering Group has agreed following a trial in 2016/17 to share anonymised case summaries on a quarterly basis during 2017/18 in order to learn from best practice, identify areas for improvement and develop a common understanding of what Early Help

can constitute in its broadest sense. Where appropriate information gained from the case summary can also be used as part of the Early Help Communications Plan.

6.0 Measuring Distance Travelled by Families

6.1 The Family Star (see the link in section 10.0) has been used in Barnsley Children's Centres since 2012 and continues to be used in Family Centres and other services funded by the Troubled Families – Think Family programme. The Star has been instrumental in ensuring that practitioners work in a whole family way, taking a solution focused and strengths based approach. The Star enables the measurement of starting points for families, demonstrates the change that families make through an intervention and evidences the family's outcomes and distance travelled. It can also provide a focus for discussion where parents and professionals perceptions of starting points differ. The tool enables the service to measure, evidence and summarise change within families. The Star provides the opportunity to analyse and interpret data in order:

- to be outcome driven and to achieve better outcomes
- to improve the service and identify priority work areas in order to target resources in the right place
- to see the level of progress made by families accessing Early Help services through Family Centres
- to maximise and evidence impact and outcomes

6.2 The Family Star Plus, part of the suite of Outcomes Star, is underpinned by the assumption that positive growth is possible and realistic for families. It focuses on 10 core areas that have been found critical to enable children to thrive and as the system is web based it allows for the production of statistical data that can be used at a number of levels. The core areas of the Family Star are:

- Promoting good health
- Meeting emotional needs
- Keeping your child safe
- Social networks
- Supporting learning
- Setting boundaries
- Keeping a family routine
- Providing home and money
- Progress to Work
- Your Wellbeing

6.3 The Star is based upon a model of change which includes 5 stages:

1. Stuck
2. Aware
3. Trying
4. Finding out what works
5. Effective parenting

6.4 The Star has children and families at the centre of the process and it focuses on family strengths and indicates what steps they could take to progress. It is family friendly and empowers families as they are active participants in the process and importantly it provides a visual representation of progress. This does not replace the Early Help

Assessment and Plan but adds value to the process and provides a tangible evidence base of change.

- 6.5 The service also uses the My Star (for children aged 5-11 years) and Teen Star (for teenagers) to enable a holistic approach to whole family working and assessments. The continued use of the Star enables the service to track distance travelled of individuals/families that receive interventions and ensure that families, young people and children's voices are captured in assessments and intervention measures

7.0 Future Challenges

- Continuing to embed the model including continual workforce development to keep pace with changing need, environment and level of complexity across the full age range
- Continuing to develop an evidence base of what works to ensure outcomes for children and families are maximised
- Data systems and management information to support sound planning and targeting of resources
- Further financial savings/efficiencies required as part of future council plans to 2020
- Continued engagement of all agencies and continued promotion that Early Help is everyone's business
- Ensuring the voice of the child and family is at the heart of all service development and that this can be demonstrated

8.0 Invited Witnesses

- 8.1 The following witnesses have been invited to today's meeting to answer questions regarding Barnsley Family Centres:

- Rachel Dickinson, Executive Director, People Directorate
- Margaret Libreri, Service Director, Education, Early Start and Prevention
- Nina Sleight, Head of Early Start, Prevention and Sufficiency
- Claire Gilmore, Early Start & Families Strategy and Service Manager
- Laura Hammerton, Family Centre Development Manager
- Cllr Margaret Bruff, Cabinet Spokesperson - People (Safeguarding)
- Cllr Tim Cheetham, Cabinet Spokesperson – People (Achieving Potential)

9.0 Possible Areas for Investigation

- 9.1 Members may wish to ask questions around the following areas:

- How confident are you that the Family Centre model is effective in providing early help and support to Barnsley children, young people and families?
- What further development needs to be done to services, particularly for older children, to ensure more equal access across all age groups?
- What work has been done with other key agencies to increase their use of Early Help Assessments?
- What customer feedback has been received and how is this used to inform service planning and delivery?

- How do you measure service quality and success? What is in place to ensure Early Help Assessments are of good quality and appropriate plans and follow-up arrangements are in place?
- How do you engage with families and individuals who do not self-refer?
- What happens to young people who still require assistance but no longer meet the age criteria for Family Centre support?
- What evidence is available to show the effectiveness of utilising the Family Star model in Barnsley?
- What are the key future challenges and what is in place to address them?
- What actions could be taken by Members to support the work of Family Centres?

10.0 Background Papers and Useful Links

- Appendix 1 (attached) – Stronger Communities Partnership Governance
- Access to Early Help for Children, Young People and Families Through Family Centres (Cab.12.07.17):
<http://barnsleymbc.moderngov.co.uk/documents/s22539/Access%20to%20Early%20Help%20Through%20the%20Family%20Centres%20Network.pdf>
- Measuring Distance Travelled by Families: The Family Star:
<http://barnsleymbc.moderngov.co.uk/documents/s22542/Appendix%202.pdf>
- All Age Early Help Strategy 2017-2020:
<http://barnsleymbc.moderngov.co.uk/documents/s18441/Appendix%201.pdf>

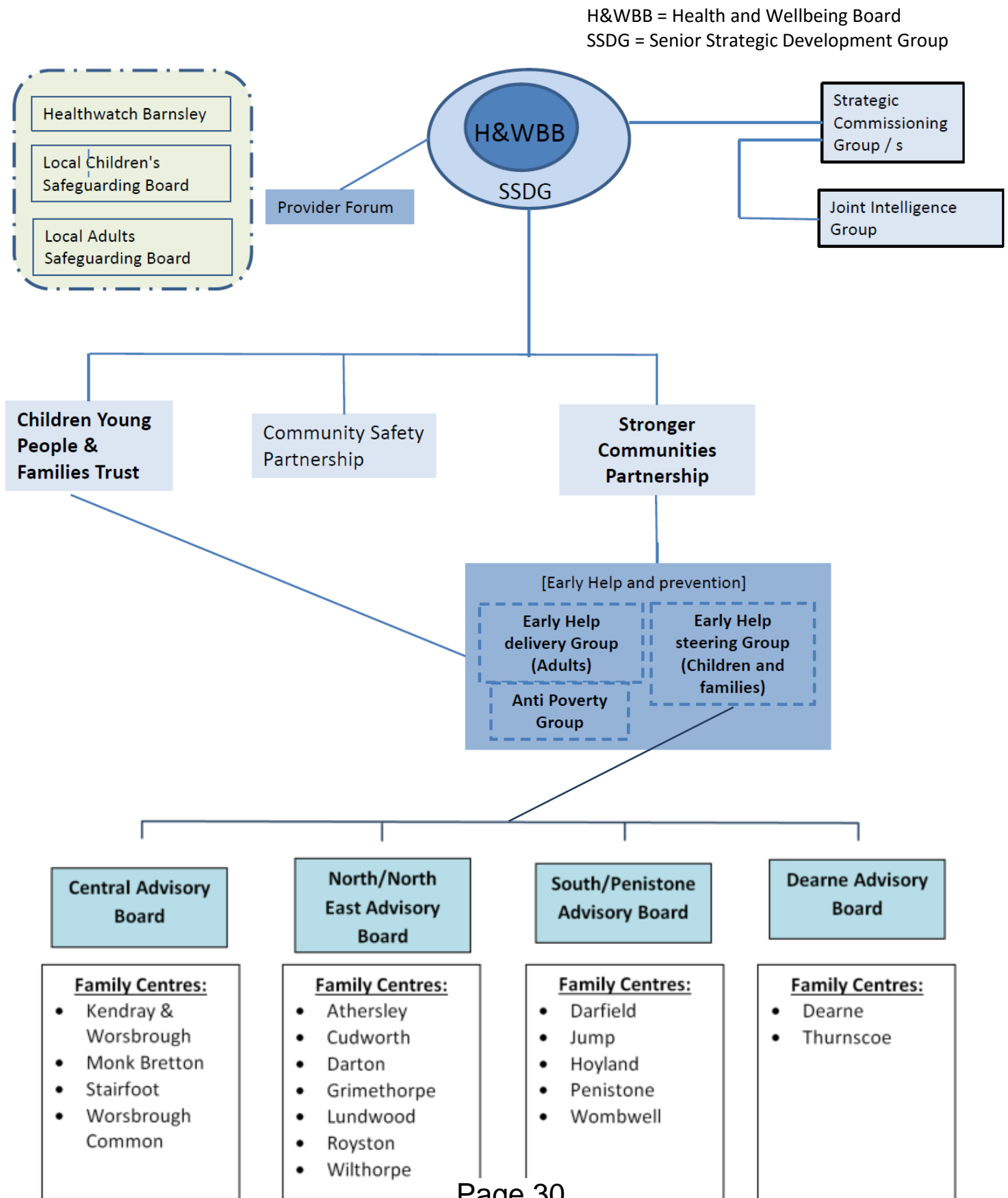
11.0 Officer Contact

- Anna Marshall, Scrutiny Officer (01226 775794)
- Nina Sleight, Head of Early Start, Prevention and Sufficiency (01226 773629)

9th October 2017

Stronger Communities Partnership Governance

This diagram shows the governance arrangements in relation to family centres, showing how they are linked into wider partnership arrangements. Individual family centres feed into overarching advisory boards, which in turn feed into the Early Help Steering Group for Children and Families.



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